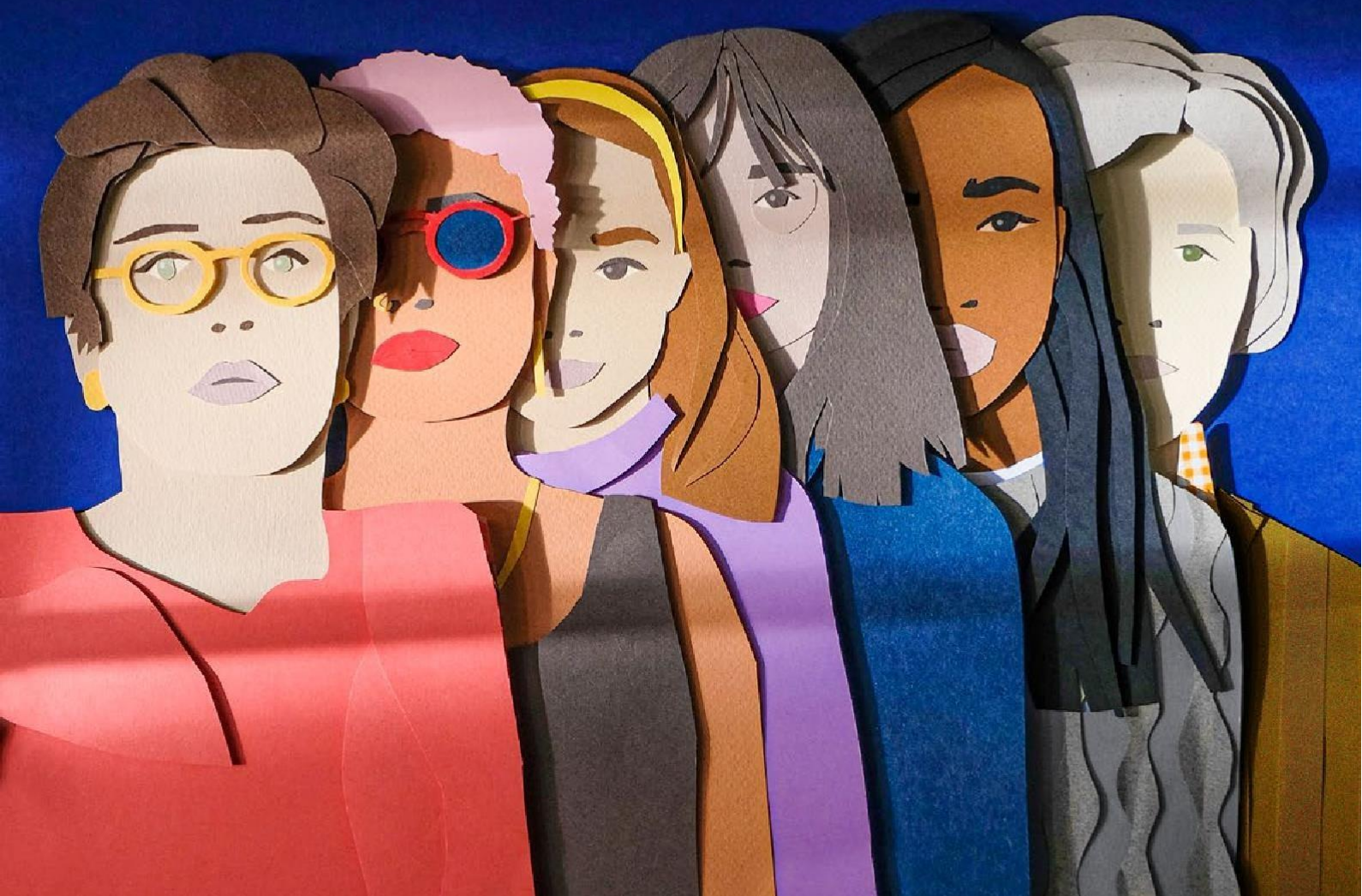




MINISTERIO  
DE IGUALDAD

SECRETARÍA DE ESTADO  
DE IGUALDAD  
Y CONTRA LA VIOLENCIA DE GÉNERO

DELEGACIÓN DEL GOBIERNO  
CONTRA LA VIOLENCIA DE GÉNERO



# State Strategy to Combat Male Violence 2022- 2025 (EEVM)

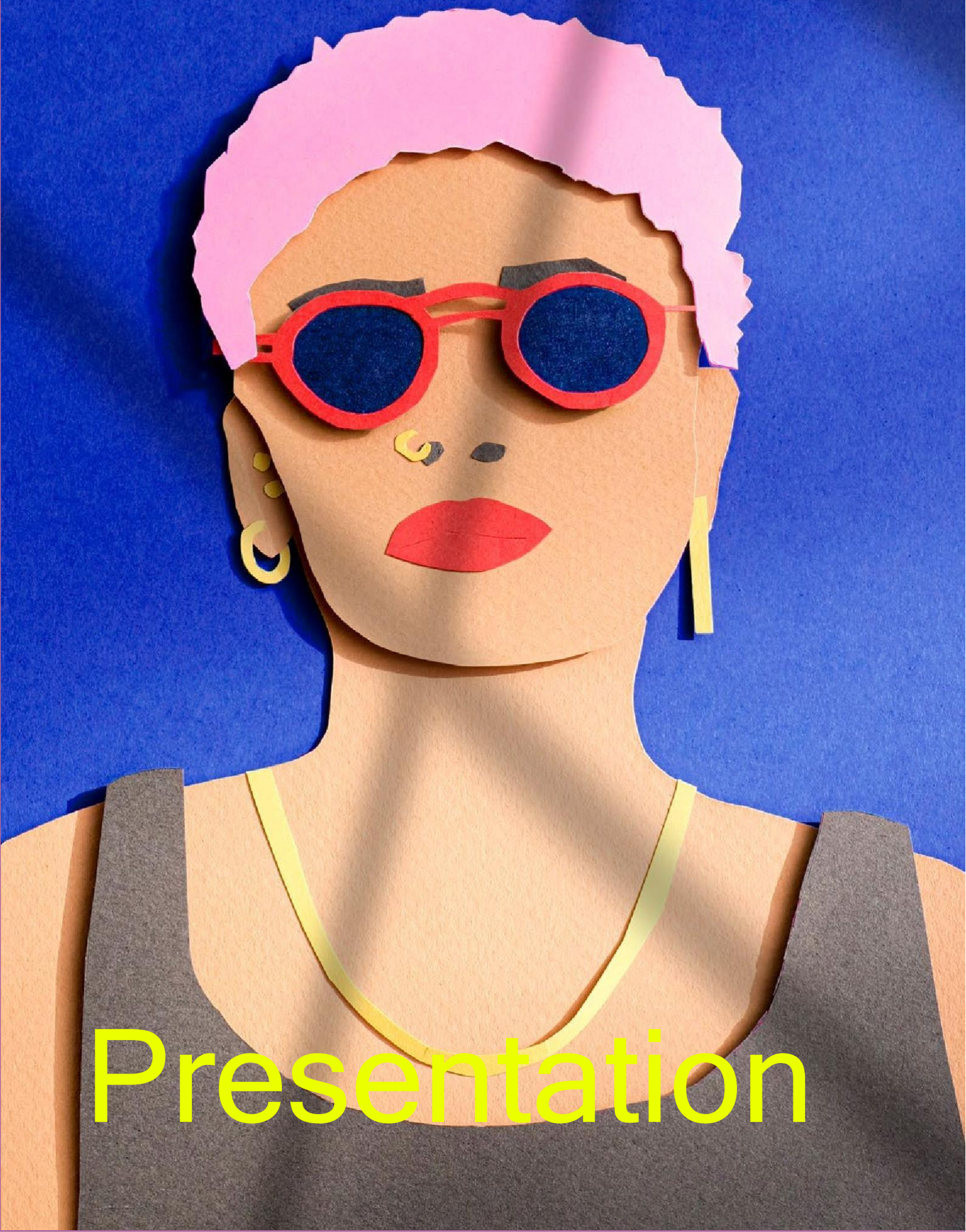
**State Strategy to Combat Male  
Violence 2022- 2025 (EEVM)**

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# Presentation

# Presentation

**More than half of the women (57.3%) living in Spain over the age of 16 have suffered some kind of male violence in our lifetime: 11,688,411 women.** In addition, 1.678.959 children live in households where the woman is experiencing partner violence. This was revealed by the "Macro-survey on Violence against Women 2019", presented on 10 September 2020, the official statistic to measure the prevalence of violence against women in Spain.

In addition, **the data from this Macro-survey show that this violence is hidden and silenced** : 84.1% of women victims of sexual violence and 67.2% of women who have suffered rape have not sought formal help after the incident; of women who have suffered sexual harassment, only 2.5% have reported it to the Police, Guardia Civil or the court and 1.2% went to a medical or psychological care service; 12.1% of women who have suffered stalking have reported it and, finally, 66.9% of women who have suffered intimate partner violence have not sought formal help after the incident.

Despite the data, which shows that violence against women continues to be a **systemic, structural and silenced violence**, various **international bodies recognise Spain as a pioneering country** in the promotion of public policies and resources to combat and eradicate this type of violence. This has been made clear by GREVIO (Group of Experts on Combating Violence against Women and Domestic Violence), in its First Report to Spain (2020), recognising "the firm determination of the Spanish authorities to implement policies in the area of prevention and fight against violence against women, as well as their pioneering role in the development of a progressive legal framework in relation to violence in the area of intimate partner or ex-partner violence. With the passing of Organic Law 1/2004 on Comprehensive Protection Measures against Gender-based Violence (LOMPIVG), Spain adopted an exemplary approach to the conceptualisation of intimate partner violence services.

In 2004, the Spanish parliamentary groups unanimously approved **Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence**, which recognises that "gender-based violence is not a problem that affects the private sphere. On the contrary, it stands as the most brutal symbol of the inequality persisting in our society. It is violence directed against women for the mere fact of being women, considered, by their aggressors, as lacking the most basic rights of freedom, respect and power of decision".

## State Strategy to Combat Male Violence 2022- 2025 (EEVM)

It was undoubtedly a pioneering law in the fight against this type of male violence: the violence suffered by women in their relationships with their partners and/or ex-partners.

Years later, in **December 2017**, the different Parliamentary Groups, the Autonomous Communities and the Local Entities represented in the Spanish Federation of Municipalities and Provinces ratified the **State Pact against Gender-based Violence**. Like Organic Law 1/2004, this Pact was a milestone in the definition of the agenda of policies for the prevention and eradication of violence against women in our country.

In this year 2022, Spain continues to make progress in the conquest of rights for women and in the improvement of public policies to combat male violence. As the most relevant milestone, **Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom**, was approved. Its purpose is the adoption and implementation of effective policies to address all forms of sexual violence, immediate comprehensive care and recovery in all areas in which the lives of women, girls, boys and adolescents, as the main victims of all forms of sexual violence, are developed. With this law, a historical gap between victims and survivors of gender-based violence in the context of intimate partner or ex-partner violence and other violence against women of the Istanbul Convention has been repaired, which we must now complete with the reforms already underway of the LO 2/2010 on sexual and reproductive health and voluntary interruption of pregnancy, and the first comprehensive law against human trafficking, which must comply with the Warsaw Convention and the European Union directive 2011/36, as well as the recommendations of international human rights bodies.

In addition, the inclusion of children and relatives of women victims of gender-based violence has been carried out by introducing vicarious violence into the comprehensive protection system of Organic Law 1/2004 through the reform of Organic Law 8/2021, of 4 June, on the comprehensive protection of children and adolescents against violence.

Moreover, in addition to the task of legislation, our country has redoubled its inter-institutional coordination efforts to improve the response to all forms of violence against women and their children, with all public authorities. Not only is the renewal of the **State Pact** underway in the Spanish Parliament, but also, in collaboration with the Autonomous Communities and local entities, hard work is being done on its continuation and on the establishment of a catalogue of public policies that cannot be renounced, including essential services, which is a fundamental step in the continuation of violence against women as a State priority. Progress has also been made in the civil or administrative accreditation of the status of victim of gender-based violence and human trafficking for the purpose of sexual exploitation, as agreed at Sectoral Conferences.

## State Strategy to Combat Male Violence 2022- 2025 (EEVM)

In addition to taking firm steps towards the eradication of all violence against women, in 2021 and 2022 we worked to extend the **resources of the Government Delegation against Gender-based Violence** to all forms of male violence, **beyond the sphere of the partner or ex-partner**. Thus, another important milestone was achieved in 2021: since then, the 016 telephone service has been dealing with enquiries about all forms of violence against women. And this is how we will continue to work in this Government Delegation, complying with the Istanbul Convention and other international mandates. Other examples of this work include the approval of **Royal Decree 752/2022 of 13 September, which establishes the functions and operating regime of the State Observatory on Violence against Women**, approved with the aim of tackling all forms of male violence. Or the publication of new official statistics such as that on feminicides, to provide statistical data on male murders of women not only in intimate partner or ex-partner relationships, and which once again places us at the forefront of Europe in this area. Likewise, under the "Spain protects you against male violence Plan" (approved as part of the Recovery, Transformation and Resilience Plan to channel funds to repair the damage caused by the COVID-19 crisis), **24-hour sexual violence centres** (crisis centres) have begun to be built all over Spain. Also in 2022 we launched a new line of grants to finance awareness and prevention projects of the associative and feminist movement, we promoted new measures and plans to combat trafficking in women and girls for the purpose of sexual exploitation and important laws were passed to combat gender-based violence suffered by the children of women victims and survivors. In short, we have worked with the conviction of making a priority public policy that also takes into account all women and all forms of violence.

This **new State Strategy**, the second in this field to be approved at state level in our country, aims to contribute to eradicating the serious violation of human rights that violence against women entails because they are women. Once again, **Spain is taking a firm step forward** and is at the forefront of countries that are developing public policies to achieve a society free of male violence. This is a **priority policy of this government**, which recognises all the **invaluable work and strength of the feminist movement, the Autonomous Communities and cities of Ceuta and Melilla, as well as local administrations, women survivors and the majority of society** as a whole. A solid system against violence against women which saves lives, which, together with women's rights, consolidates the duties of the State, and which constitutes a guarantee for the future in the face of negationist currents seeking a step backwards contrary to the effective guarantee of equality, one of the pillars of our constitutional system.

**María Victoria Rosell Aguilar**  
Government Representative against Gender-based Violence  
Ministry of Equality





# i. Introduction

1. Institutional  
commitment
2. Justification
3. Objectives,  
approach and  
general principles

# 1. Institutional commitment

# 1. Institutional commitment

The "State Strategy to Combat Male Violence 2022 - 2025" (hereinafter, State Strategy) is a new instrument for planning and organising action in the field of public policies to **decisively** contribute to the prevention, detection, eradication and reparation of violence against women in a **scenario that requires broadening our vision and achieving more effective and efficient results** in the short, medium and long term.

The aim is to set up a **new framework for action, formulated in a participatory, coordinated and collaborative manner** with the Autonomous Communities and the Cities of Ceuta and Melilla, with the different ministerial departments, the local entities represented through the Spanish Federation of Municipalities (FEMP) and with civil society as a whole: women victims and survivors, the State Observatory on Violence against Women, experts, trade union organisations, business organisations, the feminist and human rights associative movement and citizens, who have been invited to participate in its preparation. All of this, with the aim of achieving a **comprehensive approach and a better institutional response** from the **greatest possible framework of unity and consensus**, which is demanded both by the victims and survivors and by society as a whole.

The **participatory paradigm** that has been used in the design of this State Strategy is not limited to the collection of voices and testimonies for the formulation of demands and proposals, but **seeks the greatest involvement** in the model of approach and attention to the causes and consequences of male violence. This has resulted in a **complex multi-agency dialogue process**, driven by the Government Delegation against Gender-based Violence, which was extended throughout most of 2022. As a result of this shared effort, the document presented here, as well as various previous analysis documents, have been shaped into this state strategy for institutional response in the fight against the different forms of violence against women.

Furthermore, in compliance with the institutional obligations acquired, this commitment must be translated into a **process of accountability** towards society, which needs effective and efficient solutions.

Therefore, the responsibility of public institutions in general, and of the State in particular, must be assumed in this policy in accordance with the **obligation of due diligence**, and it is part of their inescapable duties to take the necessary measures to **prevent, repair the victims and eradicate this systemic violation of human rights, which is still silenced and remains structural**.

Likewise, the group of people and institutions that, in one way or another, intervene throughout the process so that women, and their children, can escape from the male violence that some men exert on them, requires an exquisite understanding and response of personnel and resources, which demands a complex coordination of solutions.

## 2. Justification

# 2. Justification

## 2.1. Why is a State Strategy against all forms of male violence necessary?

The right of women, girls, sons and daughters of victims and survivors of male violence to live a life free of violence is enshrined in **international human rights agreements** such as the "Convention on the Elimination of All Forms of Discrimination against Women" (CEDAW), the "Council of Europe Convention on preventing and combating violence against women and domestic violence" (Istanbul Convention) or the "United Nations Convention against Transnational Organised Crime (Palermo Convention)", among other international human rights instruments of reference.

The Spanish state has an obligation under international human rights law to **formulate and develop multi-sectoral state action plans or strategies to address violence against women, girls and children of victims and/or survivors**. In this sense, since the 1980s, Spain has developed various public policies at state, regional and local level aimed at combating violence against women, mainly in the area of intimate partner or ex-partner violence. The progress made since the 1980s has made us a benchmark country in the development and implementation of public policies in the context of male violence.

Thanks to the approval of the **State Pact in 2017, for the first time, a state-wide policy addressed an institutional framework of action (2017-2022)** aimed at combating all forms of male violence from all three levels of public administration. Despite the great progress made by the State Pact, after five years of its implementation, it is necessary to **continue making progress in the development, implementation and protection of measures and actions that materialise the necessary institutional response in tackling violence against women, understood as a *continuum* that manifests itself in multiple and interrelated ways**.

The data that will be reflected in this diagnosis of the situation of this Strategy shows not only that we are still far from eradicating this systemic violation of human rights that violence against women represents, but also that its eradication will only be possible if **all forms of male violence** are addressed, beyond intimate partner or ex-partner violence, such as sexual violence, digital violence, sexual harassment and gender-based harassment, or violence in leisure and free time spaces, amongst others.

For all these reasons, a new **guiding framework** is essential for all the policies developed in Spain by the public administrations and public authorities with competences in this area, while giving voice to and reflecting the kaleidoscope of perspectives from which these forms of violence are analysed, worked on and experienced, with the contribution of reflections from civil society and social partners (citizens' organisations, associations, feminist movements, trade union organisations, business organisations) and adopting, in short, a **holistic vision** of attention to violence against women.

## 2.2. Background in Spain

Since the approval of **Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence**, Spain has been a **pioneer and benchmark country** in the fight against gender-based violence.

This was made clear in 2020 by the Group of Experts on Combating Violence against Women and Domestic Violence (**GREVIO**) in the **First Evaluation Report to Spain on the legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence**, published in November 2020, by highlighting "the strong determination on the part of the Spanish authorities to implement policies in the area of preventing and combating violence against women, as well as their pioneering role in the development of a progressive legal framework in relation to intimate partner violence. With the passing of Organic Law 1/2004 on Comprehensive Protection Measures against Gender-based Violence (LOMPIVG), Spain adopted an exemplary approach to the conceptualisation of intimate partner violence services". However, GREVIO's own report indicated that:

The National Strategy for the Eradication of Violence against Women (2013-2016) and the recent State Pact against Gender-based Violence (2017) also contain a whole series of measures aimed at improving institutional responses and support for victims of intimate partner violence, which run parallel to the implementation of Organic Law 1/2004. While the State Pact reflects the political consensus around the inclusion of different forms of violence against women in addition to domestic violence, **GREVIO notes with concern that these public policy documents only dedicate a limited number of measures to other forms of violence against women included in the Istanbul Convention**. In both documents, they are part of separate objectives that address forms of violence against women "other than" intimate partner violence.



GREVIO is concerned that this aspect reduces the importance of preventing and combating sexual violence, sexual harassment, forced marriage, female genital mutilation and forced abortion/sterilisation.

First Evaluation Report to Spain (2020)

Spain took another step forward in 2022, when **Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom (hereinafter, LOGILS)** was passed with the aim of adopting and implementing effective, comprehensive and coordinated policies between the different competent public administrations, at state and autonomous community level, which guarantee awareness, prevention, detection and punishment of sexual violence, and include all relevant comprehensive protection measures that guarantee a specialised comprehensive response to all forms of sexual violence, immediate comprehensive care and recovery in all areas in which the lives of women, girls, boys and adolescents, as the main victims of all forms of sexual violence, develop. This includes, among other forms of violence, female genital mutilation, forced marriage, sexual harassment and trafficking for sexual exploitation. In addition, special attention is given to sexual violence committed in the digital environment, including the dissemination of sexual violence, non-consensual pornography and child pornography, as well as sexual extortion through technological means.

Furthermore, Article 60 of LOGILS requires the approval of a **State Strategy for the prevention of and response to male violence** as an instrument for the promotion, development and coordination of the policies and general objectives established in the aforementioned organic law.

In this regard, it should be noted that after the National Plan for Awareness and Prevention of Gender-based Violence 2007 - 2008, **only one state-level strategy has been approved in Spain, which expired six years ago: the National Strategy for the Eradication of Violence against Women 2013 - 2016**. However, in December 2017, the different Parliamentary Groups, the Autonomous Communities and the Local Entities represented in the Spanish Federation of Municipalities and Provinces ratified the **State Pact against Gender-based Violence**. These agreements implied, for all actors, to join the Report of the Congressional Subcommittee for a State Pact on Gender-based Violence as a political base document for the development of the Pact in the following five years (until 2022).

This new context, also marked by legislative advances and by the recommendations made to Spain by GREVIO, requires the **definition of a more ambitious and instrumental public policy framework of reference** to provide a new response to the **serious violation of human rights that male violence against women entails**.

For all these reasons, a new guiding framework for all the public policies developed in Spain is essential, while at the same time it is essential to **give a voice to and reflect all the perspectives from which these forms of violence are analysed, worked on and suffered, taking into account the reflections and work carried out by civil society and social partners** (citizens' organisations, associations, feminist movements, trade union organisations, business organisations).

The adoption of this Strategy in line with the current reality and the legislative advances established entails **careful attention** to some new aspects that will be explained and included in this Strategy. In short, it is a matter of adopting a **holistic vision** of the attention to male violence against women, as well as against their children, and of **advancing in frameworks that until now have not been reflected in any state strategy to combat violence against women.**

In this way, **all forms of male violence** are made visible (intimate partner violence, vicarious violence, trafficking in women and girls for sexual exploitation, female genital mutilation, forced marriage, sexual harassment and gender-based harassment, digital violence, economic violence, violence against women in the reproductive sphere, institutional violence and even violence in leisure and free time) and enshrines **new guiding elements** that had hardly been considered previously (intersectionality, due diligence, principle of reparation, annual accountability, men as agents of change).

In short, the aim is to establish a **public policy framework** that comprehensively addresses **all forms of male violence**, from a **multi-agent approach** to generate the **greatest possible consensus, commitment and unity** between public administrations, civil society, the feminist movement, trade unions and employers' organisations. All of this, with the sole purpose of designing and consolidating a public policy framework that will allow progress to be made in eradicating this serious human rights violation.

# 3. Objectives, approach and general principles

# 3. Objectives, approach and general principles

## 3.1. Objectives of the State Strategy to Combat Male Violence (EEVM)

The **State Strategy to Combat Male Violence 2022 - 2025** (hereinafter, "the Strategy" or its abbreviation EEVM) is conceived with a double instrumental and finalist character, serving as a connector between the new needs reflected in the initial diagnosis and the new responses that must be materialised in a series of Annual Operational Programmes (hereinafter, POAS).

Its general objective is to provide a framework of reference for public action in terms of prevention, awareness-raising, care and comprehensive reparation for all forms of male violence, improving the institutional and public response, in order to **contribute effectively to the eradication of violence against women in Spain.**

To this end, the following **specific objectives** are set out:

- To broaden society's knowledge of male violence as a whole, as well as its capacity to respond, encouraging a change in values and working positively on the role of men in the eradication of this violence and the achievement of real and effective changes.
- To achieve a more efficient functioning and better coordination of the mechanisms for prevention, early detection, assistance and comprehensive recovery from male violence, with a consequent reduction in the incidence and prevalence of cases.
- To improve and innovate in the institutional response capacity for protection, security, assistance and comprehensive reparation.
- To promote the fulfilment of institutional obligations in the exercise of their due diligence, within the framework of the rights of victims/survivors of male violence.

- To recognise and support the fundamental role of women's organisations, feminist and human rights organisations in the eradication of these forms of violence, involving them throughout the process of designing and monitoring the Strategy, and making their contributions visible in a specific axis of the Strategy.

In short, the aim is to broaden the horizons of policies for the eradication, prevention, care, protection and reparation of male violence, marked by the following issues that introduce **innovative elements with respect to other previous state strategies and plans**:

- **All forms of violence.** All forms of male violence are addressed: intimate partner or ex-partner violence, vicarious violence, sexual violence, trafficking in women and girls for sexual exploitation, female genital mutilation, forced marriage, sexual harassment, sexual harassment and gender-based harassment, as well as other more invisible forms of violence such as chemical submission or institutional violence, digital violence, violence in the reproductive sphere and symbolic violence.
- **All women.** From an intersectional approach, the different barriers and discrimination faced by some women are addressed: rurality, age, disability, sexual orientation, ethnicity, cultural diversity, economic situation, addiction, migrant women, irregular origin and administrative situation, etc. Within the necessary attention to intersectionality, it is necessary to specifically consider the age variable as a conditioning factor, including girls, adolescents, young women and older women in the term "women".
- **Women's children as victims.** Consideration of the true extent of male violence by identifying all its victims, as well as the children of women victims and survivors.
- **Involvement of men and society as a whole.** This Strategy makes clear that the involvement and collaboration of men is essential to eradicate violence against women, as well as that of the rest of society as a whole.

All the aforementioned objectives will be specified within a structure of Axes, Strategic Lines and Measures and will subsequently be operationalised, year by year, within the actions that are programmed within the framework of their POAS.

## 3.2. Approach and guiding principles

This Strategy has been designed on the basis of the following approaches:

- A **holistic approach**, taking up a proposal that integrates all the perspectives from which male violence is analysed and dealt with (whatever form it takes, injuring or being susceptible to injure the dignity, integrity and equality of women), giving continuity to what has been done so far, but at the same time innovating in terms of the new needs demanded by society and the structures of care in the face of this violation of human rights. It is a strategy for ALL women and to address ALL types of male violence.
- **Both an instrumental and a finalist approach**, insofar as the Strategy acts as a bridge between the new needs and the previous strategies, so that it serves as a guiding document for the design of subsequent POAS where responses and solutions can be specified and activated, at all levels of administration and in all public policies.

In this sense, this Strategy includes a series of **guiding and orienting principles that are key to its development:**

- Human Rights at the centre. Combating violence against women, understood as a violation of human rights and fundamental freedoms. From this perspective, it is a policy that guarantees the obligatory responsibility of the state response in accordance with the needs identified in the exercise of the rights of all victims of violence against women, as dictated by the Council of Europe Convention on preventing and combating violence against women and domestic violence, signed in Istanbul on 11 May 2011 (Istanbul Convention) and the CEDAW (Convention on the Elimination of All Forms of Discrimination against Women) in its 11th session (1992) in its General Recommendation No. 19, and in its Recommendation No. 35 (2017), as part of the international human rights framework. Other human rights bodies also recommend the elaboration and implementation of state plans to combat violence against women, such as the Committee on Economic, Social and Cultural Rights, the Human Rights Committee, the Committee on the Rights of the Child, the Committee against Torture and the Committee on Discrimination.

On the other hand, the Beijing Declaration and Platform for Action, the Cairo Programme of Action in relation to sexual and reproductive rights, as well as Resolution 1325 and its derivatives on Women, Peace and Security, SDG 5 of the 2030 Agenda, and the European Union's regulations in relation to equality between women and men and the eradication of all forms of violence are historical references for this Strategy.

- The feminist paradigm. The feminist theoretical framework provides scientific knowledge about the reality of gender inequality. The feminist political and associative movement, as the main ally in the defence of equality between women and men, has been invited to participate in the design of this Strategy. Their participation, together with that of the women survivors, has been essential, contributing with their perspective to bring the reality of women victims and survivors, as well as their children, closer to the public administrations throughout the process of coming out of and repairing violence.
- Participation. The design of this Strategy has been carried out through a participatory methodology that has consisted of holding different meetings where the voice of civil society, professionals, experts, women survivors, the associative movement, Ministries, Autonomous Communities and the Cities of Ceuta and Melilla, the Spanish Federation of Municipalities and Provinces (FEMP), the judicial system, trade union organisations and business organisations have all been given a voice. The aim of all this is to listen to the demands and learn about the experience of both the women themselves and the different people and institutions working to eradicate male violence. In addition, a questionnaire for citizen participation was made available on the website of the Government Delegation against Gender-based Violence of the Ministry of Equality, which was open from 5 February to 20 March 2022. All these contributions have been analysed in the preparation and design of this Strategy.
- Intersectionality. This recognises women's diversity in the face of discrimination on the basis of racialisation, religion, ethnicity, origin, social class, age, ability, sexual orientation, or habitat, among others. In accordance with this diversity, women occupy different positions with regard to the institutional response to these forms of violence. It involves applying a new approach to prevention and care when there are circumstances such as: victims of trafficking and sexual exploitation, rurality, social class, age, women with disabilities, older women, migrants (particularly those who are in an irregular administrative situation), refugee women, women with diverse sexual orientation and identity, women with addictions, ethnicity, cultural diversity, etc. This gives the Strategy a look at the diversity of women who may suffer from male violence, simply because they are women, whatever their personal condition. It is emphasised here that the age variable is specifically considered as a cross-cutting variable, including girls, adolescents, young women and older women in the term "women".

All the measures envisaged in this Strategy have to take into account the principle of intersectionality and the characteristics of all women.

- Due diligence. Understood as the responsibility and obligation of the State to proceed with due diligence in order to prevent, investigate, redress and punish all acts of violence against women, whether perpetrated by the State or by private individuals.
- Reparation. In relation to the above, reparation is enshrined in this Strategy as part of States' obligation to act with due diligence in the face of violence against women. It is based on the need for restorative intervention by the different state institutions. Reparation is an obligation for states and a right for women victims/survivors.
- Transparency and accountability. A system for monitoring the objectives and actions defined in this Strategy is proposed as a form of transparency of the commitments assumed by the agents involved, as a model for the management of public action. This feedback to citizens is part of the commitment to measure the implementation and scope of the measures included in the Strategy, and will be a fundamental part of the process of changing the paradigm of this public policy. The Government Delegation against Gender-based Violence, just as it is committed to designing this Strategy through a complex participatory process, will establish a system of monitoring and accountability as demanded by society and women survivors and victims.
- Respect for the sphere of competence. All the measures contemplated in this Strategy are based on the constitutional principle of respect for the existing sphere of competence in Spain, ensuring equity in access to services and resources in the territories that fall under the competence of each public administration.
- Financial commitment. For the development of this Strategy, it is necessary and essential that the different public administrations responsible for its promotion assume a financial commitment to implement and develop the measures indicated therein. In this way, the General State Administration, in addition to continuing its financial commitment to promoting its own measures, will continue to contribute to the implementation of specialised services and measures of the Autonomous Communities and the Cities of Ceuta and Melilla, in accordance with the provisions of the respective General State Budget Laws, as it has been doing since the entry into force of Organic Law 1/2004. Similarly, continuity will be given to the commitments acquired in external action and cooperation for development and humanitarian action, the commitment to which is provided for in the Law and Master Plan for Spanish International Cooperation.



All commitments arising from the implementation of this Strategy are subject to the budgetary availabilities existing in the current and subsequent years, in accordance with the fiscal consolidation path set by the Government, and that, in the case of actions for which the Autonomous Communities and Local Entities are competent, the provisions of the Strategy will be optional.



## ii. Contextualization

4. Conceptual Framework
5. Regulatory Context
6. Diagnosis of the  
state of the  
situation

# 4. Conceptual Framework

# 4. Conceptual framework of male violence

## **The extent of male violence against women and girls** A changing social problem

The consideration of violence against women and girls is a **serious human rights violation**. Its treatment as a public issue of the utmost seriousness is relatively recent; and indeed some of its manifestations still lack sufficient intervention to achieve its eradication.

The human rights approach implies full recognition of women's full citizenship based on the principles of equality and non-discrimination, which allows for its defence, vindication and expansion; and also the demand for reparation for the victims. This has been reflected in different regulations, some specific to certain forms of violence, and others more general, referring to women's fundamental rights and the right to equality between women and men.

**Prevention, awareness-raising, protection, punishment and reparation** are the key actions to be taken in the face of male violence. These have had a gradual, sometimes slow, legislative evolution. This has varied according to the improvement in the knowledge available on the different forms of violence, the degree of progress made on women's fundamental rights (in their recognition by states) and political will.

At the same time, there is **some conceptual confusion** about the range of existing violence, its origins and the most effective strategies to eliminate it. This confusion reflects the political tensions over its multidimensionality. This goes beyond the narrow confines of delimiting violence as simply a nefarious act that occurs in the private sphere of affective and familial relationships of women in a heterosexual relationship.

As the Spanish State Observatory on Violence against Women (2007) pointed out decades ago, Spain is a leading country in the fight against violence against women, and is prolific in its initiatives. Different administrations, both from the State and the Autonomous Communities, have approved specific regulations, and together with many local entities, institutional plans, programmes and measures aimed at eradicating different types of violence have been developed. However, the terminology is very diverse, as are the forms of intervention (standards or public policies). This has sometimes led to ambiguity and doubt. The institutional framework now requires a comprehensive and up-to-date approach. In part, the basis of the EEVM 2022-2025 is to contribute to this.

The normative changes are the result of profound **political and social debates** around inequality between women and men, male privilege in macho societies, and the defence and guarantee of the rights of women, girls and boys. The changes have come about thanks to the impetus of the feminist movement, which has demanded the analysis of violence that is still not very visible, the appearance of new forms of violence that are already known, and the denunciation of gaps in attention or the ineffectiveness of some procedures.

As a result, the **definition and delimitation** of violence, its causes and consequences, sometimes does not yet capture the full complexity of **all women's experiences**, nor does it adapt to the evolution of this violence. Nor is it always exhaustive in capturing the meaning of the experiences of the victim-survivors. **Improving understanding of the concepts** and definitions of the legal aspects of violence and its causes and consequences is therefore **key to its eradication**.

### Defining male violence

The concept of male violence, for the purposes of the EEVM, **refers to all acts of violence considered violence against women as referred to in Article 3.a of the Council of Europe Convention on preventing and combating violence against women and domestic violence (Council of Europe, 2011), also known as the Istanbul Convention**. This Convention was ratified by Spain on 11 April 2014<sup>1</sup>. Therefore, the term "male violence" is used to designate:

*all acts of gender-based violence that involve or are likely to involve harm or suffering of a physical, sexual, psychological or economic nature to women, including threats of such acts, coercion or arbitrary deprivation of liberty, in public or private life*

<sup>1</sup> See Instrument of ratification of the Council of Europe Convention on preventing and combating violence against women and domestic violence, done at Istanbul on 11 May 2011, (BOE no. 137 of 6 June 2014).

The term "women" includes girls under the age of 18, and is so defined in the EEVM.

The Istanbul Convention establishes the main notions that, together with those carried out in Spain with Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence and Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom, will guide the conceptual framework of this EEVM.

"Violence against women" should be understood as a violation of human rights and a form of discrimination against women.

"Gender" shall mean the socially constructed roles, behaviours, activities and attributions that a particular society considers to be those of women or men.

"Gender-based violence against women" shall mean any violence against a woman because she is a woman or which affects women disproportionately.

Article 3 of the Istanbul Convention.

The Convention also differentiates between "**domestic violence**" (Article 3b):

*all acts of physical, sexual, psychological or economic violence occurring within the family or household or between former or current spouses or partners, regardless of whether the perpetrator shares or has shared the same residence as the victim*

In 2004, however, our country already distinguished the concept of "gender-based violence" from "domestic violence" according to the following definitions:

- On the one hand, "**gender-based violence**" is violence suffered by women in the context of intimate partner/ex-partner violence, including **vicarious violence**. In other words, that which aims to cause harm or damage to women, and is exercised over their family members or persons close to them who are minors in their affective relationships (as set out in Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence).
- On the other hand, "**domestic violence**" would be that which is included in Organic Law 10/1995, of 23 November, of the Penal Code. In the case of domestic violence suffered by women, this would be violence perpetrated by a man against a woman within the family (descendants, ascendants, spouses or similar relationship, siblings, etc.), with the exception of cases considered to be gender-based violence.

Therefore, the EEVM includes within the concept of **male violence** any form of violence against women, which:

Takes place both within and outside the intimate partner relationship, distinguishing between **physical, sexual, psychological, political, economic, digital, cultural, institutional, symbolic, sexual harassment, *stalking*, female genital mutilation, trafficking in women and girls for sexual exploitation, forced marriage and forced abortion and sterilisation.**

Other types of expression that are equally causal for girls and women, such as **reproductive violence and commercial exploitation of women's bodies**, are also included.

The typology and interrelationship between these forms of violence is explained in the next point of the Strategy, although it is necessary to underline the following two issues.

First of all, this definition must take into account that the different expressions can take place in person or be exercised through **information and communication technologies**, through which specific forms of violence are also practised. Therefore, EEVM adopts the General Recommendation 1 of October 2021 of the Group of Experts on Combating Violence against Women and Domestic Violence (hereinafter GREVIO) which monitors the Istanbul Convention <sup>2</sup>.

In this sense, the Istanbul Convention definition encompasses all forms of **violence perpetrated or facilitated through technology**, such as non-consensual dissemination of images or videos, coercion and threats, including threats of rape, sexualised *bullying* and other forms of intimidation, online sexual harassment, impersonation, online stalking or harassment through the Internet of Things, as well as psychological abuse and economic harm perpetrated through digital means against women and girls.

Secondly, as part of the current conceptualisation of EEVM, it has to be considered that **there can be multiple victims**. In the case of symbolic violence, the victims are all women. In the case of other forms of violence, the victims may be close relatives or family members of the women targeted in the first place. Such is the case of **vicarious violence**.

<sup>2</sup> [Access](#) to Recommendation No. 1 of GREVIO 2021.



### **Machismo as the origin of violence**

All male violence against women and girls is rooted in the historical inequality between women and men. As the **2017 State Pact against gender-based violence** points out, violence is the cruellest manifestation of inequality and power relations of men over women.

The origin of this inequality is the **macho structures and values** that persist in our society, whose social institutions continue to function with strong patriarchal references, and which are perpetuated generation after generation. Women and girls suffer violence because they are women. Its ultimate cause is therefore machismo, which is reproduced and transformed in its expressions, despite the achievements made in terms of equality and non-discrimination between women and men.

Inequality for women **manifests itself in discrimination and barriers in relation to men**, which are targeted by equal opportunities policies. It implies less social participation of women and girls in all spheres of society, an unbalanced distribution of power between women and men, especially in the political and economic spheres, a differential presence in public spaces, an unfair use of time, an abusive distribution of care responsibilities, the feminisation of poverty, and in general a greater violation of their fundamental rights. The greatest manifestation of this inequality is male violence, in its multiple forms.

The key to the exercise of male violence is its aetiology (the current order based on patriarchy) and its objective: to maintain a **distribution of symbolic and material power** that privileges men in general and oppresses all women, making it difficult for them to fully exercise their rights.

The concrete manifestations of male violence against women and girls occur in different spheres (community, political, family, economic, spiritual, intimate). They occur in a multiple and interrelated manner. There is also significant diversity in the ways in which they can be exercised (symbolically, physically, psychologically, sexually, economically, spiritually, environmentally and socio- relationally). The types of violence in which these forms take shape are numerous, and **the EEVM addresses them as a whole, from a specific and also holistic point of view.**

All women, because they are women, are subjected to violence on a symbolic level. The **structural inequality** between women and men, the impunity of certain expressions, the social invisibility of some of its manifestations and its normalisation, together with the inaction and lack of due diligence of some public authorities, and the stigmatisation of the victims, contribute to its reproduction.

### Intersectionality, discrimination and vulnerability

Women are not a homogenous group and their experiences vary, because they are in relation to different systems of inequality. It is therefore essential that administrations adopt the perspective of **intersectionality** in order to fulfil their obligations in the face of discrimination.

This approach points out that the inequality between women and men is made meaningful, and experienced in a variable way, depending on other structures of oppression, such as ableism, racialisation, ethnic and cultural origin, social class, age, religious denomination, sexual orientation, gender identity, administrative status of residence, country of origin, conviction or opinion, or marital status. In other words, understanding and intervention procedures on these forms of violence require an **intersectional perspective**.

The CEDAW Committee recognises that gender-based violence may affect some women to different extents, or in different ways, which means that appropriate legal and policy **responses** are required (General Recommendation 35, para. 12; General Recommendation 28, para. 18).

This implies that some women face a higher risk of intersectional violence. In addition<sup>3</sup>, these women may face **multiple discriminations** as a result of intersectionality. In both cases they may be in a context of lower protection.

Vulnerability is considered an **aggravating** circumstance in the criminal treatment of male violence (Article 46) and a need for **specific attention** (Article 12) in the 2011 Istanbul Convention.

Situations of intersectionality therefore affect **multiple women**, such as Roma women, women with disabilities, women in an irregular administrative situation, racialised women, women living in small towns or in rural environments, women of foreign origin or diverse cultures, migrants, applicants and beneficiaries of international and temporary protection, women in situations of trafficking or in contexts of prostitution, women with HIV, women with addictive behaviours, women over 65, girls, young women, and women who have not reported their aggressor(s). To this identification must be added the daughters and sons of women victims and survivors.

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<sup>3</sup> Intersectional discrimination is not the same as multiple discrimination: multiple discrimination would be distinct from intersectional discrimination, because "multiple" refers to "varied, in many ways, many or numerous", and does not reflect the main characteristic of intersectional discrimination, which is intersectionality. In turn, intersectional discrimination means that there are not many or numerous discriminations or that it is not a matter of adding them up, but of working on and identifying the specific discrimination (Tania Sordo, 2018)

Because of the above, approaches to prevention and intervention with victim-survivors must aim to ensure **comprehensiveness, universality, accessibility, adaptability and non-discrimination** in all institutional processes and resources, with respect to all types of violence. The latter also refers to **reparation/compensation processes and measures**.

For example, with regard to accessibility, the UN Committee on the Rights of Persons with Disabilities has recommended that the Spanish State adopt all appropriate measures to combat violence against women with disabilities. In the Spanish context, compliance with Royal Legislative Decree 1/2013, of 29 November, approving the Consolidated Text of the General Law on the Rights of Persons with Disabilities and their Social Inclusion, should be encouraged. This text, which recasts the now repealed LISMI (Law 13/1982 of 7 April 1982 on the social integration of the disabled) and the LIONDAU (Law 51/2003 of 2 December 2003 on equal opportunities, non-discrimination and universal accessibility for people with disabilities), provides, among other things, for the adoption of positive action measures for women and girls (Article 67).

Following the same perspective, perpetrators should also be considered from a diverse perspective. **There is no single typology of aggressor.**

The exercise of male violence corresponds to **different models of masculinity** that have in common a non-egalitarian ideological conception of women, in one, several or all of their fundamental dimensions.

It is therefore essential to prevent the exercise of male violence **among the male population**, influencing its denaturalisation in order to favour the recognition of the value of **egalitarian and non-hegemonic masculinities**. It is essential to underline the **preventive value** of men's involvement in forcefully rejecting sexist attitudes and behaviour among their peers.

Male violence against women and girls is a transcultural and changing violation of human rights, which requires the commitment of all agents and sectors of society, and of all public administrations to eradicate it.

## The interrelationship of violence

Appropriately naming the types of male violence that we must confront as a society is a frequent debate. Although generally used synonymously, each term has specific implications. The **scope of the problem and its delimitation** is a matter of political and social debate. It also occurs within the feminist movement itself, which as such is plural and diverse in its currents of expression. These debates improve the understanding of violence and make it **more visible** to society as a whole and to the institutions responsible for ending it. Naming to make visible is essential, which is why this Strategy also presents a glossary of terms to conceptually delimit male violence.

### Multiplicity and interrelationship of violence

It is essential to **update the terminology** used to designate violence against women in public policy. Firstly, because the **knowledge available** on its characteristics (areas where it is exercised, consequences, etc.) **has improved**, which allows it to be better defined. And secondly, because **the reproduction of this violence can take on new expressions** and transforms in some of its aspects. Such is the case of violence exercised through information and communication technologies, reproductive exploitation, or some dimensions of femicide.

In this way, **this Strategy follows the UN recommendation** for National Action Plans on the need to specify "the different forms and manifestations of violence against women, so that policy can take into account the commonalities and overlaps between them". As the international agency points out, adopting a single strategy "has the advantage of allowing the interrelationships between different forms of violence to be recognised" (UN Women, 2012): 11).

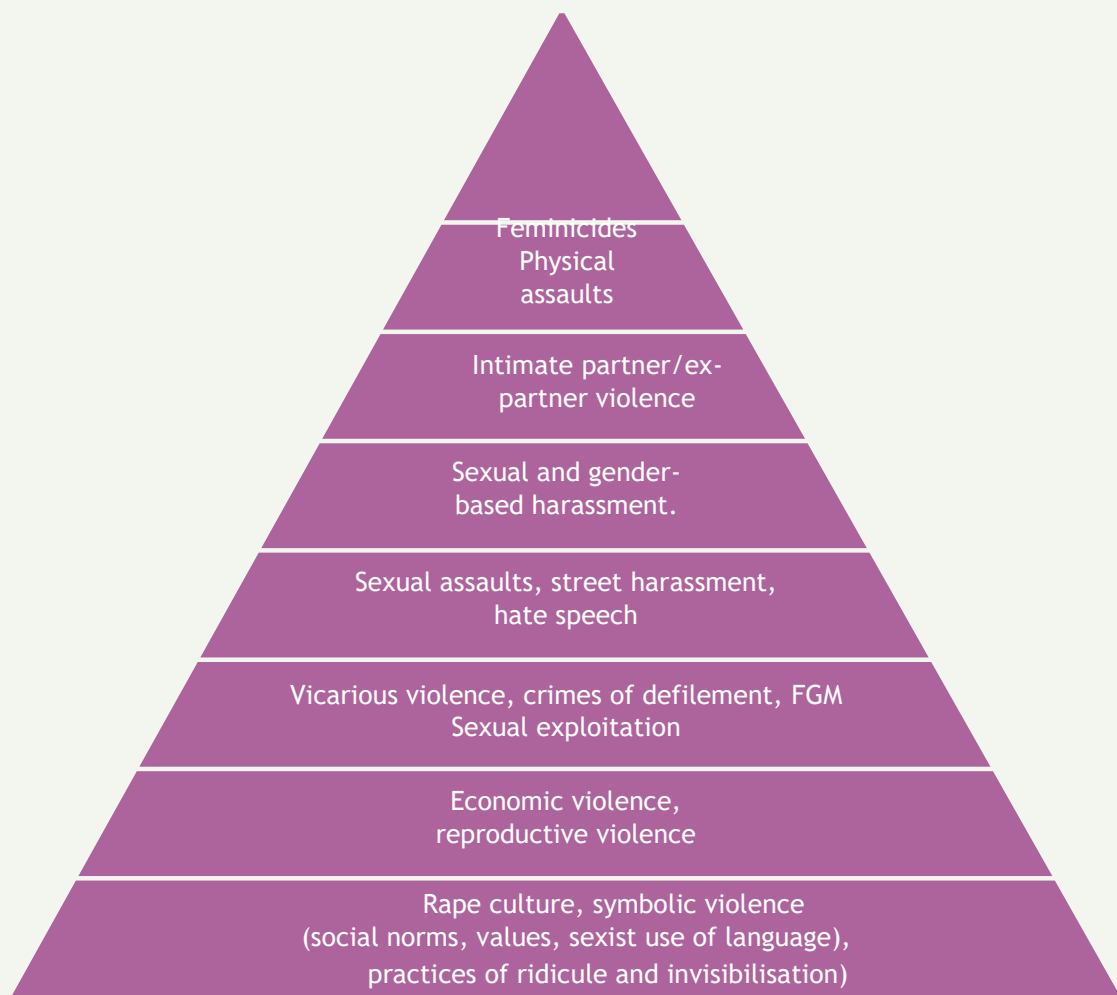
It also **contributes to responding to the recommendations of the GREVIO Expert Group (2020)**, which include broadening the range of violence to which our country was responding institutionally, and guaranteeing attention and reparation for the victims of all forms of violence.

**Male violence is multiple and interrelated.** This is an issue that has been referred to as the "continuum of violence" (Kelly, 1988) and, as will be seen below, is often graphically represented as a triangle or iceberg with different layers depending on its **social visibility**.

In this triangle, at its narrowest and most visible end, the most extreme forms of violence can be seen, both in the public and private spheres: femicides or murders of women, and physical and sexual assaults.

In the intermediate part, there are the **less socially perceived**, more subtle forms of violence. These are sexist practices, especially sexual violence, which have been naturalised in relationships and in the public sphere, such as street harassment or harassment in nightlife, and hate speech on social networks or in the media. Other forms of violence such as psychological or economic violence against women also occur. In recent years they have become somewhat more visible thanks to the awareness raised by the feminist movement and public institutions.

At the bottom are those forms of **violence that are considered invisible**, those that are also based on symbolic violence, for example, practices of ridicule and invisibilisation of women, which are transmitted mainly through the media and social networks. Here we can also include those exercised by men in specific spaces such as the workplace or school; in community settings (such as female genital mutilation, forced marriages or feminicides for dishonour), in stigmatised spaces (such as sexual exploitation) or in other spaces (such as in the reproductive sphere).



Some of the lesser known forms of male violence that are included in the conceptualisation of EEVM are described below.

## Typology and interrelatedness of violence

### Femicicides

Alongside symbolic violence is its opposite pole, the most extreme expression of violence: **femicide**. This is the most extreme expression of violence against women and girls and manifests itself in murders committed by men against women, which should receive special attention from public institutions (Lagarde, 2006; Nuño 2013; Atencio 2015; Corraldi 2016).

Since 2022, the Government Delegation against Gender-based Violence (hereinafter, DGVG) has established a **pioneering classification of femicides in Spain**, with the aim of advancing in their proper statistical measurement and their visibility (2021)<sup>4</sup>. Our country will thus become the first in Europe to officially count and disseminate, as of 1 January 2022, different femicides according to its own classification. **The definitions** used for this are as follows:

Typology	Definition	Subtype
Intimate partner or ex-partner femicides	Murder of a woman under the terms of Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence.	
Family Femicide	Murder of a woman by male family members	- General family femicide - Femicide by honour killing
Sexual femicide	Murder of non-partnered, non-related woman linked to sexual violence	- Femicide by sexual assault. - Femicide linked to trafficking for the purpose of sexual exploitation, sexual exploitation, prostitution or other activities with sexual connotations - Femicide linked to female genital mutilation. - Femicide linked to forced marriage.
Social femicide	Murder of a woman or girl following a non-sexual assault by a non-partnered, non-family man (stranger, co-worker, neighbour, friend, etc.)	
Vicarious Femicide	Murder of a woman of legal age by a man as an instrument to cause harm or injury to another woman.	- Intimate partner or ex-femicides - Vicarious non-partner or non-ex-partner femicide.

<sup>4</sup>See the statement of the Ministry of Equality at [press release](#) (2021).

## Intimate partner or ex-partner violence

The best known form of violence against women is that perpetrated by men against women in intimate partner/ex-partner relationships, which has been commonly referred to as "gender-based violence" because of the fundamental rights framework with which it is associated. This is Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence (LOMPIVG), which was a step forward in guaranteeing a comprehensive and coordinated response to violence against women committed in one of the most intimate areas of women's lives.

It encompasses all acts of physical and psychological violence, including offences against sexual liberty, threats, coercion and the arbitrary deprivation of liberty. This is gender-based violence within the heterosexual couple i.e. it is a manifestation of discrimination, inequality and power relations between men and women (Article 1 LOMPIVG).

It is exercised over women by those who are or have been their spouses or by those who are or have been linked to them by similar relations of affection, even if they do not live together. I.e. ex-partners, lovers or lovers, or similar figures. The victims are women and their children,<sup>5</sup> or children under their guardianship or custody. The latter is considered to be part of vicarious violence, which also affects those close to the victims.

The fact that male violence is **multidimensional**, in particular intimate partner or ex-partner violence, means that it can occur simultaneously in various areas of the personal lives of the victim-survivors, or only in one of them.

Apart from **sexual violence**, the other dimensions to which violence occurring in affective spaces can extend are considered to be the following (DGVG, 2021b):

- **Physical violence:** is causing or attempting to cause harm to a woman by hitting, kicking, burning, grabbing, pinching, pushing, slapping, pulling hair, biting, denying medical care, forcing alcohol or drugs, or using any other type of physical force against her. It may include damage to property and personal belongings.
- **Psychological violence** consists of acts aimed at controlling or manipulating a woman, isolating her from friends, family, school or work, humiliating or shaming her, or instilling fear in her. It includes threatening, blaming, constant surveillance, demands for obedience or submission, indifference or neglect.

<sup>5</sup> Organic Law 1/2004 recognises a whole series of rights for them in articles 5, 7, 14, 19.5, 61.2, 63, 65, 66 and in the 17th Additional Provision.

- **Economic violence:** it involves making or attempting to make another person financially dependent by maintaining total control over their financial resources (rent, goods, property), preventing them from accessing them freely. It can include both prohibition of work or training and labour exploitation. Physical violence, psychological violence, online violence or all of them can be used to achieve this

Conceptual debates on the characteristics of these dimensions of male violence in couples are well established.

### Sexual violence

One of the forms of violence that has been of greatest concern in our society in recent years is sexual violence. According to Organic Law 10/2022 of 6 September on the comprehensive guarantee of sexual freedom, sexual violence is considered to be acts of a sexual nature that are not consensual or that condition the free development of **sexual life** in any public or private sphere. It covers a wide range of typology:

**Sexual assault, sexual harassment and exploitation of the prostitution of others**, as well as all other offences provided for in Title VIII of Book II of Organic Law 10/1995, of 23 November, of the Criminal Code, specifically aimed at protecting minors. Along with the above, **female genital mutilation, forced marriage, sexual harassment, trafficking for sexual exploitation and sexual femicide** are considered. This includes sexual violence committed in the digital environment, which includes the dissemination of acts of sexual violence, non-consensual pornography and child pornography in any case, and sexual extortion through technological means. Likewise, among the behaviours with an impact on sexual life, **female genital mutilation, forced marriage, harassment with sexual connotations and trafficking for the purpose of sexual exploitation** are considered sexual violence.

Spain has made institutional progress in defining and eradicating its multiple manifestations through specific legislation that helps to reveal many of its expressions, both in public and private spaces.

The Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom, states in its Explanatory Memorandum, its main characteristics, which are those adopted by the EEVM:

- In its physical as well as symbolic expression, it is perhaps one of the most **common and hidden** human rights violations in Spanish society, specifically and disproportionately affecting women and girls, but also children.
- It is a social and structural issue closely related to a certain **sexual culture rooted in discriminatory patterns** that must be transformed.



- It carries a determining **symbolic value**, which has a collective impact through insecurity and fear. A message of domination rooted in the reaffirmation of a patriarchal order.

Until recently, sexual violence was considered as occurring only through the use of physical force by the aggressor, and has not taken into account the notion of consent. This consideration can be understood as patriarchal<sup>6</sup>, which in our judicial system had materialised, for example, through the difference between sexual abuse and sexual aggression<sup>7</sup>. The current Spanish regulatory framework proposes the elimination of this distinction, recognising all acts as sexual assault, as stated in **Article 36 of the Istanbul Convention** and the specific recommendations to Spain in this regard.

**Consent** shall only be understood to exist when it has been freely expressed through acts that, in view of the circumstances of the case, clearly express the will of the person (Article 178 of the Organic Law on the Comprehensive Guarantee of Sexual Freedom).

**Symbolic violence** operates in sexual violence by normalising and even naturalising "subtle" violence. Heterosexual women and men learn in the patriarchal system that sexual violence is their own attitudes in the games of romantic seduction of the active subjects-men towards the passive subjects-women (Young Women's Association, 2019).

Sexual violence also operates in public spaces, especially expressions of harassment. **Street harassment** and **harassment in mobility and community spaces**, especially nightlife, affect all women, although it is teenage girls and young women who seem to be the ones who are most subject to this type of aggression.

<sup>6</sup> The conception of the victim as deserving or guilty of her situation is part of the social construct of a patriarchal notion of violence against women (De Miguel Álvarez, 2005). Due diligence requires the application of a gender perspective and the elimination of sexist beliefs and stereotypes about the causes of violence. See in this respect the recommendation in point 221 of the first monitoring report on the Istanbul Convention in Spain: "(...). GREVIO further regrets that many judicial decisions seem to reproduce stereotypes or apply overly formalistic interpretations in order to diminish the criminal responsibility of the perpetrator or even blame the victim. More specific training on sexual violence for legal professionals (see Chapter III) would be necessary to ensure that all sexual acts without the victim's consent are prosecuted and subsequently punished" (GREVIO, 2020:58).

<sup>7</sup> It refers to the distinction made in the Penal Code, approved by Organic Law 10/1995, of 23 November in Chapter II On sexual abuse (Articles 181 and 182) and Chapter II bis On sexual abuse and assault of minors under the age of sixteen (Articles 183, 183bis, 183ter, 183quater) (BOE 281, of 24/11/1995; last updated 09/11/2021). See the critique and recommendation to Spain in the First GREVIO Country Report (2020) (point 220 page 57): "The application of the two offences by the judiciary in Spain, particularly at the lower court level, has caused widespread public outrage and illustrates an inadequate understanding of the use of force and intimidation and the reactions this can trigger in rape victims. See the recommendation on the need for training for judicial operators in point 221 ("(...) More specific training on sexual violence for legal professionals (see Chapter III) would be necessary to ensure that all sexual acts without the victim's consent are prosecuted and subsequently punished") and its insistence in point 224 of the same Report with regard to police and judicial operators; as well as the recommendation to increase victims' trust in institutions (point 223).

These forms of violence manifest male privilege to **objectify and objectify** women's bodies **sexually** . Men who, without consent, stare at, comment on, approach or touch women who are strangers to them in any public space, instilling fear and provoking feelings of humiliation or shame.

Harassment in nightlife settings often involves an environment of social tolerance for sexual assault and rape, which sometimes occurs through drug-facilitated sexual offences (better known as chemical submission), i.e. the overriding of a woman's will by a man through chemical substances that partially or completely incapacitate her. This point should also be taken into account when a woman is under the influence of alcohol and/or drugs that she has knowingly and willingly ingested and a man takes advantage of the situation to sexually assault the woman.

The social expressions of **sexual violence** are therefore manifold and although they are listed in greater detail in the final Glossary, they are cited below.

Type	Definition
Sexual abuse	Before the Organic Law on the Comprehensive Guarantee of Sexual Freedom, which reforms Organic Law 10/1995 of 23 November 1995 on the Penal Code, a distinction was made between abuse and aggression. As the most relevant measure, LOGILS eliminates the distinction between sexual aggression and sexual abuse, considering as sexual aggression all those conducts that violate sexual freedom without the consent of the other person, thus complying with the obligations assumed by Spain since it ratified the Istanbul Convention in 2014.
Sexual assault	Any act that infringes on the sexual freedom of another person without that person's consent.
Stalking	Harassment, intrusive persecution, personal contact against her will (or for others to contact her against her will, e.g. on social media). In its digital dimension it tends to be referred to as cyberbullying (a common term).
Sexual harassment (*)	Any behaviour, verbal or physical, of a <b>sexual nature</b> that has the purpose or produces the effect of undermining the dignity of a person, in particular when an intimidating, degrading or offensive environment is created. (art. 7.1 LOIEMH).
Grooming	Strategies of an adult to gain the trust of a child or adolescent, through the Internet, for the purpose of sexual abuse or exploitation through blackmail and manipulation (common term).
Revenge porn	Distribution mainly on the internet of sexually explicit images or videos without consent to cause distress, humiliation or embarrassment. Sexting is such practice via mobile phone (common term).
Sextortion	Sexual extortion, blackmail in which someone uses sexual content obtained from the victim against the victim to obtain something against his or her will, usually related to the victim's sexual orientation sexuality, threatening publication.
Rape	Sexual assault consisting of carnal access by vaginal, anal or oral means, or introduction of bodily members or objects by any of the first two means to the victim (article 179 of LOGILS).

*Note: (\*) Without prejudice to the provisions of the Criminal Code, which establishes that, without prejudice to the provisions of the LOIEMH, it is "requesting favours of a sexual nature, for oneself or for a third party, in the context of an employment, teaching, service provision or similar continuous or habitual relationship, causing the victim an objective and seriously intimidating, hostile or humiliating situation" (art.184 CP).*

With regard to sexual violence, it should be borne in mind that some forms may constitute **international crimes**<sup>8</sup>. In addition, the transnational dimension of trafficking in women and girls for the purpose of sexual exploitation, child, early and forced marriage, commercial surrogacy, and female genital mutilation (FGM) are of particular concern.

Another obvious manifestation of male violence is the **trafficking of women and girls for the purpose of sexual exploitation**, which is an extreme human rights violation. According to the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Girls (also known as the Palermo Protocol) of 2000, ratified by Spain in 2003, trafficking is defined as:

*The recruitment, transportation, transfer, accommodation or reception of persons, resorting to the threat or use of force or other forms of coercion, kidnapping, fraud, deception, abuse of authority or other situation of vulnerability, or the offer or acceptance of payments or advantages to obtain the consent of a person who has control over another, aimed at their exploitation. Such **exploitation shall include, as a minimum, the exploitation in the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices analogous to slavery, servitude or the removal of organs.***

Sexual exploitation involves engaging in sexual activities without consent, or without valid consent, for which a third party receives financial remuneration. In this context, the dehumanisation of people is provoked, and affects the **sexual objectification of women as a whole** through their commercialisation.

The contexts of prostitution are directly connected to social inequalities because the prostitution market needs the feminisation of poverty to continue to feed on women in situations of social vulnerability (Ranea Triviño, 2018). On the other hand, and according to some studies, there are **links between sexual exploitation and sex tourism**, with Spain sometimes being a European destination and also a country of origin of sex tourists (Guilló and Santiago, 2016; Raena-Triviño, 2021).

**Female Genital Mutilation (FGM)** is an ancient practice, clearly harmful to women's health and lives, which is concentrated in about 30 countries in Africa, the Middle East, South Asia, and some Asian countries (India,

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<sup>8</sup> As CEDAW Recommendation 35 itself states, "inter alia, crimes against humanity and war crimes such as rape, sexual slavery, enforced prostitution, enforced pregnancy, enforced sterilisation or any other form of sexual violence of comparable gravity, in accordance with Articles 7(1)(g), 8(2)(b)(xxii) and 8(2)(e)(vi) of the Rome Statute of the International Criminal Court".

Indonesia, Iraq and Pakistan); and outside these territories within some communities of people originating from these countries (United Nations, 2021).  
FGM:

*covers all procedures involving partial or total removal or other injury to the external female genitalia for non-medical reasons.*

FGM has no health benefits and causes girls and women many harms of various kinds. It involves removing and damaging normal, healthy female genital tissue, thereby interfering with the natural functioning of the girl's or woman's body. It causes severe pain and has a number of immediate and long-term consequences, including increased risks of maternal morbidity and higher perinatal mortality rates for newborns born to mothers who have undergone the practice.

### Sexual harassment and gender-based harassment at work

On another level of visibility, reference should be made to **sexual harassment and gender-based harassment**, especially when they occur in the **workplace and in education**. Both are manifestations of discrimination against women, and constitute a form of sexual, psychological and economic violence. Without prejudice to the provisions of the Penal Code, Organic Law 3/2007, of 22 March, for the Effective Equality of Women and Men (LOIEMH), determined the following:

- The **sexual harassment** as any behaviour, verbal or physical, of a **sexual nature** that has the purpose or produces the effect of undermining the dignity of a person, in particular when an intimidating, degrading or offensive environment is created.
- **Gender-based harassment** is any conduct carried out on the **basis of sex** with the purpose or effect of violating the dignity of a person and of creating an intimidating, degrading or offensive environment.

This type of violence **limits and hinders** women's professional development and thus their autonomy and economic self-sufficiency and has negative consequences on "the dignity, health, safety, autonomy and employment of those involved, as well as on the working climate of their environments, and, as a whole, on the social relations and cultural mentality of the society of which they are a part" (CCOO, 2021:6).

<sup>8</sup> As CEDAW Recommendation 35 itself states, "inter alia, crimes against humanity and war crimes such as rape, sexual slavery, enforced prostitution, enforced pregnancy, enforced sterilisation or any other form of sexual violence of comparable gravity, in accordance with Articles 7(1)(g), 8(2)(b)(xxii) and 8(2)(e)(vi) of the Rome Statute of the International Criminal Court".

## Digital violence

Any violence can be perpetrated using information and communication technologies, through the internet, telephone and social networks: it is not necessary for the aggressor and the victim to have physical contact in person. This violence is commonly referred to as "digital violence" or "cyber-violence".

These forms of violence are named in multiple ways that alert us to the diversity of aggressions suffered by women and girls. They can have a diverse character, being especially harmful those with a psychological or sexual objective such as *stalking*, cyberbullying, sextortion, *sexting*, or revenge porn.

This violence is the digital expression of hate speech against women, misogyny, and anti-feminism, as well as in its sexual and harassment dimension towards individual women.

Adopting General Recommendation No.1 on the digital dimension of violence against women (GREVIO, 2021), three specific dimensions need to be taken into account: online and technology-facilitated harassment,<sup>9</sup>online sexual harassment, and the digital dimension of psychological violence, each with the following implications:

Online and technology-facilitated harassment					
Threat (sexual, economic, physical or psychological)	Damage to reputation	Tracking and collection of private information (spyware) (1)	Identity theft	Sex request	Harassment with accomplices to isolate her
Online sexual harassment					
Threatening or non-consensual dissemination of images or videos (revenge porn)	Non-consensual taking, production or recording of intimate images or videos (2)	Exploitation, coercion and threats (sexting, sextortion, threat of rape, doxing (3), outing (4))	Sexualised bullying (5)	Cyberflashing (6)	
<p>1) Spyware is software that has such a purpose.                      (2) It includes acts of 'up skirting' and the taking of 'creepshots' (stolen and sexualised photos) and the production of digitally altered images in which a person's face or body is superimposed ('fake pornography') using artificial intelligence.                      (3) Disclose personal information or identity.                      (4) Disclosure of sexual orientation.                      (5) Rumours, posting sexualised comments, impersonation, sharing sexual content or sexually harassing others, thus affecting their reputation and/or livelihood.                      (6) Sending unsolicited sexual images through dating or messaging apps, texts, or using Airdrop or Bluetooth technologies.</p>					

<sup>9</sup>As this Recommendation points out, it usually consists of the tactic of monitoring or spying on the victim, on their different social networks or messaging platforms, their emails and their phone, stealing passwords or cracking or hacking their devices to access their private spaces, by installing spyware or geolocation applications, or by stealing their devices. Offenders can also assume the identity of the other person or monitor the victim through technological devices connected through the Internet of Things, such as smart home appliances.

The digital dimension of psychological violence					
All the forms have a psychological impact	Individual acts not typified as crime when combined with mass mentality and repetition	Speech of hatred sexist	Intimidation, threat victims or their family, insults, shame and defamation	Incitement to suicide or self-harm	Abuse economic (6)
(6) Internet banking, deterioration of the victim's credit rating through the use of cards without permission, or financial contracts without consent.					

Own elaboration based on: GREVIO.2021. General Recommendation 1. Own translation.

## Political violence

In recent years, it has been identified that **hatred against women** has gradually increased worldwide. This is due to the patriarchal backlash provoked by social advances towards more egalitarian societies (Faludi, 1991; Card, 2003; Cobo, 2009). **Resistance to transformations in relations between women and men** is a socio-cultural reaction to women's political conquest of power (i.e. the full exercise of their citizenship) and the consequent development of equality laws and policies (Guilló, 2018). This resistance has been expressed primarily through political violence, sexual violence, reproductive violence, the commercialisation of women's bodies and femicide.

These resistances have sometimes been referred to as post-machismo (Lorente, 2013; 2020) because their expressions apparently want to dissociate themselves from machismo as it has been understood until now. However, it should be seen as a **reformulation or adaptation** of machismo to the current era (Cobo 2011; 2011b).

In this sense, **anti-feminist and sexist** speeches against women in Spain are **hate speech on the grounds of gender and sex** and, as such, can be considered in accordance with Article 510 of the Penal Code after the 2015 reform<sup>10</sup> (in addition to the aggravating circumstance of discriminatory motive under Article 22 of the Penal Code). Together they position women as a vulnerable group in the face of these discourses and constitute a violation of their fundamental rights as a specific mode of violence (Fejős and Zentai, (eds.), 2021; Svensson and Bladini, (eds.), 2021).

<sup>10</sup> See the [Circular 7/2019](#), of 14 May, of the General Public Prosecutor's Office, on guidelines for interpreting hate crimes under Article 510 of the Criminal Code (BOE no. 124, of 24 May 2019). See also Supreme Court STS no. 72/2018, of 9 February, in relation to a hate crime (art. 510 CP) on the grounds of gender.

Indeed, this **ideological backlash against women's rights** has unfortunately led to an increase in **political violence** against women. Their expression generally implies undermining, hindering, restricting, preventing or eliminating their participation in public and/or political affairs. This is done by promoting, inciting or carrying out hostile, intimidating, dishonouring or discrediting actions against women, harassing, threatening, physically or sexually assaulting, and even murdering the victim.

This is primarily directed against women **human rights defenders, political representatives or elected officials, activists or journalists**. They are therefore understood as a form of male violence affected by cultural, ideological and political factors. **CEDAW Recommendation No. 35** identifies these elements as also constituting forms of violence, and as such they are conceptualised in the EEVM under the notion of "political violence":

*Harmful traditional practices and crimes committed against women human rights defenders, politicians, activists or journalists also constitute forms of gender-based violence against women affected by such cultural, ideological and political factors (2017, para. 14)<sup>11</sup>.*

*Gender-based violence against women occurs in all spaces and spheres of human interaction, whether public or private, including in the contexts of family, community, public spaces, workplace, entertainment, politics, sport, health services and educational settings, and in the redefinition of public and private through technological settings, such as contemporary forms of violence occurring online and in other digital environments (2017, para. 20).*

That is, this Strategy's understanding of **political violence** is based on international recommendations.

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<sup>11</sup> The notion of violence in the public sphere - in a similar way to that which applies to the EEVM - is taken up in the Recommendation CM/Rec(2019) of the Committee of Ministers to the Member States of the Council of Europe on preventing and combating sexism, adopted on 27 March 2019. And it recognises the importance of the gender and anti-women dimension of the Recommendation General Recommendation 15 of the European Commission against Racism and Intolerance (ECRI) on combating hate speech of 8 December 2015.

## Reproductive violence

**Violence in sexual and reproductive health** also requires specific reflection in relation to women's more contemporary demands.

The Committee on the Elimination of Discrimination against Women (CEDAW, 2017) in paragraph 18 of General Recommendation No. 35 on gender-based violence against women, states that:

Violations of women's sexual and reproductive health and rights, such as forced sterilisation, forced abortion, forced pregnancy, criminalisation of abortion, denial or delay of safe abortion and post-abortion care, forced continuation of pregnancy, and abuse and mistreatment of women and girls seeking sexual and reproductive health information, goods and services, are forms of gender-based violence that, depending on the circumstances, may amount to torture or cruel, inhuman or degrading treatment.

Action against this violence is contemplated in the planned amendment of Organic Law 2/2010 of 3 March on sexual and reproductive health and the voluntary interruption of pregnancy (the public consultation phase of which ended in October 2021). Within these typologies of violence, special attention needs to be paid to the following forms.

- **Forced pregnancy** related to the commercial exploitation of women's bodies through so-called "surrogacy" or "**surrogate pregnancy**". This type of violence materialises the reproductive exploitation of women's bodies for commercial purposes, and may involve situations related to lack of full informed consent, coercion and arbitrary deprivation of liberty.

This practice is prohibited in Spain, and is referred to in Article 10 of Law 14/2006 of 26 May 2006 on assisted human reproduction techniques and Article 221 of the Criminal Code<sup>12</sup>. The Resolution of the European Parliament of 17 December 2015, which states "that it is contrary to the human dignity of women, since their bodies and reproductive functions are used as raw material; it considers that this practice should be banned, which

<sup>12</sup> See Supreme Court judgments STS277/2022, 31 March and STS 835/2013, 6 February 2014.



involves the exploitation of reproductive functions and the use of the body for financial or other purposes, in particular for vulnerable women in developing countries, and calls for urgent consideration under human rights instruments "<sup>13</sup>.

It turns children into objects of exchange, affects their identity rights, and pregnant women are reduced to gestating bodies. This form of violence violates the fundamental rights of women who often find themselves in situations of economic deprivation and in countries with political and economic contexts of lack of rights and opportunities<sup>14</sup>.

- **Reproductive violence** is highlighted by various international organisations such as the WHO (2014), the United Nations (2019), and the Committee on the Elimination of Discrimination against Women (2020).

With regard to this type of violence, two dimensions are addressed: the first is related to the **impediment of the exercise<sup>15</sup> of the rights associated with contraception and abortion, or mistreatment in the practice** of these rights. The second dimension is with regard to **pregnancy**. This latter dimension includes, as noted by the World Health Organisation:

Disrespectful and offensive treatment during pregnancy, childbirth and the postpartum period by health professionals. This includes non-consensual or coercive medical procedures (including sterilisation, caesarean section, and episiotomy), lack of confidentiality and/or privacy, failure to obtain full informed consent, refusal to administer analgesics, refusal of treatment, and neglect (WHO, 2014).

<sup>13</sup> Point 115 of the European Parliament resolution of 17 December 2015 on the Annual Report on Human Rights and Democracy in the World 2014 and the EU's policy on the matter (2015/2229(INI)).

<sup>14</sup> See, in addition to the Resolution and judgments already cited, Nuño Gómez, 2020; and Martínez Vicente, 2019.

<sup>15</sup> Regulated by the Law on Sexual and Reproductive Health and the Voluntary Interruption of Pregnancy (BOE no. 55, of 04/03/2010). Access.

<sup>16</sup> Access to the Report.

In addition to recognising that it **violates** women's **rights** to respectful care, threatens their rights to life, health, physical integrity and non-discrimination, the UN Special Rapporteur on violence against women, its causes and consequences, in the "Report on a human rights-based approach to abuse and violence against women in reproductive health services, with a focus on childbirth care and obstetric violence" (2019)<sup>16</sup>, notes that it is a serious human rights violation that cuts across **all geographic areas and income levels**. Specifically, the report states that *"in recent years, abuse and violence against women experienced during delivery care in health facilities and other reproductive health services has generated great interest worldwide due to, among other things, the numerous testimonies published by women and women's organisations in social media; (and) it has been demonstrated that this form of violence is a widespread and systematic phenomenon"*.

With regard to terminology, the Special Rapporteur uses the term "obstetric violence" to refer to *"violence suffered by women during delivery care in health facilities. The term "obstetric violence" is widely used in South America, but is not yet used in international human rights law, so in order to address it in the current international women's human rights framework, the Special Rapporteur also uses the term "violence against women during childbirth"*.

In this sense, **violence against women in the reproductive sphere** can be defined as any act based on gender-based discrimination that violates women's integrity or self-determination in the area of sexual and reproductive health, their free choice of childbearing, spacing and timing, including forced abortion and forced sterilisation.

Within this last type of violence, the seriousness of **forced sterilisation** should be noted. Women with disabilities are the most vulnerable to this practice, which is the performance of any procedure that results in the **permanent inability to reproduce** sexually without the knowledge, consent or authorisation of the person undergoing the practice, and when it is performed without a serious threat or risk to the health or life of the person undergoing the practice.

CEDAW has drawn the attention of Spain<sup>17</sup> to the need to pay attention to **violence in the reproductive sphere** under Article 4, paragraph 2(c), of the Optional Protocol with the 2020 Opinion (CEDAW/C/75/D/138/2018). In addition to ensuring women's rights to safe motherhood and access to obstetric care for all women, the Committee in its Opinion requested Spain to **carry out studies on violence in the reproductive sphere** in order to make the situation visible and thus guide public policies to combat such violence; to provide adequate professional training, including for judicial personnel; and to ensure resources for the care of women victims. This Opinion (originated in 2018) also establishes the need to "provide appropriate reparations, including adequate financial compensation for the physical and psychological health damage suffered" by the victim who made the claim in her case to the Committee.

It should be noted that the non-consensual sterilisation of women with disabilities was carried out by application of Article 156, second paragraph, of Organic Law 10/1995, of 23 November, of the Criminal Code. It was abolished by Organic Law 2/2020 of 16 December, amending the Criminal Code to eradicate forced or non-consensual sterilisation of persons with disabilities who are judicially incapacitated.

### Institutional violence

Lastly, we must refer to the responsibility of the public authorities. The requirement of **due diligence** by States in relation to the prevention and punishment of violence against women and the protection of victims is a constant in international human rights instruments (Peramato Martín, 2019). In this sense, **secondary victimisation** - with respect to any of the expressions of male violence - is a manifest concern, and is specifically so in the Istanbul Convention (Articles 15 and 18).

States are called upon to comply with the international commitments they have ratified, and in this sense it is the responsibility of all public authorities to contribute to the eradication of all male violence against women by implementing the necessary legislative or other necessary measures. States therefore have obligations and must fulfil them diligently (Article 5 of the Istanbul Convention)<sup>18</sup>. When this does not happen, secondary victimisation or re-victimisation occurs, which prevents violence from being prevented and combated.

<sup>17</sup> Committee's decision under Article 69, transmitted to the State party (Spain) on 6 December 2018 (not issued in document form).

<sup>18</sup> See Article 5 - State obligations and due diligence of the Istanbul Convention. See in the international framework CEDAW 1979 (Art.2c), General Recommendation 19, General Recommendation 28 on Art. 2 of CEDAW and General Recommendation 35, as well as the judgments of the Inter-American Court of Human Rights and the European Court of Human Rights itself.

This dimension of violence makes all levels of administration, all entities, bodies or institutions, including private or third sector entities that provide public services, and any professional or public servant, responsible for maintaining a firm commitment to the elimination of all forms of male violence, and to ensuring that all women have access to the policies necessary for the effective exercise of their rights.

In this sense, the EEVM considers under the notion of **institutional violence** the following:

the consequences on women of the lack of **due diligence**; which occurs both through the omission and inaction of public authorities, as well as through practice contrary or detrimental to women's rights, resulting in **secondary victimisation**.

### Cultural or symbolic violence

When it comes to understanding the interrelation between violence, it is considered that its fundamental link is **cultural or symbolic violence**, which is that which allows the social reproduction of inequality between women and men, as well as the discrimination of the former through shared internalisation.

The sociological concept of "**symbolic violence**" explains the fundamental mechanism by which discrimination and violence are reproduced in contemporary societies<sup>19</sup>. It is based on the (more or less subtle) undervaluing of women and the feminine. It is exercised primarily through language, cultural representations (icons, signs, messages, etc.), social conventions (including values) and mental patterns (beliefs, attitudes) that derive from the above. Together they naturalise, reproduce and legitimise women's subordination and material structures of domination. Its manifestation is cross-cutting and affects all women. The **media**, **advertising** and certain artistic traditions and representations play a key role in their reproduction.

**Delimiting concepts:** to summarise, the terminology used in this EEVM converges on the concepts set out in Annex III: Glossary of this Strategy.

<sup>19</sup> See for example Françoise Héritier (1996); Pierre Bourdieu (1998 [2000]); Nicole-Claude Mathieu (1999)

# 5. Regulatory Context

# 5. Regulatory and institutional context

Violence against women is recognised as a **serious human rights violation by international and regional organisations**, which are committed to generating instruments for the recognition of all its manifestations and its elimination by States.

**The formalisation of this recognition has been gradual.** It derives from the very notion of equality between women and men and the fundamental rights associated with it. In this sense, the legislation has developed as **social knowledge about male violence** has improved, **thanks to the demands of the feminist movement**, to its theoretical and practical framework, as well as to the fundamental role played by the **professional teams** that have accompanied victims and survivors in their recovery processes for more than 40 years.

The legislative reference frameworks for EEVM are of different scope: international, regional-European, state and autonomous community, although all of them must include the principles that must drive public policies in accordance with the **Council of Europe Convention on preventing and combating violence against women and domestic violence** (better known as the Istanbul Convention), signed in Istanbul in 2011 and ratified by Spain in 2014, and the **Convention on the Elimination of Discrimination against Women (CEDAW)**, ratified by Spain in 1983.

In addition, conventions, resolutions, recommendations, observations, as well as national and international jurisprudence on violence against women and other similar tools, have served as a roadmap to outline the obligations of States in their duty to protect and guarantee the rights of women and girls to live a life free from all forms of violence.

## Universal System of Human Rights Protection

### The horizon of fundamental rights

The framework of human rights protection is composed of both conventions and treaties (or similar instruments of action), as well as the rulings of individual cases and petitions before which the various human rights monitoring bodies or committees, or international human rights courts, have acted.

Since violence against women is a structural violation of human rights, the starting point is the **United Nations Universal Declaration of Human Rights of 10 December 1948**. The Declaration establishes the right to equality and to the exercise of fundamental rights and freedoms without discrimination on the basis of sex. The **International Covenant on Economic, Social and Cultural Rights and the International Covenant on Civil and Political Rights of 16 December 1966** are in the same vein.

In terms of specific instruments, the international benchmark for the defence of women's rights is the **1979 Convention on the Elimination of Discrimination against Women (CEDAW)**. Although it originally lacked a specific article condemning violence, the Committee in charge of monitoring it (CEDAW Committee), in General Recommendation No. 19 of 1992, did consider violence as "a form of discrimination that seriously inhibits women's ability to enjoy rights and freedoms on a basis of equality with men".

Spain signed the Convention on the Elimination of Discrimination against Women on 17 July 1980 and ratified it on 5 January 1984. As an international treaty<sup>20</sup>, the Optional Protocol to the Convention<sup>21</sup> was only produced in 1999 (it entered into force in December 2000). Spain ratified it in August 2001 and it entered into force the same year<sup>22</sup>. Successive recommendations of this Committee have updated and expanded the scope of CEDAW:

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<sup>20</sup> States are accountable to the Committee, and in parallel, feminist organisations produce a "Shadow Report" as an alternative tool for monitoring and surveillance of compliance with international commitments on women's human rights. The CEDAW Platform Sombra España, composed of feminist women's organisations, prepares its own reports which it submits to the United Nations ([access](#)). It also takes positions on the follow-up to the Beijing Platform for Action and submits them to the relevant Ministry; and works on the Shadow Report to the Istanbul Convention's Group of Experts on Combating Violence against Women (GREVIO)

<sup>21</sup> ([access](#) to the Protocol).

<sup>22</sup> Instrument of Ratification of the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women, signed in New York on 6 October 1999. BOE no. 190, 9 August 2001, pages 29707 to 29710 ([access](#)).

In General Recommendation No. 19, the Committee (1992) clarified that discrimination against women, as defined in Article 1, included gender-based violence, which is "violence that is directed against women because they are women or that affects them disproportionately", and which constituted a violation of their human rights. It considers that girls are included in the wider community of women and "are more vulnerable to discrimination in access to basic education, as well as to trafficking, abuse, exploitation and violence." Due to the increased vulnerability of girls and the specificity of the forms of violence they may face (harmful practices among others), their specific needs must be taken into consideration.

The Committee's General Recommendation No. 31 and General Comment No. 18 of the Committee on the Rights of the Child "on harmful practices", adopted jointly (2014), warns about States' obligations on certain forms of violence: female genital mutilation (FGM), child or forced marriage, polygamy, and "honour" crimes. Expressions that "affect adult women, either directly or because of the long-term impact of the practices to which they were subjected as children, or both".

General Recommendation No. 35 "on gender-based violence against women" (2017), updates Recommendation No. 19 and provides additional guidance for States<sup>23</sup>. They should be considered together, as it broadens the scope of violence in general and should be seen as the most recent conceptual development:

The term "gender-based violence against women" is a more precise term that highlights the gender-related causes and effects of violence. Such violence is "rooted in gender-related factors, such as the ideology of entitlement and privilege of men over women, social norms regarding masculinity and the need to assert male control or power, enforce gender roles, or prevent, discourage or punish what is considered unacceptable behaviour by women" These factors influence its social acceptance, its consideration as "a private matter", and impunity. It affects women throughout their life cycle, takes multiple forms (threats, acts or omissions), can result in death or physical, sexual, psychological or economic harm or suffering.

It occurs "in all spaces and spheres of human interaction", and "manifests itself in a series of multiple, interrelated and recurring forms,

<sup>23</sup> General Recommendation No. 28 (2010) on core obligations of States recalled the mandatory nature of action on gender-based violence.



in various domains, from private to public, including technological environments, and transcends national borders in today's globalised world.

The Committee adopts an implicit focus on the intersectional approach, as it notes that "given that women experience multiple and intersecting forms of discrimination, which have an aggravating negative impact".

It finds aggravating factors in the context: "affected and often aggravated by cultural, economic, ideological, technological, political, religious, social and environmental factors, political, economic and social crises, unrest, humanitarian emergencies, natural disasters and the destruction or degradation of natural resources" (points 14 and 16).

The Committee underlines that inadequate or non-existent legislation, together with reduced public spending, "contribute to further weakening state responses". Such factors, in the "context of shrinking democratic spaces" (...) "contribute to the persistence of gender-based violence against women and lead to a culture of impunity". In other words, the neglect or failure of public authorities to keep up to date contributes to violence against women.

From a **historical perspective**, it is necessary to point out the United Nations Decade for Women 1975-1985, in which the first world conferences on women took place (Mexico 1975, Copenhagen 1980 and Nairobi 1985) and where the UN as an institution recognised violence as a global problem. As is the case with the International Conference on Population and Development (Cairo, 1994) and its Programme of Action.

The 1990s saw the consolidation of international action. Through ECOSOC Resolution 1990/15, the United Nations warns that "violence against women in the family and in society is widespread, transcending differences of income, class and culture, and must be countered by urgent and effective measures to eliminate its incidence". In 1992, the CEDAW Monitoring Committee made General Recommendation No. 19, in which it noted that the notion of discrimination includes de facto violence. However, it was in 1993, at the World Conference on Human Rights in Vienna, that the United Nations defined violence against women for the first time in an international body as a human rights problem, providing a reference for all countries in the world. It does so in Article 1 of the **Declaration on the Elimination of Violence against Women**,<sup>24</sup> which has become the official UN definition to date:

<sup>24</sup> Held in Vienna in 1993, and noted in its Declaration and Programme of Action ([access](#)), which in its paragraph 18 affirms "the human rights of women and of the girl child are an inalienable, integral and indivisible part of universal human rights"

*"any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.*

This violence includes: "physical, sexual and psychological violence in the family, including battering, sexual abuse of girls in the home, dowry-related violence, marital rape, genital mutilation and other traditional practices against women, violence by persons other than the husband and violence related to exploitation; physical, sexual and psychological violence at the level of the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and in other settings, trafficking in women and forced prostitution; and physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs. It includes the practice of forced sterilisation and abortion, coercive/forced use of contraceptives, female infanticide and prenatal sex selection".

This Declaration was adopted on 23 February 1994 by the United Nations General Assembly (Resolution 48/104)<sup>25</sup>. It has since been considered the first international human rights instrument to explicitly address this problem.

At the Fourth World Conference on Women (1995), with the adoption of the **Beijing Declaration and Platform for Action**, "violence against women" was clearly identified as one of the twelve priority areas of action for States in the field of equality between women and men. As such, it was linked to monitoring and accountability indicators and tools. It assumes the definition proposed in the 1993 Declaration, and also emphasises some aspects.

It commits States to the notion that violence against women is "a manifestation of historically unequal power relations between men and women, which have led to the domination of women by men, discrimination against women and the creation of obstacles to their full development". Importantly, it occurs throughout the life cycle, in all societies regardless of income level, class and culture. It is an issue that affects all women, because its existence influences all women as a collective.

<sup>25</sup> Resolution 48/104 of 23 February 1994 ([access](#)).

In its conceptual advances, Beijing established the institutional recognition that the very existence of such violence provokes fear, and that "fear of violence, including harassment, is a constant obstacle to women's mobility, limiting their access to basic activities and resources" (United Nations, 1995).

### Specific considerations and recent developments

Another milestone in the consolidation of the international framework is the World Health Organisation's **Resolution WHA49.25 Violence prevention: a public health priority** (WHO, 1996). Adopted at the 49<sup>th</sup> World Health Assembly, it declared that violence was a growing problem worldwide, affecting "especially women and children". In doing so, the WHO placed violence against women within the framework of health and the right to life, and as a public health issue.

Along with the above, it should be noted that, within the framework of the United Nations, the **Commission on the Status of Women (CSW)** has been the main international intergovernmental body dedicated exclusively to the promotion of equality, driving international policies since 1946.

Its work includes several milestones, such as the declaration in 1999 of 25 November as the International Day for the Elimination of Violence against Women (General Assembly Resolution 54/134), the Resolution on future actions and initiatives for the implementation of the Beijing Declaration and Platform for Action adopted by the United Nations General Assembly in 2000 (Beijing+5 in 2000), as well as its successive follow-up sessions: Beijing+10 (in 2005), Beijing+15 (in 2010), Beijing+20 (in 2015), and Beijing+25 (in 2020) displaced by COVID19.

The 57th session of the CSW in 2013 focused on the "Elimination and prevention of all forms of violence against women and girls", which was also reviewed in 2016 at the 60th session.

The 65th session in 2021 also had the issue in mind in "Women's full and effective participation and decision-making in public life, and the elimination of violence, to achieve gender equality and the empowerment of all women and girls". Adopted conclusions include: strengthening policy, legal and regulatory frameworks, and preventing and eliminating violence against women in public life.

There are other UN milestones that have contributed to the development of international benchmarks in relation to violence against women for being women. Among the more contemporary ones, the following stand out.

First, the adoption by the General Assembly of Resolution 57/179 "Towards the elimination of crimes against women committed in the name of honour" (2002), and Resolution 58/147 on "Elimination of domestic violence against women", which urges states "not to invoke any custom, tradition or religious consideration to avoid their obligation to eliminate violence against women" (2003).

Secondly, the 2006 Report of the Secretary-General on the In-depth study on all forms of violence against women (A/61/122/Add.1), which led to the adoption of four other resolutions. Three of them on "intensification of efforts to eliminate all forms of violence against women" (61/143 in 2007, 62/133 in 2008 and 65/187 in 2010). The other was the Resolution on "Elimination of rape and other forms of sexual violence in all its manifestations, especially in conflict and related situations" (62/134, in 2008).

Achievements include the UN Secretary General's global campaign "UNITE to End Violence against Women" (2008-2015).

The **manifestations of transnational involvement** in violence against women require separate mention. We refer to trafficking and female genital mutilation, both of which are recognised in the 1993 Declaration and the Beijing Platform for Action as specific forms of violence.

With regard to **prostitution and trafficking of women and girls for sexual exploitation**, the international normative framework dates back to the beginning of the 20th century<sup>26</sup>. CEDAW, in Article 6, refers to this in the following terms: "States Parties shall take all appropriate measures, including legislation, to suppress all forms of traffic in women and exploitation of prostitution of women" However, the first regulation at the international level referring specifically to trafficking in persons regardless of the purpose of exploitation is the "Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organised Crime (2000)" or **Palermo Protocol**.

<sup>26</sup> See the international framework of the Comprehensive Plan to Combat Trafficking in Women and Girls for Sexual Exploitation 2015-2018 ([accessed](#)).

It was ratified by Spain on 21 February 2002 (BOE of 11/12/2003), in force since December 2003. It is the first international instrument binding on States to establish an agreed definition (Article 3): “the recruitment, transportation, transfer, accommodation or reception of persons, resorting to the threat or use of force or other forms of coercion, kidnapping, fraud, deception, abuse of authority or other situation of vulnerability, or the offer or acceptance of payments or advantages to obtain the consent of a person who has control over another, aimed at their exploitation”. Such exploitation shall include, as a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices analogous to slavery, servitude or the removal of organs.

Consent given by the victim shall not be taken into account when any of the above means have been used. The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered "trafficking in persons" even if none of the above means are used.

Given the impact this violence can have on girls and adolescents, it is necessary to refer to the UN Convention on the Rights of the Child (1989) and the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography (UN General Assembly, Resolution 54/263 of 25 May 2000, entered into force 18 January 2002). Victims under the age of 18 are granted special protection, noting the irrelevance of consent when the victim is a minor. According to this regulation, coercion, threat or deception is not necessary to establish the victim's status when the victim is a minor.

Other relevant references are UN Security Council Resolution 1325 on Women, Peace and Security (2000) and subsequent resolutions complementing it, which calls for special attention to be paid to situations of armed conflict and peace reconstruction. These are the resolutions: RES/820 (focusing on sexual violence in conflict; 2008); RES/1888 (establishing a UN Special Representative on Sexual Violence in Conflict; 2009); RES/1960 (on compliance and monitoring; 2010); RES/2106 (urging operationalisation of existing obligations rather than creating new structures or initiatives. Includes a text on women's participation in the fight against sexual violence; 2013); and RES/2467 (recognises that sexual violence in conflict occurs continuously against women and girls; urges implementation of the above mandates and combating impunity for such violence crimes; year 2019).

The global momentum continued with several landmark General Assembly initiatives such as Resolution 64/293 of the UN Global Plan of Action to Combat Trafficking in Persons (2010) and Resolution 68/108 on "Enhancing coordination of efforts against trafficking in persons" (2013), which adopts 30 July as the International Day against Trafficking in Persons.

In which the Council underlined that sexual violence, when used as a tactic of war or as part of a widespread or systematic attack deliberately directed against civilian populations, could significantly exacerbate situations of armed conflict and impede the restoration of international peace and security. The Council also stressed the need for crimes of sexual violence to be excluded from amnesty provisions in the context of conflict resolution processes and affirmed its intention to consider targeted and graduated measures against parties responsible for acts of sexual violence.

CEDAW has shown particular concern about this type of violence in relation to migration contexts in the General Recommendation on trafficking in women and girls in the context of global migration during a high-level discussion held on 22 February as part of the 72nd session of the Committee (2019).

In the case of **female genital mutilation (FGM)**, which is one of the least visible forms of violence in society, it is necessary to refer<sup>27</sup> to the Resolutions adopted by the General Assembly on "Intensifying global efforts for the eradication of female genital mutilation" in 2012 (67/146) and 2014 (69/150). The first bans the practice, and designates 6 February as the International Day of Zero Tolerance for Female Genital Mutilation. It is also necessary to note the 2018 Report of the Secretary-General (A/RES73/266), and the 2020 Human Rights Council Resolution on the elimination of female genital mutilation 44/16, which aims to achieve zero tolerance by 2030 and reaffirm the global ban.

Finally, it is necessary to point out that the analysis and denunciation work of the **United Nations rapporteurship** contributes to establishing goals for States in all forms of gender-based violence against women. These include, among others: the UN Special Rapporteur on the sale and sexual exploitation of children, including child prostitution, child pornography and sexual abuse (established in 1990), the Special Rapporteur on violence against women, its causes and consequences (initiated in 1994), the Special Rapporteur on trafficking in persons, especially women and children (established in 2004), and the work of the Independent Expert

<sup>27</sup> Other earlier references by the CEDAW Committee include: General Recommendation No. 14 on Female Circumcision (1990), which promoted its eradication, and General Recommendation No. 24 (1999), which recommended health policies that take into account the needs of girls and adolescent girls vulnerable to traditional practices such as FGM.

on protection against violence and discrimination based on sexual orientation or gender identity (initiated in 2016).

The international framework has consolidated the notion of a life free from violence as a fundamental right, and women's rights as human rights, and the achievement of equality and the eradication of violence is an indispensable goal of all societies. As such, it has been recognised in the **2030 Agenda for Sustainable Development** which sets out the Development Goals (adopted by the United Nations General Assembly through Resolution 70/1).

They consider gender equality to be an essential human right, and one of the foundations for building a peaceful, prosperous and sustainable world. Development Goal 5 "Achieve gender equality and empower all women and girls" is specific and cross-cutting for the entire Agenda. Violence is specifically recognised in two of its targets under SDG 5: 5.2 "Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other forms of exploitation", and 5.3. "Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation".

### Inter-American System for the Protection of Human Rights

As a complement to the above, it is essential to refer to the inter-American system for the protection of human rights. The Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (also known as the **Convention of Belém do Pará**), adopted by the Organisation of American States (OAS, 1994) at its twenty-fourth regular session of the General Assembly in 1994, stands out as an international reference.

The Convention establishes the right of women to live a life free of violence under the notion of violation of women's human rights and fundamental freedoms. For the first time, it proposes mechanisms for the protection and defence of their rights in society as the fundamental tools to eradicate violence against their physical, sexual and psychological integrity; whether in the public or private sphere, or whether perpetrated or tolerated by States.

Its approach brings comprehensiveness to the action of public authorities: "States Parties condemn all forms of violence against women and agree to adopt, by all appropriate means and without delay, policies to prevent, punish and eradicate such violence...". In 2004, the Follow-up Mechanism (MESECVI) was launched, which is based on the national reports in which the States Parties report on the progress made in the implementation of the Convention.

In addition, the Inter-American protection mechanisms include the Advisory Opinion of the Inter-American Court of Human Rights, and the complaint to the Inter-American Commission on Human Rights (IACHR).

The **Inter-American Court of Human Rights** has been a pioneering and transcendental reference thanks to the notion of "**enhanced due diligence**" and "**duty not to revictimise**"<sup>28</sup> in defining the scope of States' duties regarding violence against women. It implies a qualified or "reinforced" duty of the state to prevent and protect, given its role as guarantor of rights in the face of structural violence, especially that which affects certain groups or collectives in situations of vulnerability. Thanks to the Court, "both the duty of prevention and due diligence, as well as the effective investigation of the facts, are nowadays pillars of gender jurisprudence" (Recinos and Gamboa, 2017:41).

## European regulatory framework of reference

In the European context, the human rights approach to the treatment of violence against women has evolved in a similar way to that of the United Nations. In this sense, it is necessary to refer to the European Convention for the Protection of Human Rights and Fundamental Freedoms (1950), to the **Charter of Fundamental Rights** of the European Union (2000, Articles 21 and 23), as well as to the principle of gender mainstreaming as a **fundamental value of the Treaties of the European Union** (Articles 2, 3 and 8, among others).

At the **Council of Europe** level, consecutive work over the last four decades is noteworthy<sup>29</sup>.

<sup>28</sup> Several cases stand out. The first (2009) is about the case in a context of violence against women in Ciudad Juárez, Gonzalez et al ("Campo Algodonero") vs Mexico. The second (2014) is the case Espinoza González vs Peru; and the third case (2015) is Velásquez Paiz et al. vs Guatemala (Las Dos Erres Massacre relating to sexual violence), in relation to the internal conflict in the country. The fourth case (2018) is CV.R.P., V.P.C et al. vs Nicaragua, which refers to sexual violence.

<sup>29</sup> See the compilation of Equality Recommendations in the Bibliography (Council of Europe, 2021).



Especially since the mid-1980s, mainly in relation to intimate partner violence, such as the Recommendation of the Committee of Ministers of the Council of Europe of 26 March 1985 "on violence within the family"; the Recommendation of 28 June 1985 "on the position of the victim in the context of criminal law and criminal procedure"; the 1997 Action Plan against violence against women. Since the late 1990s, the Council has extended the scope of its recommendations to other forms of violence, such as Recommendation 1325 "on trafficking in women and forced prostitution" (Council of Europe, 1997).

This is in addition to other resolutions and recommendations of the Parliamentary Assembly and the Committee of Ministers throughout the first two decades of this century (violence against women, female genital mutilation, honour crimes, forced and child marriages, sexual assaults related to "rape drugs", etc.); and following the adoption of the Istanbul Convention (2011), to the present day.

The Parliamentary Assembly has adopted a number of specific legal mechanisms, including: resolution 1247 (2001) "on female genital mutilation"; Recommendation 5 of 2002 (from the Committee of Ministers to the Member States) "on the protection of women against violence"; Resolution 1327 (2003) on so-called "honour crimes"; Recommendation CM/Rec (2007) on "Standards and mechanisms for equality between women and men"; Recommendation 1777 (2007) on "Sexual assaults related to "rape drugs"; Resolution 1662 (2009) on "Action to combat gender-based human rights violations, including the abduction of women and girls"; Recommendation 1847 (2008) on "Combating violence against women: towards a Council of Europe Convention"; Resolution 1681 (2009) and Recommendation 1881 (2009) concerning the "Urgent need to combat so-called "honour crimes"; Resolution 1648 (2009) and Recommendation 1723 (2009) "on forced and child marriages"; Parliamentary Assembly Recommendation 1891 (2009) concerning "Migrant women: at specific risk of domestic violence"; Parliamentary Assembly Resolution 1765 (2010) on "Gender-based asylum claims"; Recommendation 1895 (2010) "Action against trafficking in human beings: promoting the Council of Europe Convention"; Recommendation 1905 (2010) "Minors witnessing domestic violence"; Resolution 1852 (2011) "Psychological violence".

This momentum has continued after the adoption of the Istanbul Convention. Thus, actions such as: Resolution 1861 (2012) "Promoting the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention)"; Resolution 1887 (2012) on "The multiple discrimination faced by Muslim women in Europe"; Recommendation 1963 and Recommendation 2030 (2013) "Violence against women in Europe"; Resolution 2027 (2014) "Targeting perpetrators to prevent violence against women"; Committee of Ministers Recommendation CM/Rec(2010)5 "on measures to combat discrimination on grounds of sexual orientation or gender identity"; parliamentary Assembly Resolution 1728 and Recommendation 1915 (2015) on "discrimination on grounds of sexual orientation and gender identity"; Parliamentary Assembly Resolution 2119(2016) on "combating the oversexualisation of children"; Parliamentary Assembly Resolution 2159 (2017) on "the protection of refugee women and girls from gender-based violence"; Recommendation CM/Rec(2017)10 of the Committee of Ministers to Member States "on improving access to justice for Roma and Travellers in Europe"; Recommendation CM/Rec(2019) of the Committee of Ministers to Member States to prevent and combat sexism, which highlights the link between discrimination, hate speech and violence against women; recommendation 449 and Resolution 459(2020) of the Congress of Local and Regional Authorities of the Council of Europe "Combating gender-based violence against women in politics at local level and at local and regional level"; Draft Recommendation on migrant, refugee and asylum-seeking women (provisional title) GEC-MIG (2021) 3 rev 2.

Indeed, the main milestone of the Council of Europe is the **European Convention No. 210 on preventing and combating violence against women and domestic violence** of 2011. Known as the **Istanbul Convention**, in force since 2014.

**Binding** in nature, it is considered the most far-reaching international treaty in the fight against violence against women and domestic violence; it recognises the violation of women's human rights as victims of this **structural violence**.

It emphasises instruments of reparation, prevention and education and identifies the need for a comprehensive framework, policies and measures of protection and assistance to all victims of violence against women and domestic violence. States shall implement comprehensive and coordinated policies (Article 7), thereby promoting international cooperation for their elimination; and undertake to put in place legislative and other measures necessary to exercise **due diligence** to prevent, investigate, punish and provide redress for acts of violence committed by non-state actors (Article 5).

It establishes a system of reports and recommendations to be followed up by a group of independent experts on action against violence against women and domestic violence (**GREVIO**).

Again, the GREVIO Convention implementation monitoring reports are an important reference tool for all States to make **recommendations** in this regard (see Spanish institutional context). Furthermore, in the aforementioned **General Recommendation No.1 on the digital dimension of violence against women (2021)**, it is stressed to States that their obligations encompass due diligence with regard to these forms of violence, which are taken less seriously than others, but require the same legal and policy-making approach.

As stated in the Convention itself, equality between women and men is fundamental to the prevention of violence. It is therefore also necessary to point to the Council of Europe's **Gender Equality Strategy 2018-2023** , whose strategic objectives include "preventing and combating violence against women and domestic violence".

The **European Union** has shown its concern about violence against women in different areas of society; very early on in the field of employment, in relation to harassment on grounds of sex and sexual harassment (see Council Directive 76/207/EEC of 9 February 1976 on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions; and Directive 2006/54/EC of 5 July 2006 on the principle of equal treatment for men and women as regards employment and occupation). Mention should also be made of Directive 2002/73 of 23 September 2002 of the Parliament and of the Council on sexual harassment and female genital mutilation.

Since the mid-1980s the **European Parliament** has been engaged in drafting resolutions alerting to the importance of violence against women in the countries of the Union.

This process culminated in the European Parliament Resolution on the violation of women's rights in 1997. This was followed by the Resolution on the current situation in combating violence against women and future actions (2006); and the Resolution on the elimination of violence against women (2009), which urges Member States to improve their national legislation and policies.

In the last decade, the Parliament has intensified its concern, through the Resolution of 5 April 2011 on the priorities and outlines of the new EU policy framework to combat violence against women; and the European Parliament Resolution of 25 February 2014, with recommendations to the Commission on combating violence against women.

In the same vein, specific progress on FGM should be noted, such as the Resolution of 6 February 2014 on the European Commission Communication "Towards the elimination of female genital mutilation", and the EU Council Conclusions of 5 June 2014 on "Prevention and elimination of all forms of violence against women and girls, including genital mutilation".

European institutions have also implemented **Action Plans** aimed at promoting equality between women and men (such as the Pact for Gender Equality 2011-2020 adopted by the European Council on 7 March 2011; or the current Strategy for Gender Equality 2020-2025 promoted by the European Commission); as well as in relation to the violence suffered by women and girls (among others through the Daphne; Progress; Rights, Equality and Citizenship; or Stockholm programmes).

The above-mentioned precedents being of great relevance, currently the reference in the European Union is the aforementioned **Istanbul Convention** thanks to the European Parliament Resolution of 28 November 2019 on the accession of the Union to the Istanbul Convention and other measures to combat gender-based violence.

Subsequently, various **directives** have been approved that favour its application and contribute to the eradication of male violence. These include Directive 2011/99/EU of the European Parliament and of the Council of 13 December 2011 on the European protection order; Regulation (EU) No. 606/2013 of the European Parliament and of the Council of 12 June 2013 on the mutual recognition of protection measures in civil matters (constitutes a complement to Directive 2012/29/EU); and Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime and replacing Framework Decision 2001/220/JHA.

Finally, it should be noted that, at the European level, **trafficking in women for the purpose of sexual exploitation** and child sexual exploitation have been the subject of intense intervention for the last two decades. Among the various European initiatives, the following stand out.

In the Organisation for Security and Cooperation in Europe (OSCE): the **Organisation for Security and Cooperation in Europe Action Plan (2003)** "Combating Trafficking in Human Beings", which resulted in an Action Plan; and Decision No. 685, which incorporates special assistance measures for children. A decade later, Decision No. 1107 was adopted, incorporating an Addendum with mechanisms to address current trends and patterns, as well as challenges in the prosecution of crime, its prevention and the protection of its victims (2013).

Regarding the Council of Europe: Convention No. 197 on Action against Trafficking in Human Beings (2005) (hereinafter the **Warsaw Convention**), ratified by Spain in April 2009 (BOE of 10 October 2009).

The **Palermo Protocol** is seen as the starting point for action against trafficking and its definition is adopted. It has a broad scope of application, covering all forms of trafficking (whether domestic or transnational, whether linked to organised crime or not). It also sets up the Group of Experts in the Fight against Trafficking in Human Beings (GRETA).

Alongside the above, the Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (2007) (**Lanzarote Convention**) operates. Ratified by Spain in 2009 (BOE no. 274, 12 November 2010). It incorporates measures aimed at the prevention, prosecution and protection of child victims of such crimes, including recruitment for child prostitution.

In addition, the European Union has Directive 2011/36/EU of 5 April 2011 of the European Parliament and of the Council on preventing and combating trafficking in human beings and protecting victims, replacing Council Framework Decision 2002/629/JAI<sup>30</sup>. It recognises the importance of a gender-sensitive approach, and improving victim protection and assistance in practice<sup>31</sup>. At the same time, there have been a number of victim support mechanisms, the most relevant of which are:

<sup>30</sup> [Access to Directive 2011/36/EU.](#)

<sup>31</sup> Prior to this Directive, as a precursor to it, one can point to the Council Framework Decision 2002/629/JHA on trafficking in human beings and various action plans to raise awareness and combat the phenomenon. Such as the EU Plan on best practices, standards and procedures for combating and preventing trafficking in human beings (2005/C311/01) and the Stockholm Programme - An open and secure Europe serving and protecting the citizen (2010/C 115/01)

Directive 2004/81/EC of 29 April 2004 on the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities; directive 2011/93/EU of the European Parliament and of the Council of 13 December 2011 on combating the sexual abuse and sexual exploitation of children and child pornography; and Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime and replacing Council Framework Decision 2001/220/JHA.

The European Commission has also given impetus to the fight against this form of violence through the EU Strategy for the Eradication of Trafficking in Human Beings. The first period covered the years 2012-2016 (COM/2012/0286 final), and has recently been updated for the period 2021-2025 (COM (2021)171 final).

The new Strategy to 2025 focuses on: preventing the crime; reducing the demand that fuels trafficking; disrupting the business model of traffickers and their prosecution; protecting, supporting and empowering victims, with a special focus on women and children; and promoting international cooperation.

This tool is closely linked to the EU Strategy against organised crime (COM (2021)170 final), the EU Strategy for a Security Union (COM/2020/605 final), and the Pact on Migration and Asylum (COM/2020/609 final).

The European Union has recently expressed its concern about the curtailment of fundamental rights in the areas of women's sexual and reproductive health, gender identity, and the situation of inequality between women and men in various fields. Thus, the European Commission as part of its 2021 work programme launched a public consultation on the best ways to tackle gender-based and domestic violence. The views collected will be incorporated into a legislative initiative.

Finally, in this context, the European Parliament Resolution of 16 September 2021 with recommendations to the Commission on the definition of gender-based violence as a new criminal offence under Article 83(1) TFEU should be considered.

It is considered a criminal area, as are trafficking in human beings, drugs and arms, cybercrime and terrorism.

Femicide is considered to be the most extreme form of gender-based violence against women and girls. Denial or restriction of safe and legal abortion is also recognised as gender-based violence. It also notes that violations of sexual and reproductive rights, including sexual, gynaecological and obstetric violence and harmful practices, constitute a form of gender-based violence against women and girls, as well as transgender and non-binary people.

It is thus expected that the Union will have future legislation (directive) in place in the short term.

## Spanish state context

Spain is a pioneer in gender equality. Its legislative development is based on the constitutional principles (**Spanish Constitution of 1978**), which include equality and non-discrimination, the dignity of the person and the inviolability of their rights; as well as on **Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence**, and **Organic Law 3/2007, of 22 March, for the effective equality of women and men**. Furthermore, it should be borne in mind, as mentioned above, that Spain has ratified all international conventions related to the eradication of violence against women.

This same recognition and objectives have been addressed by the **State Pact against gender-based violence (2017)**, and the subsequent legislative measures developed by the Government of Spain, including the proposal for the renewal of the State Pact itself which was determined on 25 November 2021, updates which will be addressed below.

In the last 20 years there have been great advances in Spanish law<sup>32</sup> against male violence, especially in the area of intimate partner or ex-partner relationships. This form of violence, so far referred to as "gender-based violence" by its name in Organic Law 1/2004, is the one that has been most comprehensively covered in our regulatory framework. This is violence directed by a man - who is a partner, ex-partner or in a similar affective relationship - against a woman and/or her dependents (mainly her children), and includes vicarious violence.

<sup>32</sup> See the Revision of the Gender and Domestic Violence Code provided in the Official State Gazette (BOE) (version of 5 November 2021; Directorate General of Police, 2021).

With regard to the eradication of other forms of male violence, our country has recently experienced an important social and feminist movement demand for its attention. Social and feminist mobilisations began to demand changes in legislation and a paradigm shift in the approach to sexual violence in 2016, which has culminated, six years later, with the recent approval of **Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom.**

### **From the Comprehensive Law (2004) to the State Pact against gender-based violence (2017)**

The reference norm in Spain has been Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence (LOMPIVG), which has focused on gender-based violence as that which is exercised by men against women in the context of relationships between partners, ex-partners or similar affective relationships, even if they do not live together.

This internationally groundbreaking legislation was passed with the aim of offering a comprehensive and multidisciplinary response to gender-based violence, creating courts for violence against women and adopting a whole series of measures involving the criminal, educational, health, social, police, judicial and media spheres.

In addition to various amendments to this organic law, numerous regulations, or amendments to regulations, have been generated to ensure the **effective implementation of the Integral Law** in some aspect. Fundamentally for the improvement of care for victim-survivors, including women in an administratively irregular situation, and child victims<sup>33</sup>. This has characterised the development of a complex state legal system that coexists with the regulations and procedures of each Autonomous Community.

<sup>33</sup> Regulations such as:

- Law 15/2005, of 2 July, on Voluntary Jurisdiction. Preventing marriage and unfitness to marry in cases of gender-based violence
- Royal Decree 1917/2008, of 21 November, which regulates the social and labour insertion programme for women victims of gender-based violence. (BOE of 10/12/2008)
- Organic Law 2/2009, of 11 December, on the reform of Organic Law 4/2002 of 14 January on rights and freedoms in Spain, which amended Article 19 in relation to family reunification and introduced Article 31 bis to facilitate obtaining a residence permit for irregular foreign women who are victims of gender-based violence; and Organic Law 10/2011, of 27 July, which amended Articles 31 bis and 59 bis of Organic Law 4/2002 of 14 January on rights and freedoms in Spain
- Royal Decree Law 3/2013 of 22 February amending the system of fees in the field of the Administration of Justice and the system of free legal aid.
- Law 4/2015, of 27 April, on the Statute of the Victims of Crime; Law 1/1996, of 10 January on free legal aid, amended by Royal Decree Law 3/2013 of 22 February, amended by Law 2/2017, of 21 June (BOE of 22 June 2017)
- Organic Law 7/2015 of 21 July 2015, amending Organic Law 6/1985 of 1 July 1985 on the Judiciary, which provides for greater specialisation in gender-based violence in judicial bodies and the Institute of Forensic Medicine. Extends the competences of the Courts for Violence against Women.
- Organic Law 8/2015, of 22 July, on the modification of the child and adolescent protection system. Reinforces their fundamental rights, and consolidates their status as direct victims of gender-based violence. Creates the Central Register of Sex Offenders.



Thanks to the Integral Law, coordination procedures and bodies, assessment and planning instruments were developed, including the **Government Delegation against Gender-based Violence**, as the body responsible for promoting, coordinating and collaborating in actions and measures against the different forms of violence against women, and the **State Observatory on Violence against Women**<sup>34</sup>.

The multilevel governance that characterises the Spanish territorial model is reflected in institutional coordination through the **Sectoral Conference on Equality**, which is the body for cooperation between the General State Administration, the Autonomous Communities and the Cities with Statute of Autonomy in matters of equality policies, and the State Observatory on Violence against Women.

In addition, to ensure the coordination system, among other functions, the **Coordination Units against Violence against Women and the Violence against Women Units** were created<sup>35</sup>, organisationally integrated in the Government Delegations and Subdelegations and in the Island Directorates, and functionally dependent on the Ministry of Equality, through the Government Delegation against Gender-based Violence.

Different inter-institutional coordination procedures and protocols have also been approved (such as institutional instructions or circulars addressed to the action of certain bodies)<sup>36</sup>. Thus, in addition to guidelines for cooperation between different agents or operators in different situations (detection, aggression, serious aggression, death, existence of minor victims), there are also different procedures depending on the area. In accordance with the above, **sectoral protocols** have been drawn up in the fields of education, employment, advertising and the media, comprehensive social care, health, prisons, security, the judiciary and at the local level.

In relation to the public policy framework, **intervention plans** have been drawn up during this period. These initiatives, in their different programmatic models (strategies, plans or programmes), have been implemented both by the General State Administration and by the Autonomous Communities.

<sup>35</sup> Created through the Catalogue of Urgent Measures against Gender-based Violence, approved by the Council of Ministers on 15 December 2006, they are organically integrated in the Government Delegations and Sub delegations and in the Island Directorates, and functionally depend on the Ministry of Equality, through the Government Delegation against Gender-based Violence. The operation and characteristics of these units are available from the DGVG ([access](#)).

<sup>36</sup> The DGVG maintains a compilation of these instruments on its web site ([access](#)).

At state level<sup>37</sup>, it is worth noting the **2009-2012 Plan for attention to and prevention of gender-based violence in the foreign immigrant population**, and the **National Strategy for the Eradication of Violence against Women 2013-**

The National Strategy sought to unify and agree on different measures to advance in the elimination of violence against women, in particular that contained in the Integral Law. It addressed a multitude of actors, both public and private, and sought the commitment and involvement of society as a whole.

It addressed 4 general objectives: (1) Breaking the silence complicit in abuse, (2) Improvement of the institutional response, personalised plans and progress towards the "one-stop shop", (3) Attention to minors and women especially vulnerable to gender-based violence, and (4) Visibility and attention to other forms of violence against women.

In order to achieve the objectives, it proposed 284 measures through 3 cross-cutting axes: Training and awareness-raising of actors; Coordination, networking and operational excellence; and Quality, evaluation, knowledge and continuous improvement.

**2016.**

**Trafficking in women and children for the purpose of sexual exploitation** has been the focus of attention in our country mainly during the last decade. In our **legislation** during this period, reference should be made to Organic Law 5/2010, of 22 June, which modifies Organic Law 10/1995, of 23 November, of the Criminal Code, as it introduced a new Title, "Trafficking in human beings", and modified several articles. It incorporated the key elements of the Warsaw Convention and Directive 2011/36 EU of the European Parliament and of the Council of 5 April 2011 (prior to its own adoption).

Thus, Article 177 bis of the Criminal Code contains a definition of the crime of trafficking in human beings in its various forms, and the aggravated modalities derived from the concurrence of a situation of serious danger for the victim, profit motive, presence of minors or especially vulnerable victims, membership of the perpetrators in criminal organisations or associations, or when they are authorities or agents of the authority or public officials. It also reflects the principle of non-prosecution of victims of trafficking for crimes that may have been committed in the situation of exploitation suffered.

In addition, Organic Law 1/2015 of 30 March 2015, which amends the Criminal Code in this article, incorporates more elements among the constituent acts of trafficking and, among the purposes, the celebration of forced marriages. The concept of vulnerability is also delimited, according to the

<sup>37</sup> Previously, since the approval of the Integral Law (1/2004), measures of great relevance have been developed, such as the following: the Catalogue of Urgent Measures against Gender Violence, approved by the Council of Ministers on 15 December 2006; the National Plan for Awareness and Prevention of Gender Violence 2007-2008 (approved by the Council of Ministers on 15 December 2006); the Agreement adopting additional measures in the fight against gender-based violence (approved by the Council of Ministers on 2 March 2007); and Resolution of 9 July 2007, of the Secretary of State for Equality Policies, through which the "016" helpline comes into operation. BOE no.166 of 12 July 2007.

text of the European Directive, improves protection and incorporates gender as a ground for discrimination in the aggravating factor.

In addition, Article 172 bis of the Criminal Code provides for the crime of forced marriage, which, since Directive 2011/36/EU of 5 April, can be considered a form of exploitation of persons.

Article 187 on the exploitation of the prostitution of others, even if there is consent on the part of the victim, has been considered along these lines, as it contemplates the use of violence, intimidation or deception, or abuse of a situation of superiority or of the victim's need or vulnerability. This article is amended by the Organic Law on Integral Guarantee of Sexual Freedom.

In addition to the above, the **protection of victim-survivors** is covered by different standards, which are listed below:

Laws relating to trafficking in women and girls for the purpose of sexual exploitation	Rules for the establishment of specialised bodies and instructions
<ul style="list-style-type: none"> <li>- Law 19/1994 of 23 December 1994 on the protection of witnesses and experts in criminal cases.</li> <li>- Law 35/1995 on Aid and Assistance to Victims of Violent Crimes and Crimes against Sexual Freedom.</li> <li>- Organic Law 10/1995 of 23 November 1995 on the Penal Code: Article 177 bis.</li> <li>- Organic Law 4/2000 of 11 January, on the rights, freedoms and social integration of foreigners in Spain: Article 59 bis, Article 31 bis, Article 139 et seq. of the Regulation of Organic Law 4/2000 on the rights and freedoms of foreigners in Spain and their social integration (Royal Decree 557/2011 of 20 April). And, Article 140 of the Regulation of Organic Law 4/2000, on the rights and freedoms of foreigners in Spain and their social integration (Royal Decree 557/2011, of 20 April).</li> <li>- Law 12/2009 of 30 October, regulating the right to asylum and subsidiary protection (Article 46).</li> <li>- Royal Decree 1192/2012, of 3 August, regulating the status of insured and beneficiary for the purposes of health care in Spain, at public expense, through the Spanish National Health System, as amended by Royal Decree 576/2013, of 26 July.</li> <li>- Royal Decree Law 3/2013, of 22 February, amending Law 1/1996, of 10 January, on free legal aid.</li> <li>- Law 4/2015 of 17 April, on the Statute of Victims of Crime.</li> <li>- Royal Decree 220/2022 of 29 March, approving the regulations governing the reception system for international protection.</li> </ul>	<ul style="list-style-type: none"> <li>- Circular 5/2011 of the State Attorney General on - among other aspects - the interpretation to be given to article 177 bis Criminal Code [CP] in which the Directive is repeatedly referred to.</li> <li>- Order of the Ministry of the Interior 28/2013, of 18 January, of the Central Brigade against Trafficking in Human Beings.</li> <li>- Service Directive no. 40/2009, of the Operational Deputy Directorate of the Civil Guard, on action against trafficking in human beings Circular 2/2014, of 1 July, of the General Secretariat of the Administration of Justice.</li> </ul>

As part of the victim-survivor protection system, the **Framework Protocol for the Protection of Victims of Human Trafficking** was approved by agreement of 28 October 2011 by the then Ministries of Justice, Interior, Employment and Social Security and Health, Social Services and Equality, the State Attorney General's Office and the Council of the Judiciary.

An annexed procedure on "**Health action against trafficking for sexual exploitation**" was drawn up to the common protocol for health action against gender-based violence approved in 2017. As a result of the above, the General Secretariat for Immigration and Emigration (SGIE) approved a **Protocol for detection and action** in possible cases of trafficking in human beings for the purpose of sexual exploitation, aimed at professionals of the attached migration centres and centres managed by non-governmental organisations (NGOs).

In 2014, another step forward was taken with the Framework Protocol on certain actions regarding Unaccompanied Foreign Minors (MENA) (BOE no. 251, of 16 October), which is considered an annex to the Framework Protocol. The importance of information on child protection rights is highlighted. Chapter IV deals with foreign minors at risk and measures to prevent trafficking in human beings and against the use of minors. In 2017, the Plenary Session of the Children's Observatory approved the Actions for the detection and care of Victims of Human Trafficking (VHT), which is also considered an annex to the Framework Protocol.

In addition, two institutional plans have been developed: the Comprehensive Plan to Combat Trafficking in Human Beings for Sexual Exploitation 2009-2012, and the **Comprehensive Plan to Combat Trafficking in Women and Girls for Sexual Exploitation 2015-2018**.

This action plan aims at promoting human rights and protecting victims. It is structured in 10 specific objectives and 135 measures, distributed in the following priorities: Priority 1: Strengthening prevention and detection of trafficking; Priority 2: Identification, protection and assistance to victims of trafficking in human beings; Priority 3: Analysis and improvement of knowledge for an effective response to trafficking for sexual exploitation; Priority 4: More active prosecution of traffickers; and Priority 5: Coordination and cooperation between institutions and civil society participation.

With regard to **female genital mutilation (FGM)**, in Spain the offence of genital mutilation was established in Article 149.2 of Organic Law 10/1995 of 23 November 1995 on the Penal Code. Organic Law 1/1996 on the Legal Protection of Minors and Organic Law 6/1985 on the Judiciary had also included this form of violence against women.

FGM has been actively considered within the fourth general objective ("Visibilisation and attention to other forms of violence against women") of the National Strategy for the Eradication of Violence against Women (2013 - 2016) (measures 166 and 185).

As a result of the Strategy, in 2015 the Plenary of the Interterritorial Council of the Spanish National Health System approved the **Common Protocol for Health Action against Female Genital Mutilation (FGM)**. Along these lines, the Plenary of the Childhood Observatory previously approved, in 2014, the updating of the Basic Protocol for intervention against child abuse in the family environment, dated 22 November 2007. It included some of the forms of violence against girls, such as female genital mutilation and forced marriages as a form of intra-familial child abuse.

**Spanish Development Cooperation** has considered FGM prevention and action as part of the promotion and protection of sexual and reproductive health and rights. Also intervention on violence and harmful practices such as the worst forms of discrimination against women and girls, in its commitment to contribute to achieving SDG 3 and SDG 5 of the 2030 Agenda.

Likewise, the prevention and protection of the fight against all forms of violence have been considered in successive Master Plans as one of the fundamental priorities of Spanish cooperation since 2005 and to date, and will continue to be a priority of the Law on Cooperation and Global Solidarity, as well as in the 6th **Master Plan for Spanish Cooperation** (through the inclusion of the gender approach in development as a double cross-cutting and sectoral priority) and in the **Gender and Development Strategy of Spanish Cooperation**, linked in its application to Organic Law 3/2007, of 22 March, for the effective equality of women and men, for its application in development policy and the 2nd Humanitarian Action Strategy 2019-2026, where the fight against violence is fundamental, and its subsequent developments. Among them, the **Women and Peacebuilding Plan of Spanish cooperation (2009)**<sup>38</sup> stands out, which includes among its lines of action the protection of women in situations of violence, especially in armed conflicts and humanitarian action, all of which were approved with the contributions and consensus of all actors in the Cooperation Council, as well as the **Sectoral Action Plan for Gender in Development of the Spanish Agency for International Development Cooperation (2009-2012)**<sup>39</sup>, whose strategic lines included the fight against gender-based violence, sexual and reproductive rights and peacebuilding (among other issues).

On the other hand, in 2021, the Guide for Feminist Foreign Policy was approved, which includes this issue as an unavoidable priority for compliance in the Spanish state's foreign action. Previously, there was already the 1st and 2nd National Plan to comply with Resolution 1325 on Women, Peace and Security (2017-2023).

<sup>38</sup> [Access](#) to the Women and Peacebuilding Plan.

<sup>39</sup> [Access](#) to the Gender in Development Strategy.

## From the State Pact against Gender-based Violence (2017) to the present (2022)

Although this stage is marked by the approval and validity of the State Pact against Gender-based Violence (2017 to 2022), two different periods are established to make visible the consequences of the pandemic derived from the COVID that emerged at the beginning of 2020.

### - From 2017 to 2020

In 2016, the Plenary of the Congress of Deputies unanimously approved a non-legislative proposal urging the Government to promote the signing of a **State Pact on gender-based violence. A pact signed in December 2017** by the Government of the Nation, the Autonomous Communities and Cities with Statute of Autonomy and the Spanish Federation of Municipalities and Provinces, which would continue to promote policies for the eradication of violence against women<sup>40</sup>.

In the new context, the DGVG continues to be responsible for promoting the measures in coordination with the rest of the Ministries and dependent Autonomous Bodies, as well as with the Autonomous Communities and Local Entities (represented by the Spanish Federation of Municipalities and Provinces, FEMP). The DGVG produced a single document that consolidates the measures of the lower and upper houses into a total of **292 measures structured into 10 main lines of action**.

These measures affect the areas of awareness-raising and prevention; improvement of the institutional response; improvement of assistance, aid and protection for victims; assistance and protection for minors; promotion of training for the different agents; statistical monitoring; recommendations to public administrations and other institutions; visualisation and attention to other forms of violence against women; economic commitment and monitoring.

The Pact establishes the recognition of the specific rights of women victims of any act of violence contemplated in the Istanbul Convention, and not provided for in LO 1/2004. Comprehensive laws specific to each form of violence are therefore envisaged, at least one against sexual violence and one against trafficking. Until this normative development takes place, male violence will receive a preventive and statistical treatment in the

<sup>40</sup> See the approval of the Report of the Congressional Subcommittee for a State Pact (2017) on gender-based violence, and the Report of the Senate Study Committee for the elaboration of strategies against gender-based violence (2017). The DGVG (2019) drafted the "Consolidated document of measures of the State Pact on gender-based violence (Congress + Senate)" ([access](#)).

framework of LO 1/2004. Furthermore, the criminal response in such cases will be governed by the provisions of the Penal Code and special criminal laws.

Public policies have been boosted thanks to the State Pact, which has promoted the modification of some precepts of Organic Law 1/2004, and other regulatory texts, whose reform was urgent in order to provide an effective response in relation to assistance to victims and their <sup>children</sup><sup>41</sup>.

The State Pact against Gender-based Violence has been **renewed and established on a permanent basis** thanks to the parliamentary agreement of November 2021 and the subsequent Tenerife agreements of July 2022.

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<sup>41</sup> Amends Arts. 20, 23 and 27 of Organic Law 1/2004, of 28 December, art. 25.2 of Law 7/1985, of 2 April and art. 156 of the Civil Code of 24 July 1889. It has also made it possible to develop: law 3/2019, of 1 March, on improving the situation of orphans of daughters and sons of victims of gender-based violence and other forms of violence against women; Instruction 12/2018 of the Secretary of State for Security - Ministry of the Interior, on the reinforcement of police actions in terms of risk assessment in cases of gender-based violence and security management of victims; instruction 4/2019, of the Secretary of State for Security, which establishes a new protocol for police assessment of the level of risk of gender-based violence (LO 1/2004), management of the safety of victims and monitoring of cases through the comprehensive monitoring system for cases of gender-based violence (ViogGen System).

Laws relating to trafficking in women and girls for the purpose of sexual exploitation	Rules for the establishment of specialised bodies and instructions
1	Breaking the silence by promoting actions to raise awareness in society and to prevent gender-based violence. Actions will therefore be developed to raise awareness throughout society of the harm caused by inequality and violent behaviour and to help raise awareness of the magnitude of violence against women and the consequences it has for the lives of women and their children.
2	Improving institutional response through coordination and networking among responsible authorities and agencies. This involves maximising the use of available resources, promoting support resources at the local level, improving protocols for action and communication between the different actors involved.
3	Improving the assistance, support and protection offered to women victims of gender-based violence and their children. To this end, it is necessary to review victim care plans, guaranteeing personalised treatment and strengthening and adapting existing resources, as well as facilitating access to them for all women, with special attention to the most vulnerable groups of women. Existing protocols in the health field will be reviewed and reinforced, and plans for the employment of women victims will also be strengthened, actively involving social agents, and the systems of aid provided for by the regulations will be simplified and improved.
4	The intensification of assistance and protection of minors. The specific protection of minors is based on their recognition as direct victims and entails the need to extend and improve the measures aimed at their assistance and protection with the implementation of new benefits in cases of orphanhood as a consequence of gender-based violence; to review civil measures relating to the custody of minors; and to promote reinforcement actions in the educational sphere.
5	Promoting the training of the different agents to guarantee the best care response. In order to offer victims of gender-based violence the best possible assistance, it is necessary to expand specialised training for all professionals involved in the system, such as judges, public prosecutors, psychosocial teams, forensic doctors, law enforcement agencies, health personnel and teachers, amongst others. The commitment is that the training content should be mandatory, approved by specialised bodies and assessable for all operators.
6	Improving knowledge as an indispensable complement to contribute effectively to the fight against all types of violence against women included in the scope of application of the Istanbul Convention by providing more reliable, complete and detailed data on its forms, incidence, causes and consequences. To this end, a commitment has been made to ensure the statistical monitoring of all types of violence against women, taking into account variables such as age, disability, job insecurity or the incidence in the rural world, and to carry out studies and reports, placing special emphasis on the impact on the children of the victims, on sexual violence and on the employment situation of the women victims.
7	Recommendations to Autonomous Communities, Local Entities and other institutions, as necessary collaborating agents to achieve the eradication of gender-based violence against women. Taking into account their competences, measures directly related to them are included.
8	Visualising and addressing forms of gender-based violence outside the context of intimate partner or ex-partner violence. Special attention will be given to sexual violence, trafficking of women and girls for sexual exploitation, female genital mutilation and forced marriages.
9	Economic commitment to policies for the eradication of violence against women. The implementation of the measures envisaged in the State Pact requires the corresponding budgetary support, to which end the General State Budget will allocate the necessary economic amount to each of the administrations, within the scope of their competences.
10	Monitoring the State Pact by providing the necessary information to the Pact's Monitoring Committee. In this way, the committee will be able to carry out its functions of evaluation and monitoring of the progress made in the development of the programme.



In addition to the 2017 Pact itself, reference should also be made to **Royal Decree-Law 9/2018, of 3 August, on urgent measures for the development of the State Pact against Gender-based Violence**<sup>42</sup> which, in its First Final Provision, returns to the municipalities a leading role in public policies on violence against women<sup>43</sup>.

In the sphere of Spanish foreign policy, the 5th Master Plan for Spanish cooperation for 2018-2021, in force until 2022, where target 5.2 on violence of Sustainable Development Goal (SDG) number 5, has been one of the priorities of development policy.

### **From COVID (2020) to the present (2022)**

The arrival of the pandemic caused by COVID at the beginning of 2020 led to a series of social transformations that had repercussions on the different public policies promoted by the different public administrations. With regard to violence against women, during this period, the following is significant at the normative level on the part of the State:

- **Royal Decree-Law 12/2020 of 31 March on urgent measures for the protection and assistance to victims of gender-based violence** , which made it possible to address the challenges of COVID-19 more effectively<sup>44</sup>.
- **Royal Decree 1023/2020, of 17 November, and Royal Decree 503/2022, of 27 June, amending Royal Decree 1023/2020, of 17 November**, updating the amounts, criteria and procedure for the distribution of transfers for the development of new or extended competences reserved to local entities in the State Pact on gender-based violence, contributing to strengthening municipal action.
- **Law 8/2021, of 2 June, which reforms civil and procedural legislation to support persons with disabilities in the exercise of their legal capacity**, is an important regulatory approval because it establishes the suspension of visiting or living arrangements in cases of gender-based violence; the prohibition of prison visits; and eliminates the obligation to present the aggressor's consent for psychological assistance to minor children, even if the victim does not have a judgment or complaint, if accredited by the public social services authorised to do so.
- **Organic Law 8/2021 of 4 June on the comprehensive protection of children and adolescents against violence**, which transposes into Spanish law Directive 2011/93/EU of 13 December 2011 on combating the sexual abuse and sexual exploitation of children and child pornography.

<sup>42</sup> BOE 188, 04 August 2018 [Access](#).

<sup>43</sup> The Law for the Rationalisation and Sustainability of Local Administration (BOE no. 312, 30/12/2013) left the delegation of services for the promotion of equal opportunities and the prevention of violence against women to the Autonomous Communities. Both topics were already included in Law 7/1985 of 2 April 1985, Regulating the Bases of Local Regime (now in Article 25).

<sup>44</sup> See also the Contingency Plan against gender-based violence in the face of the COVID-19 crisis prepared by the Ministry of Equality ([access](#)).

- **Royal Decree-Law 6/2022 of 29 March adopting urgent measures in the framework of the National Response Plan to the economic and social consequences of the war in Ukraine.** It contains, among other measures, the establishment of a unified model of accreditation of the status of victim of human trafficking or sexual exploitation (by public services or social entities). Telephone assistance for victims of trafficking is included in the 016 number. It provides for a free bank account scheme for vulnerable people or those at risk of financial exclusion. It articulates the possibility of providing grants for the prevention, detection, care and protection of victims of violence against women and victims of trafficking and sexual exploitation, within the framework of the humanitarian crisis.
- **Organic Law 2/2022, of 21 March, on improving the protection of orphans who are victims of gender-based violence,** which was created with the aim of improving the protection of orphans as a result of gender-based violence.
- **Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom,** which has been a new milestone in our country's legislation for the eradication of violence against women.
- **Royal Decree 752/2022 of 13 September establishing the functions, operating regime and composition of the State Observatory on Violence against Women.**
- In addition, the proposed reform of Organic Law 2/2010 of 3 March on sexual and reproductive health and the voluntary interruption of pregnancy is in process. Among other aspects, it is aimed at protecting and guaranteeing women who wish to exercise their right to voluntary termination of pregnancy (VTP) and the professionals involved in it. It will also address violence related to reproductive exploitation and reproductive violence.

In addition, in the **field of public policy** it is important to refer to the plans and strategies adopted in recent years:

- **The "Spain protects you against male violence Plan" (2021),** framed within the Recovery, Transformation and Resilience Plan (PRTR, which has served to channel the funds allocated by Europe to repair the damage caused by the COVID-19 crisis), aims to extend, improve and expand comprehensive care services for all forms of violence against women. It is a pioneering plan in Europe, as Spain is the only country to have introduced projects to eradicate violence against women within the PRTR. In particular, the following projects have been included:
  - Expansion of the telephone and telematic assistance service with a new socio-labour guidance and accompaniment service for women and girls who are victims of trafficking, sexual exploitation and women in the context of prostitution.

- Comprehensive improvement of the ATENPRO care and protection mechanisms (extension of the subjective scope of application to all forms of violence against women; modernisation and technological improvement of the mechanisms; creation of the State Coordination Centre of the ATENPRO service).
  - Comprehensive improvement of the control devices for monitoring precautionary measures and restraining orders (modernisation and technological improvement of the devices and their interoperability with VIOGEN).
  - Implementation in Spain of 24-hour comprehensive care centres for victims of sexual violence, following the criteria of permanent care and urgent action, providing psychological, legal and social care for victims and those around them.
- **The Catalogue of Urgent Measures of the Plan for Improvement and Modernisation against Gender-based Violence** (Resolution of 28 July 2021, the Agreement of the Council of Ministers of 27 July 2021). This is a set of measures aimed at raising awareness in society and in the environment of victims of male violence, early detection of violence in local public services, supporting women's autonomy to break with violence, protecting children from violence and reinforcing the protection and safety of victims at risk, with and without a complaint.
  - **National Strategic Plan against Trafficking and Exploitation of Human Beings 2021-2023**. This establishes five priority objectives and sixteen lines of action involving both public institutions and the third sector, the aim of which is to enable a multidisciplinary and comprehensive approach to the exploitation of human beings.
  - **Action Plan against Sexual Exploitation of Children and Adolescents of the Child Protection System (2022-2024) of the Ministry of Social Rights and Agenda 2030 and the Ministry of Equality**.
  - **The Ministry of Equality's Plan for Social and Labour Insertion for victims of trafficking, sexual exploitation and for women and girls in contexts of prostitution (2022-2026)**.
  - **The "Plan Camino" for the protection of the rights of women and girls who are victims of trafficking, sexual exploitation and in contexts of prostitution**, approved by the Council of Ministers on 20 September 2022, which includes 5 lines of action with 28 measures to be implemented between 2022 and 2026, and an estimated economic endowment of 204 million euros. The Plan's priority is to provide a way out for victims through socio-occupational integration, which must be accompanied by economic and social alternatives that guarantee women's rights. Therefore, one of the main lines of action to be implemented is to offer realistic ways out of exploitation. In this sense, it is essential to link the consolidation of a comprehensive care itinerary for these women with programmes for access to social and economic rights such as housing, health and employment.

- In addition to all of the above, it should be remembered that, in the **equal opportunities policies** of this period, male violence continues to be a cross-cutting priority. As such, they are included in the **III Plan for Gender Equality in the General State Administration (2020)**<sup>45</sup> and in the Public Bodies linked to or dependent on it, as well as in the **Strategic Plan for Equality between Women and Men (PEIEMH) 2022-2025** <sup>46</sup> approved on 8 March 2022.

The **III Plan for Gender Equality in the General State Administration (AGE)** establishes several lines of action on violence against women.

In its Axis 1 of Instrumental Measures for Organisational Transformation, it includes the development of a protocol against sexual harassment and gender-based harassment to guarantee a space free of gender-based violence in the workplace. Axis 2 of Awareness Raising, Training and Capacity Building, focuses on preventive content and action. Axis 3, Working Conditions and Professional Development, takes into account the situation of women victims as particularly vulnerable. Axis 5 on Violence against women proposes 9 lines of measures to tackle the different types of violence against women.

The **PEIEMH** has **Axis 3 of Lives free of male violence for women**, whose strategic objective is to "Eradicate all forms of male violence, attacking the structural causes that sustain it and guaranteeing the rights of women victims".

Five lines of work are defined in this axis: (VM.1) Institutional framework: consolidating the frameworks of institutional obligations in the face of different forms of male violence; (VM.2.) Research and data: improving knowledge of the context, magnitude and incidence of male violence; (VM.3.) Prevention: transforming behaviours and

<sup>45</sup> [Access](#) to the III Plan for gender equality in the National Government. The 9 lines of action of Axis 5 Violence against women are: 1. Training on violence against women and proper treatment of the victim; 2. Elaboration and dissemination of a procedure for action in the in the event of a situation of violence against a female public employee of the General State Administration (AGE); 3. Dissemination of the mobility procedure for female civil servants who are victims of gender-based violence in the AGE and of the Inter-administrative mobility agreement for female civil servants who are victims of gender-based violence; 4. Permanent and specific awareness-raising actions on commemorative days to raise awareness of violence against women; 5. Adaptation of the Protocol/Guide for action in situations of violence against women for AGE staff outside the country; 6. Improving knowledge about violence against women in the AGE; 7. Training and information on the R.D. on the Protocol of Action against Sexual Harassment and Harassment on Grounds of Sex in the AGE; 8. Collaboration agreement between the General Mutual Society of Civil Servants of the State (MUFACE) and the DGVG on gender-based violence; 9. Training of trainers in the prevention of violence against women.

<sup>46</sup> [Access](#) to the PEIEMH 2022-2025.

socio-cultural patterns that sustain and naturalise male violence; (VM.4.) Detection, comprehensive care, protection and reparations: guaranteeing the rights of victims of male violence; and (VM.5.). Coordinated and specialised response: committing all institutions to protecting and guaranteeing the rights of victims of male violence.

- Along with the above, it is necessary to point out the fight against male violence in several **sectoral instruments** of national policy, which are involved - in addition to the State Pact - in different specific initiatives.

Among the most recent are the Spanish Strategy on Disability; the Organic Law on Education (LOMLOE)<sup>47</sup>; the Plan for Recovery, Transformation and Resilience 2021-2023 (Component 23)<sup>48</sup>; the Recovery Plan 130 measures to face the demographic challenge (Ministry for Ecological Transition and the Demographic Challenge, 2021)<sup>49</sup>; the Plan for Gender Equality in the Fisheries and Aquaculture Sector 2021-2027<sup>50</sup> (Ministry of Agriculture, Fisheries and Food, 2021); the National Strategy for Equality, Inclusion and Participation of the Roma People 2021-2030 (Ministry of Social Rights and the 2030 Agenda, 2021); the State Plan for Access to Housing 2022-2025 (Ministry of Transport, Mobility and the Urban Agenda, 2021)<sup>51</sup>; the Strategic Plan of the Labour and Social Security Inspectorate 2021-2023<sup>52</sup>; the Youth Strategy 2030 (INJUVE). All of them - among others - contribute to the transversal development of the EEVM.

- Moreover, it is important to note a specific public policy in this regard: Spain's external action. The eradication of violence against women and girls is a commitment that encompasses the international action of the Spanish State. Since its adoption, the **Feminist Foreign Policy Guidance PEF** (2021)<sup>53</sup> is the policy instrument that ensures the necessary coherence between Spain's national policy and international action in relation to the priorities established in the PEF. Among its thematic priorities are the "Women, Peace and Security Agenda" and "Violence against women and girls".

<sup>47</sup> See Organic Law 3/2020, of 29 December, amending Organic Law 2/2006, of 3 May, on Education, BOE no. 340, of 30/12/2020 ([access](#)).

<sup>48</sup> Financed by the European Union's NextGeneration funds. It refers to Investment 2 "Women's employment and gender mainstreaming in public policies to support activation for employment", specifically to training and insertion programmes for women victims of gender-based violence or trafficking and sexual exploitation with a commitment to hiring. [Access](#) to the PRTR.

<sup>49</sup> It includes two measures relating, on the one hand, to safety and care for victims of violence against women and, on the other hand, to guaranteeing care and support resources for victims of violence against women in rural areas. [Access](#) to the Plan.

<sup>50</sup> [Access](#) to PIGSPA.

<sup>51</sup> [Access](#) to the State Plan.

<sup>52</sup> Includes the ratification process of the International Labour Organisation's Convention 190 on violence and harassment (from 2019). [Access](#) to the Resolution of 29 November 2021, of the Secretary of State for Employment and Social Economy, which publishes the Agreement of the Council of Ministers of 16 November 2021, approving the Strategic Plan for the Labour and Social Security Inspection 2021-2021, BOE no. 289, of 3 December 2021).

<sup>53</sup> Ministry of Foreign Affairs, European Union and Cooperation (2021). [Access to the document](#).

As mentioned in the period prior to the State Pact, gender-based violence has been addressed as a political priority of Spain's external action. It is now included as such in the **External Action Strategy 2021-2024**<sup>54</sup>, the **Master Plan for Spanish Cooperation**<sup>55</sup> and the **National Plan for Women, Peace and Security 2021-2023**<sup>56</sup> of Spanish Cooperation.

This policy framework has entailed intense action, both to fulfil the commitments made regarding the prevention and fight against violence against women, and to give greater visibility to the Spanish model for combating gender-based violence.

In the multilateral sphere, the Ministry of Foreign Affairs, European Union and Cooperation ensures Spain's active and substantive participation in forums and initiatives that address violence against women and girls<sup>57</sup>.

It also cooperates with national equality mechanisms in partner countries, international organisations and women's organisations. Work is being done to create comprehensive legislative and policy frameworks to protect women from violence, and prevention campaigns and awareness-raising activities are being carried out<sup>58</sup>.

Priority attention is given to **combating trafficking in women and girls**. Multilateral initiatives and cooperation programmes in this field are followed up by supporting the mandate of the "*Special Rapporteur on Trafficking*", contributing to the "*EU Strategy for the Eradication of Trafficking in Human Beings and through contributions to the United Nations Voluntary Trust Fund for Victims of Trafficking in Human Beings*".

<sup>54</sup> [Access](#) to the External Action Strategy.

<sup>55</sup> [Access](#) to the Spanish Cooperation Master Plan (the 5th Plan covered the period 2018-2021; the 6th Plan corresponds to the period 2022-2025).

<sup>56</sup> [Access](#) to the National Plan for Women, Peace and Security 2021-2023.

<sup>57</sup> An example of this is the support for the mandate of the UN Special Rapporteur on violence against women and girls, the Working Group on Violence against Women and the participation in the Group of Friends on the Elimination of Violence against Women and Girls. Likewise, a privileged strategic partnership is maintained with UN Women, UNICEF and UNFPA, developing joint programmes with the application of comprehensive approaches for the prevention and integral protection of the different forms of violence against women and girls (Safe Cities Global Initiative, Joint Programme of essential services for women victims of gender-based violence, WE Decide Programme, etc.).

<sup>58</sup> Instruments involved (i) Delegation Agreement with the EU within the Spotlight Initiative to eliminate all forms of violence against women and girls; (ii) Of the 13 latest Country Partnership Frameworks (CPFs), all of which prioritise gender as a cross-cutting issue and sector, 10 of them incorporate as part of their lines of work interventions aimed at the prevention, care, protection and punishment of gender-based violence at national and/or local level; (iii) the 10 Gender Conventions approved in the 2018 Call for Proposals in which the main priority is SDG 5, 4 of them directly linked to the fight against gender-based violence, 2 on support for the care of victims of this type of violence, 3 on women's economic empowerment and 1 on their social and political participation, in 6 different countries (El Salvador, Dominican Republic, Guatemala, Peru, Niger and ANP). Equally relevant to this priority is AECID's (Spanish Agency for International Development Cooperation) work with support and joint projects such as the International Cooperation Roundtable for Gender Equality in Mexico, in collaboration with UN Women.

The discrimination and high levels of violence suffered by women and girls in armed conflict and post-conflict situations makes it one of the priority areas of the **Women, Peace and Security (WPS) agenda**, especially the prevention of and response to sexual violence. This agenda -anchored in UN Security Council Resolution 1325 et seq. is one of Spain's priorities in its external <sup>action</sup><sup>59</sup>. For its part, the **Humanitarian Action Strategy 2019-2026**<sup>60</sup>, prioritises programmes aimed at action on male violence. The Strategy calls for strengthening gender equality and women's empowerment in their actions<sup>61</sup>, especially relevant in the fight against gender-based violence.

Assistance to **Spanish women victims of male violence** is provided through the network of Embassies and Consulates. In the consular sphere, the importance of the application of the *Protocol of Action for the Care of Spanish Women Victims of Gender-based Violence Abroad* is recognised<sup>62</sup>.

### The Autonomous Communities and the cities of Ceuta and Melilla

As with the state level, the Autonomous Communities have legislated on violence against women. Likewise, the State Pact recognises, among other issues, that the Autonomous Communities are responsible for the social assistance to women victims of gender-based violence and their children, and that it is the autonomous administrations who hold the key to prevention, care and reparations<sup>63</sup>.

In relation to **regional regulations** , the following laws are currently in force:

<sup>59</sup> As part of the MPS agenda, the adoption of Security Council resolution 2242, the creation of the Informal Expert Group of the Security Council and the launch of the MPS Focal Point Network were promoted. At the European Union level, Spain actively participates in the EU Task Force for Women, Peace and Security and in the follow-up to the EU Action Plan on Women, Peace and Security, while at the same time participating in the implementation of NATO instruments on MPS (Plan against Sexual Violence and in the actions of the Special Representative for Women, Peace and Security). Finally, within the framework of the Generation Equality Forum, Spain is a member of the Pact for Women, Peace and Security and Humanitarian Action

<sup>60</sup> [Access](#) to the Humanitarian Strategy.

<sup>61</sup> In addition to the awareness-raising and prevention actions in this area promoted and supported by the Unit, representative examples include the Gender Agreement in Pakistan and the Agreement between the AECID and 11 Autonomous Communities (CCAA) for joint and coordinated action in humanitarian action for the protection and economic recovery of women, girls and communities in the regions of Mopti and Gao (Mali) affected by conflict, in the context of COVID-19.

<sup>62</sup> [Access](#) to the Protocol.

<sup>63</sup> Autonomous powers are established and recognised in the Constitution and in the Statutes of Autonomy.

CCAA	Regulation
Andalusia	Law 7/2018, of 30 July, amending Law 13/2007, of 26 November, on measures for the prevention and comprehensive protection against gender-based violence.
Aragon	Law 4/2007, of 22 March, on Prevention and Comprehensive Protection of Women Victims of Violence in Aragon.
Cantabria	Comprehensive Law 1/2004, of 1 April, for the Prevention of Violence against Women and Protection of its Victims, complemented by Law 2/2019, of 7 March, for effective equality between women and men.
Castile-La Mancha	Law 4/2018, of 8 October, for a Society Free of Gender-based Violence in Castilla-La Mancha.
Castile and Leon	Law 13/2010, of 9 December, against Gender-based Violence in Castilla y León.
Catalonia	Law 17/2020, of 22 December, amending Law 5/2008, on the right of women to eradicate male violence.
Community of Valencia	Law 7/2012, of 23 November, comprehensive law against violence against women in the Valencian Community.
Extremadura	Law 8/2011, of 23 March, on Equality between Women and Men and against Gender-based Violence in Extremadura.
Galicia	Law 14/2021, of 20 July, which amends Law 11/2007, of 27 July, on the prevention and comprehensive treatment of gender-based violence.
Balearic Islands	Law 11/2016, of 28 July, on equality of women and men.
Canary Islands	Law 1/2017, of 17 March, amending Law 16/2003, of 8 April, on the Prevention and Comprehensive Protection of Women against Gender-based Violence.
La Rioja	Law 3/2011, of 1 March, on prevention, protection and institutional coordination in matters of violence in La Rioja. Law 11/2022, of 20 September, against Gender-based Violence in La Rioja.
Community of Madrid	Comprehensive Law 5/2005, of 20 December, against Gender-based Violence of the Community of Madrid, partially amended by Law 3/2018, of 22 June.
Foral Community of Navarra	Foral Law 14/2015, of 10 April, to act against violence against women.
Principality of Asturias	Law 2/2011, of 11 March, for the equality of women and men and the eradication of gender-based violence.
Region of Murcia	Law 7/2007, of 4 April, for equality between women and men and protection against gender-based violence in the Region of Murcia. Partially amended by Law 3/2008 of 3 July 2008 and Law 3/2019 of 20 March 2019.
Basque Country	Law 1/2022, of 3 March, on the second amendment of the Law for the Equality of Women and Men (Law 4/2005, of 18 February, for the Equality of Women and Men).

As in the case of regulations, and as was pointed out for the state level, the **protocols of action** have been - almost entirely - aimed at combating so-called gender-based violence (male violence against women in the sphere of the partner or ex-partner), although in recent years updates have been carried out.



The protocols that currently exist are of two types: inter-institutional coordination protocols to facilitate the implementation of regulations between different actors; and sectoral protocols for action in specific areas<sup>64</sup>.

In some cases, these are agreed intervention documents-guidelines that have been approved by institutional agreement; in others, they are called protocols of action procedures; and in both cases, the focus is on the appropriate care of the victim-survivors.

All autonomous communities, and the cities with autonomous status of Ceuta and Melilla, have an inter-institutional coordination protocol on gender-based violence (intimate partner/ex-partner). From a sectoral perspective, also in the health sector. However, there are still few that address sexual violence or other forms of violence such as online violence.

Most of the autonomous communities have developed protocols on legal and security matters for victims of gender-based violence (or it is included in the inter-institutional one). However, there are fewer protocols in relation to the educational sphere, comprehensive social assistance or the field of employment. There are hardly any protocols in place for child victims, for women victims with disabilities, and for the treatment of victims' deaths when they occur as a result of injuries or suicide.

Some of the Autonomous Communities that have developed the Framework Protocol for the Protection of Victims of Human Trafficking in their territory are: Galicia, Catalonia, Extremadura, Navarra and Madrid.

Regarding FGM, specific protocols have been implemented in the autonomous communities of Catalonia, Navarra, Extremadura, Aragon, Valencia, Castilla-La Mancha, Murcia and the Balearic Islands.

As has been pointed out, GREVIO's First Evaluation Report on the legislative and other measures giving effect to the provisions of the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention) with reference to Spain (2020), distinguishes in its recommendations the importance of ensuring the coordination of policies, which should address all forms of male violence. It also stresses the need to ensure that the priorities for action at regional level are aligned with the measures established in the State Pact against Gender-based Violence.

<sup>64</sup> A list of these protocols can be found at the DGVG website ([access](#)).

<sup>65</sup> Except for the Community of Madrid.

# 6. Diagnosis of the state of the situation

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## 6.1. Intimate partner or ex-partner violence

The main official statistics on violence against women collected by institutional bodies are generally focused on violence within a couple, i.e. gender-based violence according to the terms of Organic Law 1/2004. As a result, there is more information on this form of violence.

The prevalence of violence against women in Spain has been measured through surveys of women living in Spain. The largest statistical operation in this field is the Macro-survey on Violence against Women: the first was carried out in 1999, and the latest so far is the 2019 survey. From the 2015 Macro-survey onwards, the measurement of physical and sexual violence outside the couple was incorporated, and in the 2019 survey, questions to measure sexual harassment and *stalking* or repeated harassment have been incorporated. For its part, the Government Delegation against Gender-based Violence also collects administrative records, which provide data on violence collected by other public institutions (judicial and police data, and in some cases from the health system), and from some resources of the public system of protection and care for victims (calls to the 016 telephone service, the ATENPRO service, telematic control devices, financial aid, etc.).

The most relevant data in this area is set out below.

### Physical violence

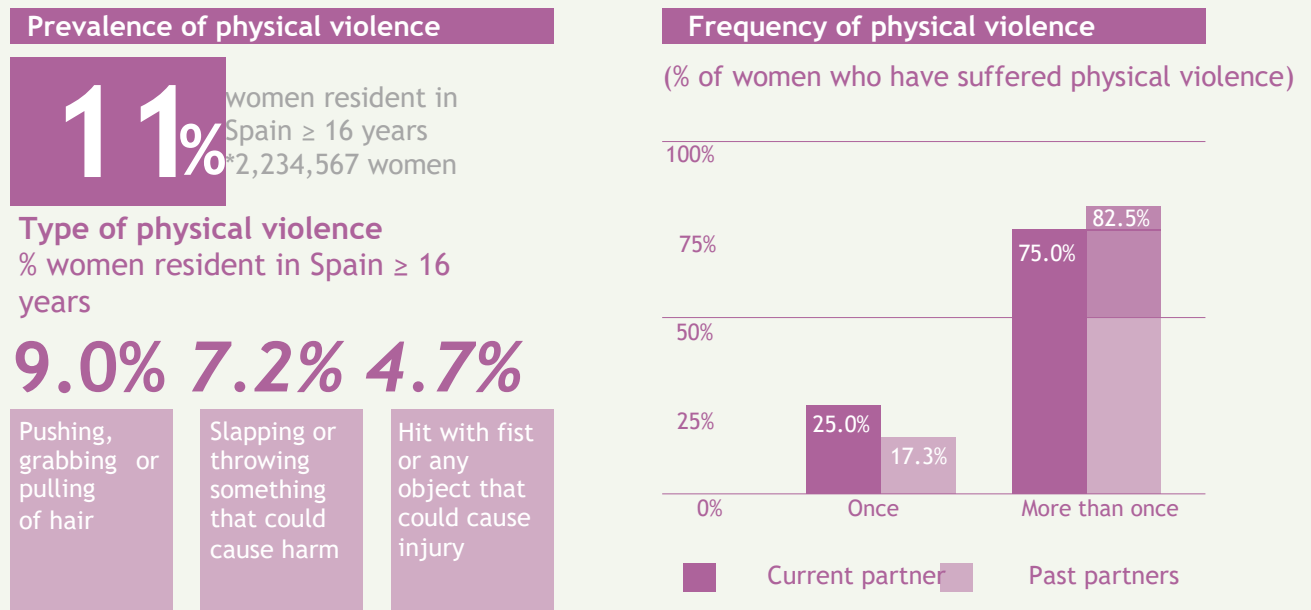
According to the 2019 Macro-survey on Violence against Women, carried out by the Government Delegation against Gender-based Violence and published in 2020 (DGVG, 2020a), 11% of women living in Spain aged 16 or over have suffered physical violence at the hands of a **current or former partner** at some point in their lives, which according to estimates<sup>66</sup> would mean 2,234,567 women in our country. Amongst the manifestations, the most common are pushing, grabbing

<sup>66</sup> Extrapolation formula for the Macro-survey 2019: '% who claim to have suffered physical violence from a partner or ex-partner x 'total women aged 16 or over on 1 January 2019 according to data from the INE Register (20,404,897)'. Extrapolations are made on the total number of women (and not on the total number of women with a partner) as the census data does not provide the number of women who have had a partner. (DGVG, 2020a)

or hair pulling (9% of women resident in Spain aged 16 and over), slapping or throwing something that could cause harm (7.2%) and hitting with a fist or an object that could cause harm (4.7%).

Episodes of physical violence are generally not isolated events, but have taken place more than once, as indicated by the majority of victim-survivors, both at the hands of their current partner (75% of them) and past partners (82.5% of them).

Illustration 1. Main data on physical intimate partner/ex-partner violence (Macro-survey 2019)



Source: Own elaboration based on the Macro-survey on Violence against Women 2019 (DGVG, 2020a)

The most extreme consequence of physical violence is the murder of the victims. The DGVG (2021a) has officially recorded the number of **women killed** by intimate partner violence in Spain since 1 January 2003. Since then and until 14 November 2022, 1,171 men in our country<sup>67</sup> have murdered a woman with whom they were in an affective relationship. The years with the most murders include 2008, 2010 and 2004, with 76, 73 and 72 women murdered respectively. In 2021<sup>68</sup> 48 women were murdered.

According to **country of birth**, 54.2% of the women murdered in 2021 were born in Spain and 45.8% in another country. In the case of the alleged aggressors, 77.1% were of Spanish origin and 22.9% were of other origin.

In 47.9% of the cases, the murder took place when the **relationship** had already ended or was breaking up, and in the other 52.1% while the relationship was still going on. In 56.3% of the cases, victim and aggressor lived together, in 33.3% they did not live together and in the remaining 10.4% there is no record of the cohabitation situation.

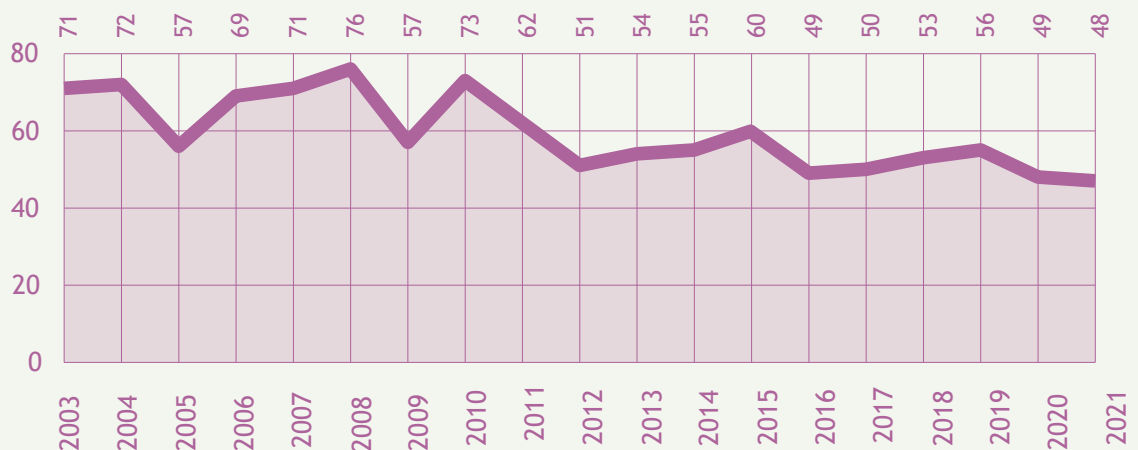
<sup>67</sup> DGVG data

<sup>68</sup> Idem

In 38 of the 48 cases there was no **prior complaint**. In 10 cases there was a prior complaint, all of which were filed by the victim herself. Of these 10 cases in which a complaint had been lodged, the request for protective measures in favour of the victim is recorded in only 5 of them, of which 4 were finally adopted.

In 6 of the cases with **restraining orders**, the aggressor broke the order, in three of the cases with opposition from the victim.

Figure 1. Evolution of the number of women murdered due to gender-based violence 2003-2021



Source: Compilation based on data from the DGVG Statistical Portal

## Sexual violence

8.9% of women living in Spain aged 16 and over have experienced sexual violence by a partner or ex-partner and 7.5% have been raped by a partner or ex-partner (DGVG, 2020a). According to the inference to the population<sup>69</sup>, there would be 1,810,948 women aged 16 and over who have been victims of intimate partner or ex-partner sexual violence in Spain.

However, it is difficult to measure the real extent as **some sexual assaults are often normalised by the fact that they occur in this setting**. The Social Perceptions of Sexual Violence report (DGVG, 2018) shows that while the vast majority of people disagree with the statement "when a man pressures his partner for sex, this cannot be called rape" - 75.9% of women and 67.4% of men - 27.7% of men and 18.9% of women do not consider it rape when a man pressures his partner for sex.

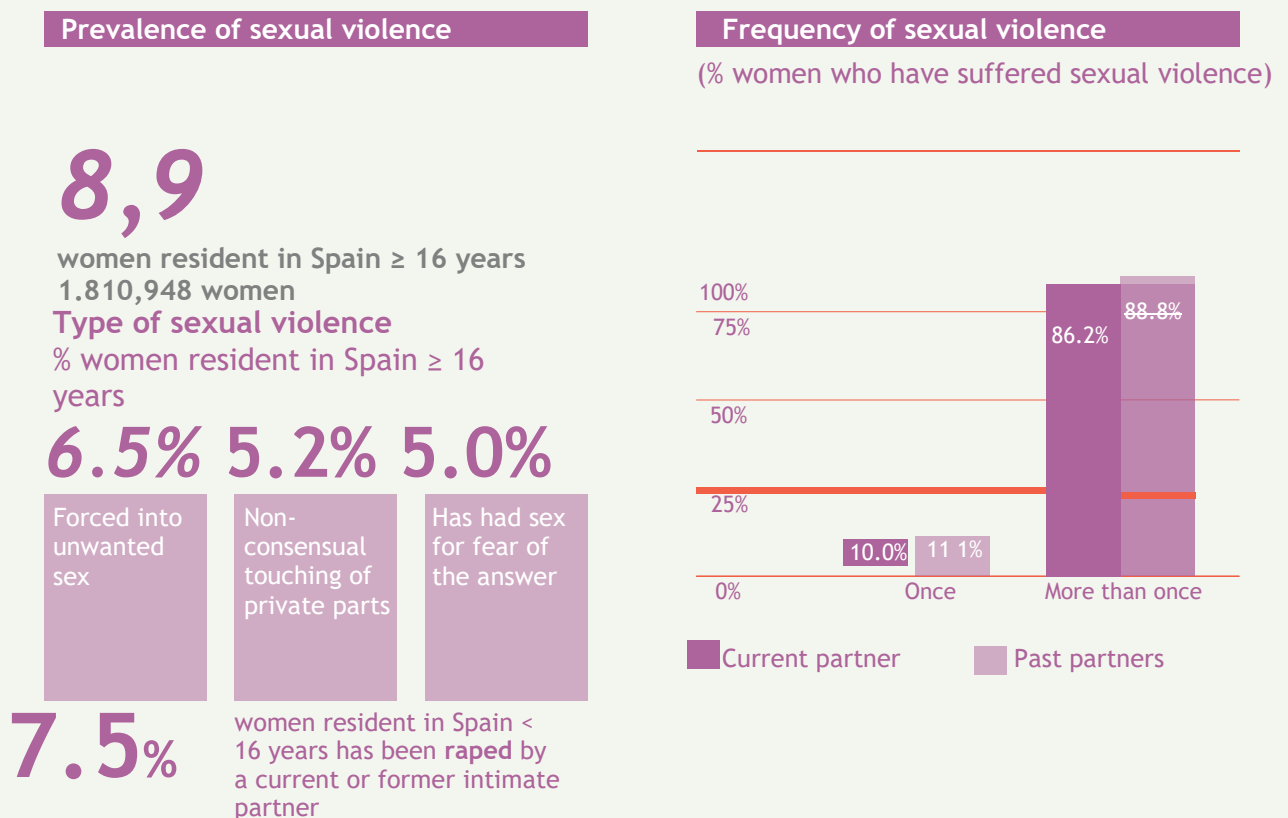
The results of the 2019 Macro-survey itself show that women cite having suffered from a partner or ex-partner to a greater extent than men

<sup>69</sup> Extrapolation formula of the Macro-survey 2019: '% who claim to have suffered physical violence from a partner or ex-partner x 'total women aged 16 or over on 1 January 2019 according to data from the INE Register (20,404,897)'. Extrapolations are made on the total number of women (and not on the total number of women with a partner) as the census data does not provide the number of women who have had a partner. (DGVG, 2020a)

being forced to have unwanted sex (reported by 6.5% of women over 16 years of age living in Spain), non-consensual touching of private parts - genitals or breasts - (5.2%) and having sex for fear of their partner's reaction if they refused (5%).

Episodes of sexual violence in most cases are not one-off assaults but repeated over time. 86% and 88.8% of women victims of sexual violence by their current and past partners, respectively, have experienced sexual violence on more than one occasion.

Illustration 2. Key data on intimate partner/ex-partner sexual violence (Macro-survey 2019)



Source: Own elaboration based on the Macro-survey on Violence against Women 2019 (DGVG, 2020a)

### Psychological, emotional and controlling violence

Psychological abuse is the least visible form of gender-based violence. On the one hand, due to the lack of identification of certain behaviours as violence because they are very subtle and masked as behaviours socially considered as "romantic love" (such as jealousy, possession or control). On the other hand, it is difficult to objectify and prove psychological violence because it does not leave visible marks or bruises. However, it is violence that "seriously deteriorates the emotional stability of women, damaging their self-esteem, their personality and their health" as the Study on the time it takes women victims of gender-based violence to verbalise their situation (DGVG, 2019) points out.

In general terms, psychological violence affects a **higher percentage of women** than the other manifestations of violence, especially emotional and controlling violence; it is the least visible of all and the one for which there is the least consensus on its punishability. In fact, the 2019 Macro-survey indicates that up to 96.6% of women who have suffered physical and/or sexual violence have also been subjected to psychological violence.

23.2% of women living in Spain aged 16 and over have suffered emotional psychological violence and 27% have suffered controlling psychological violence (DGVG, 2020a). The extrapolation<sup>70</sup> of these percentages shows that these acts of violence would have affected 4,744,106 and 5,500,704 women respectively.

Insults or making the victim feel bad is the manifestation of psychological violence that affects proportionally more women, as reported by 19.8%.

Among its different manifestations, the aggressor's insistence on knowing where the victim is at any given moment stands out, affecting 16.7%.

Most victims report that they have experienced this violence more than once (DGVG, 2020a). 91.3% of past partners and 84.3% of current partners, in the case of emotional psychological violence. In the case of controlling violence, 52.9% of the victims of past partners had suffered this violence frequently; while 78.2% of those assaulted by their current partner reported that the episodes had taken place several times.

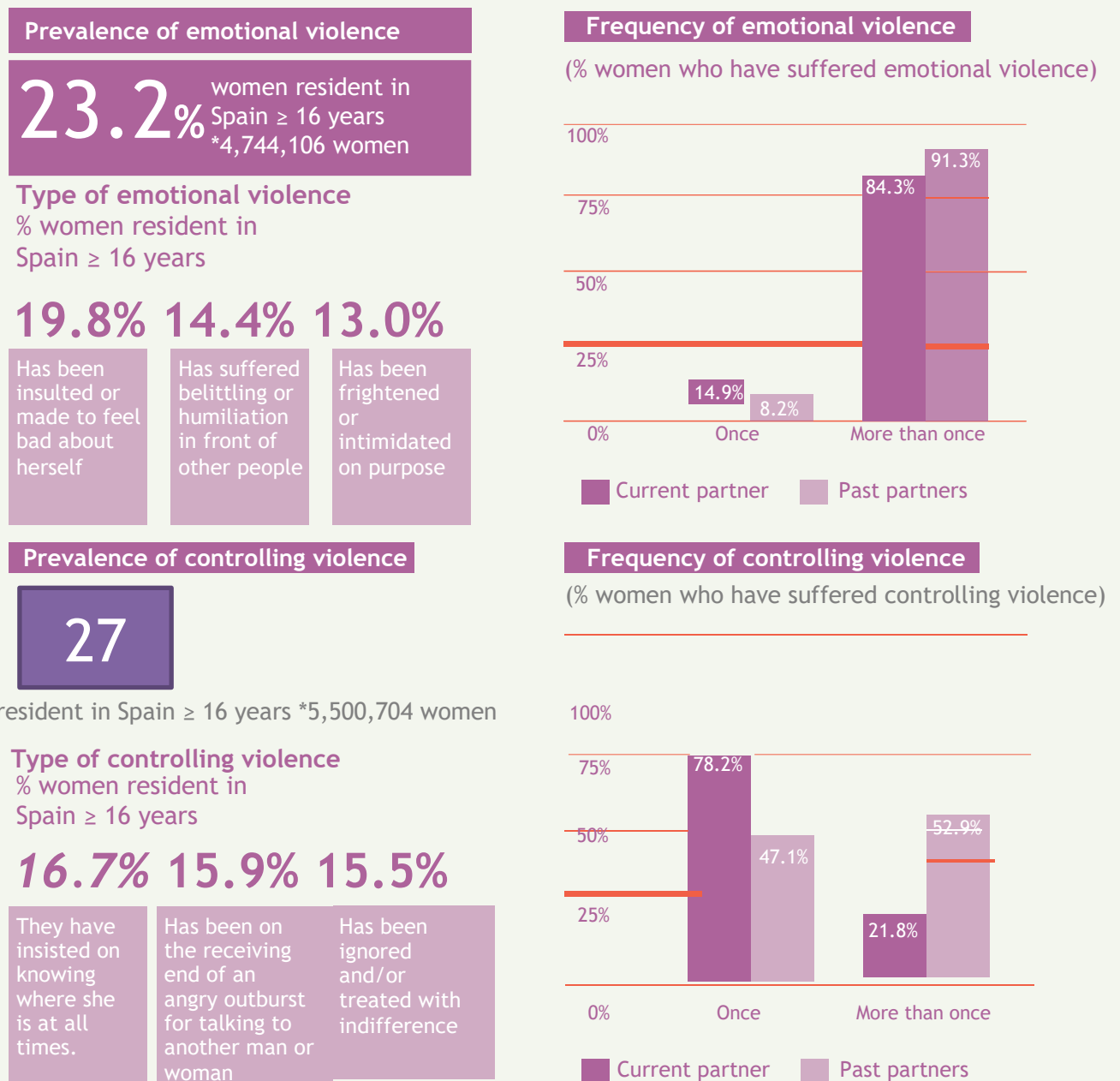
The study on Social Perception of Gender-based Violence (DGVG, 2014) showed that there is less social consensus on the punishability of some types of psychological violence compared to other types of violence. In addition, behaviours such as constant arguing, shouting at children or controlling a partner's schedule are considered acceptable in some circumstances by 29% (in the first two cases) and 19% (in the case of control) of society (women and men).

The 2019 Macro-survey also reports data on **fear of the partner/ex-partner** as another form of psychological violence, with a prevalence of 13.9% among women over 16 years of age living in Spain.

<sup>70</sup> Extrapolation formula of the Macro-survey 2019: '% who claim to have suffered physical violence from a partner or ex-partner x 'total women aged 16 or over on 1 January 2019 according to data from the INE Register (20,404,897)'. Extrapolations are made on the total number of women (and not on the total number of women with a partner) as the census data does not provide the number of women who have had a partner. (DGVG, 2020a)

Despite its importance, it is still socially undervalued. Different studies highlight the absence of a more specific definition in Organic Law 1/2004, on Comprehensive Protection Measures against Gender-based Violence, which does not define this concept, "which poses a serious problem, especially when trying to define the conducts that can be included in the criminal type" (Perela Larrosa, 2010): 353). At the same time, there are sometimes discrepancies in forensic psychological assessment estimates and the application of a gender perspective to victim-survivor assessments<sup>71</sup>.

Illustration 3. Key data on emotional and controlling intimate partner/ex-partner violence (Macro-survey 2019)



Source: Own elaboration based on the Macro-survey on Violence against Women 2019 (DGVG, 2020a)

71 See from different disciplinary perspectives: Marín Torices; M.I. (2017), Arce Fernández, R., Fariña Rivera, F., Vilariño Vázquez, M. (2015), Ferrer-Pérez, V. A. and Bosch-Fiol, E. (2019); Pujal Llombart, M. and Amigot Leache, P. (2010). See also the controversy, for example, in the [case](#) dismissed in the Provincial Court of Asturias (2017-2020) for hate crime brought by Advocates for Equality and Women's Link Worldwide.



### Economic violence

Economic violence aims to increase control over women and to make the victim more dependent on the perpetrator. This typology exercised **by the partner/ex-partner** has a prevalence rate of 11.5% among women over 16 years of age living in Spain (according to the 2019 Macro-survey), and is estimated to have affected 2,350,684 women in Spain<sup>72</sup>.

Among its manifestations is that of preventing women from participating in the family economy or making purchases independently, a situation that 7.5% of women say they have experienced. 6.3% of women report that their partner or ex-partner has refused to give them money for household expenses and almost 5% have been prevented from studying or working outside the home.

67.7% of women victims of such violence in the current relationship report that it has occurred several times, while 58.9% of women who experienced such violence in past relationships report that such incidents occurred frequently.

The non-payment of spousal maintenance, or the contribution corresponding to the care of children or dependents in common, has also been considered to be part of the manifestations of economic violence by ex-partners (Domínguez Martínez, 2011).

However, it should be noted that there is a **lack of data** that better captures the economic exploitation of women, which would be the polar opposite of the current measurement. The same applies to work sabotage, i.e. disruptive behaviour that purposely interferes with work performance or attendance at work.

<sup>72</sup> Extrapolation formula of the Macro-survey 2019: '% who claim to have suffered physical violence from a partner or ex-partner x 'total women aged 16 or over on 1 January 2019 according to data from the INE Register (20,404,897)'. Extrapolations are made on the total number of women (and not on the total number of women with a partner) as the census data does not provide the number of women who have had a partner. (DGVG, 2020a).

Illustration 4.

Key data on economic intimate partner/ex-partner violence (Macro-survey, 2019)



Source: Own elaboration based on the Macro-survey on Violence against Women 2019 (DGVG, 2020a)

## Vicarious violence against children and its impact on minors

Children can be victims of different forms of male violence. This has been considered a form of vicarious violence.

Implicitly, it comes from watching their father mistreat their mother, with the added risk of it spilling over to them. And explicitly, when the aggressor directly inflicts violence on them with the intention of making their mother suffer, when the violence inflicted on the mother also extends to them.

According to the "Protocolo común para la actuación sanitaria ante la violencia de género 2012" (Common protocol for health action in the face of gender-based violence 2012) (MSSI, 2012: 33), the consequences of violence on the children of women who are victims affect different areas: physical, emotional, cognitive, behavioural and social and can have short, medium and long-term effects.

According to the 2019 Macro-survey (DGVG, 2020a) 54.1% of women who were victims of VFSEM (physical, sexual, emotional violence or fear) by their partner and who had children when the aggressions took place, affirm that their children witnessed or heard the episodes of violence. 60.6% of the women who were victims of sexual or physical violence and who had children at the time of the aggressions stated that their children witnessed or heard the violence. 77.1% of women victims of VFSEM in past partners and 59.2% of women victims of VFSEM in current partners who had children at the time of the violence indicated that their children were minors when the violence took place.

Considering women who have experienced VFSEM from a current or former partner, who had children at the time of the violence, who responded that their children witnessed or heard the violence against the mother, and who were minors, 51.7% stated that the children were also direct victims of violence at the hands of the same aggressor as their mother

According to the estimates of this source, **265,860 minors**<sup>73</sup> live in households in which the woman interviewed has been or is a victim of physical or sexual violence by a partner (current or past). The figures are higher when it comes to psychological violence, a situation to which up to 1,650,095 minors are exposed (1,293,169 are children of the woman and 356,926 are other minors living in the same household as the victim).

According to the Report “Violencia de Género: en niños, niñas y adolescentes” (Gender-based violence: in children and adolescents) (Fundación ANAR, 2018) during 2018, they received 21,952 general guidance calls related to gender-based violence through the ANAR Child helpline, 2,770 specialised consultations and attended to a total of 1,868 cases of gender-based violence. Of the 2,770 calls for special counselling, 84% related to gender-based violence in the family environment.

Children living in households where there is gender-based violence end up suffering directly or indirectly from such violence (Cordero, G. and Soler, C., 2020). Regardless of the level of exposure to episodes of violence, children experience psychological consequences in response to living through these traumatic experiences at an early age. The above has been included in the Common Protocol for healthcare action in the face of gender-based violence (Interterritorial Council of the Spanish National Health System, SNS, 2012). These psychological consequences can manifest themselves in the form of:

- School problems: such as disturbances in concentration, attention or poor school performance.
- Difficulties in socialisation: such as isolation behaviour, insecurity or, on the contrary, expressions of aggression.
- Post-traumatic stress: insomnia, nightmares, anxiety, phobias, dissociative episodes, etc.
- Affective symptomatology: sadness, crying, anhedonia, isolation, etc.

**Orphanhood** is another consequence to which children are exposed in the most extreme cases of gender-based violence. Since 2013, gender-based violence has left 365 children orphaned as of 14 November 2022.

<sup>73</sup> The 2019 Macro-survey study notes that these calculations are an approximation and that the results should be interpreted with caution as the survey is targeted at women and not children, so extrapolations about children living in households where there is gender-based violence are made indirectly, which may make the results unreliable.

As mentioned in the case of women, the most extreme side of this violence is **murder**, which also affects children.

The DGVG records the number of child fatalities in cases of gender-based violence against their mother since 2013. According to the latest data<sup>74</sup>, 48 minors have been murdered in Spain as a result of gender-based violence up to 14 November 2022. The year 2017 saw 8 child murders, whilst 2015, 2018 and 2021, all saw 7 child fatalities. These are the years with the highest rate of child murders in GBV cases since the official registry was established.

## Consequences of Gender-based Violence

According to research, gender-based violence in society has high symbolic and resource costs. Moreover, it has long-lasting consequences among women victim-survivors. The following types of consequences can be distinguished: social and economic, psychological and physical.

According to the Common Protocol for health action in the face of gender-based violence, approved in 2012 by the Interterritorial Council of the Spanish National Health System, these consequences, **in terms of health**, can be summarised as follows:

<b>Fatal consequences</b>
- Death (homicide, suicide, etc.)
<b>Physical Health Consequences</b>
- Various injuries: contusions, trauma, wounds, burns, etc., which can lead to disability
- Functional impairment
- Non-specific physical symptoms (e.g. headaches)
- Poorer health
<b>Implications for chronic health conditions</b>
- Chronic pain
- Irritable bowel syndrome
- Other gastrointestinal disorders
- Sleep disorders
- Disabilities
<b>Sexual and reproductive health consequences</b>
- Forced sex: loss of sexual desire, menstrual disorders, sexually transmitted diseases including HIV infection, vaginal bleeding and fibrosis, dyspareunia, chronic pelvic pain, urinary tract infection, cervical cancer, unwanted pregnancy
- For abuse during pregnancy: high-risk pregnancy, increased maternal mortality, anaemia, vaginal haemorrhage, threatened abortion, miscarriage, stillbirth, premature birth, low birth weight, increased perinatal mortality

<sup>74</sup> DGVG data that can be extracted from its statistical portal: <http://estadisticasviolenciagenero.igualdad.mpr.gob.es/>

Mental health consequences
<ul style="list-style-type: none"><li>- Depression</li><li>- Anxiety</li><li>- Post-traumatic stress disorder</li><li>- Eating disorders (anorexia, bulimia)</li><li>- Psychopathological disorders</li><li>- Attempted suicide, self-harm</li><li>- Alcohol, drug and psychotropic drug abuse</li><li>- Psychological dependence on the aggressor (Stockholm Syndrome)</li></ul>
Social health consequences
<ul style="list-style-type: none"><li>- Social isolation</li><li>- Loss of employment</li><li>- Absenteeism</li><li>- Decrease in the number of healthy life days</li><li>- Change of residence and/or city forced by the need to protect oneself</li></ul>

Source: Ministry of Health, Social Services and Equality, 2012, pages 32-33.

The Macro-survey (DGVG, 2020a) pays special attention to the consequences of intimate partner/ex-partner violence, reporting or seeking help and how violence affects children, among other aspects. This analysis is conducted only on women who acknowledge having experienced physical, sexual, emotional or fear-based violence (VFSEM)<sup>75</sup> in their lifetime.

In terms of injuries caused by violence, 46.6% of women victims of physical or sexual intimate partner violence reported having suffered **some kind of physical injury as a consequence**.

In terms of type of injury, 40.4% of victims of physical or sexual violence have suffered cuts, scratches, bruises or pain.

48.2% of women who have suffered VFSEM acknowledged that they have suffered **psychological consequences**, a percentage that rises to 74.7% in the case of women victims of intimate partner violence. Loss of self-esteem (reported by 50.8% of women who have experienced VFSEM), despair or feelings of helplessness (39.4%) or problems sleeping or eating (38.6%) are three of the psychological consequences that affect a higher proportion of women who have experienced intimate partner violence.

Among the consequences derived from the VFSEM, 15.6% of the women victims say that they **have not been able to go to their place of study or work** due to the episodes of violence, a percentage that rises to 21% in the case of victims of physical and/or sexual violence.

<sup>75</sup> The Macro-survey also excludes in this filter women who admit to having suffered controlling or economic violence without any other type of violence associated with it, because in the pilot study prior to the Macro-survey, the questions on reporting and help received generated a lot of confusion among women.

The analysis of health status shows that women who have suffered some form of violence are in **poorer health** than women who have not suffered violence. Among the symptoms of poor health, 46.4% of women victims of physical or sexual violence say that they have suffered from frequent insomnia or lack of sleep, 44.9% have experienced anxiety or distress and 43.3% have experienced frequent mood swings after suffering physical or sexual violence.

Finally, **thoughts of suicide** are also more frequent among women victims of violence, up to 18.5% of women who have suffered intimate partner violence and 25.5% of those who have been victims of physical or sexual violence have had thoughts of suicide at some point in their lives, compared to 4.7% of women resident in Spain aged 16 or over who have not suffered intimate partner violence.

The WHO considers maltreatment as one of the important risk factors to be studied in the approach to suicide prevention. This is indicated by the Confederation of Mental Health (2018) in the report on the state of Human Rights of people with mental disorder in Spain, where it points out that **gender-based violence is a precipitating factor for suicide** and could be the cause of 25% of suicide attempts by women in Spain.

## Data from the public system of protection and care for gender-based violence

### Seeking help and information

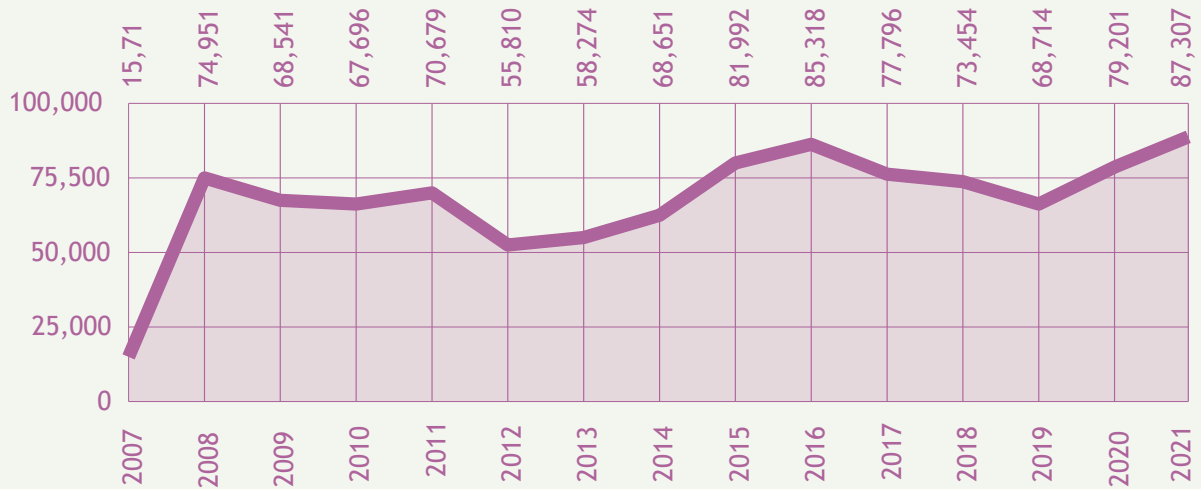
The accumulated consequences over time **make it difficult to break with the aggressors and to seek help**. The stigmatisation of the phenomenon contributes to this, in addition to the lack of resources, their accessibility and situations of re-victimisation when accessing them.

There is little data on the **processes of seeking help or breaking off** relationships with violent men. Some research, such as that of Damonti and Amigot (2021), suggests that the factors that hinder this process vary according to the situation of social integration or exclusion in which women find themselves. In this way, economic dependence and material factors (lack of economic resources, residential alternatives, socio-emotional support, etc.) have a greater weight in situations of precariousness and exclusion. In contrast, symbolic and subjective factors (the importance of having a partner, fear of loneliness, failure, psycho-emotional dependence, feelings of shame) may become more important in contexts of integration (Damonti and Amigot, 2021).

One indicator that facilitates the **demand for information** is the number of calls to the **free and confidential telephone number 016**. This is a specialised information, legal advice and psychosocial care service which, since 2021, has been dealing with all forms of violence against women (previously only in intimate partner or ex-partner violence). It is own by the Ministry of Equality, through the Government Delegation against Gender-based Violence: The main service channel is by telephone, but there is also an online service via WhatsApp and chat.

Since 2007 and until 30 September 2022, the 016 telephone service has registered a total of **1,112,245 relevant calls**. The year with the highest number of relevant calls so far was 2021, with 87,307 calls, followed by 2016, when 85,318 calls were received. The increase in calls in 2021 is related to an important milestone that takes place in our country: it was the year in which the 016 telephone service began to handle all forms of violence against women, advancing in the fulfilment of the Istanbul Convention.

Figure 2. Number of calls to 016



Source: DGVG Statistical Portal (DGVG, 2021c).

Analysis according to the caller indicates that it is generally the victims themselves who contact the 016 telephone service. In the overall calculation of calls (2007-2021) 71.4% were made by the woman herself, followed by 24.9% of calls made by family members or people close to the victim and 2.9% by other people.

In 2021, of the total 87,307 relevant calls, 70.3% were made by women victims of GBV themselves and 22.8% by family members or relatives.

Not all victim-survivors report their aggressor, nor do they turn to the official channels of information and care for victims, for different reasons. Some are related to the accessibility and universality of aid mechanisms, the fear of re-victimisation, and others to the victims' own subjective preferences, which are related to the conception of male violence as a crime or not and, therefore, depend on the subjectivity of women as subjects of law (Franco, Guilló and Nuño, 2010).

According to the 2019 Macro-survey among women who **did not report**, the reasons for not **reporting** were given by the highest proportion of women as "she solved it on her own", "she separated/ended the relationship (only in the case of past partner violence)" or they considered that "it was too minor/not serious enough/not necessary/not considered violence". It is relevant to highlight that, among the cases of physical or sexual violence, 11.6% and 10.6% of women victims indicated shame and fear of the aggressor, respectively, as the reasons why they did not report. Mistrust of the protection system can be seen in this regard.



## Data on the use of the judicial system

The reporting of the aggressor by the victim-survivor to the aggressor has been presented "as one of the key indicators by which the solution to gender-based violence could be measured from its accounting in the judicial system" (Guilló, 2018: 584). However, it is an indicator that helps to understand trust in police and judicial institutions, rather than an indicator of prevalence. The latest statistics on reports of intimate partner/ex-partner violence against women (DGVG, 2021c) show that since 2009 and up to 30 June 2022, a total of **1,959,035 reports** have been registered in Spain.

1,292,368 of the complaints were filed by **police reports** with a complaint from the victim, 282,088 by police reports through direct police intervention and 201,344 with a report of injuries.

In 2021 alone, 162,848 reports of gender-based violence were registered. The percentage distribution of complaints according to the origin (who lodged them) is similar to the overall figure shown in the previous paragraph, with a slight increase in the percentage of complaints lodged by the victim by means of a police report (71.5%) and a notable decrease in the percentage of complaints lodged directly by the victim (1.4%).

Over the years, the numbers of complaints (increase, decrease, abandonment, withdrawal) have been the subject of social and institutional concern. This has been accompanied at times by the presence of social discourses of mistrust of the centrality of this indicator in the fight against gender-based violence<sup>76</sup>. However, reporting of gender-based violence needs to be contextualised against estimates of the extent of GBV, as those cases where reporting or formal help is sought are only a fraction of the total number of women experiencing violence.

According to the 2019 Macro-survey (DGVG, 2020a), the percentage of reporting is **very low** compared to the total number of women who claim to have suffered violence. Only 5.4% of women victims of VFSEM at the hands of their current partner report these episodes to the police or court. The percentage rises to 25% when the aggressor is a past partner and is higher when only cases of physical or sexual violence by a current or past partner are considered, reaching 32.1%. Despite this, women who formally make violence against them visible remain in the minority

<sup>76</sup> Data from the DGVG Statistical Portal

<sup>77</sup> See the evolution of data on complaints in the CGPJ, and also provided by the DGVG in its statistics portal and in the reports of the State Observatory on Violence against Women. See this issue also in the "Estudio sobre el programa público de teleprotección móvil para víctimas de violencia de género y sobre las causas por las que algunas víctimas de violencia de género no denuncian" (DGVG, 2010); and the analysis of Alemany Rojo (2015), Daza Bonachela 2020 and Guilló 2018, among others.

The time that elapses from the occurrence of violence until a victim reports the incident is also relevant. (DGVG, 2019). There are different explanatory factors:

- The average time taken to file a complaint increases with the age of the victims, with the time between violence and reporting reaching its highest level among women over 65.
- The existence of children also influences the time it takes to report.
- Women's employment status also influences their verbalisation of violence
- Fear is the main reason why victims take longer to seek help or report.
- The poor psychological state to which women who suffer gender-based violence are subjected is the main reason for seeking help or reporting the violence suffered, as 54% of women victims interviewed for the study point out (DGVG, 2019).

According to the Macro-survey (DGVG, 2020a), among women who reported to the Police or Guardia Civil any of the episodes of violence suffered, **satisfaction with the attention provided** is in the majority, but 25.1% of the victims of VFSEM at the hands of past partners indicate that they are quite or very dissatisfied with the treatment received. Some of the reasons most often mentioned by women are that they were made to feel guilty, did not feel protected or safe, or did not receive sufficient information about the support resources and support options available to them. These are examples of re-victimisation or institutional violence.

The Gender-Based Violence Report. Year 2020 of the General Council of the Judiciary (CGPJ, 2021a) shows the main figures on GBV proceedings registered by the CGPJ in 2020 by court. The most relevant data is provided below.

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<sup>77</sup> See the evolution of data on complaints in the CGPJ, and also provided by the DGVG in its statistics portal and in the reports of the State Observatory on Violence against Women. See this issue also in the "Estudio sobre el programa público de teleprotección móvil para víctimas de violencia de género y sobre las causas por las que algunas víctimas de violencia de género no denuncian" (DGVG, 2010); and the analysis of Alemany Rojo (2015), Daza Bonachela 2020 and Guilló 2018, among others.

### Courts for Violence against Women (JVM)<sup>78</sup>—

A total of 18,662 people have been prosecuted<sup>79</sup> and 16,446 persons convicted of GBV in the JVMs, of whom 99.6% and 88.2% respectively were men. According to nationality, 73.3% of the persons prosecuted and 72.1% of those convicted were of Spanish nationality.

The form of termination in 39.17% of the cases registered in the JVMs was provisional dismissal, followed by "other" forms of termination (22.69% of cases) and referral to the competent body (in 21.4%).

Among the 35,860 reported cases, 67.3% were men of Spanish nationality and the remaining 32.7% were foreign men.

The most common kinship relationship between victim and offender is former affective relationship (37.8% of cases), followed by affective relationship (32.2% of cases), spouses in 19% of cases and former spouses in the remaining 10.9% of cases.

Among the 61,680 criminal judicial protection measures derived from Protection Orders and other precautionary (security and protection) measures<sup>80</sup>, 45,213 (73%) have been granted within the scope of the Protection Order (PO) and 16,467 (27%) as precautionary measures (PM). 69.98% of the penal measures consisted of a restraining order, 67.54% of the penal measures consisted of a prohibition of communication and only 3.04% were custodial. On the other hand, of the 15,388 judicial civil protection measures derived from Protection Orders and other precautionary measures (security and protection) 94% have been agreed in the area of the PO and 6% as PM. 20.12% of the civil measures correspond to the provision of maintenance, followed by 16.59% for the allocation of housing and only 3.01% of the 2020 civil measures involve the suspension of visiting arrangements.

In the Duty Courts, a total of 6,764 orders were requested during 2020, 77% of which were granted and 23% refused. Among the victims of the Protection Orders applied for in the Duty Courts, 99% were older women and 1% were minors. According to nationality, 70% of the orders were requested by women with Spanish nationality and the remaining 30% by women with another nationality. Of the 6,764 reported, 69% were Spanish men and 31% were foreign men.

<sup>78</sup> Data referring both to the exclusive Courts for Violence against Women (106) and to those that combined this matter with others, numbering 370

<sup>79</sup> Referred to misdemeanours and sentences for offences passed in conformity. Acquittals, therefore, refer to minor offences, as the sentence of acquittal is always a conviction. Quarterly Report on gender-based violence (CGPJ, 2021).

<sup>80</sup> Each resolution can incorporate more than one measure.

### Criminal Courts (GBV Proceedings)

The distribution of **GBV proceedings** in the Criminal Courts during 2020 is as follows: 26,551 admitted (11,413 urgent proceedings); 554 proceedings reopened (199 urgent proceedings); 23,812 proceedings resolved (10,961 urgent proceedings); and 18,404 cases pending (4,056 urgent proceedings).

Among the **forms of termination** of the proceedings resolved, 37.9% were acquittals, 33.4% were convictions with acquittal and 24.1% were convictions without acquittal. Of the total number of sentences handed down (22,724), 60.3% were convictions.

98.18% of the **persons prosecuted** and 98.9% of the **persons convicted** were male. According to nationality, 67.9% of the persons prosecuted and 68.5% of those convicted were of Spanish nationality.

**Provincial Courts. Sections specialised in Gender-based Violence Proceedings** in Single Instances of Gender-based Violence in the Provincial Courts are distributed as follows: 408 registered, 36 reopened or reinstated, 351 resolved and 429 pending.

Among the 351 proceedings resolved, the **form of termination** in 69.2% of the cases was a conviction.

99% of those **prosecuted** and 98.7% of those convicted were men. According to nationality, 68.75% of the persons prosecuted and 69.7% of those convicted were of Spanish nationality.

### Data on the social security and social protection system

The requirement of a police or judicial complaint has been one of the prerequisites for access to some victims' rights and public recognition of victims.

In accordance with the provisions of Article 2 of **Royal Decree 1369/2006, of 24 November, which regulates the active insertion income**, they can be beneficiaries of this economic aid when the victim-survivors are unemployed, are under 65 years of age and, in addition to other requirements, have been accredited by the competent Administration as a victim of gender. This accreditation could be carried out by the regional administration without the need for a complaint.

However, since April 2019, and thanks to Royal Decree-Law 9/2018, of 3 August, on urgent measures for the development of the State Pact against gender-based violence, it is no longer necessary to file a complaint in order to apply for social assistance for women victims of gender-based violence. In addition, there is a **common model of accreditation of the situation of gender-based violence through a report from social services or other professionals**<sup>81</sup>.

Royal Decree-Law 9/2018 modified article 23 of Organic Law 1/2004, of 28 December, extending the judicial qualifications to accredit the status of victim of gender-based violence; and also established other "non-judicial qualifications" for cases in which there is no complaint and, consequently, there is no open judicial procedure. In this way, the situation of Gender-based violence can also be demonstrated through reports from social services, specialist services, support services for victims of gender violence of the competent Public Administration; or any other form of accreditation that may be included in the regulatory provisions of the sector that covers access to each of these resources and rights.

Along the same lines, the Resolution of 2 December 2021, of the Secretary of State for Equality and against Gender-based Violence, which publishes the Agreement of the Sectorial Conference on Equality of 11 November 2021, regarding the accreditation of situations of gender-based violence, is considered a step forward in guaranteeing women's rights.

Thanks to the Agreement, the Autonomous Communities and the cities with statute of autonomy of Ceuta and Melilla have established the basic procedures for the administrative accreditation of situations of gender-based violence, which is effective throughout the national territory. It may be requested by women victims in the following situations:

- In the process of making a decision to make a complaint.
- The legal proceedings have been closed or dismissed.
- After the complaint has been lodged, when criminal proceedings are under way.

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<sup>81</sup> The model is available on the DGVG website. [Link](#) to the document.

- With a final conviction with a sentence or sentences that have already expired due to the statute of limitations, death of the convicted person, completion of the sentence, among other causes, or a protection order that has become inactive (the measures imposed are no longer in force), by acquittal or any other cause that does not declare the existence of violence proven.
- With denial of the protection order, but criminal proceedings are still open.
- When there is a previous history of complaint or withdrawal of the complaint.

For the criminal prosecution of the crime, it is still necessary for the victim, family members, public services<sup>82</sup>, or any person who has knowledge of the situation to file a complaint.

Protection orders are granted, or not, by the courts and do require a complaint. In 2020, 35,860 **protection orders and measures**<sup>83</sup>, were requested from the JVM, of which 25,289 were adopted, representing 70.5% of the total. 98.3% were requested by women 18 years of age or over and the remaining 1.7% by women under 18 years of age. 70% of the women who applied for a protection order or measure were of Spanish nationality.

The **Duty Courts** registered a total of 6,764 orders requested during 2020, 77% of which were granted and 23% **refused**. Among the victims of the Protection Orders applied for in the Duty Courts, 99% were older women and 1% were minors. According to nationality, 70% of the orders were requested by women with Spanish nationality and the remaining 30% by women with another nationality.

The Integral Follow-up System for Gender-based Violence Cases, known as **VioGén System**, depends on the Secretary of State for Security of the Ministry of the Interior and is responsible for the follow-up of women victims of gender-based violence and their children. The evolution of the number of cases over the years has been as follows:

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<sup>82</sup> Article 262 of the Law of Criminal Proceedings.

<sup>83</sup> Until 2014, only protection orders requested under Article 544 ter LECrim were counted. From the first quarter of 2015, both these and the protective measures provided for in Article 544 bis LECrim are included.

Year	Number of cases
2013	64,068
2014	52,488
2015	52,005
2016	52,635
2017	54,793
2018	58,498
2019	61,355
2020	63,656
2021	69,469
2022	74,424

\*Data for 2022 is as of 30 September 2022

As for the **Telephone Service of Attention and Protection for victims of gender-based violence (ATENPRO)**, this provides women users with immediate and uninterrupted attention (24 hours a day, 365 days a year) for any eventuality that may arise, using mobile and telelocation technologies. In 2010 the number of active users at the end of the year was 8,830, since then it has increased to **16,716 active users** in 2021 and 17,080 in 2022<sup>84</sup>. It does not require a complaint to access the device.

With regard to the **devices for the telematic control of restraining measures and penalties**, they make it possible to verify compliance with the measures and penalties<sup>85</sup> prohibiting proximity to the victim. It is used for convicted aggressors and aggressors with precautionary measures or protection orders imposed by judicial bodies, and to control the measures and penalties of prohibition of approach. In 2021<sup>86</sup> there are a total of 2,620 active devices and in 2022 2,980.

The social protection system is related to the **fundamental rights** of victim-survivors of violence, including children. Aid is regulated by the Organic Law 1/2004 of 28 December, on Comprehensive Protection Measures against Gender-based Violence.

The **financial assistance** granted in the area of GBV is covered by Article 27 on social assistance. Since 2006, a total of 9,969 grants have been awarded in total. The year in which the most grants have been awarded so far was 2019 and in 2021<sup>87</sup>, 1,004 grants were awarded.

<sup>84</sup> Data as of 11/11/22 DGVG Statistical Portal, 2021c.

<sup>85</sup> In accordance with the Criminal Code, Organic Law 1/2004 and the Action Protocol that governs it.

<sup>86</sup> Data as of 11/11/22 DGVG Statistical Portal, 2021c.

<sup>87</sup> Data as of 11/11/22. DGVG statistical portal.

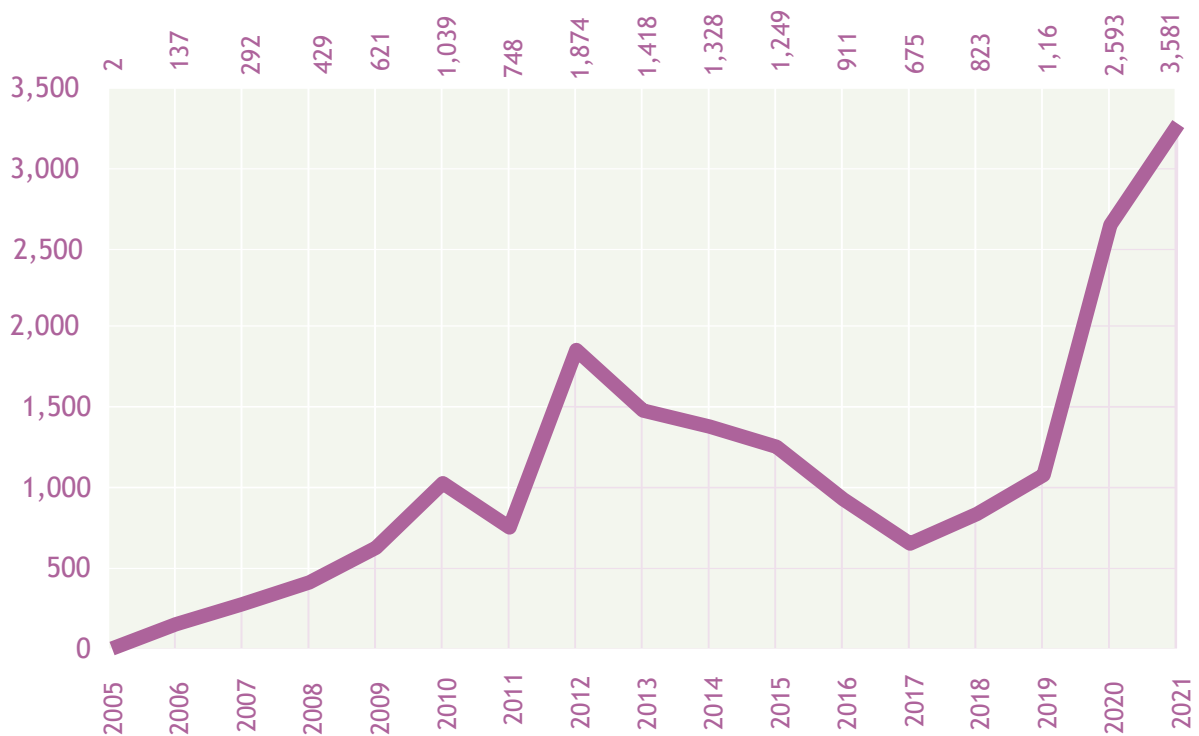
The latest available updated data provided by the SEPE (Public Employment Service of the Ministry of Employment and Social Security)<sup>88</sup> on the number of victims of gender-based violence **receiving the Renta Activa de Inserción unemployment benefit** show that a total of 28,435 women victims of gender-based violence received this income in 2020, and 29,845 in 2021. According to records kept since 2006, the year with the highest number of female recipients was 2015 with a total of 34,695, followed by 2014 with 34,550.

Regarding **subsidised and replacement contracts (SEPE)**, the latest data available is for the year 2021. During this year, a total of 944 subsidised contracts and 287 substitution contracts for women victims of GBV were carried out.

In 2021<sup>89</sup> **2,724 grants** were awarded to women victims of violence **for change of residence** .

Furthermore, since 2005, **21,971 residence and work permits** have been granted **to foreign women victims of GBV in Spain** . In 2021 alone<sup>90</sup> saw 3,581 concessions, the highest number of authorisations granted so far.

Figure 3. Concessions of residence and work authorisation to foreign female victims of gender-based violence



Source: DGVG Statistical Portal (DGVG, 2021c).

<sup>88</sup> Data updated as of 11/11/2022

<sup>89</sup> SEPE data as of 8/11/2021

<sup>90</sup> Data as of 31/10/22 DGVG Statistical Portal, 2021c



As noted, almost all information on the availability and use of information and protection resources refers to gender-based violence perpetrated by intimate partners or ex-partners. This type of statistical information hardly exists for the forms of male violence described below.

## 6.2. Other forms of violence against women

The most well-known male violence against women, in addition to that which takes place in intimate partner relationships, is violence in the family. According to the United Nations, the **home is the most dangerous place** for women in the world. The Report on Violence against Women (Ministry of the Interior, 2021b) indicates that 76.6% of victimisations of women for physical violence are due to abuse in the family environment. Along with intimate partner relationships, family relationships reproduce roles of control and domination over women that sometimes materialise in aggression.

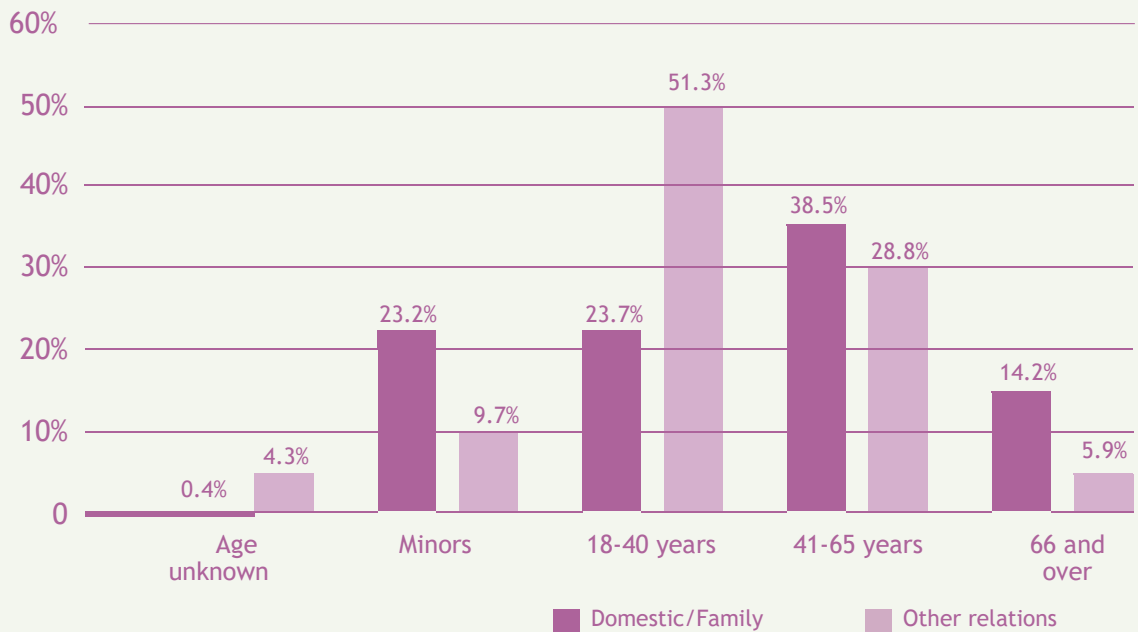
Although the reporting of these crimes lags behind their perpetration, the comparison of victimisation<sup>91</sup> of criminal offences by sex clearly points to gender-based reasons for the perpetration of violence. The year 2021 shows that **86.84% of the victims of domestic violence are women**. Likewise, women account for 55.6% of victims in criminal offences against persons, 51.2% in criminal offences against freedom, and 79.6% in criminal offences in family relations. When disaggregated by type of offence, the percentage of female victims is even higher in cases of habitual domestic abuse (86.1%) and domestic abuse (82.8%) (Ministry of the Interior, Crime Statistics Portal).

According to this source, of all forms of physical violence (excluding sexual violence), violence perpetrated by family members against women accounts for 9.7% and violence **in other relationships** (acquaintance/neighbourhood, friendship, work, school, other relationship) accounts for 14.8%; the rest (75.5%) occurs within intimate partner/ex-partner relationships.

With regard to the age of the women who are victims of this type of violence, a distinction must be made between women under 18 years of age (23.2%) and women over 50 years of age (34.1%). Women aged 66 and over account for 14.2% of victims of physical violence in the family. In contrast, women victims of physical violence from other relationships and environments are concentrated in younger age groups, between 18 and 40 years old (51.3%). Recorded victimisation decreases with increasing age.

<sup>91</sup> The concept of victimisation refers to the number of facts reported by persons in which they claim to be victims or injured parties of a criminal offence.

Figure 4. Recorded victimisations by age group of the victim (2015-2019)



Source: Own elaboration based on Ministry of the Interior, 2021b

Note (\*) Mossos d'Esquadra does not provide data on the victim/perpetrator relationship, except for gender-based violence; for this reason the rest of their figures are included in "Other relationships".

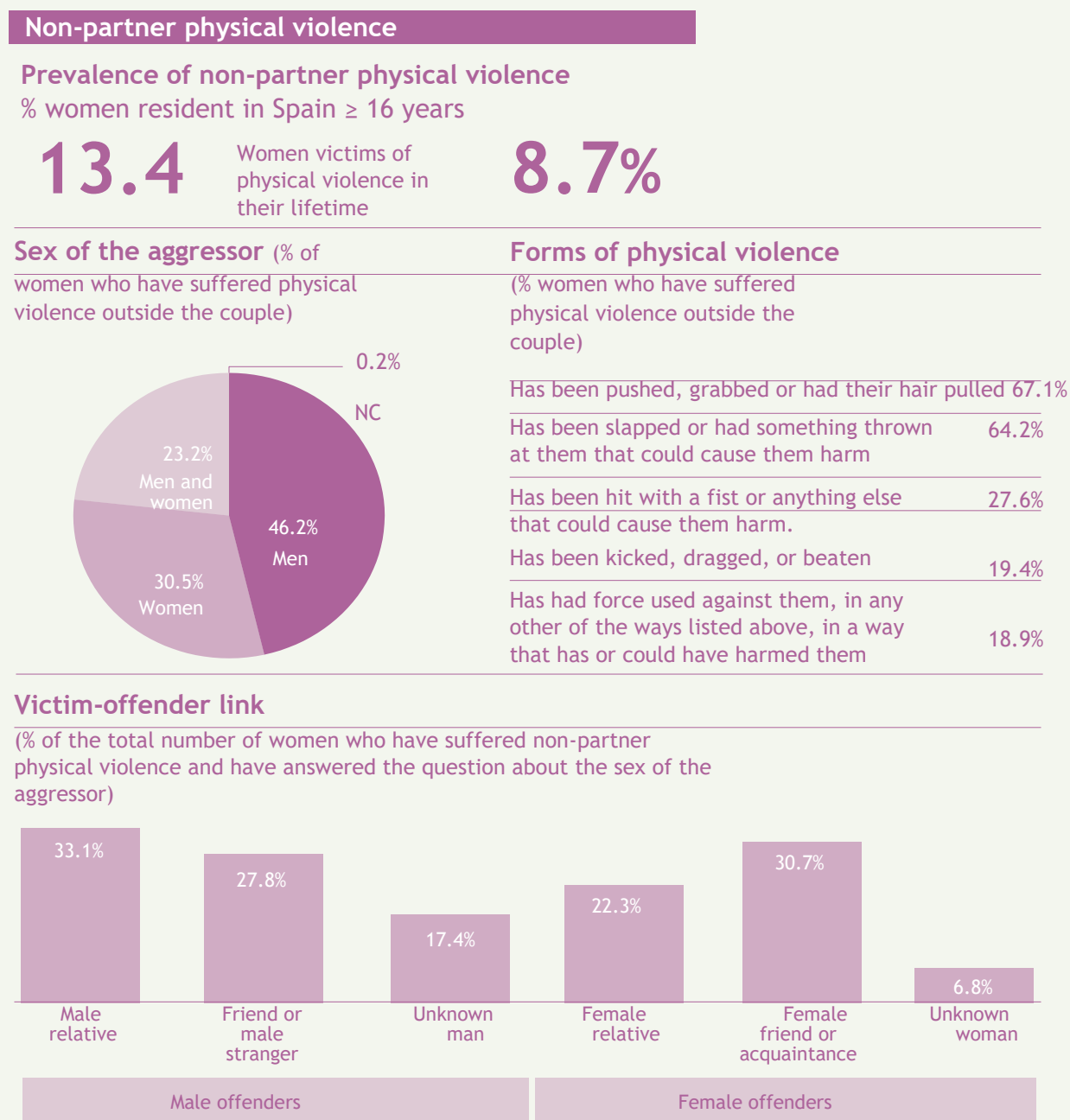
Regarding the possible prevalence of this type of violence in the female population, the main data on **physical violence outside the couple** extracted from the 2019 Macro-survey indicate that 13.4% of women aged 16 or over living in Spain have suffered physical violence at some point in their lives and 8.7% have suffered this violence in their childhood (before the age of 15).

Among the **forms of physical violence** to which a higher percentage of women have been subjected, "pushing, grabbing and hair pulling" or "slapping or throwing something that could cause harm" stand out, reported by 67.1% and 64.2% of women victims of physical violence, respectively.

In terms of the **sex of the aggressor**, 46.2% of women who have suffered physical violence state that the aggressor or aggressors were exclusively men, 30.5%<sup>92</sup> report women as the only aggressors, and in 23.3% of cases the victims state that they were assaulted by both men and women. An analysis of the links between aggressor and victim shows that the aggressors most frequently reported are male family members (by 33.1% of women who have suffered physical violence outside the couple), female friends or acquaintances (30.7%) and male friends or acquaintances (27.8%).

<sup>92</sup> As noted in the Macro-survey on Violence against Women 2019 report itself (DGVG, 2020): "physical violence outside the couple is the only form of violence of all those analysed in the Macro-survey in which the percentage of female aggressors is relatively high, although in any case lower than that of male aggressors". These cases are likely to be peer violence rather than male violence.

Illustration 5. Key data on non-partner physical violence



Source: Own elaboration based on the Macro-survey on Violence against Women 2019 (DGVG, 2020a)

## Sexual violence

The reported prevalence of sexual violence today is only approximate. This is due to the social stigma suffered by victims, whose feelings of shame and guilt are increased by the inadequacy of the institutional response. It is a violation of women's rights that is still largely hidden, underestimated and stigmatising.

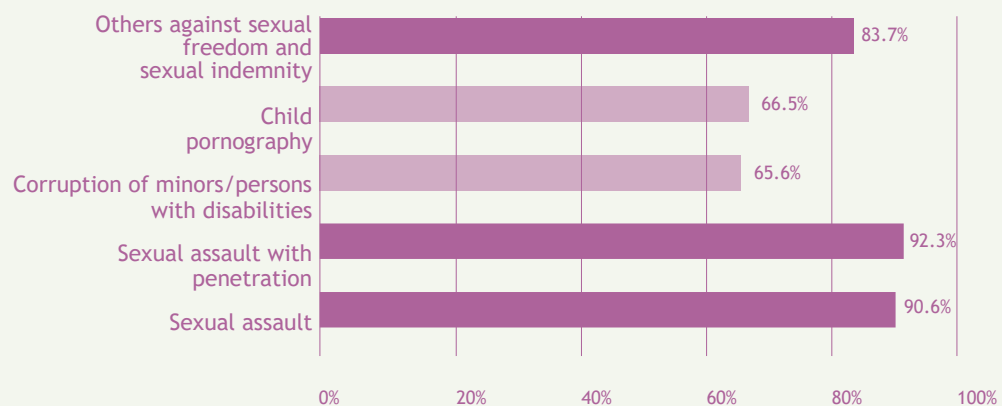
Data on the reporting of these crimes underestimates the phenomenon. The increase in recent years must be directly related to an increase in social sensitivity towards them, which underlines the importance of prosecuting perpetrators and ensuring women's access to justice.

The report on *Social Perceptions of Sexual Violence* (DGVG, 2018) shows that in general terms, the percentage of the population that allows attitudes that justify sexual violence, hold the victim responsible or blame the aggressor is minimal compared to the majority that condemns these attitudes. However, when asked about sexual violence behaviours that do not involve sexual relations or when these relations are within the context of a couple, the percentage of people who condemn them decreases substantially. One aspect, however, that seems to be unknown to a high percentage of the population is that in most cases of sexual assault the aggressor is a man known to the victim.

## Sexual violence

In the last ten years (2010-2020) women have been the main victims of this type of violence. Since 2015, data from police searches has almost doubled. According to crime statistics, in the period from 2015 to 2019, sexual abuse, with 53.5%, is the most common crime, followed by sexual assault (19.1%) (by criminal type of victimisation).

Figure 5. Crimes against sexual freedom. Victimization of women by type of crime (year 2020)



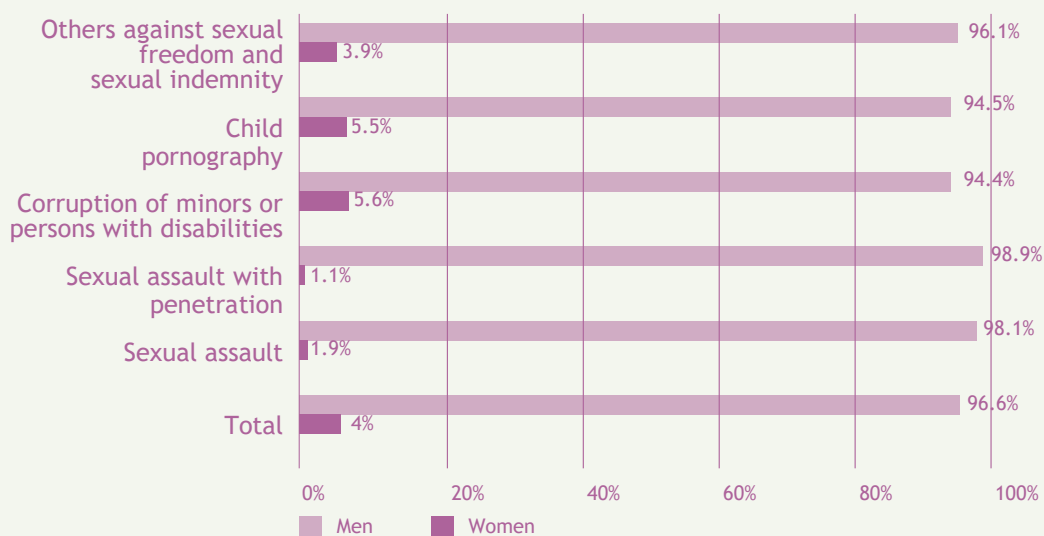
Source: Own elaboration based on the exploitation of the Institute of Women using data from the Ministry of the Interior (2021)

\* Data is computed from the State Security Forces and Corps, the Navarre Regional Police and local police forces that provide data to the Crime Statistics System. Ertzaintza data not included nor Mossos d'Esquadra data.

75% of women complainants are Spanish. Among women of foreign origin, the phenomenon of under-reporting is accentuated, especially among women of Asian and African origin, from whom complaints are rare.

97% of the perpetrators of this violence against women are male. The following graph shows the differences between women and men in relation to arrests and persons under investigation by type of crime.

**Figure 6. Sexual freedom: arrests and persons under investigation by criminal typology according to sex (2020)**

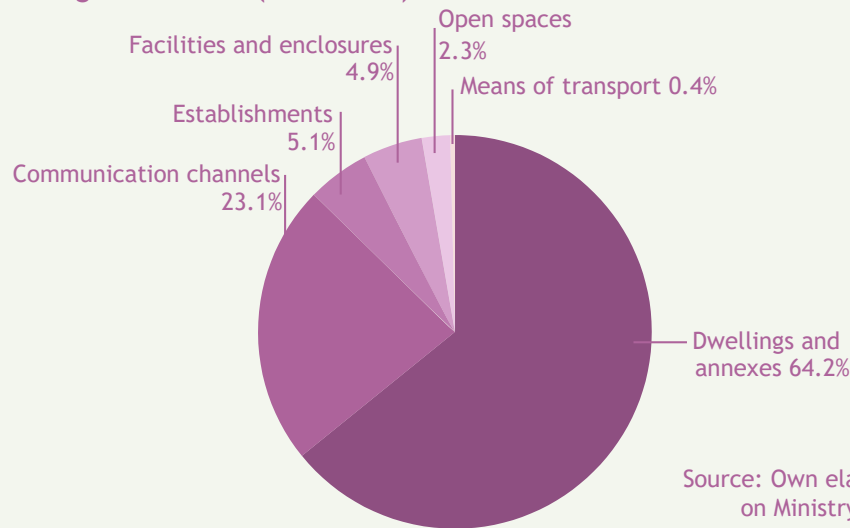


Source: Own elaboration based on the exploitation of the Institute of Women using data from the Ministry of the Interior (2021) Note: Data is computed from the State Security Forces and Corps, regional police forces, with the exception of the Mossos d'Esquadra, and local police forces that provide data to the Crime Statistics System.

As for the **areas where this violence is suffered**, according to the relationship with the perpetrator of the sexual offence, it shows that around 8.7% is sexual violence that takes place in the domestic sphere, where the perpetrator has a family or similar relationship with the victim. In 86.4% of the cases these are people who are related to the victim through another type of relationship (an acquaintance/neighbourhood, friendship, work, school, other relationship), (data for the data period 2015-2019; Ministry of Interior, 2021b).

Sexual violence can occur in **any social space**. The analysis by place of commission (according to victimisation data) shows that the highest percentage of incidents occur in opaque spaces, dwellings and annexes (48%), followed at some distance by roads (21.7%).

Figure 7. Distribution of victimisations by place of commission. Total data on the evolution of victimisation against women (2015-2019)



Source: Own elaboration based on Ministry of the Interior (2021)

In any setting, women under the age of 31 account for the majority of victimisations. It is therefore a type of violence that particularly affects young women.

Sexual violence exercised through **information and communication technologies** has been systematically included in the statistics since 2012, as part of the **cybercrime data**.

Excluding sexual assaults with/without penetration and sexual abuse with penetration from the data collected, the existing picture in our country again shows that **women and girls are the main victims (over 60%)** since this data has been collected. This is the case for all offences that were included in our criminal code (sexual abuse, sexual harassment, corruption of minors/disabled, grooming, indecent exposure, child pornography and sexual provocation).

Table 1. Cybercrime: % of victimizations of women in sexual offences\*\* (2016-2020)\*

	2020	2019	2018	2017	2016
Sexual abuse	49.1	62.6	68.0	74.0	68.3
Sexual harassment	86.6	86.1	83.6	90.6	83.9
Corruption of minors/disabled	62.1	54.8	60.0	52.4	46.4
The offence of contact with children under the age of 16 for sexual purposes (grooming)	67.4	71.5	73.8	65.4	64.6
Exhibitionism	74.0	85.0	71.9	58.3	72.4
Child pornography	57.8	51.1	57.1	50.3	40.7
Sexual provocation	52.0	60.7	75.0	71.4	71.7

Source: Ministry of the Interior. (\*) From 2011 to 2014, data from the National Police, Guardia Civil, Navarre Regional Police and local police that provide data to the Crime Statistical System is computed. From 2015 onwards, data from the Mossos d'Esquadra is also included. Ertzaintza data is not included in the whole historical series. (\*\*) Sexual offences: Excluding penetrative/non-penetrative sexual assault and penetrative sexual abuse.

Of particular concern is the impact of these crimes on the lives of girls and adolescent girls, as the majority of the victimizations collected are of **children under the age of 18**. According to the data on victimisation by this cause of cybercrime, children are the most harmed except for the crime of harassment. Regarding other age groups, in 2020 (Ministry of the Interior, 2021)<sup>93</sup> they represent 82.3% of sexual abuse, 95.7% corruption of minors/disabled persons, 99.1% of *grooming*, 97.3% of exhibitionism victimisations, 86.5% child pornography, 94.9% sexual provocation, and 29.1% of sexual harassment victimisations.

In recent years, sexual assaults involving the use of incapacitating substances have emerged as a concern among women, especially young women, and have come to be regarded as what is known as **chemical submission**.

Episodes of chemical submission violence are becoming more frequent. According to the Madrid Public Prosecutor's Office, in its Annual Report for the year 2020, sexual assaults with chemical submission have increased. They are estimated to account for 35% of assaults, an increase over 2019 of 21 percentage points.

The Ministry of Justice, through the National Institute of Toxicology and Forensic Sciences, is working on advanced procedures for the investigation of toxicological analysis samples and protocols for action and coordination<sup>94</sup>.

The Federation of Young Women's Federation (FMJ, 2020) research on nightlife spaces notes that "men consciously activate strategies to gain access to women's bodies". Among these strategies, reference is made to chemical submission, differentiating between two forms:

- Opportunistic chemical submission: men take advantage of women's voluntary use of alcohol or drugs. The women who participated in the research report that in nightlife venues they are often invited to drink alcohol and take drugs by men, stating that they know that men do this with the intention of making them more vulnerable and manipulable in order to take advantage of them. For their part, the men who participated in the study acknowledge that they use alcohol and drugs to incite women to consume alcohol and drugs, as they consider that these substances disinhibit them and increase their sexual availability. This type of violence should also include cases in which women have consciously and voluntarily drunk or used drugs beforehand, without any incitement from anyone else, and then a man takes advantage of the situation of vulnerability that can be generated by being under the influence of these substances.

<sup>93</sup> Data from the National Police, Civil Guard, Navarre Regional Police and local police that provide data to the Crime Statistical System is computed. Data from the Mossos d'Esquadra is included. Ertzaintza data is not included in the whole historical series.

<sup>94</sup> See the information on this subject in the [Ministry of Justice](#).

- Proactive chemical submission: men supply a hidden substance to women in order to override their ability to respond. The young women in the research report that this practice is becoming more and more common in leisure spaces and that the fear of being a victim of proactive chemical submission leads them to adopt attitudes of constant surveillance.

The 2019 Macro-survey on violence against women provides a more accurate approximation of the **prevalence of sexual violence** in women's lives and its characteristics, due to the underestimation of police data, as only a small part of sexual violence is reported.

Thus, 6.5% of women aged 16 and over living in Spain have been victims of non-partner sexual violence at some point in their lives and 2.2% have suffered at least one rape in their lifetime, which means that 453,371 women aged 16 and over have been victims of rape according to population extrapolation estimates (DGVG, 2020a).

70.5% of women who have suffered sexual violence **outside** the couple say that they suffered touching of their private parts or other unwanted sexual touching, this being the most mentioned **form of sexual violence**, followed by attempted rape reported by 39.2% of the victims of sexual violence. Although the percentage does not stand out from the rest of the forms of violence, it is noteworthy that 13.7% of women victims of sexual violence reported having been raped while under the influence of alcohol or drugs<sup>95</sup>.

98.4% of women who have experienced sexual violence report that it was **perpetrated by men**, 1.3% report that they were sexually assaulted by both men and women, and 0.3% report that their aggressor was a woman. The most frequently mentioned link with the aggressor is that of a friend or another man known to the victim (stated by 49% of women who have suffered sexual violence), followed by unknown men (reported by 39.1%) and men belonging to the family (21.6%).

The most reported **places** where the aggressions have taken place, both in cases of sexual violence and rape, are, in the first place, a house (that of the woman affected, that of the aggressor or the house of a third person) reported by 44.2% of women who have suffered sexual violence outside the couple and by 59.1% of rape victims. In second place are open areas - streets, rural areas, forests, parks - reported by 32% of women who have experienced sexual violence and 34.1% of rape victims. In order of importance, the third most mentioned place by women who have suffered sexual violence (17.8% of them) are leisure establishments such as discotheques, bars, cafés, pubs, restaurants, etc.

<sup>95</sup> Percentage not mentioned in the illustration of key data on sexual violence. Source: Macro-survey on Violence against Women 2019 (DGVG, 2020)



With regard to group assaults, 12.4% of women who have suffered sexual violence outside the couple state that more than one person was involved in some of the sexual assaults, a percentage that rises to 17.3% among women who have suffered rape.

In only 11.1% of cases of sexual violence has a **complaint** been filed, either by the woman herself or through another person or institution. If one looks exclusively at the complaints lodged by the victims themselves, the percentage of complaints falls to 8%. The **most common reasons for not reporting** differ in importance between women who have experienced sexual violence and those who have experienced rape. In the first case, 35.4% of women who have suffered sexual violence say that they were minors at the time of the aggression, 30.5% consider that it was an unimportant event and 25.9% did not report the incident out of shame. This last reason, shame or embarrassment, is the most common reason for non-reporting among rape cases (as reported by 40.3% of women who have been raped), followed by being a minor at the time of the rape (40.2%) and fear of not being believed (36.5%).

### Consequences of non-partner sexual violence

Sexual violence has long-lasting consequences on the health of affected women (DGVG, 2020a), and this results in them attending various health care services more frequently, even if the episodes of sexual violence occurred in the past. Thus, for example, 43.7% of women victims of sexual violence and 58.8% of those who had been raped stated that they had used an emergency service for some problem or illness in the 12 months prior to the interviews, compared to 28.3% of those who had never suffered sexual violence. Similarly, 22.3% of women victims of sexual violence and 31.9% of those who have been raped have visited a psychologist, psychotherapist or psychiatrist for themselves in the 12 months prior to the interviews, compared to 9.7% of those who have never suffered sexual violence.

41.6% of women victims of sexual violence and 49.4% of those who have been raped report having been forced, in the 12 months prior to the interviews, to stay in bed one day for health reasons compared to 26.8% of those who have never experienced non-partner sexual violence.

In terms of injuries caused by violence, 16.2% of women victims of non-partner sexual violence report **some kind of physical injury as a consequence** of sexual violence, a percentage that rises to 37.8% among women who have been raped.

<sup>8</sup> Percentage not mentioned in the illustration of key data on sexual violence. Source: Macro-survey on Violence against Women 2019 (DGVG, 2020)

53% of the women who have experienced non-partner sexual violence say that it has had **psychological consequences** for them, a percentage that rises to 78.9% among rape victims. 19.7% of the victims of sexual violence state that as a result of the episodes of violence they suffered depression, 30.8% loss of self-esteem, 32.5% anxiety or phobias, among other consequences. Rape victims report significantly higher rates of psychological consequences of sexual violence (39.8% depression, 57.4% loss of self-esteem, 55.9% anxiety or phobias, 49.6% despair or phobias, 16% suicidal thoughts or attempts, among others).

In addition, 12.7% of victims of sexual violence have used a substance (alcohol, drugs or medication) to cope with the incident (this percentage rises to 26.6% among rape victims).

The analysis of health status shows that women who have suffered some form of violence are in **poorer health** than women who have not suffered violence, even if this violence occurred in the past. 49.6% of rape victims report experiencing anxiety or distress frequently in the 12 months prior to the interview compared to 42.8% of those who have experienced some form of non-partner sexual violence and 25% of those who have never experienced non-partner sexual violence. While 42.5% of women who have never experienced non-partner sexual violence did not mention having experienced any of the symptoms of ill health asked about in the 2019 Macro-survey in the 12 months prior to the interviews, among those who have experienced some form of non-partner sexual violence the percentage drops to 25.9%, and only 17.5% among those who have experienced rape.

Finally, **thoughts of suicide** are also much more frequent among women victims of sexual violence. Thus, while 7.9% of women 16 or older who have never suffered non-partner sexual violence have had thoughts of suicide at some time in their lives, the percentage rises to 27.7% among women who have suffered some type of non-partner sexual violence, and reaches 38.2% of women who have been raped at some point in their lives.

## Other forms of sexual violence

### Sexual harassment and gender-based harassment

According to the 2019 Macro-survey, **sexual harassment** is the most normalised and widespread form of violence against women in our country (DGVG, 2020a). According to existing data, of the total number of women living in Spain aged 16 and over, 40.4% have suffered sexual harassment at some point in their lives and 18.5% claim to have been victims of sexual harassment during their childhood (before the age of 15). Among the forms of sexual harassment, 74.9% of women who have been victims of this violence say that they have suffered insistent or leering looks that have made them feel intimidated, a type of harassment that an estimated 30.3% of women living in Spain aged 16 or over have suffered at some point in their lives.

This is not an isolated event. 75.2% of women who have experienced sexual harassment say that they have experienced sexual harassment on more than one occasion in their lifetime. 98.2% of women who have experienced sexual harassment experienced it from a male aggressor. With regard to the type of aggressor, 73.9% of women who have suffered sexual harassment and have responded to the question about the sex of the aggressor say that the aggressor was an unknown man, 34.6% say that it was a male friend or acquaintance and 17.3% say that the aggressor was a man from their work environment. 5.7% said it was a classmate and 1.9% said it was a teacher.

Because of their relevance, special attention should be paid to sexual harassment and gender-based harassment in **training and in the workplace**.

The study on *sexual harassment and gender-based harassment in the workplace in Spain* (DGVG, 2021e) states that "sexual harassment and gender-based harassment constitute the two most frequent, hidden and unpunished forms of violence against women in the workplace, which are evidence of the structural inequality between women and men that persists in our society and, therefore, are also legally recognised as manifestations of sex-gender discrimination". From the 2019 Macro-survey (DGVG, 2020a) it can be seen that 17.3% of women who have suffered sexual harassment point to a man in their work environment as the aggressor and in terms of repeated harassment, 10.4% also point to a man in their work environment.

As for the profile of the harassers, they are often superiors or co-workers. Moreover, it is noted that these situations are more difficult to report when they occur in small and medium-sized companies, where regulations are not always enforced and where there is no legal representation of workers.

Of concern (DGVG, 2018) among society's **perception** of harassment in the workplace is the observed support for the belief that it is the harassed women who are responsible for controlling the sexual harassment of which they are victims. In addition, men are more tolerant of sexual harassment than women.

From a qualitative perspective, it should be emphasised that there are two types of **psychosocial consequences** Bosch Fiol (Dir.), 2012. Some affect women's academic or professional performance; they influence women's feelings about work, job satisfaction, job performance skills, productivity. Other consequences are those that impact on their personal lives, mental health and relationships.

As the study of the Institute of Women (2006), *El acoso sexual a las mujeres en el ámbito laboral* (Sexual harassment of women in the workplace), points out, isolation and solitude characterise this type of violence; "in the process of socialisation of sexual harassment, harassed women tend to confront the situation in solitude, hiding what has happened and confining it to the personal sphere. It is not until the gravity of the situation increases that a search for support is carried out in the immediate environment (mostly from friends and/or colleagues)" (in Bosch Fiol (Dir.), 2009:47).

### **Repeated harassment or stalking**

According to the Macro-survey (DGVG, 2020a) among women aged 16 and over living in Spain, 15.2% have suffered **repeated harassment or *stalking*** and 3.7% say they have been victims of this type of violence before the age of 15. *Sending messages, emails, letters or gifts and unwanted phone calls* are the most reported form of repeated harassment, as reported by 52.5% of women who have suffered this violence, followed by obscene, threatening, annoying or silent phone calls, reported by 47.2%.

24.7% of women who have been repeatedly harassed report that the harassment has lasted for more than a year. 87.9% of women who have experienced repeated harassment experienced it from a male aggressor. 39.9% of the women who have suffered stalking and have answered the question about the sex of the aggressor, say that the aggressor was a male friend or acquaintance, 33.6% say that it was an unknown man and 25% say that the aggressor was a male relative or their current or former male partner. In addition, 10.4% mentioned a man at work as the aggressor and 6.7% mentioned a (boy) classmate.

12.1% of women who have suffered this type of violence reported it to the police, Guardia Civil or went to court to file a complaint.

### **Street harassment**

Street harassment is, according to Plan International, the **most normalised form of male violence** (Plan International, 2021). The study carried out by Plan International, Safer Cities for Girls, an analysis of street harassment in the cities of Barcelona,

Madrid and Seville, indicates that 78% of young women have suffered street harassment at some point in their lives, but only 3% of them have reported it to the authorities or security forces.

The street is the place where most of the situations of street harassment took place, but public transport or parks are also places where young women report these aggressions. 54% of the harassment situations occurred in the early hours of the morning, although a significant 20% of young women report being assaulted at any time of the day (International Plan, 2021).

The main consequences of street harassment are **changes in daily life and self-protection strategies adopted**. In this sense, the perception of safety or insecurity leads young women to make decisions, sometimes even unconsciously, about where to go or how to move around. The majority of young women report that they feel unsafe in places with little traffic, on secondary roads or far from their reference points such as their home, school, etc. While 26% of young women feel safer in crowded areas with urban infrastructure (such as lighting and furniture) and 24% in places where there is a police presence or surveillance. When it comes to getting around, they use public transport for long journeys, but generally at night young women avoid public transport and, if they can, opt for taxis.

Only 9% of the girls report that street harassment has had no consequences in their lives, but through the focus groups conducted in the study it was perceived that even these girls activate strategies almost unconsciously to increase their sense of security. After experiencing street harassment, young women often resort to alternative routes or avoid returning alone to the area where the assault took place. At night, they reduce their mobility, choose to go out in company and avoid walking alone.

Other strategies adopted by young women after street harassment have included changing the way they dress or listening to music when they walk down the street to avoid hearing comments about their appearance. In addition, mobile phones are considered a security tool as many of them are used to pretend to talk to someone, share their location in real time, report that they have arrived at the place they are going to or even photograph the people who are harassing them.

### **Trafficking for the purpose of sexual exploitation, sex tourism and contexts of prostitution**

Trafficking in women and girls for the purpose of sexual exploitation is a serious violation of human rights and a form of violence against women that violates dignity and freedom, and is linked to prostitution.

Although they are distinct realities, in practice they sometimes appear together and come together as a form of violence against women that is very difficult to measure due to the difficulties in knowing the real extent of both victims and aggressors.

According to data from the Public Prosecutor's Office (2019) in 2019, 57 people were prosecuted in Spain for human trafficking, of which 38 were finally convicted, 55.3% were men. Nigeria tops the list of countries of origin of the persons prosecuted, with 20 persons from this country, followed by Bulgaria with 15 persons and Romania with 13 persons.

The Ministry of the Interior's Centre for Intelligence against Terrorism and Organised Crime (CITCO) has carried out several statistical assessments in the field, the latest one: *Trafficking and exploitation of human beings in Spain* (CITCO, 2021). According to the findings, 160 victims of trafficking for the purpose of sexual exploitation (sex trafficking) are accounted for in 2020, 91.9% of whom are women. Among the total number of trafficked persons, there are also 3 minors, 2 of them girls and 1 boy. As for sexual exploitation, in the same year, 415 victims were identified, 97.6% of whom were women, including 7 girls.

Table 2. Victims of sex trafficking and sexual exploitation by sex and age in 2020

	Sex trafficking			Sexual exploitation		
	Women	Men	%Women	Women	Men	%Women
Minors	2	1	66.7%	7	1	87.5%
Adults	145	12	92.4%	398	9	97.8%
Total	147	13	91.9%	405	10	97.6%

Source: Trata y explotación de seres humanos en España (CITCO, 2021)

The country of origin of the largest number of victims, both in the case of trafficking and sexual exploitation, is Colombia. The detainees are mostly from Spain, Romania and Colombia in the case of sex trafficking and Spain, Colombia, China and Romania in the case of sexual exploitation.

The study *Mujeres migrantes víctimas de violencia de género en España* (Migrant women victims of gender-based violence in Spain) points out that the data on sexual exploitation and trafficking "shows the great vulnerability of its victims, who, despite being detected, do not initiate or continue, if they do initiate, a police or judicial procedure. Moreover, not all of them are in a situation of legal irregularity, so the source of their vulnerability does not depend only on their legal status" (Monteros Obelar, 2019:25), although administrative irregularity is a key factor that places women in scenarios of extreme human rights violations, which are exploited by traffickers themselves.

Amnesty International (2020) indicates that of the 75,000 people who were at risk of trafficking, only 1,000 have been identified as victims. This data does not include women who have applied for international protection or migrants arriving on the coasts. In the first half of 2019, 11,345 children and 956 unaccompanied migrant victims were recorded as arriving in Spain, of whom, according to Amnesty International, only 10 girls were identified as victims of trafficking.

The same report indicates that the identification of victims of trafficking, and therefore **their protection, is structurally flawed**, as priority is given to the prosecution of the crime and the victims are instrumentalised, i.e. treated as evidence for the investigation and not as persons in need of protection.

In addition to the police approach, another element to be taken into account is migration control. The situation is certainly problematic on the coasts, as **there is no fully effective and coordinated system for monitoring and early detection of trafficking** between the different mechanisms involved. According to Amnesty International, "identification is the first step and is essential to protect victims of trafficking and ensure their assistance, access to justice and right to reparations".

The business of sexual exploitation is linked to transnational movements of clients. There is very little information on the relationship between the contexts of prostitution and the sex industry in holiday destinations and the possible phenomenon of **sex tourism** in Spain.

In order to strengthen the institutional response and the remaining obstacles to protecting and guaranteeing the human rights of victims, the Spanish government plans to pass the country's first comprehensive law on trafficking in 2023. In addition, in 2022, four major state policies<sup>97</sup> will address the need to alleviate the deficits and difficulties faced by victims of trafficking, as well as women in prostitution, who are victims of numerous forms of violence and rights violations.

### **Female Genital Mutilation (FGM)**

FGM, as a practice at the family and community level is not very visible and awareness of it is still low, making it difficult to detect. It has long-term physical and psychological consequences, putting girls' health at serious risk (UNICEF, 2016).

<sup>102</sup> "National Strategic Plan against Trafficking in Human Beings and Exploitation of Human Beings" (Plan Estratégico Nacional contra la trata de seres humanos y la explotación de seres humanos). 2021- 2023" (PENRA) of the Ministry of the Interior, the "Action Plan against sexual exploitation of children and adolescents of the child protection system (Plan de acción contra la explotación sexual de niñas, niños y adolescentes del sistema de protección a la infancia) (2022-2024)", of the Ministry of Social Rights and Agenda 2030 and the Ministry of Equality, "The Social and Labour Insertion Plan for victims of trafficking, sexual exploitation and for women and girls in contexts of prostitution (2022-2026) of the Ministry of Equality and, "The Operational Plan for the Protection of the Human Rights of Women and Girls victims of trafficking, sexual exploitation and women in contexts of Prostitution (2022-2026).

The statistics of the Ministry of the Interior try to collect data on it, however, very few cases are identified. In the period 2015-2016, only 6 cases of FGM have been collected within victimisation by criminal typology (Ministry of the Interior, 2021).

The report “La mutilación genital femenina en España” (Female genital mutilation in Spain), (Fundación Wassu-UAB, 2020), promoted by the DGVG points out that there are no state-level data on women who have been victims of genital mutilation. However, a **strong increase in the risk** of girls being subjected to FGM is expected due to “the demographic weight of the sub-Saharan migrant population in Spain, with high rates of masculinity, propitious to family regrouping, coupled with a high fertility rate among African women” (2020: 5). In total 15,562 girls living in Spain would be at risk of being mutilated in 2018<sup>98</sup> according to population estimates from (or descendants of parents) in 32 countries where the practice is carried out. The prevalence is not the same in all countries. The distribution of this population in Spain is mainly concentrated in Catalonia, Andalusia and Madrid. And to a lesser extent, in the Valencian Community, the Basque Country, Aragon, the Canary Islands and the Balearic Islands.

FGM is generally practised by women who have themselves been victims of it and who perpetuate a harmful practice for which penal strategies are generally late in coming, and sometimes increase the risk of the minors' lack of protection by leaving them in the guardianship of fathers while the mothers are punished. In this sense, qualitative research points to the importance of improving prevention strategies and avoiding attitudes that may have racist connotations (Kaplan and López, 2017; Mangas Llompart,

The perspective on FGM is not homogeneous among practising communities and should not be generalised. As the Wassu-UAB Foundation (2020:104) points out, “Conceptualising FGM from a health perspective allows us to focus on collective responsibilities and understand its origin in the systemic violence of patriarchal societies, acting preventively through awareness-raising, training and the empowerment of women, generating awareness instead of re-victimising”. In this sense, the First Follow-up Report on the implementation of the Istanbul Convention in Spain (GREVIO, 2020), has indicated the need for more resources for a more preventive approach, which does not re-victimise women and girls and which transcends the punitive approach.

<sup>98</sup> Wassu-UAB Foundation, 2019; from INE data (2018) in DGVG, 2020b.



## Violence against women in the area of sexual and reproductive rights

### Reproductive violence

Despite the fact that in certain circles it is considered relatively widespread violence, there are no official statistics that allow us to analyse the real extent of violence in the reproductive sphere in Spain. This lack of data has been pointed out to the Spanish State by the CEDAW Committee (see CEDAW/C/75/D/138/2018), which has been urged to carry out studies and implement measures in this regard.

This type of violence is defined as any act based on gender-based discrimination that undermines women's integrity or self-determination in the area of sexual and reproductive health, childbearing, spacing and timing, including forced abortion and forced sterilisation.

As the Istanbul Convention itself indicates, there is a need to broaden the approach to analysing violence against women in the area of sexual and reproductive rights, such as forced abortion and forced sterilisation, including forced contraception. Similarly, there is a commitment to respond to serious violations of reproductive rights that constitute manifestations of violence against women, such as surrogacy.

In July 2022, the Committee on the Elimination of Discrimination against Women (CEDAW) has once again stressed in an opinion on the need for Spain to respect women's autonomy and capacity to enable them to make informed decisions about their reproductive health, providing them with full information at every stage of childbirth and requiring that their free, prior and informed consent be obtained for any invasive treatment during childbirth.

This Strategy does not include specific measures for this type of violence as the draft bill amending Organic Law 2/2010 of 3 March on sexual and reproductive health and the voluntary interruption of pregnancy was in the pipeline at the time of drafting and approval of the Strategy.

## Re-victimisation and institutional violence

There is hardly any data on the consequences of the omission or inaction of public authorities on women, and it is a future action of great importance for the monitoring and evaluation of the policies that are implemented. In this sense, feminist movements use the notion of "institutional violence" to make visible the lack of response (inaction) or an inadequate response to victims-survivors of some type of male violence. Likewise, several autonomous communities, such as Catalonia, La Rioja or Castilla - La Mancha, already include and define "institutional violence" in their legislation.

h) Institutional violence: Actions and omissions by the authorities, public employees and agents of any public body or institution aimed at delaying, hindering or preventing access to public policies and the exercise of the rights provided for in this law.

### Law 11/2022, of 20 September, against gender-based violence in La Rioja

In general, references to institutional inadequacy are formally included in the reports and opinions of the monitoring instruments of the international human rights systems. The notion addressed is that of lack of due diligence, which has already been explained in section 2.2. of this Strategy.

The work of the Committee of Experts of the Follow-up Mechanism of the Belém do Pará Convention (MESEVCI), the CEDAW Follow-up Committee, and GREVIO with regard to the Istanbul Convention stand out in this regard.

The Istanbul Convention (2011) sets out in Article 5 the State's obligations and due diligence, stating that:

1. Parties shall refrain from committing any act of violence against women and shall ensure that State authorities, officials, agents and institutions, as well as other actors acting on behalf of the State, conduct themselves in accordance with this obligation.
2. Parties shall take the necessary legislative and other measures to exercise due diligence to prevent, investigate, punish and provide compensation for acts of violence committed by non-State actors that fall within the scope of this Convention.

In the case of the MESEVCI and the Inter-American Court of Human Rights, its international influence on the consolidation of the concept of "enhanced due diligence" and "duty not to revictimise" is highlighted. Both aspects have been considered in the Istanbul Convention. As a result, States are considered to have an **obligation to:**

- investigate the facts and identify, prosecute and, where appropriate, punish those responsible;
- provide measures of rehabilitation, satisfaction and guarantees of non-repetition;
- and comprehensive reparations, both moral and material.

Among other aspects, Spain has been explicitly pointed out<sup>99</sup> by **international monitoring bodies** in relation to the need to ensure **due diligence**. Fundamentally with regard to: other types of violence beyond intimate partner violence (sexual violence, sexual harassment, forced marriage, female genital mutilation, abortion and forced sterilisation); attention to diversity and migrant women; improvement in the training of professionals, especially judicial and police operators; the inclusion of the business and educational spheres; the need not to grant access to parents accused of gender-based violence and to review the legislation on joint custody imposed; improving legislation on sexual violence based on consent, as well as improving institutional coordination and intervention between professionals; and the collection of statistical data.

In addition to case-specific complaints to the monitoring instruments, the alternative reports of the Shadow Platform Spain<sup>100</sup> (2014; 2019) are part of the sources of information on State action for the monitoring of international instruments. These are analyses carried out by feminist movement organisations and addressed to the Committees.

Shadow reports provide input from women's organisations and nuance the official information issued by the government in regular reviews to expert committees. Thanks to this procedure, "it was enriched by the contributions of critical reports, based on information from the field, which have the capacity to influence the Committee's decisions" (González Orta, 2020, p. 107).

With regard to the **CEDAW Shadow Reports**, the 2019 Report<sup>101</sup> on page 3, explicitly states that *"Institutional violence by action or omission of the State is not recognised. There is no official review of gender bias in judicial rulings, such as the dissenting opinion in judgment 38/2018, which saw "revelry" in*

<sup>99</sup> See the reports issued by the CEDAW Follow-up Committee to Spain ([access](#)) and the First GROSS Follow-up Report on the Istanbul Convention (2020) ([access](#)).

<sup>100</sup> [Access](#) to the reports of the Plataforma Sombra España.

<sup>101</sup> [Access](#) to the CEDAW Shadow Report 2019

*the young woman raped by five men, or judgment 257/18 of Criminal Court 1 of Granada condemning Juana Rivas to five years in prison and six years without parental custody of her children for (FJ 4) “haranguing unthinking and visceral crowds”, or of courts that deny 80% of the requests for protection orders to victims”.*

In addition, there have been some cases that have helped to make this problem more visible, such as that of Ángela González Carreño, who used the Optional Protocol to the CEDAW. The Committee issued a binding Opinion condemning the Spanish State “for failing to act diligently” (Opinion 47/2012). In 2018, the Supreme Court set a precedent in international law recognising this fact (see judgment C-A 17/7/18 recognising the State's liability for non-pecuniary damages). Also noteworthy is the case of vicarious violence of Ruth Ortiz Ramos in 2011, whose complaint was not institutional but public. Thanks to her, the 2017 State Pact included mothers of victims of parricide as victims of gender-based violence. It was a decisive case for the recognition of vicarious violence in Spain. Finally, judgment 38/2018 of the Provincial Court of Navarre caused serious social concern<sup>102</sup> for the rape of an 18-year-old woman by five men (self-styled “La Manada”, in English: “The Pack”) during the Sanfermines festival in 2016. The feminist mobilisation succeeded in initiating the modification of state regulations in relation to sexual violence.

Regarding institutional violence understood as **secondary victimisation or re-victimisation**, research coincides in pointing out that when public policies and the resources derived from them are not effective, they end up operating as spaces where male violence against women is re-articulated (Amnesty International 2009, 2012; 2014; Bodelón, 2014; Franco, et al. 2009), 2010; Guilló, 2018; Plataforma Sombra, 2014; 2019).

According to existing studies, re-victimisation is caused both by errors in the assessment of the situation and by the **double victimisation** of women in police, judicial or psychosocial processes. It occurs when the required care has not been provided, is not comprehensive, accessible, universal or lacks sufficient quality; or the system is not able to adequately identify a victim, due to lack of detection, insufficient investigation or because its credibility has been questioned.

<sup>102</sup> [Access](#) to the original judgment. The Supreme Court overturned the judgment and increased the sentences to 15 years' imprisonment for a continuous crime of rape with the specific aggravating factors of humiliating treatment and joint action by two or more persons (STS 344/2019, 4 July 2019).

This violence is directly related to **the design of public policies, their coordination and professional practices** in their implementation. The latter depend to a large extent on the attitudes and beliefs held about violence by the practical operators of such policies. That is, members of law enforcement, health, psychosocial, educational and judicial personnel. Such attitudes may be due to lack of skills, overload or work stress caused by insufficient human resources.

Victimising attitudes towards women are located in the **treatment received**, which would consist of: infantilisation, paternalism/maternalism, depersonalisation in the provision of services, dehumanisation (such as depriving them of the intimacy that care requires) and even direct victimisation (through minimisation, ridiculing the events experienced, intimidation by warning about the irremediable consequences of the action of reporting and threats about their own prosecution if it is shown that they are lying or causing harm to conscience) (Guilló 2018:727)

In relation to this issue, the various Ombudsman's Offices (2018) have highlighted the need to improve the quality of existing resources for shelter and comprehensive care for victim-survivors, especially child victims and groups of women in a particularly vulnerable situation. The importance of assessing resources and improving the working conditions of resource professionals has also been pointed out.

As research has shown, institutional violence as a whole constitutes a space for the reproduction of violence against women. The consequences are diverse, but "the most extreme consequence for those affected is the impossibility of stopping the violence against them, because they have been publicly disavowed and lack recognition. Not only has it not been possible to implement measures that could favour the end of violence, but the lack of punishment of the aggressor [or aggressors] and the lack of reparations are serious consequences" (Guilló, 2018: 726).

Mechanisms for institutional improvement and coordination between administrations aim to prevent and correct these situations. All state administrations have a firm commitment to the eradication of all forms of violence and to the effectiveness of all policies implemented. The objective of the EEVM in this regard is to strengthen these mechanisms.

## Male violence against women victims of other forms of discrimination

This last section focuses, where information is available for the initial diagnosis, on the male violence that many women suffer as a result of other forms of discrimination and which generate situations of greater vulnerability.

The Macro-survey devotes a section to **women particularly vulnerable to violence**, mentioning in particular women with disabilities, young women, women aged 65 and over, women born outside Spain and women living in very small municipalities or in rural areas. This data should be treated with caution, as it alone does not explain the situation of vulnerability that these women may suffer.

This vulnerability should not be interpreted in an essentialist way, but rather as a result of the **lack of attention to diversity**, intersectionality in the design of policies and resources, universality and the guarantee of full accessibility.

### Women with disabilities

As stated in the studies promoted by the DGVG "Sexual violence in women with intellectual disabilities" (CERMI-Mujeres, 2020) and "Women, disability and gender-based violence" (FMP, 2020), women with disabilities **are more vulnerable** to male violence because their reality is more invisible and the resources implemented by public policies are not always accessible or adapted, despite the efforts of the institutions.

Studies such as the above, and others, indicate that the training of judicial professionals and operators sometimes lacks training on disability from a gender perspective. This makes it even more difficult for this group to access resources, which often lack the specialised support necessary for the exercise of these women's rights.

Women with disabilities face **double discrimination** "which negatively influences their self-perception and their capacity for self-determination and freedom" (FMP, 2020): 96). This affects these victim-survivors throughout their life cycle and in all types of social relations. Women with disabilities are not a homogeneous group; there is considerable diversity within this group. In terms of the different types, women with intellectual or developmental disabilities face a higher risk of experiencing any type of male violence.

According to the Macro-survey on Violence against Women (DGVG, 2020a), women with an accredited disability equal to or greater than 33% have suffered non-partner sexual violence in their lifetime in a **higher proportion** (10.3%) than women without an accredited disability (6.2%). Moreover, the percentage of women who have suffered this violence in childhood is higher (6.3% of women with disabilities compared to 3.3% of women without disabilities).

The **lack of accessibility** of information and resources, the lack of **specialisation** and the lack of sensitivity and **training of care staff** are determining factors in the prevention of and assistance to these victims. In addition, the social discrimination faced by women with intellectual disabilities plays a key role. As a result, their testimonies "tend to have less credibility: due to the negative stereotypes socially associated with women with intellectual disabilities, they are assumed to be more incompetent and less reliable, considered more likely to make up stories or to lack coherent speech, which is untrue. Women with intellectual and/or developmental disabilities who have suffered sexual violence need to be believed and accompanied to repair the damage. (CERMI Foundation, 2020:3).

Discrimination is key to the violation of their **sexual and reproductive rights**, especially with regard to access to information and sex-education. In addition to facing sexual violence with less means and support, they are victims at greater risk of suffering violence in the reproductive sphere, especially with regard to forced sterilisations, unwanted abortions or means of contraception without consensual use. Especially in the case of women with intellectual disabilities.

It is important to emphasise that women and girls **can acquire a disability as a result of the violence** they have experienced, or be raped when a disability has already developed or has been acquired for different reasons. Regarding the first question, the 2019 Macro-survey (DGVG, 2020a) provided some insights. Thus, it was revealed that disability was a consequence for 23.4% of women with disabilities who were victims of physical or sexual intimate partner violence and 14.3% of women with disabilities who had suffered sexual violence in another setting.

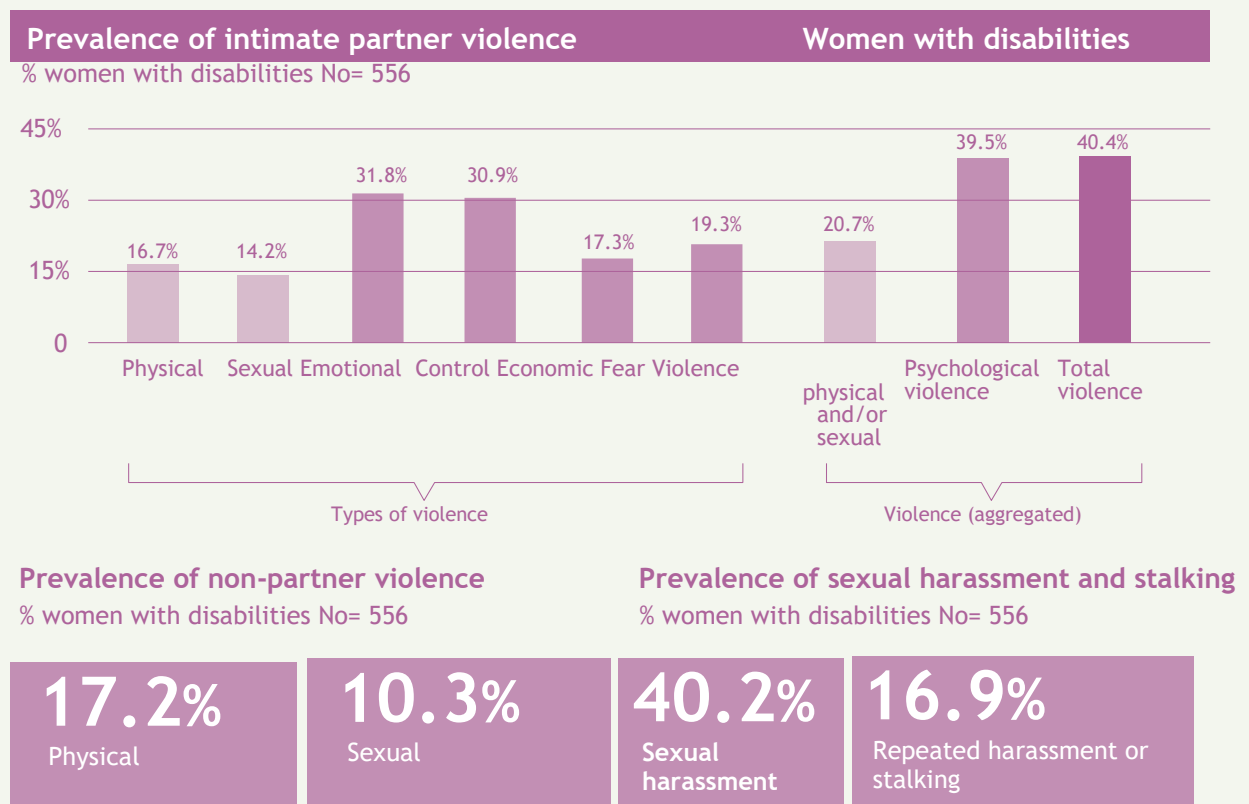
The Macro-survey indicates that 40.4% of women with an accredited disability<sup>103</sup> have suffered violence by their partner (current or past). Of these, 39.5% have suffered psychological violence and 20.7% have suffered physical or

<sup>103</sup> The Macro-survey points out the importance of the age variable in the analysis of the vulnerability of women with disabilities, as it is observed that the percentage of women with disabilities increases with age. Thus, from 1.1% of women with disabilities between 16 and 24 years old to 10.5% between 55 and 64 years old. After this age, the percentage drops to 9.3%.

sexual violence, caused by a partner or ex-partner. The type of intimate partner violence most reported by women with disabilities is **emotional violence**, of which 31.8% of these women have been victims.

Outside the couple, 17.2% reported having been victims of physical violence and 10.3% reported having been victims of sexual violence. 40.2% of women with disabilities reported having suffered sexual harassment and 16.9% reported having suffered repeated harassment or *stalking*.

Illustration 6. Prevalence of violence experienced by women with disabilities (Macro-survey 2019)



Source: Own elaboration based on the Macro-survey on Violence against Women 2019 (DGVG, 2020a)

The study *Women, disability and gender-based violence* (FMP, 2020:99-100) has highlighted numerous forms of violence against women with disabilities, "forms of violence that can be physical, psychological, sexual or financial in nature and include neglect, social isolation, confinement, humiliation, arrest, denial of health care, forced sterilisation and forced psychiatric treatment". Many of these situations occur within family relationships, including physical violence and sexual violence at the hands of known men with family ties.



## Young women

According to the Macro-survey (DGVG, 2020a), 37.9% of young women aged 16-24 have experienced intimate partner violence at least once in their lifetime, a percentage that rises to 47.4% if only young women who have had a partner in their lifetime are taken into account<sup>104</sup>. 46.1% of young women aged 16-24 who have had a partner have suffered psychological violence from one of their partners and 19.3% have suffered physical or sexual violence.

21.8% of young women have been physically assaulted and 11% have experienced sexual violence perpetrated by a person other than their partner.

With regard to **sexual harassment**, 60.5% of young women reported having been a victim of sexual harassment at least once in their lifetime. Finally, 26.2% indicated that they had suffered repeated harassment or *stalking*.

Young people, as the Macro-survey itself indicates, tend to idealise to a greater extent than the rest of the population the **myth of romantic love**, which means that in some relationships between young people certain forms of violence, such as control or jealousy, are mistakenly taken as acts of love or passion.

In non-partner violence, as has been pointed out, the high percentage of young women who have suffered **sexual harassment** is particularly noteworthy. In the analysis of frequency, more than 83% of young women victims of sexual harassment report that they have experienced sexual harassment more than once. 81.7% of young women who were sexually harassed reported an unknown man as the aggressor and 44.4% indicated that they were sexually harassed by a friend or acquaintance. Only 3.3% of the victims of sexual harassment reported the violence to the police or the court and only 2.9% sought formal help after the sexual harassment they experienced.

**Adolescent girls** are a specific group to consider. The study on the situation of violence against women in adolescence in Spain (DGVG, 2021d)<sup>105</sup>, reports that 17.3% (out of 6,585 adolescent women who answered the question) of adolescent girls say that they have been ridiculed or insulted by their partner, 17.1% say that their boyfriend "has tried to control them, deciding even the smallest detail", 15.7% say that they have been isolated from their friends and 14.9% say that their partner has tried to control them through their mobile phone. 6.3% of adolescent girls reported having received insults, threats, offences or messages with the intention of scaring them by mobile phone and 3.6% of adolescent girls acknowledged that their boyfriend had physically assaulted them.

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<sup>104</sup> It should be borne in mind that the percentage of young women aged 16-24 who have had a partner at some time in their lives (81.6%) is lower than for the rest of women (98.1%), so in this case, when analysing and comparing prevalences, it is more correct to look at the rates for the total number of women who have had a partner at some time rather than for the total number of women.

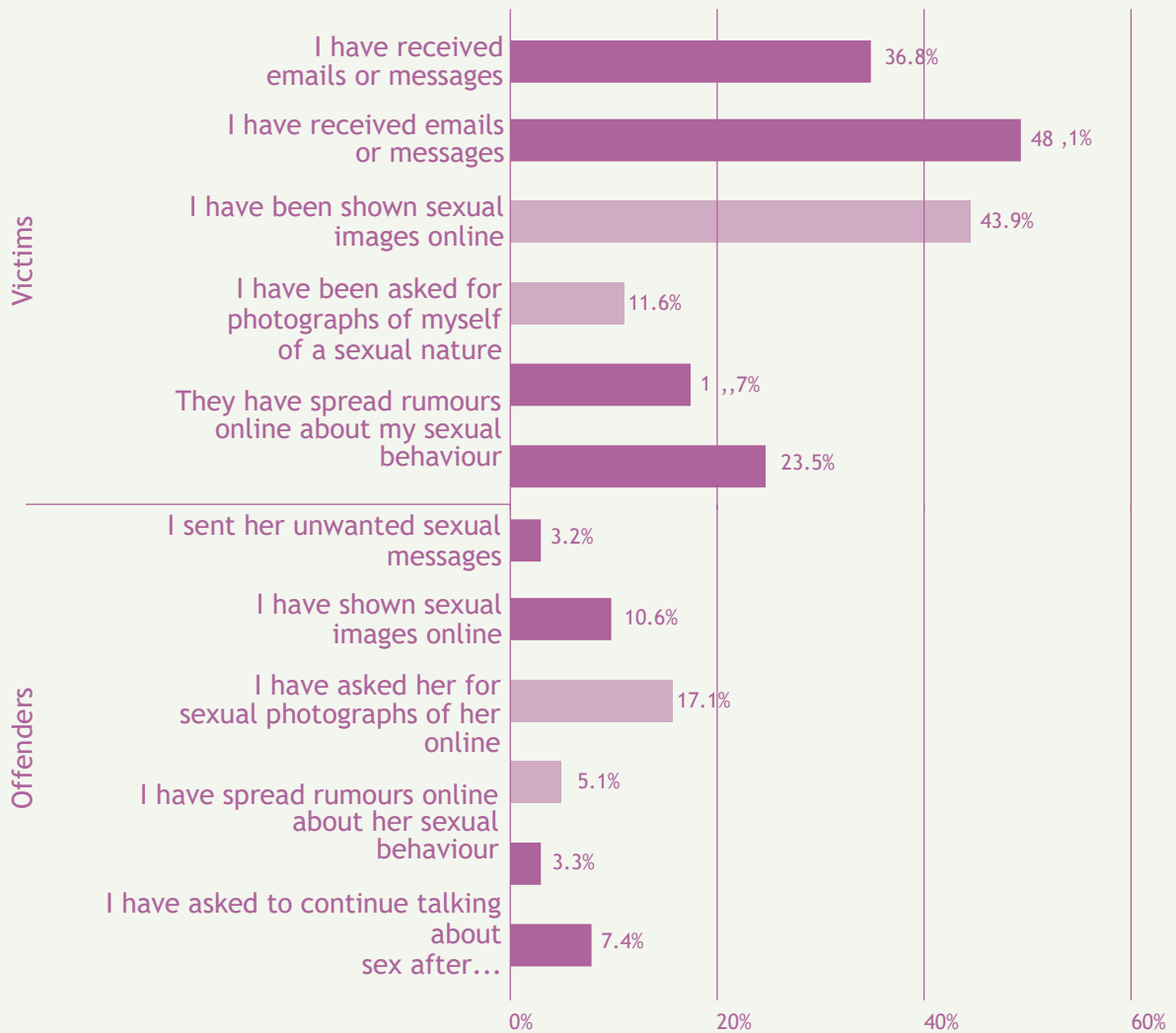
<sup>105</sup> Presents the results of a questionnaire in which 6,811 adolescent girls and 6,446 adolescent boys aged 14-20 participated.

Among the 6,103 adolescent men who responded to the specific question on situations of abuse, 6.2% recognise having insulted or humiliated their partner and 6% state that they have tried to control their girlfriend through their mobile phone and 5.2% state that they have tried to control their girlfriend by deciding any detail for her (who she talks to, what she says, how she dresses...). 2.8% said that they had sent messages to their girlfriend via the Internet or mobile phone in which they insulted, threatened, offended or frightened her, 3.1% had pressured her into sexual behaviour in which she did not want to participate and 2.3% of young people said that they had hit their partner.

The same study indicates that one of the forms of violence that most affects young women is **online sexual harassment**. When asked about situations of online sexual harassment suffered by them and carried out by them, 48.1% of adolescent girls stated that on at least one occasion they had been shown sexual images on the Internet without their consent, 43.9% stated that they had been asked for photographs of a sexual nature and 36.8% had received unwanted e-mails or sexual messages. On the other hand, 17.1% of adolescents admit having asked for photographs of a sexual nature over the Internet, 10.6% have sent unsolicited sexual images over the Internet and 7.4% have asked for cybersex.

The percentage of boys who admit to having carried out conduct related to sexual harassment online towards a non-partner girl is clearly lower than the percentage of girls who admit to having received it (DGVG, 2021d).

Figure 8. Online sexual harassment behaviours among adolescents

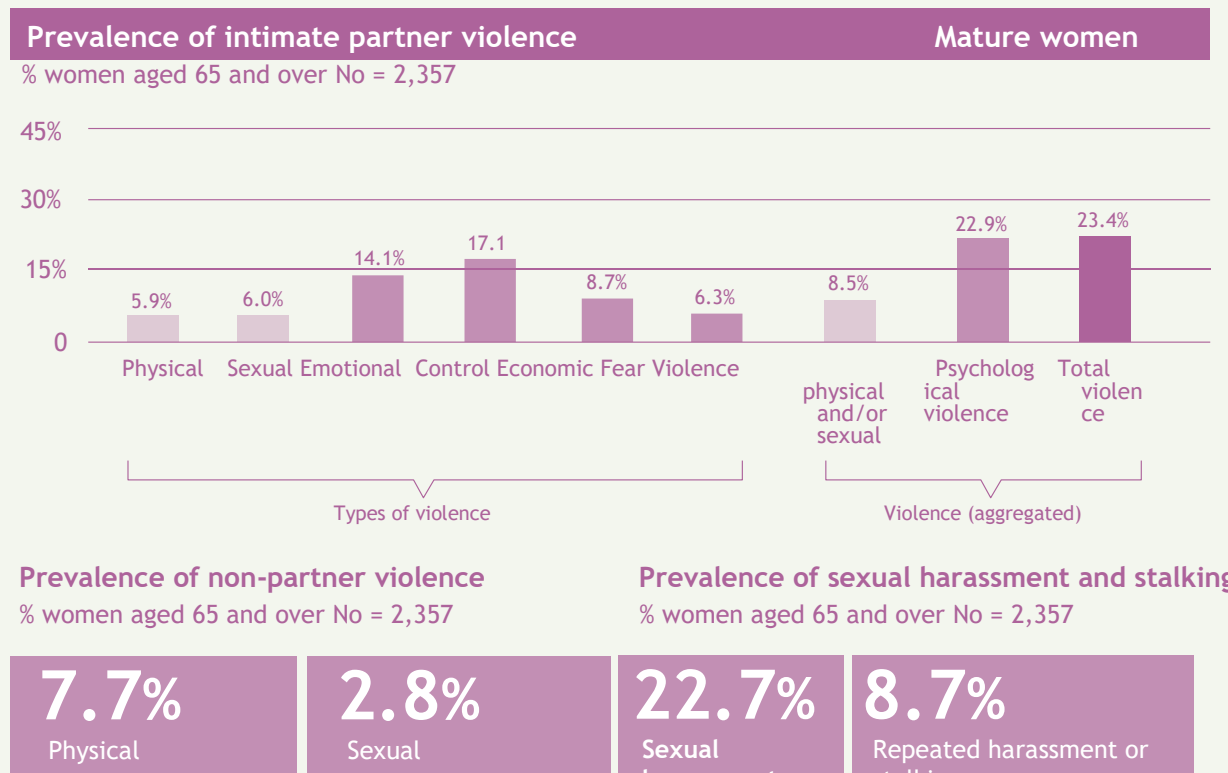


### Women over 65

23.4% of women over 65 have experienced violence at the hands of a partner/ex-partner (DGVG, 2020a). 22.9% reported having been victims of psychological violence and 8.5% reported having suffered physical or sexual violence at the hands of their partner. **Controlling violence** (17.1%) and **emotional violence** (14.1%) are the two types of violence reported by a higher percentage of women aged 65 and over.

In terms of violence perpetrated outside the couple, 7.7% of older women reported having been victims of **physical violence** and 2.8% reported having been victims of **sexual violence**. 22.7% of older women have experienced some episode of sexual harassment in their lifetime and 8.7% have been victims of repeated harassment.

Illustration 7. Prevalence of violence experienced by mature women



Source: Own elaboration based on the Macro-survey on Violence against Women 2019 (DGVG, 2020a)

In the analysis of the vulnerability of women aged 65 and over, it should be borne in mind that in the case of intimate partner violence, older people more often consider gender-based violence to be a private matter because they have received a more traditional upbringing, which among other aspects influences the verbalisation of violence and therefore the reporting of violence. In addition, there are **few resources tailored to their needs** (DGVG, 2019b).

The *Study on women over 65 years of age who are victims of gender-based violence* (DGVG, 2019b) highlights the need to address women who face double discrimination in the social care system. Women over 65 years of age have been suffering from violence for longer and its economic and psychological impacts are greater, especially in relation to **loneliness and dependence** on the abuser. At the same time, it is noted that there is a **significant gap between rural and urban areas** in the situation and needs of these women (and in institutional responses to gender-based violence in general). There is a **lack of a life course approach** in the institutional response to gender-based violence.

Detection is lower for this age group. According to the Macro-survey, the percentage of women over 65 who have verbalised the episodes

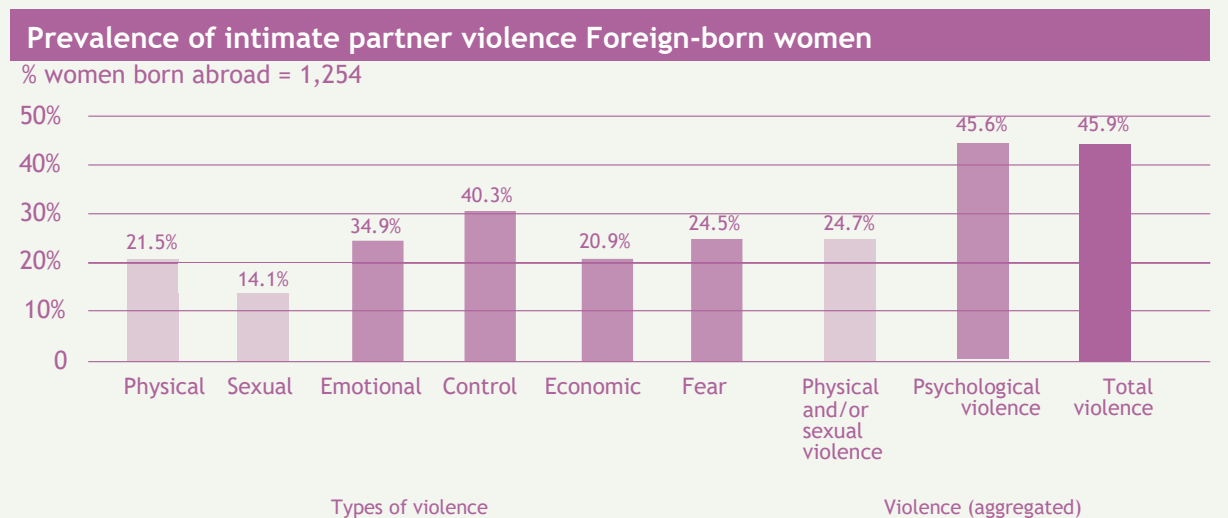
of intimate partner violence, talking about it with someone close to them or through reporting it or seeking formal help (medical, social services, etc.) is 62.2%, which is significantly lower than the percentage for the rest of women aged 16 to 64 (85.6%). Also, the percentage of women indicating that the violence caused the break-up of the relationship is lower among women aged 65 and over, 49.9% compared to 81.4% for women aged 16-64 who are victims of intimate partner violence.

### Migrant women

The 2019 Macro-survey (DGVG, 2020a) identifies foreign-born women as women who are particularly vulnerable to violence. The results of the survey show that almost 46% of these women have suffered violence at the hands of an intimate partner. 45.6% indicate that they have suffered psychological violence and 24.7% physical or sexual violence. In this case, controlling violence and emotional violence to which 40.3% and 34.9% of foreign-born women have been subjected, respectively, also stand out.

15.7% of women in this group have suffered physical violence outside the couple and 9.8% indicate having suffered at least one episode of sexual violence perpetrated by a person other than their partner. More than 44% have been victims of sexual harassment at some point in their lives and 19.3% say they have experienced repeated harassment.

Illustration 8. Prevalence of violence experienced by foreign-born women



#### Prevalence of non-partner violence

% women born abroad = 1,254

**15.7%**  
Physical

**9.8%**  
Sexual

#### Prevalence of sexual harassment and stalking

% women born abroad = 1,254

**44.1%**  
Sexual harassment

**19.3%**  
Repeated harassment or *stalking*

Source: Own elaboration based on the Macro-survey on Violence against Women 2019 (DGVG, 2020a)

Some of the aspects that may expose foreign-born women to greater vulnerability to violence are the absence of a support network (family, friends, etc.), cultural and language differences in the case of women whose mother tongue is not Spanish, the administrative situation in which they find themselves (which may influence access to certain resources or even discourage reporting in some cases), racial and ethnic discrimination, and the lack of universality of public resources, among other concomitant factors. On the other hand, there is sometimes a tendency to assimilate women of foreign origin to situations of social exclusion, stigmatising this characteristic under an approach that must be considered racist, and strongly "disempowering" of women (Cea Merino and Montenegro-Martínez, 2014).

In terms of intimate partner/ex-partner violence, according to the 2019 study *Mujeres migrantes víctimas de violencia de género en España* (Migrant women victims of gender-based violence in Spain) by the AIETI Association, women of foreign origin face greater structural vulnerability. The data indicates that:

- They are over-represented in the figures on gender-based violence.
- They suffer greater vulnerability to gender-based violence.
- Migrant women benefit to a lesser extent from financial support for combating gender-based violence.
- There are greater difficulties in accessing protection and rights for migrant women who experience gender-based violence in situations of legal irregularity, spousal dependency or smuggling and trafficking.
- The majority of gender-based violence murders are committed by Spaniards, even when the victim is a foreigner.

It is necessary to improve the knowledge of how these women, plural and diverse, suffer different forms of violence, beyond their prevalence. It is essential to better understand the situation of women applicants and beneficiaries of international and temporary protection, as well as the minors in their care in relation to the different forms of male violence, and that of unaccompanied migrant children (MENAS); as well as in general about the relationship between violence and the administrative situation in which women find themselves; and the barriers to accessing the protection and aid system. Contributing to this is the lack of a gender perspective in migration and social inclusion policies for the immigrant and refugee population in Spain, which also needs to be addressed in greater depth.

Finally, it must be considered that the majority of women trafficked for the purpose of sexual exploitation and in contexts of prostitution are of foreign origin. This implies that this group of women must be considered particularly vulnerable to sexual violence.

### Rural women

The Macro-survey study (DGVG, 2020a) devotes a chapter to violence suffered by women living in small municipalities<sup>106</sup>. 28.1% of women living in medium-sized municipalities (2,001 to 10,000 inhabitants) and 27.1% of women living in small municipalities (less than 2,001 inhabitants) report having suffered violence at the hands of their partner at least once in their lifetime.

10.9% of women residing in smaller municipalities and 11.8% of women residing in medium-sized municipalities report having been victims of **physical violence** outside the couple. 5.6% of women residing in municipalities with less than 10,001 inhabitants<sup>107</sup> have experienced at least one episode of non-partner sexual violence in their lifetime.

Regarding the prevalence of **sexual harassment and repeated harassment**, 33.4% of women in small municipalities and 36.4% of women in medium-sized municipalities have at some point in their lives been sexually harassed at least once, and 10.1% and 12.8%, respectively, have been victims of repeated harassment.

The percentages observed for this profile are generally lower than for the other groups of women mentioned above, but neither can it be inferred from the available data that women residing in smaller municipalities are less violated.

In reality, the size of the municipality is not a variable that alone can explain the greater vulnerability to which women residing in smaller municipalities are exposed. In order to make an estimate closer to the real volume of this problem, other variables such as the rurality of the municipality or the aid and protection resources available in the area would have to be taken into account.

*As the Study on gender-based violence in rural areas of Castilla y León (Ismur and University of Valladolid, 2019) indicates, in rural areas "there are factors related to the rural habitat that configure specific conditions that influence the reproduction of gender-based violence". These characteristics of rural municipalities - such as the physical distance to urban centres, the smaller size of the municipality, the restrictive labour markets, and*

<sup>106</sup> The Macro-survey report (DGVG, 2020) describes three categories according to municipality size: municipalities with less than 2,001 inhabitants; municipalities with between 2,001 and 10,000 inhabitants; and municipalities with more than 10,000 inhabitants. In this analysis of violence against women in small municipalities, the participation of women residing in municipalities of the first two types is partly taken into account. Thus, the sample analysed is 519 women residing in "small municipalities" and 1,355 women from municipalities with 2,001 to 10,000 inhabitants ("medium-sized municipalities").

<sup>107</sup> The Macro-survey (DGVG, 2020) provides data on prevalence of non-partner sexual violence in aggregate for women residing in "small municipalities" (N=519) as well as in "medium-sized municipalities" (N=1,355) so that the sample in this case is 1,874 women.

the over-ageing of the rural population - favour in one way or another the hegemony of men, the dependence of women and gender inequalities, which are a breeding ground for male violence.

According to the *Study on women victims of gender-based violence in the rural world* (DGVG, 2020c)<sup>108</sup>, 61.35% of the rural women surveyed know a woman in their environment who is a victim of gender-based violence. In terms of the places where the violence took place, 56.07% indicated that the violence took place in the victim's home and 35.51% pointed to close environments, where the aggressors would be neighbours, friends, acquaintances, etc.

The perception of the rural women surveyed is that the main form of violence against women is psychological violence, reported by 96.39%, followed by 92.77% who point to physical violence as the main form of violence against women.

**Lack of knowledge of rights and remedies and difficulties in accessing them** negatively affect the recovery of women victims of violence. In this sense, 60% of the rural women who participated in the study were unaware of the civil rights of victims of gender-based violence, 54% were unaware of the rights derived from the judicial process and more than 50% were unaware of the economic and labour rights of victims.

Victim care resources are also generally unknown to the majority of women surveyed. Among the best known are the 016 telephone service and the women's centres.

The study also analyses other circumstances that contribute to rural women's vulnerability to male violence, such as **mobility**. When the women surveyed were asked about the means of transport they would use to make use of the aforementioned resources, only 32.2% indicated that they would travel by car, the rest indicated that they would do so on foot (33.33%), by taxi (13.56%), by intercity bus (12.43%) or city bus (5.65%) and 2.82% indicated that they did not have transport in their municipality.

<sup>108</sup> The aforementioned study (DGVG, 2020c) conducted a total of 167 surveys of women residing in rural areas in municipalities with up to 20,000 inhabitants. This is a very small sample, the results of which should be treated with caution



### Women at risk or in a situation of social exclusion due to different circumstances

Women are more likely to live in a household at risk of poverty (feminisation of poverty) among which single-parent families are in an even worse situation, as pointed out in the study *Homeless women in Spain: a sociographic analysis from a feminist perspective* (Asociación Moradas, 2017).

According to the monitoring carried out by the European Anti-Poverty Network - EAPN - (2021) of the indicator AROPE<sup>109</sup>, 27.2% of women in Spain are at risk of poverty and/or social exclusion, compared to 25.6% of men.

Within the situation of poverty, **homelessness** is a situation that stigmatises women to a greater extent than men for two main reasons: because of the traditional role of women in the home, the loss of which many homeless women experience as a personal failure (even more so if they have dependent children, from whom they are removed from their care) and because of the social isolation they suffer. In addition, the process for women to become homeless is usually longer, which makes it much more difficult for them to leave when they reach this situation (Asociación Moradas, 2017).

Médecins du Monde (2021b) states that women's homelessness is a phenomenon affected by different structural causes and presents additional difficulties compared to men's homelessness.

According to the *Homeless Survey* (INE, 2012), 6,652 women are homeless in 2022, accounting for 23.3% of homeless people. 100% have been victims of crime or aggression. Specifically, 71.2% have suffered insults or threats, 58.3% have suffered theft of money, belongings or documentation, 35.9% have been physically assaulted and **21.9% have suffered some kind of sexual assault** (compared to 4.5% of homeless men who report having suffered a sexual assault).

According to Asociación Moradas, gender-based violence is a determining factor in the victims' fall into social exclusion.

**Women with mental health problems** are also particularly vulnerable. According to the report of the *Inquiry into Violence against Women with Mental Illness* (FEAFES, 2017), women with mental health problems are particularly vulnerable to violence. Among women with severe mental illness, 80% of those who have been in a relationship have experienced violence. 42% of women with severe mental illness

<sup>109</sup> The AROPE (At Risk Of Poverty and/or Exclusion) indicator measures which people are at risk of poverty and/or exclusion.

who currently experience violence at the hands of their partners do not identify it as such and 26% have experienced childhood sexual violence.

The same report indicates that most cases of violence remain hidden, so the true extent of violence against women with mental health problems is not known.

The prevalence of different forms of violence in contexts of social exclusion has been little studied. In the case of intimate partner gender-based violence, the increase is known.

In this respect Damonti and Amigot Leache (2020:205) have concluded that the situation of exclusion can be "both a trigger and a product of such violence". The emergence of violence can be due to different factors, some of which are related to the constitution of partner relationships in contexts of exclusion; others are related to the emergence of violence and its conduction towards greater precariousness and even exclusion itself. In both cases, it is also the effect of the sum of difficulties in different spheres.

**Women who are homeless or in a situation of residential exclusion** constitute a group of special vulnerability that is hardly known, given that data on female homelessness is almost non-existent. The INE's survey of homeless people in Spain quantified this reality for 28,552 homeless people attended to in accommodation and catering care centres in 2022, 24.5% more than in 2012. 23.3% are women, and their perception of their state of health is worse than that of men (many of them with mental disorders). 67.8% have some depressive symptoms compared to 59.6% of homeless men. In addition to suffering assaults and robberies in similar percentages to homeless men, it is women who have suffered a much higher percentage of sexual assaults.

From the point of view of the specialised NGO HogarSí<sup>110</sup>, it is considered that female homelessness can be an invisible reality, given that women generally put other strategies before sleeping on the streets, but which nevertheless confront them with new dangers (pairing up in order to feel defended, hiding, offering themselves as internal employees in homes where they can be exploited, etc.). From the experience accumulated by this organisation, gender-based violence is one of the most frequent causes for women to leave home.

This is also corroborated by a 2019 study by Pérez and Belchí for the Madrid City Council and the Association for Residential and Social Inclusion -AIRES- entitled "Invisible Women" which concludes that 60% of the homeless women who participated in it, came from a situation of violence by their partner or ex-partner.

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<sup>110</sup> [Access to website](#)

In the same year, another study by the University of Barcelona entitled "Dones en situació de sense llar a la ciutat de Barcelona" (Women without a home in Barcelona city) indicates that 70% of the 35 homeless women who participated with their testimonies had suffered gender-based violence by their partner or ex-partner.

The problem is intensified when they are also sexually assaulted on the street or in the shelters that take them in. This issue is also addressed in the "Study on the reality of women in a situation of residential exclusion" published by the Basque Government in 2019.

According to the Ministry of Social Rights and Agenda 2030, the New National Strategy for Homelessness aims to focus on these situations, increasing knowledge about them and establishing preventive and intervention measures.

### **Spanish women victims of violence abroad**

Spanish women living abroad who suffer violence and, where appropriate, their children, due to their particular characteristics, may be more vulnerable to gender-based violence. As in the case of migrant women in Spain, the lack of knowledge of the reality of the country, possible linguistic obstacles or the possible lack of a social and family network of their own, are circumstances that aggravate the already difficult situation of these women outside our borders.

According to the Ministry of Foreign Affairs, European Union and Cooperation, 2.7 million Spaniards currently live abroad, equivalent to the population of Galicia. Law 40/2006, of 14 December, on the Statute of Spanish Citizenship Abroad, establishes the legal framework and the basic instruments to guarantee Spanish citizens abroad the exercise of their constitutional rights and duties, on equal terms with citizens residing in the national territory. In particular, Article 26.3 stipulates that the public authorities shall develop measures aimed at facilitating **the protection and return of Spanish women living abroad**, and, where appropriate, their children, who are victims of gender-based violence when the country of residence does not provide sufficient protection for the victims of these crimes. Likewise, Law 2/2014, of 25 March, on State Action and Foreign Service, includes as one of the ultimate objectives of the State's Foreign Policy the well-being of the Spanish population, with special emphasis on the **promotion of equality** between women and men and the eradication of **gender-based violence**, highlighting the care and protection of Spanish women victims of gender-based violence and their children abroad.

In order to better fulfil these aims, on 8 October 2015, the **Interministerial Action Protocol** for the care of Spanish women victims of gender-based violence abroad was signed, with the participation of the Ministries of Foreign Affairs, Labour and Equality. And work is currently underway on a new protocol to update the previous one and to promote the protection of Spanish women living abroad. In addition, the Ministry of Foreign Affairs, European Union and Cooperation and the Ministry of Equality are working together to improve the collection of statistical data on this reality.

In recent years, significant progress has been made in the administrative coordination, training and communication of this public care service. However, there is a need to improve the knowledge of this reality by putting in place a professional collection of statistical data. It is necessary to continue improving the assistance provided to victims and, in particular, to unify criteria and ensure the recognition of the rights of women and minors who have returned, which is currently not homogeneous throughout Spain.

A paper cut illustration of a woman with long, straight black hair. She has a brown face, dark eyes, and a pink mouth. She is wearing a grey jacket over a white shirt. A pink heart is visible at the bottom left. The background is a solid blue color.

# iii. Content of the Strategy

7. Participatory methodology
8. Structure of the EEVM  
Axes and measures
9. Summary Map of  
Axes, Measures and  
Actions

# 7. Participatory methodology

# 7. Participatory methodology

This Strategy has been designed using a **participatory methodology based on the conviction and commitment** of the Government Delegation against Gender-based Violence (DGVG) regarding the validity of this **formula for qualitative analysis of information and stems from the recognition that those who know best the reality of male violence are the women survivors, feminist organisations, human rights organisations, professional groups, experts and the administrations and public authorities specialising in this field.** It stems from the DGVG's commitment to place them at the centre of the Strategy as active and key actors in the progress in this area.

The participatory methodology was divided into two distinct phases:

- a) Strategy development process.
- b) Validation process of the Strategy's measures.

## 1. The participatory methodology in the Strategy development process.

Carried out during the first half of the year 2022, it has made it possible to gather the voices, expert opinions and testimonies of the public administration and civil society as a whole. Each of the meetings, spaces for debate and consensus-building, has been developed from a twofold approach:

- 1) A diagnostic intention, which would make it possible to analyse the manifestations of male violence and the needs and problems of the current prevention and response mechanisms, and
- 2) A proactive intention to identify scenarios for improvement in these areas of action. All of this, without losing sight of the feminist and comprehensive, intersectional, cross-cutting and human rights perspective.

Specifically, during the year 2022, the following channels and spaces for participation were organised for the **collaborative elaboration process of the Strategy**:



- **A meeting** with the State Observatory on Violence against Women
- **Three online focus groups with experts** on three types of male violence to which special attention was paid: female genital mutilation, elimination of inappropriate and unnecessary gynaecological and obstetric interventions and against reproductive exploitation, and sexual violence and trafficking of women and girls.
- **Nine participatory online roundtables, with civil society** to generate opinion and build synergies in broader groups, with people with expertise and/or involvement in the proposed themes. The meetings were divided into different thematic roundtables organised around very concrete and specific aspects related to the subsequent axes envisaged in this Strategy:

**Prevention and awareness-raising of male violence.**

- Table 1: Media, awareness campaigns, symbolic and cultural violence.
- Table 2: Affective-sexual education and equality at all stages: infant, primary, secondary and higher education.
- Table 3: Masculinities.
- Table 4: Cyber-bullying: gender-based hate crimes on social networks, expressions of violence on social networks.

**Coordinated and holistic institutional response.**

- Table 5: Secondary victimisation.
- Table 6: Coordination of resources.

**Protection, care and comprehensive reparations.**

- Table 7: Protection, care and comprehensive reparations.

**Vicarious Violence.**

- Table 8: Vicarious Violence.
- Table 9: Women survivors.

- **Two participatory meetings with the Autonomous Communities (CCAA) and representatives of the Spanish Federation of Municipalities and Provinces (FEMP).**
- **A participatory meeting with representatives of the different ministerial departments** of the General State Administration (AGE).
- **A participatory meeting with representatives of the judicial system.**
- **A Final Mixed Meeting** with all profiles of organisations at the same time with 82 participants, sharing the main results of the previous meetings.
- **A citizen consultation** through a form accessible from the website of the Government Delegation against Gender-based Violence, which has received 904 participations.

All in all, the diversity of participation was as shown below:

Focus groups		Mixed Table	
Focus group 1	Female genital mutilation	AGE	CCAA
Focus group 2	Obstetric violence		
Focus group 3	Sexual violence and trafficking	Judicial System	Civil Society

Discussion groups		
Civil Society	Prevention and awareness-raising of male violence	<ul style="list-style-type: none"> <li>- Table 1: Media, awareness campaigns, symbolic and cultural violence</li> <li>- Table 2: Affective-sexual education and equality at all stages: infant, primary, secondary and higher education</li> <li>- Table 3: Masculinities</li> <li>- Table 4: Cyber-bullying: gender-based hate crimes on social networks, expressions of violence on social networks</li> </ul>
	Coordinated and holistic responses of the institutions	<ul style="list-style-type: none"> <li>- Table 5: Secondary victimisation</li> <li>- Table 6: Coordination of resources</li> </ul>
	Protection, care and comprehensive reparations	<ul style="list-style-type: none"> <li>- Table 7: Protection, care and comprehensive reparations</li> </ul>
	Vicarious Violence	<ul style="list-style-type: none"> <li>- Table 8: Vicarious Violence</li> <li>- Table 9: Survivors</li> </ul>
Public Authorities (AAPP)	Ministerial Departments	
	Autonomous Communities and Local Entities (2 meetings)	
Judicial system	Judicial System Table	
Mixed Final Meeting		
Citizen web consultation		

The processing of all the contributions has configured the corresponding registers and reports from which the information has been reflected upon and organised according to the principles and objectives of this Strategy, and the result of which has served as a starting point to generate the structure of Axes, strategic lines and measures contained in this State Strategy.

## 2. The participatory methodology in the validation process of the Strategy's measures.

After analysing all the proposals received in the participatory phase of drafting the Strategy, the Government Delegation against Gender-based Violence drew up a proposal for structure and measures which was also submitted for validation through a participatory process. Specifically, during the second half of the year 2022, the following **meetings** were organised to **validate the Strategy's measures**:

- Two participatory meetings with the Autonomous Communities and Cities of Ceuta and Melilla.
- Two participatory meetings with the different ministerial departments.
- A meeting with women's associations, non-governmental organisations, trade unions and employers' organisations represented in the State Observatory on Violence against Women.

In addition, in the process of validation, this State Strategy to Combat Male Violence 2022 - 2025 has been presented to two special public policy coordination bodies:

- The State Observatory on Violence against Women, 07 November 2022.
- Sectoral Conference on Equality, at its meeting on 15 November 2022.

The structure and measures that make up this State Strategy to Combat Male Violence 2022 - 2025 are presented below.

# 8. Structure of the EEVM

# 8. Structure of the EEVM

For the purposes of this State Strategy to Combat Male Violence 2022-2025 (EEVM), its contents are structured into 4 major Axes and 23 Strategic Lines (LE) with their corresponding actions and measures.

<b>AXIS 1</b>	<b>Updating and consolidating the framework of responsibilities and obligations of the public authorities with regard to the different forms of male violence</b>	<b>AXIS 2</b>	<b>Awareness raising, prevention and detection of different forms of male violence</b>
Strategic Line (LE) 1.1.	Ensuring a normative approach to all forms of male violence	Strategic Line (LE) 2.1	Broadening the view of all forms of violence and all victims/survivors: improving knowledge of all manifestations of male violence
Strategic Line (LE) 1.2.	Consolidating the State Pact against Gender-based Violence in Spain.	Strategic Line (LE) 2.2	Transforming society from a human rights and intersectional perspective
Strategic Line (LE) 1.3.	Strengthening the institutional framework against male violence	Strategic Line (LE) 2.3	Strengthening collaboration with the media, and the audiovisual and advertising sector as allies against male violence
Strategic Line (LE) 1.4.	Evaluating public policies to improve the institutional response to male violence	Strategic Line (LE) 2.4.	Fighting digital violence against women
Strategic Line (LE) 1.5.	Strengthening the feminist movement, women's and human rights associations and other social actors, from an intersectional and human rights approach	Strategic Line (LE) 2.5.	Educating against male violence throughout life
<b>AXIS 3</b>	<b>Protection, security, care and comprehensive reparation</b>	Strategic Line (LE) 2.6.	Increasing the prevention and detection of male violence in health, socio-health and social services
Strategic Line (LE) 3.1.	Valuing the rights of all victims of all forms of male violence	Strategic Line (LE) 2.7.	Involving men as part of the solution: egalitarian masculinities
Strategic Line (LE) 3.2.	Extending the adaptation and accessibility of specialised resources to all forms of male violence	Strategic Line (LE) 2.8.	Improving the response to all types of male violence through professional and specialised training.
Strategic Line (LE) 3.3.	Improving the availability, universality and comprehensiveness of comprehensive information and assistance resources for all victims	Strategic Line (LE) 2.9	Integrating other measures to prevent male violence
Strategic Line (LE) 3.4.	Achieving economic autonomy, employment rights and access to decent housing for victims and survivors of male violence	<b>AXIS 4EJE</b>	<b>Coordinated, multi-agency response to protect and guarantee the rights of victims/survivors of male violence</b>
Strategic Line (LE) 3.5.	Increasing the protection and safety of women victims of male violence	Strategic Line (LE) 4.1.	Strengthening and improving the coordinated institutional response to male violence
Strategic Line (LE) 3.6.	Ensuring individual and comprehensive reparation of harm.	Strategic Line (LE) 4.2.	Highlighting and combating secondary victimisation
Strategic Line (LE) 3.7.	Developing a response to vicarious gender-based violence		

# Axes and measures

# Axes and measures

## Axis 1: Updating and consolidating the framework of responsibilities and obligations of the public authorities with regard to the different forms of male violence

The EEVM has been designed taking into account a conceptual and normative basis that should serve as a reference for all policies developed by public authorities to combat violence against women. By giving shape to the initial political commitment that underpins this Strategy, the involvement of all public administrations in the search for effective solutions to this human rights violation is sought, placing institutional action at the service of citizens.

Axis 1 is configured as the pillar that provides legal protection for public action coordinated with the private intervention of the associative movement and other resources under a model of accountability.

In this way, this Strategy serves as an umbrella for:

- Integrating and consolidating the latest normative advances that regulate new guarantees for women victims of different forms of male violence, within a human rights framework, as well as recent inter-institutional agreements such as the important renewal of the State Pact against Gender-based Violence in 2021.
- Incorporating the necessary regulation of care for the different forms of violence against women into the body of legislation, making progress in complying with the Istanbul Convention.
- Expanding the responsibilities of public institutions in terms of the necessary attention to all forms of male violence adapting the competent and existing organisations and bodies.
- Incorporating the culture of evaluation into the strategy of transparency and accountability in delivering this new attention through effective and efficient responses.
- Strengthening the associative network of organisations that work on a daily basis with victims and survivors of any type of male violence, taking into account their voice and supporting them financially.
- Making the feminist approach visible throughout the Strategy.

## Strategic Line 1.1.

### Guaranteeing the normative approach to all forms of male violence(NORMATIVE)

The basis for a framework of institutional commitment rests on the adoption of legislation that addresses all forms of violence. It recognises the importance of preventing and responding to all types of violence against women covered by both the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention) and the Council of Europe Convention on Action against Trafficking in Human Beings (Warsaw Convention).

It is therefore necessary for our jurisprudence to be adapted to all forms of violence against women, to ensure measures to combat all possible manifestations of male violence (especially the least known and most invisible).

The proposal for a Directive of the European Parliament and of the Council on combating violence against women and domestic violence presented on 8 March 2022 (COM (2022) 105 final), serves as a regulatory context to guide the adaptation of Spanish legislation insofar as it criminalises rape based on lack of consent, female genital mutilation, digital harassment, incitement to digital violence and hatred, and all new forms of expression of male violence that have been identified in recent times.

In this way, a legal framework for the recognition of all these forms of violence should be promoted, with the same guarantees as for the treatment of gender-based violence, and always respecting the framework of the respective competences of each administration.

### Actions:

#### 1.1.1. Compliance with international obligations to combat all forms of male violence.

- **Measure 1.** Approval of the necessary instruments for the reinforcement and implementation of the Organic Law 1/2004 of 28 December, on Comprehensive Protection Measures against Gender-based Violence)
- **Measure 2.** Approval of the necessary instruments for the implementation of Organic Law 8/2021, of 4 June, on the comprehensive protection of children and adolescents against violence.
- **Measure 3.** Approval of the necessary instruments for the development and implementation of Organic Law 10/2022 on the Comprehensive Guarantee of Sexual Freedom.
- **Measure 4.** Adoption of the Comprehensive Law against Trafficking in Human Beings.



- **Measure 5.** Approval of the Organic Law that modifies Organic Law 2/2010, of 3 March, on sexual and reproductive health and the voluntary interruption of pregnancy.
- **Measure 6.** Adaptation of regional legislation to all forms of violence against women in the Autonomous Communities where it has not been incorporated.

## Strategic Line 1.2.

### Consolidating the State Pact against Gender-based Violence in Spain (STATE PACT)

On 22 July 2022, at a meeting of the Sectoral Conference on Equality, the Ministry of Equality and the Autonomous Communities agreed to extend and improve the funding of the State Pact against Gender-based Violence (PEVG), thus establishing an extended and permanent framework for this policy.

The so-called "Tenerife Agreement", because the Sectoral Conference was held there, conveys an institutional message of unity between the General State Administration (AGE) and the Autonomous Communities in a framework of cooperation for the next five years with a view to improving the comprehensive, effective and coordinated inter-institutional response, ensuring the existence of policies, resources and services throughout the national territory.

Within this framework of cooperation, a joint plan is to be drawn up between the central and regional administrations with common objectives linked to the maintenance and improvement of the policies, resources and services included in a reference catalogue, as well as awareness-raising and prevention actions. It also includes a commitment to training professionals, research and data collection, protocols, instruments and policies for the detection of violence and the adoption of measures for the comprehensive care and reparation of all victims of all types of violence.

In short, the aim is to align the next State Pact with this State Strategy, reflecting the relevance of the agreement and the strategy in public policies to eradicate violence against women.

#### Actions:

##### 1.2.1. Progress and consolidation of the Tenerife 2022 Agreement.

- **Measure 7.** Design of measures to guarantee the permanence of the State Pact against Gender-based Violence as a structuring instrument for public policies on violence against women, paying special attention to the financing system and the competences of each Public Administration.

- **Measure 8.** Establishment of instruments to enable the consolidation of the working group to monitor the extension, improvement and renewal of the State Pact against Gender-based Violence, improving the system of cooperation.
- **Measure 9.** Design of the means to enable the elaboration and implementation of the reference catalogue of policies and services on violence against women.
- **Measure 10.** Design of specific cooperation mechanisms with local entities and other institutions operating in the territory in the area of violence against women that guarantee the stability and permanence of the State Pact against Gender-based Violence, in coordination with the programmes of the Autonomous Communities.

### Strategic Line 1.3.

#### Strengthening the institutional framework against male violence (INSTITUTIONAL FRAMEWORK AND PUBLIC POLICIES)

Given the demand to broaden the scope and reach of public action on the multiple forms of male violence, it is necessary to continue to strengthen the commitment of public authorities to adapt quickly to new responsibilities and obligations, strengthening existing structures or, where appropriate, creating and consolidating new ones, as well as making visible the importance of promoting public policies committed to eradicating violence against women.

An example of this is the recent approval on 20 September 2022 in the Council of Ministers of the "Camino Plan" to provide economic, employment and social alternatives for victims of trafficking, sexual exploitation and women in prostitution.

The Camino Plan includes 28 measures in 5 lines of action to be implemented between 2022 and 2026, with the priority of getting victims out of the exploitation to which they are subjected in a realistic way, through a comprehensive care itinerary with programmes of access to administrative, social and economic rights and aimed at social and labour insertion.

In the context of the fight against all types of male violence, this Strategy (EEVM) is configured as the state public policy that prioritises and defines institutional action in this area and in the development of which the different action plans are included.

## Actions:

### 1.3.1. Extending the responsibilities of the institutions to all male violence.

- **Measure 11.** Adaptation of the State Observatory on Violence against Women, as well as the existing regional Observatories, to all forms of violence against women.
- **Measure 12.** Creation and consolidation of the State Coordination Committee on Sexual Violence, in coordination with the State Observatory on Violence against Women, as a consultative and advisory body on sexual violence.
- **Measure 13.** Strengthening the role of the Coordination and Violence against Women units of the Government delegations and sub-delegations, as a focal point in the territories with respect to all forms of male violence, in coordination with the Autonomous Communities.
- **Measure 14.** Promotion of institutional collaboration measures with international organisations and institutions to strengthen Spain's role in the fight against male violence, as well as in support of international cooperation for development and humanitarian action with partner countries and organisations.

### 1.3.2. Public policies at the centre of institutional action.

- **Measure 15.** Consolidation of the State Strategy to combat male violence as the backbone instrument of state public policy to eradicate this violence in Spain, with a four-yearly character, in coordination with the plans established by the Autonomous Communities in the exercise of their competences.
- **Measure 16.** Promotion, implementation and evaluation by all competent administrations (General State Administration, Autonomous Communities and Cities of Ceuta and Melilla, local entities) of public policies and other instruments to continue guaranteeing that the eradication of violence against women is a priority policy: development and promotion of strategies, equality plans, action protocols, coordination and referral protocols, action guides, programmes and instruments, etc.

## Strategic Line 1.4.

### Evaluating public policies to improve the institutional response to male violence (EVALUATION)

The guiding principle of accountability assumed in the design of this EEVM entails the transversal incorporation of mechanisms for monitoring and evaluation of actions as a formula for transparency and to respond to society as a whole, which requires a careful analysis of what works and what does not in the attention to male violence.

Within the PEIEMH 2022-2025 there are several synergies with this Strategic Line. On the one hand, measure VM.1.2.1 is included to ascertain the degree of application and results and scope of the regulations and public policies aimed at combating all forms of male violence, specifically by having "a permanent system for monitoring and evaluating the actions of the Government, Autonomous Communities (CCAA) and Local Entities that offers periodic and reliable information on the implementation processes of their regulatory measures and public policies, and their impact on gender-based violence against women" (measure 360); on the other hand, Line VM.5.2 of Evaluation of the institutional response in the framework of male violence (measures 472 and 473).

In addition to the fact that the Strategy includes its own design of a Monitoring System for the lines of action and measures designed to allow for a continuous evaluation of public action with annual milestones of institutional assessment, this specific strategic line addresses some proposals referring to the monitoring of the activity provided by the different agents of the prevention and care network in a comprehensive model of coordinated response for the care of women survivors and their children.

In this way, by promoting mechanisms for assessing the services offered and received, it will be possible to provide feedback on the institutional response in a model that guarantees resources. Ultimately, the ultimate goal is to have up-to-date information on processes and results, focused on the permanent improvement of this public policy.

#### Actions:

##### 1.4.1. Transparency and accountability in the fight against male violence.

- **Measure 17.** Implementation of a system to evaluate the effectiveness of all public policies on violence against women.
- **Measure 18.** Design of a system of accountability and evaluation, providing decision-making, to fulfil institutional obligations in the coordinated response to male violence.
- **Measure 19.** Six-monthly report from the Autonomous Communities to the Government

Delegation against Gender-based Violence, through the computer application developed for this purpose by the DGVG, of data and information on the functioning of the unified accreditation for victims of male violence and to evaluate its application.

- **Measure 20.** Establishment and/or design of mechanisms for the evaluation of the degree of satisfaction of women victims and survivors who access the resources for information, care, support and protection against male violence, by the Public Administrations within the scope of their respective competences.
- **Measure 21.** Establishment and/or design of mechanisms for the assessment of data and procedures for action from the systems of suggestions, complaints and acknowledgements about the system of protection, security and care for victims.
- **Measure 22.** Follow-up and assessment of the mobility procedure for female civil servant victims.

### Strategic Line 1.5.

Strengthening the feminist movement, women's and human rights associations and other social actors, from an intersectional and human rights approach (FEMINIST MOVEMENT)

In order to guarantee the effectiveness of public action in terms of intervention and the fight against male violence, close collaboration between public institutions and entities that are in permanent contact with victims and survivors is inextricably linked to the feminist movement, women's and human rights associations, as well as other social agents such as trade unions and employers' organisations. All of them are key to improving the efficiency of the response to violence, both within the Spanish state and in the international context of foreign action and cooperation for development and humanitarian action.

A broad cross-section of associations from the feminist movement, women's and human rights associations actively participated in the preliminary diagnostic phase and in the design phase of this Strategy, as well as representatives of social organisations. Their voice has been essential to gain first-hand knowledge of the obstacles to combating the various manifestations of violence against women, to identify the needs of women victims-survivors and their children, as well as the demands of the professional groups that accompany them in the process of recovery and reparation. It is also key to gathering possible solutions and complementing them with those proposed by the public authorities with responsibility in the matter.

With the specialised view of feminist entities and organisations, it becomes

more feasible to provide this public policy with an intersectional and human rights approach, as well as to integrate services and resources aimed at addressing all forms of male violence and all its victims throughout Spain.

Within a necessary framework of public-private collaboration, the actions of this strategic line of action are aimed at strengthening the women's associative and feminist movement not only with measures to continue guaranteeing economic support, but also with the reinforcement of its participation by supporting its representativeness in certain reflection and decision-making bodies, and by having the voice and testimony of women survivors in the elaboration of public policies, putting women at the centre.

### **Actions:**

#### **1.5.1. Public funding and support.**

- **Measure 23.** Consolidation and continuity of the lines of public subsidies aimed at the feminist and women's associative movement.

#### **1.5.2. Participation.**

- **Measure 24.** Guarantee the global representativeness of the feminist movement and women's associations in the collegiate bodies of participation of public administrations, as well as other social agents, from a feminist, intersectional and human rights approach.
- **Measure 25.** Incorporation of the testimony, based on respect and active listening to women survivors and victims, and their children, in the elaboration of public policies and other decision-making spaces.

## **Axis 2: Awareness raising, prevention and detection of different forms of male violence**

Awareness-raising, prevention and detection is one of the pillars of the fight against male violence.

The best formula for anticipating a culture free of male violence is based on education in equality between women and men, from an early age, and the continuity of this training throughout life, both in the learning of a profession and in its practice, in particular by permanently training the teams of professionals who detect this violence and intervene to mitigate it on a daily basis in areas such as health or social services. All of this, with the aim of avoiding the reproduction of male violence throughout the different generations.

In this context, in addition to the formal and informal education system, the media and technology must become allies in eradicating messages that reproduce inequality through the channels closest to each target group. On this path, men are key agents of the paradigm shift, which invites us to include them as part of the solution and to value those egalitarian strategies that promote this role.

## Strategic Line 2.1.

Broadening the view of all forms of violence and all victims/survivors: improving knowledge of all manifestations of male violence (DATA AND STUDIES)

In order to effectively combat male violence, it is necessary to know more about it. Naming it, identifying it, measuring it and studying it, from its causes to its consequences, helps to debunk myths and better focus response strategies. Having comparable and regular information makes it possible to treat the issue as a systemic problem of inequality, not an occasional one.

The proposal for a Directive of the European Parliament and of the Council on combating violence against women and domestic violence presented on 8 March 2022 (COM (2022) 105 final), as well as the Istanbul Convention (2011) itself, address the concern about the scarcity of statistical data and promote the obligation to collect and record them.

Within the PEIEMH 2022-2025, the second line of Axis 3 of Life free of male violence converges with this strategic line of the EEVM in terms of improving knowledge of the context, magnitude and incidence of male violence and insists on the need to have updated and homogeneous data on the incidence of male violence in all areas (VM.2.1.1.).

This EEVM Strategic Line is particularly linked to actions 362, 368, 367, 369, 373, 374, 375, 394 of the Strategic Plan for the Effective Equality of Women and Men (PEIEMH).

Therefore, there is a need to improve and expand the current comprehensive information gathering system to generate knowledge. On the one hand, it is essential to collect new records in order to subsequently evaluate the quality of prevention and intervention services, to identify best practices and to know the real impact of public and third sector action.

Thus, the first step is to assume the commitment to a rigorous collection of reliable quantitative data on the prevalence and incidence of male violence in all its manifestations and the systematic updating of sources, working in a coordinated manner between administrations and professionals for the homogenisation of methods and the comparability of measurement indicators.

But in addition to the quantitative approach, qualitative knowledge of this reality must also be expanded. This complementary approach contributes to delving deeper into the causes, the new channels through which violence is exercised, the more subtle manifestations, etc. In addition, the aim is to further the study of the lesser known forms of male violence by promoting new research into realities that are more difficult to quantify. It is also necessary to generate knowledge about all its victims and also about the characteristics of the perpetrators.

### **Actions:**

#### **2.1.1. Analysis of data and statistics to raise awareness of and combat male violence.**

- **Measure 26.** Participation of Spain in the First European Survey on Gender-based Violence, as well as in subsequent surveys, using a harmonised methodology of the European Statistical Office (EUROSTAT) and participating on a temporary basis as indicated by the European Union bodies.
- **Measure 27.** Adaptation of the Macro-survey on Violence against Women both to the new needs for knowledge of male violence and to international statistical requirements.
- **Measure 28.** Adaptation of official statistical operations on violence against women, both at state and regional level, to all manifestations of this type of violence (intimate partner or ex-partner violence, trafficking in women and girls for sexual exploitation, sexual violence, female genital mutilation, forced marriage, economic violence and institutional violence).
- **Measure 29.** Creation of official statistics on feminicides in Spain, beyond the partner or ex-partner.
- **Measure 30.** Publication of data to make visible feminicides linked to vicarious violence, understood as the murder of a woman or her child daughters and sons by a man as an instrument to cause harm or damage to another living woman.
- **Measure 31.** Collection, analysis and dissemination of statistical data on Spanish women murdered abroad.
- **Measure 32.** Updating of statistical indicators in order to properly understand the reality of all forms of male violence (intimate partner or ex-partner violence, trafficking in women and girls for sexual exploitation, sexual violence, female genital mutilation, forced marriage, economic violence and institutional violence).
- **Measure 33.** Conducting prevalence studies through the collection of statistical data and the design of indicators for all types of sexual violence against women.



- **Measure 34.** Elaboration of recommendations for the inclusion of new statistical indicators on sexual violence as another form of male violence.
- **Measure 35.** Generation of data and research on the different dimensions of sexual harassment in the workplace, gender-based harassment and cyber-bullying.
- **Measure 36.** Improved systematisation and comparability of data during the collection process by the health sector throughout the country on all forms of violence against women covered by the Istanbul Convention.
- **Measure 37.** Updating of the Official Statistical Bulletins of the Government Delegation against Gender-based Violence to the different forms of male violence.
- **Measure 38.** Update of the Yearbook of the State Observatory on Violence against Women on the different forms of male violence.
- **Measure 39.** Carrying out surveys aimed at obtaining statistical data on men's perception of different aspects of male violence.
- **Measure 40.** Compilation and monitoring of statistical data on female public employees who are victims of male violence.
- **Measure 41.** Conducting a survey on male violence against women with disabilities.
- **Measure 42.** Participation and visibility of Spain's role in specialised forums on international statistics on violence against women, in collaboration with international organisations (UN Women, European Gender Institute (EIGE), EUROSTAT, etc.).
- **Measure 43.** Creation of a website of the State Observatory on Violence against Women with updated information and statistical data to publicise all forms of male violence.
- **Measure 44.** Updating and continuous improvement of the Statistical Portal of the Government Delegation against Gender-based Violence.
- **Measure 45.** Continuous improvement of official statistical data on the resources and services available in all the Autonomous Communities for victims of all forms of male chauvinism.
- **Measure 46.** Promotion and consolidation of the specific unit for the evaluation of data from the Courts for Violence against Women, located in the General Council of the Judiciary (CGPJ).
- **Measure 47.** Expansion and homogenisation of indicators for monitoring the judicial response to all forms of violence against women.
- **Measure 48.** Collection of data on the forms of violence against women experienced by women during the course of criminal proceedings (from reporting and investigation to prosecution and outcome), disaggregated by age, nationality, disability, type of violence and relationship between victim and perpetrator.

- **Measure 49.** Expansion of the data collected by the General Council of the Judiciary (CGPJ) on divorce and custody decisions that fall under the jurisdiction of the Courts of Violence against Women, daughters and sons in order to be able to assess how Spanish courts guarantee the safety of women, girls and child victims and survivors.
- **Measure 50.** Compilation of statistical data on institutional action in terms of prevention, detection, comprehensive care, protection and reparations, incorporating information from all public administrations and from organisations specialising in victim assistance.

**2.1.2. Consolidation of a line of studies and research in the framework of the different forms of male violence, with an intersectional and human rights approach, in order to guarantee specialised publications on an annual basis.**

- **Measure 51.** Introduction of an intersectional approach in all studies on male violence, taking into account the diversity and specificities of women with disabilities, women over 65 and of retirement age, young women, women in rural areas, migrant women, convicted women, women suffering from dual pathologies and addictions, women of other ethnic groups, sons, daughters and minors in the care of women victims, as well as their social class.
- **Measure 52.** Studies on vicarious violence and on the repercussions of violence against women on their children and minors under their guardianship or custody who are victims of this violence.
- **Measure 53.** Publication of research for the analysis and improvement of knowledge on the application of the false parental alienation syndrome (PAS) in judicial judgments, in accordance with the recommendations made by the United Nations Rapporteur to Spain, as well as the unregulated figure of parental coordination.
- **Measure 54.** Conducting specialised studies on digital violence against women and girls.
- **Measure 55.** Conducting studies and analysis on political violence against women.
- **Measure 56.** Publication of studies for the analysis of economic violence as a form of male violence.
- **Measure 57.** Publication of studies on the stereotypes and prejudices of male violence in different socio-economic classes, with a special focus on the middle and upper-middle classes.
- **Measure 58.** Conduct studies and research on the causes, frequency, consequences and conviction rates of sexual violence, including from the perspective of due diligence and prevention of institutional violence.

- **Measure 59.** Conducting research on the different dimensions of sexual harassment in the workplace, gender-based harassment and cyber-bullying.
- **Measure 60.** Improving knowledge about sexual aggressions in the private sphere, as well as in the public space and in leisure and free time spaces (street harassment, nightlife, violence under the influence of substances, etc.).
- **Measure 61.** Development of specific and specialised studies on women and girls trafficked for the purpose of sexual exploitation and in contexts of prostitution, with reference to women in prison and women sentenced to alternative sentences or measures to imprisonment.
- **Measure 62.** Publication of specific and specialised studies on male violence against women with disabilities.
- **Measure 63.** Conduct studies on forced sterilisation as a form of violence against women.
- **Measure 64.** Carrying out specific studies on Roma women or women from other ethnic or racialised groups and other cultures in relation to the violence they suffer because they are women.
- **Measure 65.** Conduct specific studies on violence in situations of early, arranged or forced marriages or unions.
- **Measure 66.** Publication of research on the incidence of inappropriate and unnecessary gynaecological interventions in gynaecological-obstetric, perinatal and reproductive health practice in public and private health centres.
- **Measure 67.** Conducting studies on the violence suffered by women on migration routes and upon arrival in the country of destination and/or transit.
- **Measure 68.** Carrying out studies on the characteristics and dimension of male violence against women over 65 and of retirement age.
- **Measure 69.** Conducting studies of the institutional and other response, including male violence, to the situation of women in rural areas
- **Measure 70.** Development of specific studies to ascertain the evolution of the eradication of violence against women in the educational community.
- **Measure 71.** Carrying out studies to find out the involvement of men and boys in policies for the prevention and eradication of male violence.
- **Measure 72.** Carrying out specialised studies on the causes, consequences and/or interaction of male violence with situations of social exclusion, poverty or homelessness suffered by women.
- **Measure 73.** Conduct specialised studies on orphans of gender-based violence.

## Strategic Line 2.2.

### Transforming society from a human rights and intersectional perspective (SOCIAL AWARENESS-RAISING ACTIONS)

In a public policy to fight against male violence, it is essential to activate social awareness-raising strategies to raise awareness about it. In order to achieve a real social transformation that influences a change in attitudes and behaviour, it is essential to ensure the permanence of these awareness-raising actions by extending them beyond the usual campaigns around certain commemorative or vindicatory dates during the year (such as 8 March or 25 November).

This is in line with Measure 1 of the Catalogue of urgent measures of the Plan for Improvement and Modernisation against Gender-based Violence, Resolution of 28 July 2021, the Agreement of the Council of Ministers of 27 July 2021).

Thus, the aim of permanent awareness-raising is to prevent in order to avoid and to inform in order to act. On the one hand, it is considered necessary to broaden the scope of public awareness of the existence and prevalence of male violence in all its forms, to combat denialism, hate speech and the effects of the anti-feminist narrative, to make visible the more subtle forms in which it manifests itself and to understand the consequences for society as a whole.

Male violence manifests itself in multiple forms and can potentially be suffered by any woman and her children, which is why it is essential to apply the principle of intersectionality to the awareness-raising and sensitisation strategy. It is therefore necessary to define specific campaigns for specific situations and contexts of vulnerability experienced by very different profiles of women.

On the other hand, awareness-raising helps to orient and interpret existing information and to inform about the network of available resources so that survivors and victims themselves - and potential aggressors - and their environment can react before violence occurs; or go as quickly as possible to ask for help to assess the risk; or, in case violence has already occurred, to make known the best way of redress and of sanction and rehabilitation in the case of the aggressor.

In other words, awareness-raising must be part of the culture of prevention and the fight against violence, it must be present throughout the whole process and reach the whole of society, from the potential victims to the environment: the professionals who can help them, the institutions that must offer the best

response and the aggressors who must know the consequences of their behaviour. It also helps to promote the involvement of the victim's environment and society as a whole, to generate public rejection and to fight against the culture of violence in general. Consequently, awareness-raising campaigns must serve to provoke a change in attitudes and break the complicit silence, both in Spain and in those contexts where Spanish development and humanitarian action policy is present.

This is also consistent with measure 1 of the Catalogue of Urgent Measures of the Plan for Improvement and Modernisation against Gender-based Violence.

It also ties in with the third line of the Axis of Life free of male violence within the Strategic Plan for the Effective Equality of Women and Men (PEIEMH) 2022-2025 and specifically with the package of measures VM.3.1 "Promote awareness and sensitisation of society against male violence from a gender, intersectional and human rights approach".

With the impulse given by the present Strategy, it is also intended to improve and innovate in the formats and messages to better reach the population as a whole, and throughout the participatory process it has been demanded that these actions should be conducive to:

- A change of focus: 1) where appropriate and when necessary, to promote the image of the woman survivor who manages to leave violence; 2) to provide heterogeneous and diverse images of survivors and victims; 3) to direct messages towards the aggressors, who are the original and only perpetrators of violence.
- The creation of influential male role models for boys and young men, as alternative role models to disseminate positive practices in the different information channels with the largest audience, paying special attention to those that reach the most young people.
- The promotion of good treatment as the best tool for building a society free of male violence.
- Dismantle the gender-based violence denialist discourse.
- Fostering trust in institutions.

Finally, in order to achieve a constant awareness-raising activity, it is necessary to activate measures of different scopes that have an impact on specific target audiences, as well as on the citizenry as a whole. Therefore, these campaigns should involve professionals duly specialised in equality and prevention of male violence and/or have the advice of feminist groups, giving visibility to third sector entities and professionals who work in a specialised way.

## Actions:

### 2.2.1. Broadening the view: awareness-raising campaigns as a tool for raising social awareness against all forms of male violence.

- **Measure 74.** Carrying out social awareness campaigns aimed at the entire population, aimed at combating and eradicating all forms of male violence, beyond the partner or ex-partner (intimate partner or ex-partner violence, sexual violence, digital violence, repeated harassment, sexual harassment at work, economic violence, etc.), from a feminist, human rights and intersectional approach.
- **Measure 75.** Carrying out awareness-raising and social sensitisation campaigns specifically aimed at men, adolescents and children to prevent male violence, paying special attention to intimate partner or ex-partner violence, trafficking in women for sexual exploitation, prostitution and sexual violence, including digital violence.
- **Measure 76.** Carrying out social awareness campaigns aimed at young people, with references and messages appropriate to their reality, and paying special attention to intimate partner or ex-partner violence, sexual violence, trafficking in women for the purpose of sexual exploitation, prostitution, digital violence and repeated harassment(*stalking*).
- **Measure 77.** Conducting institutional awareness-raising campaigns to prevent the demand for services linked to sexual exploitation and pornography that naturalises sexual violence.
- **Measure 78.** Promoting measures to ensure that social awareness campaigns have universal accessibility and design for all.

### 2.2.2. Changing attitudes against male violence through other social awareness-raising actions.

- **Measure 79.** Specific social awareness measures for women living in rural areas, women with disabilities, women over 65 and of retirement age, migrant women, women living in poverty.
- **Measure 80.** Carrying out awareness-raising and dissemination actions aimed at children and adolescents, families, teachers, educators and other professionals who work regularly with minors on the safe and responsible use of the Internet and information and communication technologies, as well as on the risks arising from inappropriate use that can generate phenomena of sexual violence against children and adolescents such as cyberbullying, grooming, gender-based cyber-violence or sexpreading, as well as the access and consumption of pornography among the underage population.

- **Measure 81.** Promotion of awareness-raising actions in various media, especially digital and through social networks, to involve society as a whole as part of the solution to eradicate male violence.
- **Measure 82.** Promotion of social awareness-raising activities to discourage the demand for all kinds of services linked to sexual exploitation, trafficking for sexual exploitation, prostitution and sex tourism.
- **Measure 83.** Promoting action to change social understanding of violent pornography, generating social awareness of how it contributes to reproducing sexual violence against women and girls, leading to the rejection of its consumption, rather than its normalisation.
- **Measure 84.** Promotion of "zero tolerance" actions aimed at the workplace to prevent sexual harassment of women and gender-based harassment at work.
- **Measure 85.** Promotion of action to raise awareness of Spanish action abroad and the role of international development cooperation and humanitarian action in the eradication of male violence.
- **Measure 86.** Promotion and development of measures to prevent violence against women, with special attention to sexual violence, in the different areas of children's and young people's leisure time and/or leisure spaces, especially nightlife and festive spaces.
- **Measure 87.** Promotion of measures to raise public awareness of violent practices against women and in relation to sexual and reproductive rights, in particular female genital mutilation, forced and early marriages, trafficking and sexual exploitation of women and girls.
- **Measure 88.** Promoting actions to raise awareness and prevent male violence in the field of sport.
- **Measure 89.** Implementation of measures and action to raise visibility and awareness for the prevention of male violence in professional, federated and non-federated sports environments.
- **Measure 90.** Carrying out action to raise awareness and prevent male violence in the field of culture with the aim of reaching the population as a whole.
- **Measure 91.** Carrying out awareness-raising and prevention action with private companies committed to the eradication of male violence.
- **Measure 92.** Carrying out action to raise awareness and prevent male violence through local business sectors, especially pharmacists.
- **Measure 93.** Awareness-raising events to prevent male violence (International Days, presentations of studies and research, etc.).

- **Measure 94.** Dissemination of new materials in different formats (paper, digital, easy to read) to raise awareness of all forms of violence against women.
- **Measure 95.** Information through different channels of dissemination of the signs of abuse, as well as of the specialised resources available to victims and survivors of male violence, in order to raise awareness of their existence among the general population and women in particular.
- **Measure 96.** Promotion of prevention and awareness-raising measures against everyday male violence.

### Strategic Line 2.3.

Strengthening collaboration with the media, and the audiovisual and advertising sector as allies against male violence (MEDIA, AUDIOVISUAL AND ADVERTISING SECTOR)

Actions to raise awareness and prevent male violence should count on the media, the audiovisual sector and advertising as true allies, as essential channels for disseminating policies aimed at combating this human rights violation and transmitting the right messages to their audiences.

This idea is also in line with the approach of Line VM 3.2 of the PEIEMH 2022-2025. The link of this EEVM Strategic Line with actions 385 and 386 of the PEIEMH is particularly relevant.

However, expert analysis of the relationship between violence against women and the media still reveals that some media are not yet sufficiently aware of the existence of gender stereotypes in the information they broadcast (news, debates, programmes) or in advertising and other audiovisual content. They may even be unaware that these same media generate and reproduce forms of symbolic violence against women.

Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence already dedicated an entire chapter to the field of advertising and the media, and since then numerous recommendations and guides have been disseminated so that the account of this reality promotes the protection and safeguarding of equality between men and women with the corresponding informative objectivity and the dignity of the victims. However, the gender perspective is still not systematically included in the treatment of all content or in the use of language, and the invisibility of women in many key areas is perpetuated.



In this scenario, a more accurate contextualisation is still lacking when reporting on male violence. Expert analysis concludes that too many lurid details or details about the privacy of the victims are given, with the risk of the audience blaming the victims rather than the perpetrators, and not enough emphasis is placed on other information about how male violence is combated. Nor is there a mechanism that formally invites correction or punishes such malpractices.

Therefore, it is still necessary to incorporate ethical codes of communication with a gender perspective that break with current resistance and to establish effective mechanisms to control the treatment of information in order to contribute to the eradication of violence against women. In addition, the correct treatment of intersectionality in women victims of male violence is still pending, especially with regard to women with disabilities and migrant women, who are sometimes underestimated or re-victimised in the news.

It is time for the media to promote specialised programmes on all forms of violence, involving specialists, women victims and survivors. There is a need for programming also aimed at children to promote the values of respect and equality. The idea must also be instilled that the correct treatment of information from a gender perspective is not an option, but an obligation.

## Actions:

### 2.3.1. Transforming society through the media.

- **Measure 97.** Promoting action aimed at eliminating sensationalist approaches to information on male violence (intimate partner or ex-partner violence, sexual exploitation and prostitution contexts, female genital mutilation, forced marriages, digital violence, etc.).
- **Measure 98.** Carrying out action for the elimination of information and images that contain characterisations of girls with sexual connotations or that reproduce sexist violence and/or everyday male violence.
- **Measure 99.** Promoting measures in the media, communication agencies, the private sector and the technology sector aimed at eradicating symbolic violence and cultural violence against girls, young women and women.
- **Measure 100.** Development of measures and recommendations aimed at sensitising the media to avoid messages that reinforce the narrative of sexual terror.
- **Measure 101.** Consolidation of the Observatory for Equality of the RTVE Corporation as a body for the promotion of measures to prevent male violence.

- **Measure 102.** Establishment of agreements and coordination measures between the General State Administration, together with the Autonomous Communities (CCAA) with their Observatories and the media, to promote strategies to combat male violence.
- **Measure 103.** Initiatives to promote the proper treatment of news and entertainment information on male violence in different media and to prevent advertising from offering biased, prejudiced and stereotyped social imaginaries of women.

### 2.3.2. Advertising as a necessary ally.

- **Measure 104.** Adoption of self-regulatory agreements with advertising associations to ensure that the prevention of male violence is integrated as one of the objectives of advertising codes of conduct.
- **Measure 105.** Promoting the Code of Non-Sexist Advertising

## Strategic Line 2.4.

### Combating digital gender-based violence against women (DIGITAL VIOLENCE)

In addition to what has been said above about the media, there is a social alert about the spread of forms of expression of male violence on online platforms and in the use of social networks, where the proliferation of sexist and hateful expressions protected by anonymity (which are not even conceptualised as a crime) converge. This is aggravated by the victims' lack of knowledge about how to report these assaults.

In addition, there is the aforementioned concern about the increasingly early access to violent pornographic spaces on the internet by children and adolescents, which can normalise sexual cyber-bullying and other manifestations of violence transmitted through the digital medium. The consequences of this violence in the early stages of life are highly damaging and can range from severe psychological sequelae to suicide.

This problem makes it difficult to make visible, measure (quantify and research), prevent, regulate and act on this digital violence. It is not about stigmatising social networks or online platforms, but about working to make them safe spaces for information, free from male violence and combating hate speech and misogyny by moving towards good governance strategies for these channels of social interaction.

All of this implies the need to activate a commitment not only from companies in the technology sector as collaborators in the fight against digital violence against women by combating it in their own environment, but also from other agents (legal operators, educators, social agents, etc.) whose transversal intervention is crucial.

## Actions:

### 2.4.1. Safe and free digital environments for women and girls.

- **Measure 106.** Promoting measures aimed at eradicating gender stereotypes, sexist attitudes and discrimination against women online.
- **Measure 107.** Promoting mechanisms, in the ICT sector and Internet intermediaries, including social networks, to avoid gender bias in the design of their products, mobile applications, video games, as well as in the development of artificial intelligence.
- **Measure 108.** Design and consolidation of specific lines in competitive grants that support feminist networks and/or women's associations that work for women's digital security and promote freedom of expression and empowerment online.
- **Measure 109.** Development and dissemination of digital safety tools for women and girls to protect their privacy and enhance freedom of expression, as well as strategies to combat online abusers.

### 2.4.2. Safety and protection from online violence.

- **Measure 110.** Promoting measures to ensure that professional teams of services or units responsible for investigating crimes of violence against women have sufficient knowledge to collect, analyse and protect digital evidence in cases of cyber-violence.
- **Measure 111.** Promote measures to combat political violence against women.
- **Measure 112.** Periodic review and update, if necessary, of the specific indicators on digital male violence.
- **Measure 113.** Establishment of accessible and safe procedures and channels for all women to report the dissemination or existence, without their consent, of images, videos or other intimate materials depicting sexual activities, as well as violence that is perpetrated through digital media, social networks or video games.

## Strategic Line 2.5.

### Educating against male violence throughout life (EDUCATION)

Despite regulatory advances in the field of equality in education, where new laws tend to include the perspective of equality between women and men, it is necessary to continue promoting co-education projects and programmes for the prevention and eradication of male violence. All of this, with the aim of going to the origin of male violence and avoiding the perpetuation of this violence.

The PEIEMH 2022-2025 includes a line LV.3.3 to strengthen the prevention of all forms of male violence in the education system as part of education in equality and human rights and line 4.1.1 referring to instruments to support early detection in the educational sphere, among others.

In particular, this EEVM Strategic Line is linked to actions 398, 399, 404 and 405 of the PEIEMH.

Throughout the participatory diagnosis for the design of the Strategy, it has become clear that there is a lack of training on violence against women among teachers and an excessive dependence on voluntarism to apply the promotion of equality and the prevention of male violence. In addition, there is sometimes a lack of sufficient specialised support and coordination of resources from public institutions.

On the students' side, throughout the participatory phase of the strategy, it has become clear that, despite the progress made, there is still a high incidence of psychological violence and control among adolescents, and difficulties persist in asking for help from students who experience male violence. Added to this is the easy access to pornography for the majority of adolescents and its impact on emotional relationships (dehumanisation- objectification, hypersexualisation, sexist discourses, online sexual harassment, distribution of roles of submission for women / domination-satisfaction for men, naturalisation of violence, etc.).

Not all educational centres have guidelines or a defined protocol for action on gender-based violence and other forms of male violence, lacking figures responsible for equality and, in general, lacking the budget, time and teaching tools to prevent and/or adequately diagnose situations of male violence.

Therefore, within the school community, sexist attitudes among adolescents and young people need to be tackled on several fronts simultaneously. In this educational context, new tools for the prevention of violence from a human rights perspective, with an intersectional gender perspective, must be implemented,

as well as having reference agents in the field, such as those responsible for equality/co-education or those who coordinate the protection of minors with regard to violence in educational centres.

All this translates in the present EEVM into the need to promote a model that changes mentalities and that transversalises the gender perspective and the prevention of violence for the whole educational community and throughout the whole academic career, including the third cycle training stage (vocational training and university) and the training of adults.

### Actions:

#### **2.5.1. The educational community at school and as agents of change: comprehensive educational actions to prevent male violence.**

- **Measure 114.** Design of innovative educational tools and methods in non-formal educational environments for the early detection of and a comprehensive response to male violence from childhood, in any of its manifestations
- **Measure 115.** Development and implementation of co-education and prevention projects of all forms of male violence in schools throughout Spain.
- **Measure 116.** Development of new pedagogical and educational materials for the prevention of all forms of male violence (intimate partner or ex-partner violence, sexual violence, digital violence, etc.), developed by experts in the field of children and with a gender perspective.
- **Measure 117.** Training students in the prevention of all forms of male violence, with the necessary adaptations for students with specific educational needs and including criteria for the professionals who teach it.
- **Measure 118.** Teacher training in co-education and prevention of male violence, in a coordinated manner and with an intersectional approach, at all educational stages, including the 0-3 years stage.
- **Measure 119.** Design of specific actions aimed at the families of pupils (AFAS), for the prevention of all forms of male violence.
- **Measure 120.** Call for entries for the IRENE Awards: "Peace begins at home" aimed at rewarding educational actions for the prevention and eradication of male violence.
- **Measure 121.** Creation of an editorial line on equality, co-education and prevention of violence against women in the education system.
- **Measure 122.** Promoting prevention and action against male violence in the Spanish university system.

### 2.5.2. Consolidation of structures in the education community to combat male violence.

- **Measure 123.** Development of coordination instruments and common protocols for the educational community as a whole to prevent, detect and act against male violence at all educational stages.
- **Measure 124.** Promotion of new measures for the consolidation of School Councils as bodies for the promotion of educational measures against male violence in all schools in Spain.
- **Measure 125.** Creation of mechanisms of support and collaboration with the educational inspection services to continue to make progress in their work of ensuring compliance with and application of the provisions of the regulations on male violence.

### 2.5.3. The University, a space free of violence against women.

- **Measure 126.** Promoting the implementation and consolidation of resources against male violence in the university community.
- **Measure 127.** Establishment of a training itinerary on the prevention of male violence in the curricula leading to the award of official university degrees where it is coherent with the competences inherent to them.

## Strategic Line 2.6.

Increasing the prevention and detection of male violence in health, socio-health and social services (HEALTH AND SOCIAL SERVICES)

Together with the educational sphere, the health, social and health care and social service environments are essential ecosystems for direct relations between professionals and possible victims and survivors of violence, where certain indicators can be used to infer and detect situations or risk of male violence.

The trained action of these professionals can prevent this violence or, at least, mitigate it with early detection and the subsequent activation of intervention protocols, opening the door to access specialised services and resources.

## Actions:

### 2.6.1. Promotion of measures to prevent and raise awareness of all forms of violence against women in social and health care resources and social services.

- **Measure 128.** Dissemination and, where appropriate, development of common specialised protocols in relation to all forms of male violence, to be applied in the network of social services, socio-health and penitentiary centres, in coordination with the specialised services.
- **Measure 129.** Creation of national awards for best practice in the eradication of violence against women in the fields of social and health care and social services.
- **Measure 130.** Development of standardised and validated instruments for the early detection of different types of violence against women in social services in Spain.
- **Measure 131.** Consideration of male violence in the elaboration or revision of social, health and social care models (PAI).
- **Measure 132.** Production and dissemination of resource guides and good practices in the network of social services and socio-health services.

### 2.6.2. The health system as a key agent in the detection and eradication of male violence.

- **Measure 133.** Elaboration, updating and dissemination of common specialised health protocols for detection and care in relation to all forms of male violence (intimate partner or ex-partner violence, non-partner sexual violence, trafficking of women for sexual exploitation, female genital mutilation, forced marriages), to be applied in all the centres that make up the Spanish National Health System, and attending to diversity with an intersectional approach (women with disabilities, women in rural areas, elderly and retirement age women, migrants and women in prison, etc.).
- **Measure 134.** Elaboration, application and dissemination of a standardised validated instrument to facilitate the detection of gender-based violence under Organic Law 1/2004 in the Primary Care services of the Spanish National Health System, especially in Primary Care, throughout Spain.
- **Measure 135.** Implementation of the standardised validated instrument to facilitate the detection of gender-based violence in the Spanish National Health System, especially in Primary Care services, which will be progressively implemented throughout the State territory approved in the "Catalogue of Urgent Measures of the Plan for Improvement and Modernisation against Gender-based Violence".
- **Measure 136.** Design of an intervention programme for victims of gender-based violence from the Mental Health Network and other health resources to unify diagnostic criteria and enable comprehensive care, including dual pathologies and addictions.

- **Measure 137.** Promoting measures for the prevention of violence against women in the area of sexual and reproductive rights.
- **Measure 138.** Inclusion of a section on male violence in the Sexual and Reproductive Health Plan of the Institute of Women.

## Strategic Line 2.7.

### Involving men as part of the solution: egalitarian masculinities (MEN)

Involving men as part of the solution is a central line of work within the EEVM and contributes to the appropriation of the problem and part of its solutions by boys, young men and men, who have a fundamental role in the prevention and eradication of this violence.

Most equality policies still suffer from a lack of measures to promote change among men, but the goal of a society free of male violence will not be achieved without the active and committed participation of men. It is therefore necessary to include more explicitly concrete measures to promote this paradigm shift.

In this context, it is considered appropriate to work with men as agents of change and prevention of violence, including in the logic of prevention specific training, awareness-raising and/or debate actions with men that contribute to reflect, for example, on the construction of male hegemonic sexuality and its relationship with power and violence.

But, in addition, a comprehensive paradigm implies putting the focus on men, not only to promote egalitarian masculinities as part of the solution, but also to generate in the aggressors themselves an awareness of rejection and condemnation of the violence committed that contributes to the reparation of the surviving victims. We are talking about abusers with their partners or ex-partners, as well as sexual harassers and aggressors, rapists, pimps, cyber sex offenders and perpetrators of any type of male violence.

Thus, intervention with offenders contributes to trying to ensure non-repetition of harm.

Civil society denounces the scarcity of resources and the excessive waiting lists, both in interventions with men involved in judicial proceedings and convicted, as well as with men denounced and not convicted for any type of male violence. There is also a perceived lack of training and awareness in the work environment with the aggressor, not only on the part of professionals in the legal and prosecutor's offices, but also on the part of all the personnel who accompany the process.



Therefore, experts speak of the need for re-education as part of a restorative and not merely punitive democratic justice model. Research on male violence indicates that it is mostly perpetrated by men who do not have any pathology, but who do have a need for more egalitarian references in their relationships with women and the socio-emotional skills that allow them to put them into practice. This, again, requires professionals specialised in this type of intervention with men.

This is an approach where not only judicial punishment and social condemnation should intervene, but also the need to work from the penitentiary and social system for a training and rehabilitation treatment aimed at making the aggressor understand the meaning of the violence exercised on the victim(s), its immediate effect and the longer term consequences of his behaviour and so that he does not repeat it at the end of his sentence.

Likewise, acknowledgement of harm and acceptance of responsibility is a key component of the victim satisfaction process; both are fundamental to the notion of reparation as outlined in the Istanbul Convention and the EU Strategy on Victims' Rights (2020-2025).

### Actions:

#### **2.7.1. Specific measures aimed at men in the strategies, public policies and pacts promoted by public administrations on violence against women.**

- **Measure 139.** Improvement of information aimed at men, young people and adolescents and their environment for the detection and self-detection of non-egalitarian, sexist and violent behaviour and attitudes.
- **Measure 140.** Cross-cutting training and awareness-raising for citizens on egalitarian, feminist and anti-macho masculinities.
- **Measure 141.** Awareness-raising campaigns that encourage men's activism for equality and feminism by involving strategic actors.
- **Measure 142.** Support for men's equality programmes and advocacy and support for organisations working for change for men.
- **Measure 143.** Creation of specialised resources aimed at men for the prevention of and action against male violence.

### 2.7.2. Strengthening the treatment of male perpetrators of all forms of violence against women.

- **Measure 144.** Promotion of agreements between the Ministry of the Interior and the Autonomous Communities (CCAA) for the improvement of knowledge and monitoring of the dangerousness and probability of recidivism of convicted aggressors and for the implementation of awareness-raising workshops, prevention and treatment programmes for aggressors.
- **Measure 145.** Signing of agreements with professional associations of Psychology, Social Work, Social Education and Criminology, as well as with other entities so that aggressors can receive interventions carried out by specialised, trained and experienced professionals from a feminist, intersectional and human rights approach.
- **Measure 146.** Consolidation, reinforcement and follow-up of workshops and intervention programmes for men convicted of any type of male violence carried out by specialised, trained and experienced professionals from a feminist, intersectional and human rights approach.
- **Measure 147.** Development and dissemination of validated research and programmes aimed at men to raise awareness and prevent male risk behaviour.

## Strategic Line 2.8.

### Improving the response to all types of male violence through professional and specialised training (TRAINING)

Training is the lever of transformation that contributes to the reinforcement of the capacity to respond to the diversity of manifestations of male violence. However, the participatory process for the elaboration of this Strategy concludes that it is still essential to promote specialised training for the staff of the comprehensive care, justice and protection network, also with regard to the knowledge of the more subtle and less addressed forms of male violence.

All of this is in line with the need to reinforce response capacity through specialised training for prevention, detection, action and/or awareness-raising in the area of male violence, aimed at the teams of professionals who make up the entire care network (which relies on both public and private resources) and who are in direct contact with women victims and survivors, as well as their children.

This is also consistent with Measure 15 of the Catalogue of Urgent Measures of the Plan for Improvement and Modernisation against Gender-based Violence.

Specialised training must respond to existing needs, from a scientific perspective of knowledge of these forms of violence, as well as of the fundamental rights of the victims. To this end, it is proposed to reinforce the inclusion of basic content on the different manifestations of male violence in the preparatory training and selection processes for professionals in the network in any of its areas (police, judicial, social, health, education, etc.) and to promote continuous training and ongoing specialisation for professionals who are already working in this field, both in the public and private spheres.

In short, it is a question of deploying a diverse learning offer with different itineraries (generalist, in-depth and/or specialised) with training contents articulated at different levels, which explain and interrelate macro-structural, social institutional, micro-social and individual factors and whose approach is based on intersectional feminist theory.

Therefore, the present Line places the emphasis on actions that surround, complement or favour all this training activity, both at a basic stage and in terms of improvement and consolidation.

### **Actions:**

#### **2.8.1. Specialised training against male violence, aimed at society as a whole.**

- **Measure 148.** Promotion of the participation, as speakers in training activities on male violence, of women victims and survivors, including testimonies of victims of violence and repression suffered by women as a result of their public, political, trade union and intellectual activity in the struggle for democracy or any other specific form of persecution during the Civil War and the Dictatorship.
- **Measure 149.** Development of training actions (knowledge pills, training courses, websites, podcasts, etc.) aimed at society as a whole, to educate and raise awareness about violence against women.
- **Measure 150.** Establishment of training programmes in companies in collaboration with trade union organisations for comprehensive protection against male violence, with special attention to companies in the advertising sector.
- **Measure 151.** Training of media personnel to report on male violence with objectivity and an intersectional perspective, without gender stereotypes, with full respect for the dignity of the victims and their right to freedom, honour, privacy, self-image and data protection.

- **Measure 152.** Strengthening specialised training programmes on sexual violence within the Ministry of Defence's education curricula.
- **Measure 153.** Specialised training on male violence for staff working in residential and elderly care centres.

**2.8.2. Training of professional groups involved in the process of prevention, information, detection, accompaniment, care and protection of women survivors and victims of male violence.**

- **Measure 154.** Review of current training programmes for specialised professional groups to ensure training on sexual violence, paying special attention to the detection of cases of female genital mutilation, trafficking of women and girls for sexual exploitation and forced marriage.
  - **Measure 155.** Promotion of the incorporation of requirements and access tests that include basic training in male violence for both general and specialised public posts in the public care network.
  - **Measure 156.** Guarantee of specialised training on violence against women in all selective courses for access to the Public Administration.
  - **Measure 157.** Strengthen in the syllabus for access to the Judicial and Prosecutorial Careers, as well as to the Corps of Lawyers of the Administration of Justice and other personnel in the service of the Administration of Justice, subjects dedicated to equality between men and women from a gender and intersectional perspective, and in particular, to comprehensive protection against all male violence, with special emphasis on the eradication of the false Parental Alienation Syndrome.
  - **Measure 158.** Strengthen the principle of equality between women and men by including measures against gender-based violence in the selective tests for entry and promotion in the Judicial and Prosecutorial Careers.
  - **Measure 159.** Strengthening and, where appropriate, extending the range of training currently available on violence against women for the judiciary and the Public Prosecutor's Office.
  - **Measure 160.** Guarantee, in collaboration with the General Council of the Spanish Bar and the Bar Associations, as well as with the General Council of Solicitors of Spain and the Official Bar Associations, of adequate, regular and free training for lawyers and solicitors in charge of assisting victims of sexual violence, in matters of equality, gender perspective and comprehensive protection against all sexual violence.
  - **Measure 161.** Carrying out continuous programmes or specialisation courses on gender-based violence, which will include as a line of training a specific one on sexual violence for the exercise of the public defender's office.
- Measure 162.** Programme of continuous training in the prevention of different forms of male violence to broaden the curriculum of professionals in the public health care network.

- **Measure 163.** Improvement of specialised training in the different educational agents for the prevention, detection and action in the face of male violence at all educational stages.
- **Measure 164.** Improvement of specialised training in the early detection of the different types of male violence, with special attention to sexual violence, by teams of health professionals (primary care, specialised, emergency, hospital, penitentiary institutions).
- **Measure 165.** Improvement of specialised training in the early detection of the different types of male violence, with special attention to sexual violence, for social and health care personnel and for the general and specialised social services system, which should include both residential and outpatient settings.
- **Measure 166.** Promotion of specialised training activities on sexual violence and intimate partner or ex-partner violence, aimed at the State, regional and local security forces and bodies, as well as prison staff.
- **Measure 167.** Promotion of specialised training measures on male violence in the Comprehensive Forensic Assessment Units, in the Institutes of Legal Medicine and Forensic Sciences, in the technical teams for minors of the Justice Administration and in the Offices for Assistance to Victims of Crime.
- **Measure 168.** Promotion of specialised training activities for personnel in charge of consular assistance or any other functions, of care for Spanish victims of male violence abroad, as well as initiatives in development cooperation and in humanitarian contexts in the territories where it is present in partner countries.
- **Measure 169.** Promotion of specialised learning measures aimed at professionals in penitentiary centres, as well as in detention centres for foreigners, with special attention to women who have made migratory movements.
- **Measure 170.** Specialised training for staff providing care and protection for children and adolescents living in environments marked by gender-based violence, ensuring the detection of these cases and their specific response.

## Strategic Line 2.9.

### Integrating other measures to prevent male violence

Traditionally, in the eminently androcentric culture based on the sexual division of labour, women have been relegated to gender roles, preferentially occupying the domestic-reproductive space, while men dominated the public-productive space. This has also influenced the urban design of cities and the planning of mobility policies.

There is a differentiated use of public spaces by women and men, and there is still male violence on our streets. This violence ranges from unpleasant comments of a sexual nature to suffering touching, street harassment, chemical submission, and even rape and femicide at its most extreme. This restricts women's freedom of movement and enjoyment of cultural and leisure spaces and activities, and negatively affects their health and social well-being.

It is therefore necessary to reinforce the prevention of male violence by taking into account the gender perspective when planning and designing safe public spaces (both in urban and rural environments).

### **Actions:**

#### **2.9.1. Planning and design of safe public spaces free of male violence.**

- **Measure 171.** Promoting measures for gender-sensitive urban planning.
- **Measure 172.** Actions to prevent violence against women in public transport.
- **Measure 173.** Actions to raise awareness and prevent violence against women on the Camino de Santiago and other cultural transit routes.
- **Measure 174.** Actions to raise awareness and prevent violence against women in shared public spaces (beaches, swimming pools, etc.) and other shared natural spaces.

### **Axis 3: Protection, security, care and comprehensive reparation**

Once the frame of reference and knowledge of the reality of male violence in all its manifestations has been broadened, society has become aware and the professionals of the care resources have been trained, the third pillar of this Strategy is the one that effectively connects the survivor victims (potential and current) with the available resources.

At times, shame, fear, ignorance of fundamental rights and lack of information about care and judicial processes may interfere with adequate access to care resources and the reporting of facts.

Therefore, guaranteeing the information rights of surviving victims is a central issue. In this scenario, the aim is to ensure that women and their children can access the various information and support services, including early detection of the various forms of violence, that their rights are recognised, that the situation is prevented from worsening and that reparation is made.

The work for the early detection of violence from the different types of services that attend to victims and survivors is also addressed in Line 4.1 of Axis 3 of the PEIEMH 2022- 2025 on **Lives free from male violence** .

This Strategy also develops the main mechanisms for risk assessment and improvement of specialised care in order, among other things, to ensure immediate response. Logically, the quality of this care is directly conditioned by the availability of a certain volume of specialised human resources, as well as sufficient technological and financial means made available for the intervention.

### **Strategic Line 3.1.**

#### **Highlighting the rights of all victims of all forms of male violence (RIGHTS OF WOMEN VICTIMS AND SURVIVORS)**

The clear violation of human rights that violence against women implies because they are women leads to the necessary public recognition of this extreme form of inequality and should automatically trigger the implementation of the system of care and restitution of rights.

However, the lack of knowledge of rights and remedies and the difficulties for victims/survivors to access them have a negative impact on the recovery of women who have suffered some form of male violence.

It is therefore necessary to provide women survivors of this violence and their children with multiple information channels so that they can find out about the institutional means available to them to guarantee the protection of their physical integrity, their physical, mental, emotional and social health, their administrative accreditation and legal defence or to contribute to their economic autonomy.

The public authorities also have the obligation to put in place the necessary instruments to promote reparation processes for victims and survivors.

## Actions:

### 3.1.1. Realisation of the rights of all victims/survivors of all forms of violence

- **Measure 175.** Implementation and dissemination of the basic procedures for the administrative accreditation of situations of gender-based violence by the Autonomous Communities and the Cities of Ceuta and Melilla in accordance with Article 23 of Organic Law 1/2004, of 28 December, on comprehensive protection measures against gender-based violence.
- **Measure 176.** Implementation, consolidation and dissemination of the procedures for administrative accreditation of the status of victims of human trafficking and/or sexual exploitation.
- **Measure 177.** Design, implementation, consolidation and dissemination of basic procedures that allow for the implementation of accreditation systems for situations of sexual violence.

### 3.1.2. Dissemination and information for the effective exercise of rights

- **Measure 178.** Updating of all information on the rights of women victims in accordance with recent legislative changes.
- **Measure 179.** Adaptation, digital modernisation and dissemination of information channels for the knowledge of rights and specialised resources, so that they are accessible to all women and young people, using diverse channels that guarantee universal accessibility, with special attention to older women, women with disabilities and women in situations of dependency.
- **Measure 180.** Improvement and modernisation of the information website of the Ministry of Equality and the Government Delegation against Gender-based Violence, with criteria and content accessible to the diversity of women.
- **Measure 181.** Design, development and elaboration of a smart application adapted and accessible to all women and young people, unifying information on specialised resources and victims' rights.
- **Measure 182.** Continuous dissemination of institutional information from the Ministry of Equality and other Ministries and institutions of the General State Administration involved in the protection and rights of victims of male violence, through different channels, within the scope of the competences of each Department and in accordance with data protection legislation.
- **Measure 183.** Dissemination of the services provided by the Ministry of Equality to the relevant institutions and bodies at the three levels of administration, as well as to women's and feminist associations.
- **Measure 184.** Dissemination of the MAUC's activity in the field of protection and assistance to Spanish women victims of male violence abroad and of the Interministerial Protocol for the care, transfer and return of Spanish women victims of violence against women abroad.



## Strategic Line 3.2.

### Extending the adaptation and accessibility of specialised resources to all forms of male violence (RESOURCES FOR ALL VIOLENCE)

Women survivors of any form of male violence who turn to the different services in search of protection and care must find a specialised, comprehensive, accessible and agile response. It is therefore necessary to adapt existing resources to all forms of violence and, furthermore, this must be done for all women, through accessibility measures.

That is, protection measures for them and their children must be universally accessible (regardless of whether or not they have filed a complaint) and must prevent re-victimisation and redress it, where appropriate.

This perspective is synergistic with the development of Lines VM 4.2.2. of the PEIEMH 2022-2025 and male violence (VM). 4.2.3. "Guarantee the accessibility, availability and comprehensive care of specialised outpatient and residential care resources for all victims of all forms of male violence" and "Strengthen care for women, children and young women who are victims of male violence".

### Actions:

#### 3.2.1. Specialised resources for all forms of male violence.

- **Measure 185.** Extending, improving and strengthening the resources of the Government Delegation against Gender-based Violence to all forms of violence against women: 016, ATENPRO, devices, Web of resources for care and protection against violence against women (WRAP), from a feminist, intersectional and human rights approach.
- **Measure 186.** Expansion, improvement and strengthening of the resources of the Autonomous Communities and local entities to guarantee the rights of women victims of sexual violence (trafficking of women and girls for sexual exploitation, forced marriages, female genital mutilation), from a feminist, intersectional and human rights approach.

#### 3.2.2. Universality and accessibility of resources specialised in male violence.

- **Measure 187.** Improvement and adaptation of the facilities and spaces of the resources and services where victims and survivors of male violence are received and cared for, from a feminist, intersectional, human rights and good treatment approach.

- **Measure 188.** Improved access to specialised resources for women with disabilities, women victims of trafficking for the purpose of sexual exploitation or in contexts of prostitution, convicted women, women over 65 and of retirement age, young women, rural women, women with addiction problems to psychoactive substances, women of other ethnic groups, cultures or nationalities, migrant women, women with mental health problems, homeless women or women living on the streets and in poverty.
- **Measure 189.** Promotion and/or consolidation of local public care services in rural areas.
- **Measure 190.** Establishment of specific measures to adapt specialised resources to the needs of women with disabilities, using services and means to make them fully inclusive (sign language, pictograms, easy reading, translation and interpretation, etc.), with attention also to women with disabilities in prison.
- **Measure 191.** Establishment of single online central contact points, to ensure that care also reaches victims living in remote areas or who are physically unable to reach these centres, by creating a single updated website and mobile App providing all relevant information on available information, support and protection services and access to them.
- **Measure 192.** Elaboration of a catalogue of criteria and recommendations for the incorporation of the intersectional approach in the resources that accompany and attend to victims of male violence.
- **Measure 193.** Adaptation of spaces for childbirth and childbirth care with certain guarantees in cases where gender-based violence has been detected or is suspected.

### Strategic Line 3.3.

Improving the availability, universality and comprehensiveness of comprehensive information and assistance resources for all victims  
(COMPREHENSIVE INFORMATION AND SOCIAL ASSISTANCE)

The availability of accessible and specialised information improves the safety of women who are victims and survivors of any type of male violence and helps to guarantee their rights such as: reporting, accessing support resources or obtaining reparation for the harm suffered.

But the existence of resources and the provision of new support is not useful if the information is not identifiable and close to the women and their environment.

According to data from the latest Macro-survey on Violence against Women of the Government Delegation against Gender-based Violence 2020, 67% of women who have suffered physical, sexual, emotional or fear-based violence from a partner have not sought formal help after the incident (63.8% of those who suffered violence from a past partner, 83.5% of those who have suffered violence from a current partner). However, seeking help from a formal service increased the chances of ending the violent relationship in 88.2% of cases.

It is considered that better dissemination of information, aimed at both the general public and professionals in the care network itself, can contribute to preventing secondary victimisation processes and favours the effective exercise of the rights of victim-survivors, as well as the demand for the necessary conditions for this exercise.

In this way, it is essential to stress the intersectional approach in the strategies for the design of new resources and their dissemination, in particular by reinforcing the accessibility of information to women with greater communication needs and barriers.

Part of these actions are in line with Line VM 3.2 of the PEIEMH 2022-2025 "Strengthen information campaigns on rights and resources for victims and survivors of all forms of male violence, guaranteeing the intersectional approach", as well as other measures related to Line VM 4.2.1 that improve "comprehensive care through the dissemination and information system so that it is useful and accessible to the diversity of women victims of all forms of male violence".

The link of this EEVM Line with actions 382, 383 and 418 of the PEIEMH is particular.

Likewise, it is a priority to generate and transmit the existence of comprehensive social assistance resources to attend to the needs of victims of any type of male violence, ranging from housing resources, to the activation of measures to favour the family reconciliation of these women victims, to the creation of specialised care centres or other outpatient residential or administrative resources. Comprehensive social assistance is another central element in the recovery process.

In this context, it is necessary to recognise a firm commitment of the present EEVM to design and provide resources specifically for victims of various forms of sexual violence.

## Actions:

### 3.3.1. Specialised information resources.

- **Measure 194.** Improvement and strengthening of information and counselling resources for victims of intimate partner or ex-partner violence, in accordance with Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence and in accordance with the relevant regional laws.
- **Measure 195.** Promotion and maintenance of information and counselling services specialised in sexual violence (trafficking of women and girls for sexual exploitation, female genital mutilation, forced marriages) and other forms of male violence in line with the models and network of resources of each Autonomous Community.
- **Measure 196.** Specialisation of resources and counselling services to ensure quality and specialised information on digital violence.
- **Measure 197.** Creation of the necessary information and professional support services for child and adolescent victims of male violence, providing information in clear and understandable language, in a language they can understand and in accessible formats.

### 3.3.2. Comprehensive social assistance resources for all forms of male violence.

- **Measure 198.** Guarantee of housing resources with an accommodation level of one place per 10,000 inhabitants, in accordance with the explanatory report of the Istanbul Convention.
- **Measure 199.** Activation of the Co-responsible Plan or other similar measures to support conciliation in offices or centres of the comprehensive care and recovery network, for all cases of male violence.
- **Measure 200.** Creation and maintenance of 24-hour specialised and referral care centres for sexual violence in all provinces of Spain, adapted and accessible to women's needs.
- **Measure 201.** Creation in all the Autonomous Communities (CCAA) of specialised outpatient and residential resources for comprehensive recovery for victims of trafficking for the purpose of sexual exploitation, victims of sexual exploitation and women in contexts of prostitution, with attention to women released from prison who are victims of such violence.
- **Measure 202.** Designing a specific employment action programme for victims of sexual violence.
- **Measure 203.** Design of measures for the promotion of socio-occupational insertion actions for women and girls who are victims of trafficking for sexual exploitation and women in contexts of prostitution.
- **Measure 204.** Continuity of the processes of improving the working conditions of teams in specialised services dependent on public administrations.

### Strategic Line 3.4.

#### Achieving economic autonomy, employment rights and access to decent housing for victims/survivors of male violence (ECONOMIC AUTONOMY, EMPLOYMENT AND HOUSING)

Economic autonomy has been one of the pillars of the struggle for women's rights since the beginning of the feminist movement.

Currently, the PEIEMH 2022-2025 addresses mainly indirectly in the Economy for Life Axis measures to achieve women's economic autonomy through their integration into the labour market and establishes that: "The achievement of economic autonomy, understood not only as access to income, but also to public services, credit, social benefits and, therefore, access to the possibility of having the material conditions to make decisions about the life project that one wishes to lead, is a central objective in guaranteeing people's vital well-being"

However, in the case of women who are survivors of male violence and, specifically in situations of gender-based violence, the lack of economic autonomy refers to a dimension of vulnerability on which the aggressor concentrates his harm, generating either subtly or clearly, a progressive dependence of the victim on the aggressor himself, this can lead to social isolation, preventing her from working outside the home, depriving her of access to money for her expenses and/or distancing her from decisions in the family economy, which results in at least a loss of self-esteem, insecurity and helplessness and ends up being an increasingly high barrier to ending the violent relationship.

An even more accentuated effect in conditions of clear economic precariousness appears in cases of women victims of trafficking for the purpose of sexual exploitation, where pimps and traffickers enslave women under threat as debtors of monetary amounts impossible to rescind.

That is why when all these victims manage to take the step to ask for help or report their situation, they start from quite urgent monetary needs and it is often key to attend to their economic autonomy in order to start a new life on their own or with their children. In many of these cases, and at least until the judicial processes establish the removal or imprisonment of the aggressor, the exit from violence can lead to leaving the home or even the city where they were residing and temporarily going to a housing resource (whether it is a shelter or other solutions).

But, in addition, support for integration into the labour market becomes an essential element not only to achieve a certain economic income, but also to recover self-esteem and self-confidence.

## Actions:

### 3.4.1. Economic autonomy.

- **Measure 205.** Establishment of measures to facilitate access to the Minimum Living Income for victims of male violence within the framework of the current regulations governing this benefit.
- **Measure 206.** Approval of a procedure for the granting of financial assistance to women victims and survivors of sexual violence.

### 3.4.2. Employment rights.

- **Measure 207.** Review, and if necessary update, of the measures established for the development of the socio-occupational insertion programme for victims of gender-based violence, approved by Royal Decree 1917/2008, of 21 November.
- **Measure 208.** Inclusion of a specific action programme for victims of sexual violence registered as job seekers.

### 3.4.3. Access to housing.

- **Measure 209.** Carrying out a diagnosis of the evaluation and situation regarding access to housing for women victims of gender-based violence, in order to promote new measures, if necessary.
- **Measure 210.** Establishment of the necessary mechanisms and measures to guarantee priority access for victims of sexual violence to public housing and housing assistance programmes.
- **Measure 211.** Establishment of the necessary mechanisms and measures to guarantee priority access for victims of sexual violence to residential establishments and other care centres for people in a situation of dependency, with attention also to the case of release from prison of these women victims.

## Strategic Line 3.5.

### Increasing the protection and safety of women victims of male violence (PROTECTION AND SAFETY)

Risk assessment is fundamental to the protection and security system and Spain is a pioneer in the establishment of risk assessment systems.

One of the demands of the participatory process for the elaboration of the EEVM lies in promoting improvements in the risk assessment systems faced by the surviving victims (women and their children) and, where appropriate, new developments to optimise their prevention and intervention functions in the field of security.

This is in line with PEIEMH measure 425: "Promoting the improvement of risk assessment systems so that they integrate all the elements necessary to design a safety plan that is best suited to the real situation of each victim"

In addition, the participatory process has advocated promoting greater coordination between the different public and private agents involved in these processes and establishing mechanisms to improve coherence between the risk assessment carried out in different professional environments (police, health, judicial or social services), particularly in less visible types of violence such as economic or psychological violence. In this context, concern has been expressed, especially for women in certain contexts, such as, for example, women with addictions, women of foreign origin or women with disabilities.

In view of these challenges, it is urged to promote the development of all intelligent instruments and mechanisms that facilitate or contribute to the anticipation of risk, prevention and protection against any type of male violence and for any type of victim, paying special attention to women victims of sexual violence after the entry into force of the LOGILS.

## **Actions:**

### **3.5.1. Improving risk assessment systems.**

- **Measure 212.** Continuous improvement of the VIOGEN system, as well as the other systems used by the Autonomous Communities (CCAA).
- **Measure 213.** Establishment of the necessary mechanisms and measures to carry out risk assessment for women victims of sexual violence.
- **Measure 214.** Establishment of updated risk assessment scales adapted to each specialised resource for each type of male violence within the Viogen System.
- **Measure 215.** Definition of new intervention monitoring indicators, with differentiation between risk indicators and risk awareness indicators.
- **Measure 216.** Development and inclusion of indicators on economic violence or economically abusive situations, including indicators on vicarious violence.
- **Measure 217.** Promoting the entry into the VIOGEN system of the Basic Social Services and/or specialised regional and municipal Care Services, in order to provide close and current information on the victim and the environment, which is essential for the effectiveness of the assessment and updating of the risk.

- **Measure 218.** Identification of specific indicators for the protection of minors who are victims of gender-based violence and sexual violence in the VIOGEN system and in specialised resources for comprehensive recovery.
- **Measure 219.** Promotion and maximum dissemination of "Protocol Zero": a tool aimed at assessing the testimonies of relatives and members of the social environment of a victim of mistreatment in order to generate adequate police protection mechanisms, not conditional on the filing of a prior complaint, preserving the competences of each Autonomous Community.
- **Measure 220.** Acknowledgement and assessment of reports issued by specific psychological, social and welfare resources.
- **Measure 221.** Monitoring of the risk assessment process and, where appropriate, assessment of the implementation of corrective measures, when the assessment mechanism and institutional response has not been related to due diligence and prevention of institutional violence.

### 3.5.2. National law enforcement and security agencies: police action.

- **Measure 222.** Increase in the number of members of the Family and Women's Care Units (UFAM) and the number of Specialists in Minor Women - Guardia Civil (EMUME's) specialised in dealing with all forms of male violence, preserving the competences of each Autonomous Community.
- **Measure 223.** Promotion of measures for the specialised provision of protection for victims of sexual violence, in collaboration with specialised centres for equality and against sexual and gender-based violence, increasing the number of specialised units of the State Security Forces and Corps to deal with all forms of male violence.
- **Measure 224.** Inclusion of advanced techniques to guarantee the effectiveness of the investigations carried out by the Security Forces and Corps in order to verify and accredit the facts that may constitute sexual violence, always preserving the integrity and privacy of the victims and from an intervention centred on their rights, preserving the organisation and competences of each Autonomous Community.

### 3.5.3. Justice.

- **Measure 225.** Computerisation and extensive use of technologies to speed up judicial procedures (digitalisation of files, electronic communications between operators, etc.), and for the statement of victims and survivors.
- **Measure 226.** Streamlining of judicial response with debureaucratisation and reduction of delays. Encouraging the continuation of the process of specialisation of judicial bodies for investigation, prosecution and, where appropriate, enforcement, in order to improve the quality of the justice response throughout the national territory.



- **Measure 227.** Collaboration in the elaboration of the protocols and instruments necessary for the coordination of the competent administrations with the "24-hour Crisis Centres" regulated in article 35 of Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom.
- **Measure 228.** Collaboration in the elaboration of the protocols and instruments necessary for the coordination of the system for the collection and conservation of samples and evidence not subject to prior complaint in accordance with article 48 of Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom.
- **Measure 229.** Collaboration in the implementation of videoconferencing systems that allow the declaration of survivors of male violence from spaces set up in crisis centres or in other public spaces where victims are receiving care or in intervention whenever they request it for reasons of well-being or safety.

### Strategic Line 3.6.

#### Ensuring individual and comprehensive reparation of harm (REPARATION)

The institutional response to comprehensive reparation is an obligation of states and a right of victims and survivors of male violence, and sometimes of their families, but it is possibly the least known issue in the fight against male violence.

The relevance of this issue has been highlighted by CEDAW in its General Recommendations 12, 19 and 35, as well as in the Istanbul Convention and the EU Strategy on Victims' Rights (2020-2025). Along these lines, the demand of civil society and of many women survivors is for individual and comprehensive reparation.

This is also consistent with Measure 6 of the Catalogue of Urgent Measures of the Plan for Improvement and Modernisation against Gender-based Violence. The PEIEMH 2022-2025 itself (in its VM Line. 4.3.1.) refers to the promotion of the dissemination of the individual and collective right to reparation, but this Strategy elaborates on its components and their implementation.

The damage results in many different medium and long-term consequences and must have been assessed from multiple physical, psychological, economic, social and symbolic perspectives. In turn, the forms that reparation can take are diverse and fall into five types: restitution, compensation, rehabilitation, satisfaction and guarantees of non-repetition.

- Restitution: the surviving victim needs to feel that her rights as a citizen have been restored and that she receives protection so that violence does not impact on her again. That is, to get out of the situation of violence, to regain their freedom and enjoyment of their human rights, their identity, family life, work and social life.
- Compensation: compensation for financially assessable damages resulting from the violation of the fundamental rights of the victims and their children that have manifested themselves in physical or mental harm, loss of employment and educational opportunities, material damage and/or costs of health, legal or other assistance. It is also included in this dimension that the relatives of the murdered women receive accompaniment, being informed of their rights and procedures for accessing pensions, orphan's benefits, etc.
- Rehabilitation: access to medical, psychological, legal or social care to help victims recover from the after-effects of male violence. This care must also be guaranteed for the children of women victims.
- Satisfaction: this is where the formulas of attention and social recognition with a more symbolic character come in, leading to the banishment of fear and the recovery of dignity and self-esteem on the part of the victim, the social rejection of violence with commemorations and tributes and spontaneous reactions that gather public support, and even a public apology from the aggressor acknowledging the facts and responsibilities.
- Guarantee of non-repetition: this ranges from the public repentance of the aggressor himself, to the activation and empowerment with sufficient resources of all control mechanisms by the authorities in terms of citizen protection, the streamlining of judicial and administrative procedures, the effective protection of professionals who work in the care network, etc.

### Actions:

#### 3.6.1. Individual and comprehensive reparation.

- **Measure 230.** Design and implementation of a "State programme for comprehensive reparation of damages to victims of violence against women", also taking into account the sons and daughters of murdered victims and orphans of gender-based violence.
- **Measure 231.** Establishment or calculation of a specific scale of financial compensation for physical and psychological damage for victims of male violence, including vicarious violence.
- **Measure 232.** To streamline, without delay and with the aim of mitigating the psychological damage caused by the violence experienced, financial compensation to victims of all forms of male violence for the damages caused.

- **Measure 233.** Guarantee of protection of the right of all victims to therapeutic, social and sexual and reproductive health treatment.
- **Measure 234.** Promptly guarantee orphan's benefits for children of all forms of male violence, regardless of their parentage, by birth or by adoption.
- **Measure 235.** Urge the National Commission on Judicial Statistics to add the inclusion of the necessary indicators to evaluate the application of Articles 94 and 92.7 of the Civil Code and, in general, custody and visitation regimes in cases of violence against women. Promote their inclusion in procedural management systems so that these indicators are obtained automatically.
- **Measure 236.** Reinforcement of attention for psychological reparation with specialised intervention for boys and girls who are victims of male violence, especially vicarious violence.
- **Measure 237.** Strengthening specialised care for children who are victims of male violence and girls who are victims of sexual violence, trafficking and sexual exploitation, improving coordination with educational, health and social resources.
- **Measure 238.** Material reparation through the articulation of a new specific line of economic aid, which complements the compensation from the aggressor.
- **Measure 239.** Promotion of associations and consolidation of support networks and mutual aid among victim-survivors.
- **Measure 240.** Promoting employment integration programmes for women survivors of male violence through support and specialised accompaniment for their integration into the labour market.
- **Measure 241.** Harmonisation of criteria to guarantee the rights of returned Spanish victims and those of their children.
- **Measure 242.** Acts of symbolic recognition before society and with the collaboration of the victims and their families, respecting the opinions, decisions and needs of the victims.
- **Measure 243.** Promotion and inclusion of the voice and proposals of victim-survivors in public spaces and actions, based on respect and active listening to victims.

### Strategic Line 3.7.

#### Developing the response to vicarious gender-based violence (VICARIOUS VIOLENCE)

This strategic line aims to provide greater accompaniment and monitoring of the situation of the children of women who are victims of male violence, in order to overcome the consequences of the violence.

It arises in the context established in Organic Law 8/2021, of 4 June, on the comprehensive protection of children and adolescents against violence (Articles 11, 26 and 29).

It is also related to Measure 7 of the Catalogue of Urgent Measures of the Plan for Improvement and Modernisation against Gender-based Violence, which identifies vicarious violence as another manifestation of male violence, in which the children of battered women are also direct victims.

The conclusions drawn from the participatory process used in the development of this Strategy have identified certain weaknesses in the system for addressing the response to vicarious gender-based violence. It has been pointed out that it is necessary to promote specialised training for some professional profiles involved in forensic expert assessments, and it has become clear that there are still professionals who consider the protection of the father-child bond, which has a negative impact on the life and recovery process of minors.

Past experience has shown the need to reconsider judicial decisions with withdrawals of joint custody or timely suspensions of visiting arrangements, pending the lack of recognition of children as victims. There also persist social constructs that reinforce negative stereotypes about protective mothers and that maintain the application of the false Parental Alienation Syndrome (PAS) and its derivatives, and it is necessary to eradicate them completely from professional practice so that they do not aggravate the situation with child maltreatment.

It is therefore necessary to reinforce the paradigm that makes sons and daughters visible as victims of gender-based violence, placing them at the centre of the State's care response alongside their mothers.

This complies with Organic Law 8/2021, of 4 June, which in its Article 29.2 indicates that: "The actions of public administrations must be carried out in a comprehensive manner, jointly contemplating the recovery of the minor and the mother, both victims of gender-based violence. Specifically, the necessary support for the protection, specialised care and recovery of children and adolescents shall be ensured so that they remain with the woman, unless it is contrary to their best interests".

Hence, the objective of this strategic line is to improve the institutional response to vicarious gender-based violence, giving it the necessary visibility and a guarantee of professional specialisation to work on the recovery of the bond between mothers, daughters and sons.

## Actions:

### 3.7.1. Acting against vicarious violence.

- **Measure 244.** Elaboration of the first "Plan of Action and Development of the rights of children as direct victims of gender-based violence" aimed at the judicial, family, social services and specialised services.
- **Measure 245.** Design of specialised care programmes for women victims of vicarious violence within the framework of the programmes of the Autonomous Communities (CCAA).
- **Measure 246.** Dissemination of the rights of girls and boys who are victims of gender-based violence to specialised psychological care and assistance without the need to request parental authorisation, in accordance with the provisions of Article 156 of the Civil Code, adapted to the framework of the Autonomous Communities (CCAA).
- **Measure 247.** Updating protocols for action against gender-based violence suffered by the children of women victims and survivors, with the participation of children and adolescents.
- **Measure 248.** Staff training and adaptation of the aid system to the modification of Law 35/1995, of 11 December, which establishes the system of public aid in favour of direct or indirect victims of fraudulent and violent crimes committed in Spain resulting in death, or serious injury, or serious damage to physical or mental health, victims of sexual violence and vicarious violence, in accordance with the modification made by Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom.
- **Measure 249.** Promotion of measures for the referral and coordination of social services and child and adolescent protection services with specialised care services for minors who are victims of gender-based violence.
- **Measure 250.** Specialised training in the protection of children and adolescents for professional caregivers in order to effectively prevent and avoid situations that could lead to psychological and physical harm to minors living in family environments where there is gender-based violence, including vicarious violence.
- **Measure 251.** Adaptation of the functioning of courts and tribunals to Organic Law 8/2021, of 4 June, on the comprehensive protection of children and adolescents against violence, in the care of minors, sons and daughters of victims of male violence, and in the resources to which they are referred by the judicial authority.
- **Measure 252.** Implementation of the system of "Casas de infancia" (Children's Houses) established in Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom.

## Axis 4: Coordinated, multi-agency response to protect and guarantee the rights of victims/survivors of male violence

The system of attention to male violence involves a multiplicity of public and private agents in an integrated model of resources that are activated according to the itinerary followed by each victim-survivor (women and their children) and each perpetrator (aggressor); actors that are now many more than ever before because this Strategy addresses all forms of male violence.

In order for the action to be as effective and efficient as possible, the response of each agent, in addition to being agile and appropriate, must be very well integrated with the response of the rest. This coupling is achieved through a two-pronged strategy that combines the activation of coordination mechanisms with ongoing professional training on violence against women.

The measures included here are in synergy and will specifically develop a large part of those included in Line VM.5 "Coordinated and specialised response: engaging all institutions in the protection and guarantee of the rights of victims of male violence" of the PEIEMH 2022-2025.

Likewise, this coordinated and professionalised institutional response must be committed to avoiding re-victimisation that interferes with the recovery of surviving victims, to improving the quality of care, to placing the full burden of responsibility on the aggressors, and to providing specialised care for the children of women who suffer violence directly or vicariously.

### Strategic Line 4.1.

#### Strengthening and improving the coordinated institutional response to male violence (COORDINATION)

The diagnosis of the situation made by the people who took part in the participatory meetings continues to focus on the need to continue promoting the coordination and training of resources for the care of victims of all manifestations of male violence.

Specifically, the inclusion of unified criteria for intervention, the promotion of all inter-institutional coordination mechanisms and the continued protocolisation of action procedures have been indicated as priorities.

In order to offer a comprehensive response to all manifestations of male violence for the whole of Spain, a coordination strategy between all spheres of action has been indicated as necessary, uniting the forces of the State Government from the Ministries, together with inter-institutional coordination at regional

and local level, and between public administrations with private resources from the third sector and private companies, and also between the social movements themselves.

The improvement of the multi-agency and inter-institutional response to guarantee and protect the rights of women victims of gender-based violence and their children, according to the approach and standards established in the Istanbul Convention is the objective of measures 14 and 15 of the Catalogue of Urgent Measures of the Plan for Improvement and Modernisation against Gender-based Violence.

In this same context, Measure 6 on the Implementation of a one-stop shop for gender-based violence in the network of Basic Social Services and in collaboration with the competent public administrations, including the offices of Assistance to Victims of Crime, according to the standards of accessibility, adaptability and non-discrimination, to centralise intervention and social accompaniment and to guarantee and make effective the exercise of the rights of victims and survivors of gender-based violence, is included. Among them:

- a) Reparation and accompaniment for relatives of murdered women to inform them of their rights and accompany them in the procedure: pensions and orphan's benefits, preferential psychological support, scholarships, bereavement.*
- b) Channelling the demands of victims/survivors of gender-based violence for financial assistance, housing and employment rights.*

In short, attention to male violence cannot be a departmentalised issue. To increase the effectiveness and efficiency of the resources made available, it is necessary to adopt an approach of synergy between available instruments and measures and of collaborative work between organisations, as well as to strengthen inter-institutional cooperation in three dimensions: Sectoral/interdepartmental; State-Autonomous Communities (CCAA)-Local; and public-private partnerships.

### **Actions:**

#### **4.1.1. Institutional obligations for effective coordination: victims and survivors at the centre.**

- **Measure 253.** Guarantee and strengthen, from an approach centred on the needs and rights of victims and survivors, the mechanisms and spaces for face-to-face and online coordination between all levels of public administrations for an effective and efficient approach to male violence.

- **Measure 254.** Elaboration, updating, adaptation and dissemination, according to recent legislation and international human rights standards, of the different protocols for action and coordination in the face of all forms of male violence.
- **Measure 255.** Adaptation of action protocols and procedures to the diversity of women: women with disabilities, migrant women, older women and women of retirement age, young women, women in rural areas, etc.
- **Measure 256.** Strengthening institutional coordination with the consular network, in order to supervise the situation of victims of male violence outside Spain, and reinforcing the inter-ministerial protocol for the care, transfer and return of Spanish victims of violence against women abroad, as well as in support of specialised international organisations and partner countries of Spanish development cooperation and humanitarian action.
- **Measure 257.** Strengthening the participation of state, regional and local institutional bodies in which women's associations, feminist associations and survivors are represented, in order to improve the institutional response to all forms of male violence.
- **Measure 258.** Implementation of the "One-stop shop of the social services network" as established in measure 6 of the "Catalogue of Urgent Measures of the Plan for Improvement and Modernisation against Gender-based Violence", preserving the organisation and competences of each Autonomous Community.
- **Measure 259.** Improvement of the channels for the referral of resources for mental health support and psychological accompaniment, with a specific approach to addictions and dual pathology.

## Strategic Line 4.2.

### Highlighting and combating secondary victimisation (SECONDARY VICTIMISATION)

Some women survivors of male violence who seek responses from public administrations encounter certain barriers that can re-victimise and hinder the process of recovery and comprehensive reparation.

One factor of re-victimisation is the questioning of the credibility of the victim-survivor's testimony. The experience of some women is that they feel held accountable and judged in some areas. Inaction, inadequate treatment, lack of a gender perspective, stereotyped attention, along with slow response processes, may be other common factors of re-victimisation as reported by victims themselves. In addition to these, as expressed in the participatory meetings for the design of this Strategy, there is:



- The compartmentalisation or fragmentation of the violence care network, which means that women have to go to different professionals at different times, recalling the traumatic situation at each moment and to each of them.
- The lack of harmonisation in the interpretation of criteria when applying for accreditation as a victim of male violence.
- The lack of a universal and intersectional approach to accessing certain services and support, which creates greater barriers for certain women, for example:
  - In the case of the needs of women with disabilities, the necessary support in accessing justice or other resources is not always provided, without guaranteeing the solution of physical or cognitive barriers. Special mention should be made of the situation of women with severe mental disorders who, due to a lack of institutional criteria, may not enter either mental health or violence resources.
  - There are differences between residents of small municipalities and rural areas compared to those of large urban areas, as in small towns reporting of male violence is discouraged by the fact that both the aggressor and the victim are known.
  - There are many difficulties in accessing support services for Spanish women who suffer violence abroad or for migrant women who are residents or refugees in Spain, especially those with language difficulties.
  - Women over 65 also suffer a double discrimination, either because of recovery pathways and resources that do not take into account their stage of life or because their digital divide makes it more difficult for them to access computerised resources.

Secondary victimisation causes frustration for the woman victim/survivor, but can also lead to an increase in the negative effects of the crime suffered or a feeling of incomprehension, defencelessness or helplessness.

Taking into account this diversity of scenarios, the proposals for solutions to these difficulties go through different fronts that have to do with preventing or identifying the situation of secondary victimisation and acting accordingly.

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## Actions:

### 4.2.1. Responsibilities for secondary victimisation.

- **Measure 260.** Design of actions to combat the gender stereotypes that persist in the institutions and bodies responsible for accompanying victims and survivors of male violence, reinforcing good treatment and response to them.
- **Measure 261.** Institutionalisation and standardisation of the figure of the professional facilitator, accompaniment or reference professional in the network of care for all forms of male violence and other public institutions that assist victims.
- **Measure 262.** Establishment of mechanisms for analysis, evaluation and accountability in cases of institutional violence within the framework of due diligence.
- **Measure 263.** Elaboration of diagnoses for the identification of institutional obstacles that trigger re-victimisation in relation to all forms of male violence.
- **Measure 264.** Guarantee of quality, permanent, accessible, accessible, adapted and non-discriminatory public services with teams specialised in male violence that accompany victims and survivors in their comprehensive recovery process.
- **Measure 265.** Improvement of the institutional response and treatment of professional teams at all levels of public administration in their direct and indirect actions with victims and survivors of male violence.
- **Measure 266.** Establishment of a monitoring and evaluation system with intermediate and final reports on specialised state, regional and local resources for information, comprehensive assistance and reparation: 016, ATENPRO, devices, outpatient services and residential services, without prejudice to those established in the Autonomous Communities (CCAA).

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# 9. Summary map of axes, measures and actions

<b>AXIS 1</b> <b>Updating and consolidating the framework of responsibilities and obligations of the public authorities with regard to the different forms of male violence</b>			
<b>Strategic Line 1.1.</b> <b>Ensuring a normative approach to all forms of male violence (NORMATIVE)</b>			
<b>Actions</b>	<b>Measures</b>	<b>Driving unit</b>	<b>Responsible units</b>
<b>1.1.1.</b> <b>Compliance with international obligations to combat all forms of male violence</b>	<b>Measure 1.</b> Approval of the necessary instruments for the reinforcement and implementation of the Organic Law 1/2004 of 28 December, on Comprehensive Protection Measures against Gender-based Violence)	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA EELL
	<b>Measure 2.</b> Approval of the necessary instruments for the implementation of Organic Law 8/2021, of 4 June, on the comprehensive protection of children and adolescents against violence.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA EELL
	<b>Measure 3.</b> Approval of the necessary instruments for the development and implementation of the Organic Law on the Comprehensive Guarantee of Sexual Freedom.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA / EELL
	<b>Measure 4.</b> Adoption of the Comprehensive Law against Trafficking in Human Beings.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE)
	<b>Measure 5.</b> Approval of the Organic Law that modifies Organic Law 2/2010, of 3 March, on sexual and reproductive health and the voluntary interruption of pregnancy.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE)
	<b>Measure 6.</b> Adaptation of regional legislation to all forms of violence against women in the Autonomous Communities where it has not been incorporated.	MIGD	CCAA
<b>Strategic Line 1.2.</b> <b>Consolidating the State Pact against Gender-based Violence in Spain (STATE PACT)</b>			
<b>Actions</b>	<b>Measures</b>	<b>Driving unit</b>	<b>Responsible units</b>
<b>1.2.1.</b> <b>Progress and consolidation of the Tenerife 2022 Agreement</b>	<b>Measure 7.</b> Design of measures to guarantee the permanence of the State Pact against Gender-based Violence as a structuring instrument for public policies on violence against women, paying special attention to the financing system and the competences of each Public Administration.	MIGD	MIGD CCAA EELL
	<b>Measure 8.</b> Establishment of instruments to enable the consolidation of the working group to monitor the extension, improvement and renewal of the State Pact against Gender-based Violence, improving the system of cooperation.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA EELL
	<b>Measure 9.</b> Design of the means to enable the elaboration and implementation of the reference catalogue of policies and services on violence against women.	MIGD	MIGD CCAA EELL

Strategic Line 1.3. Strengthening the institutional framework against male violence (INSTITUTIONAL FRAMEWORK AND PUBLIC POLICIES)			
Actions	Measures	Driving unit	Responsible units
1.3.1 Extending the responsibilities of institutions to all forms of gender-based violence	<b>Measure 11.</b> Adaptation of the State Observatory on Violence against Women, as well as the existing regional Observatories, to all forms of violence against women.	MIGD	MIGD CCAA
	<b>Measure 12.</b> Creation and consolidation of the State Coordination Committee on Sexual Violence, in coordination with the State Observatory on Violence against Women, as a consultative and advisory body on sexual violence.	MIGD	MIGD
	<b>Measure 13.</b> Strengthening the role of the Coordination and Violence against Women units of the Government delegations and sub-delegations, as a focal point in the territories with respect to all forms of male violence, in coordination with the Autonomous Communities.	MIGD	MIGD MTER
	<b>Measure 14.</b> Promotion of institutional collaboration measures with international organisations and institutions to strengthen Spain's role in the fight against male violence, as well as in support of international cooperation for development and humanitarian action with partner countries and organisations.	MIGD	MIGD MJUS CCAA
1.3.2 Public policies at the centre of institutional action	<b>Measure 15.</b> Consolidation of the State Strategy to combat male violence as the backbone instrument of state public policy to eradicate this violence in Spain, with a four-yearly character, in coordination with the plans established by the Autonomous Communities in the exercise of their competences.	MIGD	MIGD CCAA EELL
	<b>Measure 16.</b> Promotion, implementation and evaluation by all the competent administrations (General State Administration, Autonomous Communities and Cities of Ceuta and Melilla, local authorities), of policies and other instruments to continue to ensure that the eradication of violence against women is a policy priority: development and promotion of strategies, equality plans, protocols for action,	MIGD	DEPARTMENTS COMPETENT GENERAL STATE ADMINISTRATION AGE CCAA EELL

**Strategic Line 1.4.  
Evaluating public policies to improve the institutional response to male  
violence (EVALUATION)**

Actions	Measures	Driving unit	Responsible units
1.4.1 Transparency and accountability in the fight against male violence	<b>Measure 17.</b> Implementation of a system to evaluate the effectiveness of all public policies on violence against women.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA / EELL
	<b>Measure 18.</b> Design of a system of accountability and evaluation, providing decision-making, to fulfil institutional obligations in the coordinated response to male violence.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA EELL
	<b>Measure 19.</b> Six-monthly report from the Autonomous Communities to the Government Delegation against Gender-based Violence, through the computer application developed for this purpose by the DGVG, of data and information on the functioning of the unified accreditation for victims of male violence and to evaluate its application.	MIGD	CAAC MIGD
	<b>Measure 20.</b> Establishment and/or design of mechanisms for the evaluation of the degree of satisfaction of women victims and survivors who access the resources for information, care, support and protection against male violence, by the Public Administrations within the scope of their respective competences.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA EELL
	<b>Measure 21.</b> Establishment and/or design of mechanisms for the assessment of data and procedures for action from the systems of suggestions, complaints and acknowledgements about the system of protection, security and care for victims.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA EELL
	<b>Measure 22.</b> Follow-up and assessment of the mobility procedure for female civil servant victims.	MIGD	MIGD MHFP

**Strategic Line 1.5.  
Strengthening the feminist movement, women's and human rights associations and other social  
actors, from an intersectional and human rights approach (FEMINIST MOVEMENT)**

Actions	Measures	Driving unit	Responsible units
1.5.1 Public funding and support	<b>Measure 23.</b> Consolidation and continuity of the lines of public subsidies aimed at the feminist and women's associative movement.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA / EELL
1.5.2 Participation	<b>Measure 24.</b> Guarantee the global representativeness of the feminist movement and women's associations in the collegiate bodies of participation of public administrations, as well as other social agents, from a feminist, intersectional and human rights approach.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA EELL
	<b>Measure 25.</b> Incorporation of the testimony, based on respect and active listening to women survivors and victims, and their children, in the elaboration of public policies and other decision-making spaces.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA EELL



AXIS 2			
Awareness raising, prevention and detection of different forms of male violence			
Strategic Line 2.1. Broadening the view of all forms of violence and all victims/survivors: improving knowledge of all manifestations of male violence. (DATA AND STUDIES)			
Actions	Measures	Driving unit	Responsible units
2.1.1. Analysis of data and statistics to raise awareness of and combat male violence	<b>Measure 26.</b> Participation of Spain in the First European Survey on Gender-based Violence, as well as in subsequent surveys, using a harmonised methodology of the European Statistical Office (EUROSTAT) and participating on a temporary basis as indicated by the European Union bodies.	MIGD	MIGD
	<b>Measure 27.</b> Adaptation of the Macro-survey on Violence against Women both to the new needs for knowledge of male violence and to international statistical requirements.	MIGD	MIGD
	<b>Measure 28.</b> Adaptation of official statistical operations on violence against women, both at state and regional level, to all manifestations of this type of violence (intimate partner or ex-partner violence, trafficking in women and girls for sexual exploitation, sexual violence, female genital mutilation, forced marriage, economic violence and institutional violence).	MIGD	MIGD MINT MJUS CCAA
	<b>Measure 29.</b> Creation of an official statistic on feminicides in Spain, beyond the partner or ex-partner.	MIGD	MIGD
	<b>Measure 30.</b> Publication of data to make visible feminicides linked to vicarious violence, understood as the murder of a woman or her child daughters and sons by a man as an instrument to cause harm or damage to another living woman.	MIGD	MIGD CCAA
	<b>Measure 31.</b> Collection, analysis and dissemination of statistical data on Spanish women murdered abroad.	MIGD	MIGD MAUC
	<b>Measure 32.</b> Updating of statistical indicators in order to properly understand the reality of all forms of male violence (intimate partner or ex-partner violence, trafficking in women and girls for sexual exploitation, sexual violence, female genital mutilation, forced marriage, economic violence and institutional violence).	MIGD	MIGD CCAA
	<b>Measure 33.</b> Conducting prevalence studies through the collection of statistical data and the design of indicators for all types of sexual violence against women.	MIGD	MIGD
	<b>Measure 34.</b> Elaboration of recommendations for the inclusion of new statistical indicators on sexual violence as another form of male violence.	MIGD	MIGD PUBLIC PROSECUT OR'S OFFICE
<b>Measure 35.</b> Generation of data and research on the different dimensions of sexual harassment in the workplace, gender-based harassment and cyber-bullying.	MIGD	MIGD	

Actions	Measures	Driving unit	Responsible units
	<b>Measure 36.</b> Improved systematisation and comparability of data during the collection process by the health sector throughout the country on all forms of violence against women covered by the Istanbul Convention.	MIGD	MIGD MSND CCAA
	<b>Measure 37.</b> Updating of the Official Statistical Bulletins of the Government Delegation against Gender-based Violence to the different forms of male violence.	MIGD	MIGD
	<b>Measure 38.</b> Update of the Yearbook of the State Observatory on Violence against Women on the different forms of male violence.	MIGD	MIGD
	<b>Measure 39.</b> Carrying out surveys aimed at obtaining statistical data on men's perception of different aspects of male violence.	MIGD	MIGD
	<b>Measure 40.</b> Compilation and monitoring of statistical data on female public employees who are victims of male violence.	MIGD	MIGD MHFP
	<b>Measure 41.</b> Conducting a survey on male violence against women with disabilities.	MIGD	MIGD
	<b>Measure 42.</b> Participation and visibility of Spain's role in specialised forums on international statistics on violence against women, in collaboration with international organisations (UN Women, European Gender Institute (EIGE), EUROSTAT, etc.).	MIGD	MIGD MJUS PUBLIC PROSECUT OR'S OFFICE
	<b>Measure 43.</b> Creation of a website of the State Observatory on Violence against Women with updated information and statistical data to publicise all forms of male violence.	MIGD	MIGD
	<b>Measure 44.</b> Updating and continuous improvement of the Statistical Portal of the Government Delegation against Gender-based Violence.	MIGD	MIGD
	<b>Measure 45.</b> Continuous improvement of official statistical data on the resources and services available in all the Autonomous Communities for victims of all forms of male chauvinism.	MIGD	CCAA
	<b>Measure 46.</b> Promotion and consolidation of the specific unit for the evaluation of data from the Courts for Violence against Women, located in the General Council of the Judiciary (CGPJ).	MIGD	CGPJ
	<b>Measure 47.</b> Expansion and homogenisation of indicators for monitoring the judicial response to all forms of violence against women.	MIGD	PUBLIC PROSECUT OR'S OFFICE CGPJ
	<b>Measure 48.</b> Collection of data on the forms of violence against women experienced by women during the course of criminal proceedings (from reporting and investigation to prosecution and outcome), disaggregated by age, nationality, disability, type of violence and relationship between victim and perpetrator.	MIGD	CGPJ

Actions	Measures	Driving unit	Responsible units
	<b>Measure 49.</b> Expansion of the data collected by the General Council of the Judiciary (CGPJ) on divorce and custody decisions that fall under the jurisdiction of the Courts of Violence against Women, daughters and sons in order to be able to assess how Spanish courts guarantee the safety of women, girls and child victims and survivors.	MIGD	CGPJ
	<b>Measure 50.</b> Compilation of statistical data on institutional action in terms of prevention, detection, comprehensive care, protection and reparations, incorporating information from all public administrations and from organisations specialising in victim assistance.	MIGD	CCAA
2.1.2. Consolidation of a line of studies and research in the framework of the different forms of male violence, with an intersectional and human rights approach, in order to guarantee specialised publications on an annual basis.	<b>Measure 51.</b> Introduction of an intersectional approach in all studies on male violence, taking into account the diversity and specificities of women with disabilities, women over 65 and of retirement age, young women, women in rural areas, migrant women, convicted women, women suffering from dual pathologies and addictions, women of other ethnic groups, sons, daughters and minors in the care of women victims, as well as their social class.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 52.</b> Studies on vicarious violence and on the repercussions of violence against women on their children and minors under their guardianship or custody who are victims of this violence.	MIGD	MIGD CCAA PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 53.</b> Publication of research for the analysis and improvement of knowledge on the application of the false parental alienation syndrome (PAS) in judicial judgments, in accordance with the recommendations made by the United Nations Rapporteur to Spain, as well as the unregulated figure of parental coordination.	MIGD	MIGD CGPJ PUBLIC PROSECUTOR'S OFFICE CCAA
	<b>Measure 54.</b> Conducting specialised studies on digital violence against women and girls.	MIGD	MIGD CCAA PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 55.</b> Conducting studies and analysis on political violence against women.	MIGD	MIGD / CCAA PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 56.</b> Publication of studies for the analysis of economic violence as a form of male violence.	MIGD	MIGD / CCAA PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 57.</b> Publication of studies on the stereotypes and prejudices of male violence in different socio-economic classes, with a special focus on the middle and upper-middle classes.	MIGD	MIGD / CCAA PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 58.</b> Conduct studies and research on the causes, frequency, consequences and conviction rates of sexual violence, including from the perspective of due diligence and prevention of institutional violence.	MIGD	MIGD PUBLIC PROSECUTOR'S OFFICE CGPJ CCAA
	<b>Measure 59.</b> Conducting research on the different dimensions of sexual harassment in the workplace, gender-based harassment and cyber-bullying.	MIGD	MIGD CCAA PUBLIC PROSECUTOR'S OFFICE

Actions	Measures	Driving unit	Responsible units
	<b>Measure 60.</b> Improving knowledge about sexual aggressions in the private sphere, as well as in the public space and in leisure and free time spaces (street harassment, nightlife, violence under the influence of substances, etc.).	MIGD	MIGD CCAA PUBLIC PROSECUT OR'S OFFICE
	<b>Measure 61.</b> Development of specific and specialised studies on women and girls trafficked for the purpose of sexual exploitation and in contexts of prostitution, with reference to women in prison and women sentenced to alternative sentences or measures to imprisonment.	MIGD	MIGD CCAA PUBLIC PROSECUT OR'S OFFICE
	<b>Measure 62.</b> Publication of specific and specialised studies on male violence against women with disabilities.	MIGD	MIGD /MDSA CCAA / PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 63.</b> Conduct studies on forced sterilisation as a form of violence against women.	MIGD	MIGD /MDSA CCAA / PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 64.</b> Carrying out specific studies on Roma women or women from other ethnic or racialised groups and other cultures in relation to the violence they suffer because they are women.	MIGD	MIGD /MDSA CCAA / PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 65.</b> Conduct specific studies on violence in situations of early, arranged or forced marriages or unions.	MIGD	MIGD /MDSA CCAA / PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 66.</b> Publication of research on the incidence of inappropriate and unnecessary gynaecological interventions in gynaecological-obstetric, perinatal and reproductive health practice in public and private health centres.	MIGD	MIGD MSND CCAA PUBLIC PROSECUT OR'S OFFICE
	<b>Measure 67.</b> Conducting studies on the violence suffered by women on migration routes and upon arrival in the country of destination and/or transit.	MIGD	MIGD / MISM CCAA PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 68.</b> Carrying out studies on the characteristics and dimension of male violence against women over 65 and of retirement age.	MIGD	MIGD /MDSA CCAA PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 69.</b> Conducting studies of the institutional and other response, including male violence, to the situation of women in rural areas	MIGD	MIGD/MTED CCAA PUBLIC PROSECUTOR'S OFFICE
	<b>Measure 70.</b> Development of specific studies to ascertain the evolution of the eradication of violence against women in the educational community.	MIGD	MIGD MEFP CCAA
	<b>Measure 71.</b> Carrying out studies to find out the involvement of men and boys in policies for the prevention and eradication of male violence.	MIGD	MIGD CCAA
	<b>Measure 72.</b> Carrying out specialised studies on the causes, consequences and/or interaction of male violence with situations of social exclusion, poverty or homelessness suffered by women.	MIGD	COMPETENT DEPARTMENTS GENERA STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 73.</b> Conduct specialised studies on orphans of gender-based violence.	MIGD	MIGD

Strategic Line 2.2. Transforming society from a human rights and intersectional perspective. (SOCIAL AWARENESS-RAISING ACTIONS)			
Actions	Measures	Driving unit	Responsible units
2.2.1. Broadening the view of all forms of violence and all victims/survivors: improving knowledge of all manifestations of male violence.	<b>Measure 74.</b> Carrying out social awareness campaigns aimed at the entire population, aimed at combating and eradicating all forms of male violence, beyond the partner or ex-partner (violence in the partner or ex-partner, sexual violence, digital violence, repeated harassment, sexual harassment at work, economic violence, etc.), from a feminist, human rights and intersectional approach.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 75.</b> Carrying out awareness-raising and social sensitisation campaigns specifically aimed at men, adolescents and children to prevent male violence, paying special attention to intimate partner or ex-partner violence, trafficking in women for sexual exploitation, prostitution and sexual violence, including digital violence.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 76.</b> Carrying out social awareness campaigns aimed at young people, with references and messages appropriate to their reality, and paying special attention to intimate partner or ex-partner violence, sexual violence, trafficking in women for the purpose of sexual exploitation, prostitution, digital violence and repeated harassment( <i>stalking</i> ).	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 77.</b> Conducting institutional awareness-raising campaigns to prevent the demand for services linked to sexual exploitation and pornography that naturalises sexual violence.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 78.</b> Promoting measures to ensure that social awareness campaigns have universal accessibility and design for all.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
2.2.2. Changing attitudes against male violence through other social awareness-raising actions.	<b>Measure 79.</b> Specific social awareness measures for women living in rural areas, women with disabilities, women over 65 and of retirement age, migrant women, women living in poverty.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 80.</b> Carrying out awareness-raising and dissemination actions aimed at children and adolescents, families, teachers, educators and other professionals who work regularly with minors on the safe and responsible use of the Internet and information and communication technologies, as well as on the risks derived from inappropriate use that can generate sexual violence against children and adolescents such as cyberbullying, grooming, gender-based cyber-violence or sexpreading, as well as the access and consumption of pornography among the underage population.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 81.</b> Promotion of awareness-raising actions in various media, especially digital and through social networks, to involve society as a whole as part of the solution to eradicate male violence.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA

Actions	Measures	Driving unit	Responsible units
	<b>Measure 82.</b> Promotion of social awareness-raising activities to discourage the demand for all kinds of services linked to sexual exploitation, trafficking for sexual exploitation, prostitution and sex tourism.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 83.</b> Promoting action to change social understanding of violent pornography, generating social awareness of how it contributes to reproducing sexual violence against women and girls, leading to the rejection of its consumption, rather than its normalisation.	MIGD	MIGD
	<b>Measure 84.</b> Promotion of "zero tolerance" actions aimed at the workplace to prevent sexual harassment of women and gender-based harassment at work.	MIGD	MIGD MTES CCAA
	<b>Measure 85.</b> Promotion of action to raise awareness of Spanish action abroad and the role of international development cooperation and humanitarian action in the eradication of male violence.	MIGD	MIGD MAUC
	<b>Measure 86.</b> Promotion and development of measures to prevent violence against women, with special attention to sexual violence, in the different areas of children's and young people's leisure time and/or leisure spaces, especially nightlife and festive spaces.	MIGD	MIGD MSND CCAA
	<b>Measure 87.</b> Promotion of measures to raise public awareness of violent practices against women and in relation to sexual and reproductive rights, in particular female genital mutilation, forced and early marriages, trafficking and sexual exploitation of women and girls.	MIGD	MIGD MAUC CCAA
	<b>Measure 88.</b> Promoting actions to raise awareness and prevent male violence in the field of sport.	MIGD	MIGD MCUD CCAA
	<b>Measure 89.</b> Implementation of measures and action to raise visibility and awareness for the prevention of male violence in professional, federated and non-federated sports environments.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 90.</b> Carrying out action to raise awareness and prevent male violence in the field of culture with the aim of reaching the population as a whole.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 91.</b> Carrying out action to raise awareness and prevent male violence in the field of culture with the aim of reaching the population as a whole.	MIGD	MIGD
	<b>Measure 92.</b> Carrying out action to raise awareness and prevent male violence through local business sectors, especially pharmacists	MIGD	MIGD MSND CCAA
	<b>Measure 93.</b> Awareness-raising events to prevent male violence (International Days, presentations of studies and research, etc.).	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE)
	<b>Measure 94.</b> Dissemination of new materials in different formats (paper, digital, easy to read) to raise awareness of all forms of violence against women.	MIGD	MIGD CCAA

Actions	Measures	Driving unit	Responsible units
	<b>Measure 95.</b> Information through different channels of dissemination of the signs of abuse, as well as of the specialised resources available to victims and survivors of male violence, in order to raise awareness of their existence among the general population and women in particular.	MIGD	MIGD MJUS CCAA
	<b>Measure 96.</b> Promotion of prevention and awareness-raising measures against everyday male violence.	MIGD	MIGD MJUS CCAA

**Strategic Line 2.3.  
Strengthening collaboration with the media, and the audiovisual and advertising sector as allies against male violence. (MEDIA, AUDIOVISUAL AND ADVERTISING SECTOR)**

Actions	Measures	Driving unit	Responsible units
<b>2.3.1. Transforming society through the media</b>	<b>Measure 97.</b> Promoting action aimed at eliminating sensationalist approaches to information on male violence (intimate partner or ex-partner violence, sexual exploitation and prostitution contexts, female genital mutilation, forced marriages, digital violence, etc.).	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 98.</b> Carrying out action for the elimination of information and images that contain characterisations of girls with sexual connotations or that reproduce sexist violence and/or everyday male violence.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 99.</b> Promoting measures in the media, communication agencies, the private sector and the technology sector aimed at eradicating symbolic violence and cultural violence against girls, young women and women.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 100.</b> Development of measures and recommendations aimed at sensitising the media to avoid messages that reinforce the narrative of sexual terror.	MIGD	MIGD
	<b>Measure 101.</b> Consolidation of the Observatory for Equality of the RTVE Corporation as a body for the promotion of measures to prevent male violence.	MIGD	MIGD RTVE
	<b>Measure 102.</b> Establishment of agreements and coordination measures between the General State Administration, together with the Autonomous Communities (CCAA) with their Observatories and the media, to promote strategies to combat male violence.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 103.</b> Initiatives to promote the proper treatment of news and entertainment information on male violence in different media and to prevent advertising from offering biased, prejudiced and stereotyped social imaginaries of women.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA

Actions	Measures	Driving unit	Responsible units
2.3.2. Advertising as a necessary ally	<b>Measure 104.</b> Adoption of self-regulatory agreements with advertising associations to ensure that the prevention of male violence is integrated as one of the objectives of advertising codes of conduct.	MIGD	MIGD CCAA
	<b>Measure 105.</b> Promoting the Code of Non-Sexist Advertising.	MIGD	MIGD CCAA

**Strategic Line 2.4.  
Fighting digital violence against women (DIGITAL VIOLENCE)**

Actions	Measures	Driving unit	Responsible units
2.4.1. Safe and free digital environments for women and girls.	<b>Measure 106.</b> Promoting measures aimed at eradicating gender stereotypes, sexist attitudes and discrimination against women online.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 107.</b> Promoting mechanisms, in the ICT sector and Internet intermediaries, including social networks, to avoid gender bias in the design of their products, mobile applications, video games, as well as in the development of artificial intelligence.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 108.</b> Design and consolidation of specific lines in competitive grants that support feminist networks and/or women's associations that work for women's digital security and promote freedom of expression and empowerment online.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
	<b>Measure 109.</b> Development and dissemination of digital safety tools for women and girls to protect their privacy and enhance freedom of expression, as well as strategies to combat online abusers.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA
2.4.2. Safety and protection from online violence.	<b>Measure 110.</b> Promoting measures to ensure that professional teams of services or units responsible for investigating crimes of violence against women have sufficient knowledge to collect, analyse and protect digital evidence in cases of cyber-violence.		MIGD CCAA
	<b>Measure 111.</b> Promote measures to combat political violence against women.	MIGD	MIGD CCAA
	<b>Measure 112.</b> Periodic review and update, if necessary, of the specific indicators on digital male violence.	MIGD	MIGD MINT CCAA
	<b>Measure 113.</b> Establishment of accessible and safe procedures and channels for all women to report the dissemination or existence, without their consent, of images, videos or other intimate materials depicting sexual activities, as well as violence that is perpetrated through digital media, social networks or video games.	MIGD	MIGD MJUS AEPD CCAA



Strategic Line 2.5. Educating against male violence throughout life (EDUCATION)			
Actions	Measures	Driving unit	Responsible units
2.5.1. The educational community at school and as agents of change: comprehensive educational actions to prevent male violence	<b>Measure 114.</b> Design of innovative educational tools and methods in non-formal educational environments for the early detection of and a comprehensive response to male violence from childhood, in any of its manifestations.	MIGD	CCAA
	<b>Measure 115.</b> Development and implementation of co-education and prevention projects of all forms of male violence in schools throughout Spain.	MIGD	MEFP CCAA
	<b>Measure 116.</b> Development of new pedagogical and educational materials for the prevention of all forms of male violence (intimate partner or ex-partner violence, sexual violence, digital violence, etc.), developed by experts in the field of children and with a gender perspective.	MIGD	MEFP CCAA
	<b>Measure 117.</b> Training students in the prevention of all forms of male violence, with the necessary adaptations for students with specific educational needs and including criteria for the professionals who teach it.	MIGD	MEFP PUBLIC PROSECUTOR'S OFFICE CCAA
	<b>Measure 118.</b> Teacher training in co-education and prevention of male violence, in a coordinated manner and with an intersectional approach, at all educational stages, including the 0-3 years stage.	MIGD	MEFP CCAA
	<b>Measure 119.</b> Design of specific actions aimed at the families of pupils (AFAS), for the prevention of all forms of male violence.	MIGD	MIGD CCAA
	<b>Measure 120.</b> Call for entries for the IRENE Awards: "Peace begins at home" aimed at rewarding educational actions for the prevention and eradication of male violence.	MIGD	MEFP
	<b>Measure 121.</b> Creation of an editorial line on equality, co-education and prevention of violence against women in the education system.	MIGD	MEFP
	<b>Measure 122.</b> Promoting prevention and action against male violence in the Spanish university system.	MIGD	MUNI
2.5.2. Strengthening structures in the educational community to combat male violence	<b>Measure 123.</b> Development of coordination instruments and common protocols for the educational community as a whole to prevent, detect and act against male violence at all educational stages.	MIGD	MIGD MEFP CCAA
	<b>Measure 124.</b> Promotion of new measures for the consolidation of School Councils as bodies for the promotion of educational measures against male violence in all schools in Spain.	MIGD	MIGD MEFP CCAA
	<b>Measure 125.</b> Creation of mechanisms of support and collaboration with the educational inspection services to continue to make progress in their work of ensuring compliance with and application of the provisions of the regulations on male violence.	MIGD	MIGD MEFP CCAA

Actions	Measures	Driving unit	Responsible units
2.5.3. The University, a space free of violence against women	<b>Measure 126.</b> Promoting the implementation and consolidation of resources against male violence in the university community.	MIGD	MUNI CCAA
	<b>Measure 127.</b> Establishment of a training itinerary on the prevention of male violence in the curricula leading to the award of official university degrees where it is coherent with the competences inherent to them.	MIGD	UNIVERSITIES CCAA
<b>Strategic Line 2.6. Increasing the prevention and detection of male violence in health, socio-health and social services. (HEALTH AND SOCIAL SERVICES)</b>			
Actions	Measures	Driving unit	Responsible units
2.6.1. Promotion of measures to prevent and raise awareness of all forms of violence against women in social and health care resources and social services	<b>Measure 128.</b> Dissemination and, where appropriate, development of common specialised protocols in relation to all forms of male violence, to be applied in the network of social services, socio-health and penitentiary centres, in coordination with the specialised services.	MIGD	MIGD MSND MDSA CCAA
	<b>Measure 129.</b> Creation of national awards for best practice in the eradication of violence against women in the fields of social and health care and social services.	MIGD	MIGD MSND MDSA CCAA
	<b>Measure 130.</b> Development of standardised and validated instruments for the early detection of different types of violence against women in social services in Spain.	MIGD	MIGD MDSA CCAA
	<b>Measure 131.</b> Consideration of male violence in the elaboration or revision of social, health and social care models (PAI).	MIGD	MIGD / MSND MDSA CCAA
	<b>Measure 132.</b> Production and dissemination of resource guides and good practices in the network of social services and socio-health services.	MIGD	MIGD / MSND MDSA CCAA
2.6.2. The health system as a key agent in the detection and eradication of male violence.	<b>Measure 133.</b> Elaboration, updating and dissemination of common specialised health protocols for detection and care in relation to all forms of male violence (intimate partner or ex-partner violence, non-partner sexual violence, trafficking of women for sexual exploitation, female genital mutilation, forced marriages), to be applied in all the centres that make up the Spanish National Health System, and attending to diversity with an intersectional approach (women with disabilities, women in rural areas, elderly and retirement age women, migrants and women in prison, etc.).	MIGD	MIGD MSND MJUS PUBLIC PROSECUT OR'S OFFICE CCAA
	<b>Measure 134.</b> Elaboration, application and dissemination of a standardised validated instrument to facilitate the detection of gender-based violence under Organic Law 1/2004 in the Primary Care services of the Spanish National Health System, especially in Primary Care, throughout Spain.	MIGD	MIGD MSND CCAA

Actions	Measures	Driving unit	Responsible units
	<b>Measure 135.</b> Implementation of the standardised validated instrument to facilitate the detection of gender-based violence in the Spanish National Health System, especially in Primary Care services, which will be progressively implemented throughout the State territory approved in the "Catalogue of Urgent Measures of the Plan for Improvement and Modernisation against Gender-based Violence".	MIGD	MSND CCAA
	<b>Measure 136.</b> Design of an intervention programme for victims of gender-based violence from the Mental Health Network and other health resources to unify diagnostic criteria and enable comprehensive care, including dual pathologies and addictions.	MIGD	MSND CCAA
	<b>Measure 137.</b> Promoting measures for the prevention of violence against women in the area of sexual and reproductive rights.	MIGD	MIGD MSND CCAA
	<b>Measure 138.</b> Inclusion of a section on male violence in the Sexual and Reproductive Health Plan of the Institute of Women.	MIGD	MIGD
<b>Strategic Line 2.7. Involving men as part of the solution: egalitarian masculinities. (MEN)</b>			
Actions	Measures	Driving unit	Responsible units
<b>2.7.1.</b> Specific measures aimed at men in the strategies, public policies and pacts promoted by the different public administrations on violence against women	<b>Measure 139.</b> Improvement of information aimed at men, young people and adolescents and their environment for the detection and self-detection of non-egalitarian, sexist and violent behaviour and attitudes.	MIGD	MIGD CCAA
	<b>Measure 140.</b> Cross-cutting training and awareness-raising for citizens on egalitarian, feminist and anti-macho masculinities.	MIGD	MIGD CCAA
	<b>Measure 141.</b> Awareness-raising campaigns that encourage men's activism for equality and feminism by involving strategic actors.	MIGD	MIGD CCAA
	<b>Measure 142.</b> Support for men's equality programmes and advocacy and support for organisations working for change for men.	MIGD	CCAA
	<b>Measure 143.</b> Creation of specialised resources aimed at men for the prevention of and action against male violence.	MIGD	CCAA
<b>2.7.2.</b> Strengthening the treatment of male perpetrators of all forms of violence against women.	<b>Measure 144.</b> Promotion of agreements between the Ministry of the Interior and the Autonomous Communities (CCAA) for the improvement of knowledge and monitoring of the dangerousness and probability of recidivism of convicted aggressors and for the implementation of awareness-raising workshops, prevention and treatment programmes for aggressors.	MIGD	MINT CCAA
	<b>Measure 145.</b> Signing of agreements with professional associations of Psychology, Social Work, Social Education and Criminology, as well as with other entities so that aggressors can receive interventions carried out by specialised, trained and experienced professionals from a feminist, intersectional and human rights approach.	MIGD	MINT CCAA

Actions	Measures	Driving unit	Responsible units
	<b>Measure 146.</b> Consolidation, reinforcement and follow-up of workshops and intervention programmes for men convicted of any type of male violence carried out by specialised, trained and experienced professionals from a feminist, intersectional and human rights approach.	MIGD	MINT CCAA
	<b>Measure 147.</b> Development and dissemination of validated research and programmes aimed at men to raise awareness and prevent male risk behaviour.	MIGD	MINT CCAA
<b>Strategic Line 2.8. Improving the response to all types of male violence through professional capacity building and specialised training. (TRAINING)</b>			
Actions	Measures	Driving unit	Responsible units
<b>2.8.1.</b> Specialised training against male violence, aimed at society as a whole	<b>Measure 148.</b> Promotion of the participation, as speakers in training activities on male violence, of women victims and survivors, including testimonies of victims of violence and repression suffered by women as a result of their public, political, trade union and intellectual activity in the struggle for democracy or any other specific form of persecution during the Civil War and the Dictatorship.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) PUBLIC PROSECUTOR'S OFFICE CCAA EELL
	<b>Measure 149.</b> Development of training actions (knowledge pills, training courses, websites, podcasts, etc.) aimed at society as a whole, to educate and raise awareness about violence against women.	MIGD	MIGD CCAA EELL
	<b>Measure 150.</b> Establishment of training programmes in companies in collaboration with trade union organisations for comprehensive protection against male violence, with special attention to companies in the advertising sector.	MIGD	MIGD CCAA EELL
	<b>Measure 151.</b> Training of media personnel to report on male violence with objectivity and an intersectional perspective, without gender stereotypes, with full respect for the dignity of the victims and their right to freedom, honour, privacy, self-image and data protection.	MIGD	MIGD CCAA EELL
	<b>Measure 152.</b> Strengthening specialised training programmes on sexual violence within the Ministry of Defence's education curricula.	MIGD	MDEF MIGD
	<b>Measure 153.</b> Specialised training on male violence for staff working in residential and elderly care centres.	MIGD	CCAA EELL
<b>2.8.2.</b> Training of professional groups involved in the process of prevention, information, detection, accompaniment, care and protection of women survivors and victims of male violence.	<b>Measure 154.</b> Review of current training programmes for specialised professional groups to ensure training on sexual violence, paying special attention to the detection of cases of female genital mutilation, trafficking of women and girls for sexual exploitation and forced marriage.	MIGD	MIGD CCAA

Actions	Measures	Driving unit	Responsible units
detection, accompaniment, care and protection of women survivors and victims of male violence	<b>Measure 155.</b> Promotion of the incorporation of requirements and access tests that include basic training in male violence for both general and specialised public posts in the public care network.	MIGD	MHFP CCAA EELL
	<b>Measure 156.</b> Guarantee of specialised training on violence against women in all selective courses for access to the Public Administration.	MIGD	MHFP CCAA EELL
	<b>Measure 157.</b> Strengthen inclusion in the syllabus for access to the Judicial and Prosecutorial Careers, as well as to the Corps of Lawyers of the Administration of Justice and other personnel in the service of the Administration of Justice, subjects dedicated to equality between men and women from a gender and intersectional perspective, and in particular, to comprehensive protection against all male violence, with special emphasis on the eradication of the false Parental Alienation Syndrome.	MIGD	MJUS CGPJ PUBLIC PROSECUT OR'S OFFICE
	<b>Measure 158.</b> Strengthen the principle of equality between women and men by including measures against gender-based violence in the selective tests for entry and promotion in the Judicial and Prosecutorial Careers.	MIGD	MJUS CGPJ PUBLIC PROSECUT OR'S OFFICE
	<b>Measure 159.</b> Strengthening and, where appropriate, extending the range of training currently available on violence against women for the judiciary and the Public Prosecutor's Office.	MIGD	MJUS CGPJ PUBLIC PROSECUT OR'S OFFICE
	<b>Measure 160.</b> Guarantee, in collaboration with the General Council of the Spanish Bar and the Bar Associations, as well as with the General Council of Solicitors of Spain and the Official Bar Associations, of adequate, regular and free training for lawyers and solicitors in charge of assisting victims of sexual violence, in matters of equality, gender perspective and comprehensive protection against all sexual violence.	MIGD	CCAA
	<b>Measure 161.</b> Carrying out continuous programmes or specialisation courses on gender-based violence, which will include as a line of training a specific one on sexual violence for the exercise of the public defender's office.	MIGD	MJUS PROFESSIONAL BODIES CCAA
	<b>Measure 162.</b> Programme of continuous training in the prevention of different forms of male violence to broaden the curriculum of professionals in the public health care network.	MIGD	CCAA
	<b>Measure 163.</b> Improvement of specialised training in the different educational agents for the prevention, detection and action in the face of male violence at all educational stages.	MIGD	MEFP CCAA
	<b>Measure 164.</b> Improvement of specialised training in the early detection of the different types of male violence, with special attention to sexual violence, by teams of health professionals (primary care, specialised, emergency, hospital, penitentiary institutions).	MIGD	MSND MINT CCAA

Actions	Measures	Driving unit	Responsible units
	<b>Measure 165.</b> Improvement of specialised training in the early detection of the different types of male violence, with special attention to sexual violence, for social and health care personnel and for the general and specialised social services system, which should include both residential and outpatient settings.	MIGD  MIGD	MDSA MSND CCAA
	<b>Measure 166.</b> Promotion of specialised training activities on sexual violence and intimate partner or ex-partner violence, aimed at the State, regional and local security forces and bodies, as well as prison staff.	MIGD	MINT
	<b>Measure 167.</b> Promotion of specialised training measures on male violence in the Comprehensive Forensic Assessment Units, in the Institutes of Legal Medicine and Forensic Sciences, in the technical teams for minors of the Justice Administration and in the Offices for Assistance to Victims of Crime.	MIGD	MJUS CCAA
	<b>Measure 168.</b> Promotion of specialised training activities for personnel in charge of consular assistance or any other functions, of care for Spanish victims of male violence abroad, as well as initiatives in development cooperation and in humanitarian contexts in the territories where it is present in partner countries.	MIGD	MIGD MAUC
	<b>Measure 169.</b> Promotion of specialised learning measures aimed at professionals in penitentiary centres, as well as in detention centres for foreigners, with special attention to women who have made migratory movements.	MIGD	MINT
	<b>Measure 170.</b> Specialised training for staff providing care and protection for children and adolescents living in environments marked by gender-based violence, ensuring the detection of these cases and their specific response.	MIGD	MDSA PUBLIC PROSECUT OR'S OFFICE CCAA

**Strategic Line 2.9.**  
**Integrating other measures to prevent male violence.**

Actions	Measures	Driving unit	Responsible units
2.9.1. Planning and design of safe public spaces free of male violence.	<b>Measure 171.</b> Promoting measures for gender-sensitive urban planning.	MIGD	CCAA
	<b>Measure 172.</b> Actions to prevent violence against women in public transport.	MIGD	CCAA
	<b>Measure 173.</b> Actions to raise awareness and prevent violence against women on the Camino de Santiago and other cultural transit routes.	MIGD	CCAA
	<b>Measure 174.</b> Actions to raise awareness and prevent violence against women in shared public spaces (beaches, swimming pools,...) and other shared natural spaces.	MIGD	CCAA

<b>AXIS 3</b> <b>Protection, security, care and comprehensive reparation</b>			
<b>Strategic Line 3.1.</b> <b>Highlighting the rights of all victims of all forms of male violence (RIGHTS OF WOMEN VICTIMS AND SURVIVORS)</b>			
Actions	Measures	Driving unit	Responsible units
<b>3.1.1.</b> <b>Realisation of the rights of all victims/survivors of all forms of violence</b>	<b>Measure 175.</b> Implementation and dissemination of the basic procedures for the administrative accreditation of situations of gender-based violence by the Autonomous Communities and the Cities of Ceuta and Melilla in accordance with Article 23 of Organic Law 1/2004, of 28 December, on comprehensive protection measures against gender-based violence.	MIGD	MIGD CCAA
	<b>Measure 176.</b> Implementation, consolidation and dissemination of the procedures for administrative accreditation of the status of victims of human trafficking and/or sexual exploitation.	MIGD	MIGD CCAA
	<b>Measure 177.</b> Design, implementation, consolidation and dissemination of basic procedures that allow for the implementation of accreditation systems for situations of sexual violence.	MIGD	MIGD CCAA
<b>3.1.2.</b> <b>Dissemination and information for the effective exercise of rights</b>	<b>Measure 178.</b> Updating of all information on the rights of women victims in accordance with recent legislative changes.	MIGD	MIGD CCAA EELL
	<b>Measure 179.</b> Adaptation, digital modernisation and dissemination of information channels for the knowledge of rights and specialised resources, so that they are accessible to all women and young people, using diverse channels that guarantee universal accessibility, with special attention to older women, women with disabilities and women in situations of dependency.	MIGD	MIGD CCAA EELL
	<b>Measure 180.</b> Improvement and modernisation of the information website of the Ministry of Equality and the Government Delegation against Gender-based Violence, with criteria and content accessible to the diversity of women.	MIGD	MIGD
	<b>Measure 181.</b> Design, development and elaboration of a smart application adapted and accessible to all women and young people, unifying information on specialised resources and victims' rights.	MIGD	MIGD
	<b>Measure 182.</b> Continuous dissemination of institutional information from the Ministry of Equality and other Ministries and institutions of the General State Administration involved in the protection and rights of victims of male violence, through different channels, within the scope of the competences of each Department and in accordance with data protection legislation.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE)
	<b>Measure 183.</b> Dissemination of the services provided by the Ministry of Equality to the relevant institutions and bodies at the three levels of administration, as well as to women's and feminist associations.	MIGD	MIGD

	<b>Measure 184.</b> Dissemination of the MAUC's activity in the field of protection and assistance to Spanish women victims of male violence abroad and of the Interministerial Protocol for the care, transfer and return of Spanish women victims of violence against women abroad.	MIGD	COMPETENT DEPARTMENTS General State Administration (AGE)
<b>Strategic Line 3.2. Adaptation and accessibility of specialised resources to all forms of male violence (RESOURCES FOR ALL VIOLENCE)</b>			
Actions	Measures	Driving unit	Responsible units
<b>3.2.1 Specialised resources for all forms of male violence</b>	<b>Measure 185.</b> Extending, improving and strengthening the resources of the Government Delegation against Gender-based Violence to all forms of violence against women: 016, ATENPRO, devices, Web of resources for care and protection against violence against women (WRAP), from a feminist, intersectional and human rights approach.	MIGD	MIGD
	<b>Measure 186.</b> Expansion, improvement and strengthening of the resources of the Autonomous Communities and local entities to guarantee the rights of women victims of sexual violence (trafficking of women and girls for sexual exploitation, forced marriages, female genital mutilation), from a feminist, intersectional and human rights approach.	MIGD	CCAA
<b>3.2.2. Universality and accessibility of resources specialised in male violence</b>	<b>Measure 187.</b> Improvement and adaptation of the facilities and spaces of the resources and services where victims and survivors of male violence are received and cared for, from a feminist, intersectional, human rights and good treatment approach.	MIGD	MIGD CCAA MJUS EELL MINT MDSA MISM
	<b>Measure 188.</b> Improved access to specialised resources for women with disabilities, women victims of trafficking for the purpose of sexual exploitation or in contexts of prostitution, convicted women, women over 65 and of retirement age, young women, rural women, women with addiction problems to psychoactive substances, women of other ethnic groups, cultures or nationalities, migrant women, women with mental health problems, homeless women or women living on the streets and in poverty.	MIGD	MIGD MJUS MINT MSND MDSA MISM MTED CCAA EELL
	<b>Measure 189.</b> Promotion and/or consolidation of local public care services in rural areas.	MIGD	MTED CCAA EELL
	<b>Measure 190.</b> Establishment of specific measures to adapt specialised resources to the needs of women with disabilities, using services and means to make them fully inclusive (sign language, pictograms, easy reading, translation and interpretation, etc.), with attention also to women with disabilities in prison.	MIGD	MIGD MDSA MSND CCAA EELL
	<b>Measure 191.</b> Establishment of single online central contact points, to ensure that care also reaches victims living in remote areas or who are physically unable to reach these centres, by creating a single updated website and mobile App providing all relevant information on available information, support and protection services and access to them.	MIGD	MIGD MTED CCAA EELL



Actions	Measures	Driving unit	Responsible units
	<b>Measure 192.</b> Elaboration of a catalogue of criteria and recommendations for the incorporation of the intersectional approach in the resources that accompany and attend to victims of male violence.	MIGD	MIGD MDSA MISM MSND
	<b>Measure 193.</b> Adaptation of spaces for childbirth and childbirth care with certain guarantees in cases where gender-based violence has been detected or is suspected.	MIGD	MSND CCAA

**Strategic Line 3.3.**  
Improving the availability, universality and comprehensiveness of comprehensive information and assistance resources for all victims (COMPREHENSIVE SOCIAL INFORMATION AND ASSISTANCE RESOURCES)

Actions	Measures	Driving unit	Responsible units
<b>3.3.1.</b> Specialised information resources	<b>Measure 194.</b> Improvement and strengthening of information and counselling resources for victims of intimate partner or ex-partner violence, in accordance with Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence and in accordance with the relevant regional laws.	MIGD	MIGD CCAA EELL
	<b>Measure 195.</b> Promotion and maintenance of information and counselling services specialised in sexual violence (trafficking of women and girls for sexual exploitation, female genital mutilation, forced marriages) and other forms of male violence in line with the models and network of resources of each Autonomous Community.	MIGD	MIGD CCAA EELL
	<b>Measure 196.</b> Specialisation of resources and counselling services to ensure quality and specialised information on digital violence.	MIGD	MIGD MCIN
	<b>Measure 197.</b> Creation of the necessary information and professional support services for child and adolescent victims of male violence, providing information in clear and understandable language, in a language they can understand and in accessible formats.	MIGD	MDSA CCAA
<b>3.3.2.</b> Comprehensive social assistance resources for all forms of male violence	<b>Measure 198.</b> Guarantee of housing resources with an accommodation level of one place per 10,000 inhabitants, in accordance with the explanatory report of the Istanbul Convention.	MIGD	CCAA
	<b>Measure 199.</b> Activation of the Co-responsible Plan or other similar measures to support conciliation in offices or centres of the comprehensive care and recovery network, for all cases of male violence.	MIGD	MIGD CCAA EELL
	<b>Measure 200.</b> Creation and maintenance of 24-hour specialised and referral care centres for sexual violence in all provinces of Spain, adapted and accessible to women's needs.	MIGD	MIGD CCAA
	<b>Measure 201.</b> Creation in all the Autonomous Communities (CCAA) of specialised outpatient and residential resources for comprehensive recovery for victims of trafficking for the purpose of sexual exploitation, victims of sexual exploitation and women in contexts of prostitution, with attention to women released from prison who are victims of	MIGD	CCAA

Actions	Measures	Driving unit	Responsible units
	<b>Measure 202.</b> Designing a specific employment action programme for victims of sexual violence.	MIGD	MIGD MTES
	<b>Measure 203.</b> Design of measures for the promotion of socio-occupational insertion actions for women and girls who are victims of trafficking for sexual exploitation and women in contexts of prostitution.	MIGD	MIGD MTES CCAA
	<b>Measure 204.</b> Continuity of the processes of improving the working conditions of teams in specialised services dependent on public administrations.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA EELL

**Strategic Line 3.4.**  
Achieving economic autonomy, employment rights and access to decent housing for victims/survivors of male violence (ECONOMIC AUTONOMY, EMPLOYMENT AND HOUSING)

Actions	Measures	Driving unit	Responsible units
3.4.1. Economic autonomy	<b>Measure 205.</b> Establishment of measures to facilitate access to the Minimum Living Income for victims of male violence within the framework of the current regulations governing this benefit.	MIGD	MISM
	<b>Measure 206.</b> Approval of a procedure for the granting of financial assistance to women victims and survivors of sexual violence.	MIGD	MIGD CCAA
3.4.2. Employment rights	<b>Measure 207.</b> Review, and if necessary update, of the measures established for the development of the socio-occupational insertion programme for victims of gender-based violence, approved by Royal Decree 1917/2008, of 21 November.	MIGD	MIGD MTES
	<b>Measure 208.</b> Inclusion of a specific action programme for victims of sexual violence registered as job seekers.	MIGD	MIGD MTES
3.4.3. Access to housing	<b>Measure 209.</b> Carrying out a diagnosis of the evaluation and situation regarding access to housing for women victims of gender-based violence, in order to promote new measures, if necessary.	MIGD	MIGD MTMA CCAA
	<b>Measure 210.</b> Establishment of the necessary mechanisms and measures to guarantee priority access for victims of sexual violence to public housing and housing assistance programmes.	MIGD	CCAA
	<b>Measure 211.</b> Establishment of the necessary mechanisms and measures to guarantee priority access for victims of sexual violence to residential establishments and other care centres for people in a situation of dependency, with	MIGD	CCAA

Strategic Line 3.5. Increasing the protection and safety of women victims of male violence (PROTECTION AND SAFETY)			
Actions	Measures	Driving unit	Responsible units
3.5.1. Improving risk assessment systems	<b>Measure 212.</b> Continuous improvement of the VIOGEN system, as well as the other systems used by the Autonomous Communities (CCAA).	MIGD	MINT CCAA
	<b>Measure 213.</b> Establishment of the necessary mechanisms and measures to carry out risk assessment for women victims of sexual violence.	MIGD	MINT CCAA
	<b>Measure 214.</b> Establishment of updated risk assessment scales adapted to each specialised resource for each type of male violence within the Viogen System.	MIGD	MINT
	<b>Measure 215.</b> Definition of new intervention monitoring indicators, with differentiation between risk indicators and risk awareness indicators.	MIGD	MINT
	<b>Measure 216.</b> Development and inclusion of indicators on economic violence or economically abusive situations, including indicators on vicarious violence.	MIGD	MINT
	<b>Measure 217.</b> Promoting the entry into the VIOGEN system of the Basic Social Services and/or specialised regional and municipal Care Services, in order to provide close and current information on the victim and the environment, which is essential for the effectiveness of the assessment and updating of the risk.	MIGD	MINT CCAA EELL
	<b>Measure 218.</b> Identification of specific indicators for the protection of minors who are victims of gender-based violence and sexual violence in the VIOGEN system and in specialised resources for comprehensive recovery.	MIGD	MINT
	<b>Measure 219.</b> Promotion and maximum dissemination of "Protocol Zero": a tool aimed at assessing the testimonies of relatives and members of the social environment of a victim of mistreatment in order to generate adequate police protection mechanisms, not conditional on the filing of a prior complaint, preserving the competences of each Autonomous Community.	MIGD	MINT CCAA
	<b>Measure 220.</b> Acknowledgement and assessment of reports issued by specific psychological, social and welfare resources.	MIGD	MINT CCAA EELL
	<b>Measure 221.</b> Monitoring of the risk assessment process and, where appropriate, assessment of the implementation of corrective measures, when the assessment mechanism and institutional response has not been related to due diligence and prevention of institutional violence.	MIGD	MINT
3.5.2. National law enforcement and security agencies: police action	<b>Measure 222.</b> Increase in the number of members of the Family and Women's Care Units (UFAM) and the number of Specialists in Minor Women - Guardia Civil (EMUME's) specialised in dealing with all forms of male violence, preserving the competences of each Autonomous Community.	MIGD	MINT

Actions	Measures	Driving unit	Responsible units
	<b>Measure 223.</b> Promotion of measures for the specialised provision of protection for victims of sexual violence, in collaboration with specialised centres for equality and against sexual and gender-based violence, increasing the number of specialised units of the State Security Forces and Corps to deal with all forms of male violence.	MIGD	MINT CCAA EELL
	<b>Measure 224.</b> Inclusion of advanced techniques to guarantee the effectiveness of the investigations carried out by the Security Forces and Corps in order to verify and accredit the facts that may constitute sexual violence, always preserving the integrity and privacy of the victims and from an intervention centred on their rights, preserving the organisation and competences of each Autonomous Community.	MIGD	MINT CCAA EELL
3.5.3. Justice	<b>Measure 225.</b> Computerisation and extensive use of technologies to speed up judicial procedures (digitalisation of files, electronic communications between operators, etc.), and for the statement of victims and survivors.	MIGD	MJUS CCAA
	<b>Measure 226.</b> Streamlining of judicial response with debureaucratisation and reduction of delays. Encouraging the continuation of the process of specialisation of judicial bodies for investigation, prosecution and, where appropriate, enforcement, in order to improve the quality of the justice response throughout the national territory.	MIGD	MJUS CCAA
	<b>Measure 227.</b> Collaboration in the elaboration of the protocols and instruments necessary for the coordination of the competent administrations with the "24-hour Crisis Centres" regulated in article 35 of Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom.	MIGD	PUBLIC PROSECUT OR'S OFFICE MJUS MINT CCAA
	<b>Measure 228.</b> Collaboration in the elaboration of the protocols and instruments necessary for the coordination of the system for the collection and conservation of samples and evidence not subject to prior complaint in accordance with article 48 of Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom.	MIGD	MJUS CCAA
	<b>Measure 229.</b> Collaboration in the implementation of videoconferencing systems that allow the declaration of survivors of male violence from spaces set up in crisis centres or in other public spaces where victims are receiving care or in intervention whenever they request it for reasons of well-being or safety.	MIGD	PUBLIC PROSECUT OR'S OFFICE MJUS CCAA

**Strategic Line 3.6.  
Ensuring individual and comprehensive reparation of harm (REPARATION)**

Actions	Measures	Driving unit	Responsible units
3.6.1. Individual and comprehensive reparation	<b>Measure 230.</b> Design and implementation of a "State programme for comprehensive reparation of damages to victims of violence against women", also taking into account the sons and daughters of murdered victims and orphans of gender-based violence.	MIGD	MIGD

Actions	Measures	Driving unit	Responsible units
	<b>Measure 231.</b> Establishment or calculation of a specific scale of financial compensation for physical and psychological damage for victims of male violence, including vicarious violence.	MIGD	MIGD
	<b>Measure 232.</b> To streamline, without delay and with the aim of mitigating the psychological damage caused by the violence experienced, financial compensation to victims of all forms of male violence for the damages caused.	MIGD	MIGD CCAA
	<b>Measure 233.</b> Guarantee of protection of the right of all victims to therapeutic, social and sexual and reproductive health treatment.	MIGD	MIGD CCAA
	<b>Measure 234.</b> Promptly guarantee orphan's benefits for children of all forms of male violence, regardless of their parentage, by birth or by adoption.	MIGD	MISM CCAA
	<b>Measure 235.</b> Urge the National Commission on Judicial Statistics to add the inclusion of the necessary indicators to evaluate the application of Articles 94 and 92.7 of the Civil Code and, in general, custody and visitation regimes in cases of violence against women. Promote their inclusion in procedural management systems so that these indicators are obtained automatically.	MIGD	CNEJ
	<b>Measure 236.</b> Reinforcement of attention for psychological reparation with specialised intervention for boys and girls who are victims of male violence, especially vicarious violence.	MIGD	MIGD MDSA
	<b>Measure 237.</b> Strengthening specialised care for children who are victims of male violence and girls who are victims of sexual violence, trafficking and sexual exploitation, improving coordination with educational, health and social resources.	MIGD	MIGD MDSA CCAA
	<b>Measure 238.</b> Material reparation through the articulation of a new specific line of economic aid, which complements the compensation from the aggressor.	MIGD	COMPETENT DEPARTMENTS GENERA STATE ADMINISTRATION (AGE)
	<b>Measure 239.</b> Promotion of associations and consolidation of support networks and mutual aid among victim-survivors.	MIGD	MIGD CCAA
	<b>Measure 240.</b> Promoting employment integration programmes for women survivors of male violence through support and specialised accompaniment for their integration into the labour market.	MIGD	CCAA
	<b>Measure 241.</b> Harmonisation of criteria to guarantee the rights of returned Spanish victims and those of their children.	MIGD	MAUC MIGD
	<b>Measure 242.</b> Acts of symbolic recognition before society and with the collaboration of the victims and their families, respecting the opinions, decisions and needs of the victims.	MIGD	MIGD CCAA

Actions	Measures	Driving unit	Responsible units
	<b>Measure 243.</b> Promotion and inclusion of the voice and proposals of victim-survivors in public spaces and actions, based on respect and active listening to victims.	MIGD	AGE CCAA EELL

**Strategic Line 3.7.  
Developing the response to vicarious gender-based violence (VICARIOUS VIOLENCE)**

Actions	Measures	Driving unit	Responsible units
<b>3.7.1. Acting against vicarious violence</b>	<b>Measure 244.</b> Elaboration of the first "Plan of Action and Development of the rights of children as direct victims of gender-based violence" aimed at the judicial, family, social services and specialised services.	MIGD	MDSA MJUS CGPJ PUBLIC PROSECU TOR'S OFFICE
	<b>Measure 245.</b> Design of specialised care programmes for women victims of vicarious violence within the framework of the programmes of the Autonomous Communities (CCAA).	MIGD	CCAA
	<b>Measure 246.</b> Dissemination of the rights of girls and boys who are victims of gender-based violence to specialised psychological care and assistance without the need to request parental authorisation, in accordance with the provisions of Article 156 of the Civil Code, adapted to the framework of the Autonomous Communities (CCAA).	MIGD	MIGD MJUS CCAA
	<b>Measure 247.</b> Updating protocols for action against gender-based violence suffered by the children of women victims and survivors, with the participation of children and adolescents.	MIGD	MDSA MIGD
	<b>Measure 248.</b> Staff training and adaptation of the aid system to the modification of Law 35/1995, of 11 December, which establishes the system of public aid in favour of direct or indirect victims of fraudulent and violent crimes committed in Spain resulting in death, or serious injury, or serious damage to physical or mental health, victims of sexual violence and vicarious violence, in accordance with the modification made by Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom.	MIGD	MDSA
	<b>Measure 249.</b> Promotion of measures for the referral and coordination of social services and child and adolescent protection services with specialised care services for minors who are victims of gender-based violence.	MIGD	MDSA MIGD CCAA
	<b>Measure 250.</b> Specialised training in the protection of children and adolescents for professional caregivers in order to effectively prevent and avoid situations that could lead to psychological and physical harm to minors living in family environments where there is gender-based violence, including vicarious violence.	MIGD	MDSA PUBLIC PROSECU TOR'S OFFICE MIGD CCAA

Actions	Measures	Driving unit	Responsible units
	<b>Measure 251.</b> Adaptation of the functioning of courts and tribunals to Organic Law 8/2021, of 4 June, on the comprehensive protection of children and adolescents against violence, in the care of minors, sons and daughters of victims of male violence, and in the resources to which they are referred by the judicial authority.	MIGD	MJUS CCAA
	<b>Measure 252.</b> Implementation of the system of “Casas de infancia” (Children’s Houses) established in Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom.	MIGD	CCAA

#### AXIS 4EJE

Coordinated, multi-agency response to protect and guarantee the rights of victims/survivors of male violence

#### Strategic Line 4.1.

Strengthening and improving the coordinated institutional response to male violence.  
(COORDINATION)

Actions	Measures	Driving unit	Responsible units
4.1.1. Institutional obligations for effective coordination: victims and survivors at the centre.	<b>Measure 253.</b> Guarantee and strengthen, from an approach centred on the needs and rights of victims and survivors, the mechanisms and spaces for face-to-face and online coordination between all levels of public administrations for an effective and efficient approach to male violence.	MIGD	MIGD CCAA EELL
	<b>Measure 254.</b> Elaboration, updating, adaptation and dissemination, according to recent legislation and international human rights standards, of the different protocols for action and coordination in the face of all forms of male violence.	MIGD	CCAA EELL
	<b>Measure 255.</b> Adaptation of action protocols and procedures to the diversity of women: women with disabilities, migrant women, older women and women of retirement age, young women, women in rural areas, etc.	MIGD	CCAA EELL
	<b>Measure 256.</b> Strengthening institutional coordination with the consular network, in order to supervise the situation of victims of male violence outside Spain, and reinforcing the inter-ministerial protocol for the care, transfer and return of Spanish victims of violence against women abroad, as well as in support of specialised international organisations and partner countries of Spanish development cooperation and humanitarian action.	MIGD	MAUC MISM MIGD
	<b>Measure 257.</b> Strengthening the participation of state, regional and local institutional bodies in which women’s associations, feminist associations and survivors are represented, in order to improve the institutional response to all forms of male violence.	MIGD	COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA EELL

Actions	Measures	Driving unit	Responsible units
	<b>Measure 258.</b> Implementation of the "One-stop shop of the social services network" as established in measure 6 of the "Catalogue of Urgent Measures of the Plan for Improvement and Modernisation against Gender-based Violence", preserving the organisation and competences of each Autonomous Community.	MIGD	MDSA CCAA
	<b>Measure 259.</b> Improvement of the channels for the referral of resources for mental health support and psychological accompaniment, with a specific approach to addictions and dual pathology.	MIGD	CCAA

**Strategic Line 4.2.  
Highlighting and combating secondary victimisation (SECONDARY VICTIMISATION)**

Actions	Measures	Driving unit	Responsible units	
<b>4.2.1. Responsibilities for secondary victimisation</b>	<b>Measure 260.</b> Design of actions to combat the gender stereotypes that persist in the institutions and bodies responsible for accompanying victims and survivors of male violence, reinforcing good treatment and response to them.	MIGD	MJUS MINT MIGD CCAA EELL	
	<b>Measure 261.</b> Institutionalisation and standardisation of the figure of the professional facilitator, accompaniment or reference professional in the network of care for all forms of male violence and other public institutions that assist victims.	MIGD	MINT MIGD CCAA EELL	
	<b>Measure 262.</b> Establishment of mechanisms for analysis, evaluation and accountability in cases of institutional violence within the framework of due diligence.	MIGD	MJUS MINT MIGD	CCAA EELL
	<b>Measure 263.</b> Elaboration of diagnoses for the identification of institutional obstacles that trigger re-victimisation in relation to all forms of male violence.	MIGD	MJUS MINT MIGD	CCAA EELL
	<b>Measure 264.</b> Guarantee of quality, permanent, accessible, accessible, adapted and non-discriminatory public services with teams specialised in male violence that accompany victims and survivors in their comprehensive recovery process.	MIGD	MJUS MINT MIGD CCAA EELL	
	<b>Measure 265.</b> Improvement of the institutional response and treatment of professional teams at all levels of public administration in their direct and indirect actions with victims and survivors of male violence.	MIGD		COMPETENT DEPARTMENTS GENERAL STATE ADMINISTRATION (AGE) CCAA EELL
	<b>Measure 266.</b> Establishment of a monitoring and evaluation system with intermediate and final reports on specialised state, regional and local resources for information, comprehensive assistance and reparation: 016, ATENPRO, devices, outpatient services and residential services, without prejudice to those established in the Autonomous Communities (CCAA).	MIGD		MIGD CCAA EELL





# iv. Strategy management

10. Monitoring and  
annualisation

11. Monitoring and  
evaluation of the EEVM

# 10. Monitoring and annualisation

# 10. Monitoring and annualisation

The State Strategy to Combat Male Violence 2022-2025 (EEVM) will run until 31 December 2025 and is organised in annual programmes.

The Annual Operational Programmes (POA) are the **basis for the implementation and operationalisation of the EEVM.**

They contain the **commitments to action** of this State policy in the fight against all forms of male violence that affect all women throughout each year of the Strategy's validity.

They are designed on an annual basis in order to **speed up implementation** by distributing the specific actions in time periods, as far as possible allowing for a certain **flexibility** in the timing depending on the institutional rhythms and the emergence of possible new social demands that are detected during the participatory monitoring at the end of each year.

The POA should serve not only as a tool to support planning, but also to support the management of the EEVM entrusted to the Government Delegation for Gender-based Violence (DGVG) by the Council of Ministers, by succinctly setting out the Map of priority actions included in the corresponding Axes and Measures of the Strategy.

Finally, the POA serves to guide decision-making by monitoring annual implementation. This monitoring is based on a **system of indicators that can be implemented quickly and realistically.** The monitoring of this implementation will help to generate useful and sufficient information to subsequently feed back into the planning process and to determine which more short-term lines of action should be completed and which should be continued in the following year due to their structural nature.

The **reporting/feedback mechanism for monitoring indicators** for each Measure will be shaped by the triangulation obtained through:

- The information entered during the year by the coordinating bodies in the annual form in the computerised monitoring application.
- The progress assessment information provided by the implementing agencies in the annual online monitoring survey.
- Qualitative feedback from the annual group convening all actors involved in the design of the EEVM.

# 11. Monitoring and evaluation of the EEVM

# 11. Monitoring and evaluation of the EEVM

## 11.1. Basis

The EEVM envisages a monitoring system based on the **principle of accountability** to report on progress towards the achievement of the planned objectives.

The proposed system is based on the definition of realistic quantitative and qualitative indicators to generate a systematic knowledge base capable of providing a periodic snapshot of the **state of the situation**, thus allowing for more agile decision-making for the prioritisation of actions in the Annual Operational Programmes (POAs). In addition, the monitoring process as a whole will provide a measure of **achievements** (expected and unexpected) as well as an assessment of the implementation of the Strategy itself.

The final objective is to shape a system of continuous and participatory improvement of EEVM's actions, based on the agile generation of transparent and useful knowledge for decision-making.

## 11.2. Governance of the monitoring system

As has been the case in the design of the EEVM, monitoring is conceived in a collaborative and participatory way, with information coming from the following actors:

- DGVG in its capacity as **coordinator** of the measures.
- The various institutions or bodies previously designated as **responsible for the implementation** of the measures.
- The key actors involved in the design of the measures or "**Actors of Participation**" (organised civil society and other actors who have effectively participated from the beginning of the process).

### 11.3. Monitoring criteria and mechanisms

The proposed key monitoring criteria are as follows:

- **Realisation:** determine time, implementation and budgetary performance; also identifies the type of difficulties encountered and solutions undertaken.
- **Effectiveness:** assessing the achievement of aims and objectives.
- **Efficiency:** establishing the relationship between resources and achievements.
- **Results:** to verify the direct and indirect effects on the field of action (the social reality) and, therefore, the progress achieved on the expected "Strategic Results" and those not expected as a result of the EEVM intervention.

Based on these criteria, the proposed system of indicators would be developed in different measurement dimensions, which are summarised in the following structure:

Type of indicators	Dimensions of each indicator				
	D1	D2	D3	D4	D5
Realisation	Measures implemented	Temporary implementation	Budgetary implementation	Difficulties	Solutions applied to difficulties
Effectiveness	Implementation achievements	Fulfilment of objectives	Governance Framework		
Efficiency	Budgetary implementation	Resource sufficiency	Governance Framework		
Results	Transformations = Achievements against Strategic Results				

The monitoring system seeks to operationalise most of the information generated within the framework of the Strategy, **both quantitative and qualitative**, which is related to the fulfilment of the actions and measures subsequently specified in the POAs. Within the typology of qualitative indicators, information resulting from participatory reflection will also be added, mainly in the form of perception or opinion indicators (which, as described below, will take the form of online questionnaires and meetings).

Not all monitoring criteria have the same periodicity of assessment, although most of them will have an annual periodicity.



## 11.4. Indicators

The indicators will be of three types:

- Monitoring of **realisation**, including whether the expected measures in each action and axis have been implemented and/or their degree of progress.
- Monitoring of **effectiveness and efficiency**, measuring the degree of achievement of the expected objectives or their degree of deviation from what was planned, as well as their relation to the available resources and the mode of governance.
- Measuring **results** related to the transformation or changes brought about in the short term by the Strategy. It is about assessing - quantitatively and qualitatively - the effectiveness of the Strategy and its successes, which can generate expected or unanticipated results, which can also have differential effects for women and men.

The method of collecting indicator information will be based on one of these techniques:

- **Monitoring form** fed by the bodies responsible for the implementation of the measures.
- **Annual Follow-up Meeting:** Organised by the DGVG with the assistance of the agencies responsible for the implementation of the measures.
- **Annual Online Questionnaire:** generally based on a rating scale addressed to Key Stakeholders.

## 11.5. Monitoring results

With the available information collected, an **Annual Report** Report will be prepared for each POA in a standardised format to:

- Recall the commitments for the year in question.
- Visualise progress in the implementation of the main indicators.
- Collect the results achieved and the perception of the effects of these results.
- Also reflect possible incidents or obstacles to the planned progress and possible solutions or lessons learned.

The analysis of the evolution of the data will be carried out on **an annual basis**, mainly on the basis of the quantitative data collected in the form provided for this purpose and issued with the frequency determined by the DGVG, to which will be added some qualitative assessments from two **Participatory Appraisal** techniques that will also be provided on an annual basis: 1) Annual Online Questionnaire

to measure the results of the actions with rating scales and 2) Annual Monitoring Meeting of a more open nature on the course of the corresponding POA.

As for the closure of the process, a final group participation session, the Final Meeting, is planned for the year 2025, which will follow a similar logic to the previous Annual Follow-up Meetings, although with a broader scope of participation. Its objective will be to gather a consensual assessment of the whole process, from the drafting of the Strategy to its launch, implementation and monitoring for the entire period 2022-2025.

Based on the information gathered from both participation and the accumulated indicators, a Final Report on the application process and results of the monitoring system will be drawn up with data on the annual evolution compared and aggregated for the entire period of validity.



# v. Annexes

# Annex 1. Bibliography

## Annex 2. List of Acronyms of Ministries

## Annex 3. Glossary

# Annex 1. Bibliography

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# Annex 2. List of acronyms for Ministries

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<b>CNEJ:</b>	National Commission on Judicial Statistics.
<b>MAPA:</b>	Ministry of Agriculture, Fisheries and Food.
<b>MAEUC:</b>	Ministry of Foreign Affairs, European Union and Cooperation Ministry
<b>MCIN:</b>	of Science and Innovation
<b>MCSM:</b>	Ministry of Consumer Affairs
<b>MCUD:</b>	Ministry of Culture and Sport
<b>MDEF:</b>	Ministry of Defence
<b>MDSA:</b>	Ministry of Social Rights and the 2030 Agenda Ministry of
<b>MEFP:</b>	Education and Vocational Training
<b>METD:</b>	Ministry of Economic Affairs and Digital Transformation Ministry
<b>MHFP:</b>	of Finance and the Civil Service
<b>MICT:</b>	Ministry of Industry, Trade and Tourism
<b>MIGD:</b>	Ministry of Equality
<b>MINT:</b>	Ministry of the Interior
<b>MISM:</b>	Ministry of Inclusion, Social Security and Migration Ministry of
<b>MJUS:</b>	Justice
<b>MPCM:</b>	Ministry of the Presidency, Relations with Parliament and Democratic Memorial
<b>MSND:</b>	Ministry of Health
<b>MTED:</b>	Ministry for Ecological Transition and the Demographic Challenge
<b>MTER:</b>	Ministry of Territorial Policy
<b>MTES:</b>	Ministry of Labour and Social Economy
<b>MTMA:</b>	Ministry of Transport, Mobility and Urban Agenda

# Annex 3. Glossary

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# Glossary

Sexual abuse

Before the entry into force of the Law on Integral Guarantee of Sexual Freedom, which reforms Organic Law 10/1995 of 23 November 1995 on the Criminal Code, a distinction was made between abuse and assault. It referred to any attack on the sexual freedom of another person, carried out without violence or intimidation, but without consent.

*Stalking*

Common, non-legal term referring to harassment, intrusive persecution, personal contact against her will (or for others to contact her against her will, e.g. on social media). In its digital dimension it tends to be referred to as cyberbullying.

Street harassment

Sexual harassment in mobility and community spaces, especially nightlife. Looks, compliments, opinions, comments, acts of approaching, touching or touching women, by men, who are strangers to them and are in any public space, instilling fear and provoking feelings of humiliation or shame.

Gender-based harassment

Any behaviour carried out based on the sex of a person, with the purpose or effect of undermining their dignity and creating an intimidating, degrading or offensive environment (Article 7 of the Organic Law 3/2007, of 22 March, for effective equality of women and men)

Sexual harassment

Any behaviour, verbal or physical, of a sexual nature that has the purpose or produces the effect of undermining the dignity of a person, in particular when an intimidating, degrading or offensive environment is created (Article 7.1 Organic Law 3/2007, of 22 March, for the effective equality of women and men).

Sexual assault

All those conducts that violate sexual freedom without the consent of the other person.

Cyber-violence  
Consent

See digital violence

Free manifestation through acts which, in view of the circumstances of the case, clearly express the affirmative will of the person (Article 178.1 of Organic Law 10/2022 of 6 September on the comprehensive guarantee of sexual freedom)

Hate speech on the grounds of gender and sex

Ideological reaction against women's rights materialised in anti-feminist and sexist opinions and speeches against women (and other sex-gender identities) (Article 510 of the Penal Code related to Article 22 regarding the aggravating circumstance of discriminatory motive)

Femicides	Murder of a woman by a man because of machismo or misogyny. Femicides can occur both in the context of a relationship with a partner or ex-partner, as well as in situations of sexual violence, prostitution and trafficking for the purpose of sexual exploitation and other forms of male violence, as we will see below.
Intimate partner or ex-partner feminicides	Murder of a woman under the terms of Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence.
Family Femicide	Murder of a woman by male family members. Femicide as an honour killing is included.
Sexual Femicide	Murder of non-partnered, non-related woman linked to sexual violence. It encompasses: Femicide due to sexual assault; Femicide linked to trafficking for sexual exploitation, sexual exploitation, prostitution or other gender-stigmatised activities with sexual connotations; Femicide linked to female genital mutilation; Femicide linked to forced marriage.
Social feminicide	Murder of a woman or girl following a non-sexual assault by a non-partnered, non-family man (stranger, co-worker, neighbour, friend, etc.)
Vicarious Femicide	Murder of a woman by a man as an instrument to cause harm or damage to another woman for reasons of gender by virtue of Final Provision 10 of Organic Law 8/2021, of 4 June on the comprehensive protection of children and adolescents against violence. Vicarious feminicides will be counted as feminicides of women of legal age.
Gender	Socially constructed roles, behaviours, activities and attributions that a particular society considers to be women's or men's.
Grooming	<i>Grooming</i> and, in its digital evolution, online grooming (online sexual abuse and harassment) are criminal forms of <i>harassment</i> that involve an adult contacting a child or adolescent in order to gradually gain their trust and then engage them in sexual activity. This practice has different levels of interaction and danger: from talking about sex and getting intimate material, to actually having a sexual encounter.
Intersectionality	An approach that points out that the inequality between women and men is made meaningful, and experienced in a variable way, depending on other structures of oppression, such as ableism, racialisation, ethnic origin, social class, age, religious denomination, sexual orientation, gender identity, administrative situation of residence, country of origin, conviction or opinion, or marital status.



Intersectionality	<p>In this way, the Strategy ultimately targets all women, although priority is given to those who are most at risk because they are in a situation of vulnerability associated with issues such as the following: older women (aged 65 or of retirement age), women with physical disabilities or with mental health problems or in a situation of dependency, rural women, women of other ethnicities or with diverse sexual orientation or gender identity, with problems caused by economic situation or social class (from poverty to social exclusion), migrant women (in particular those in a situation of administrative irregularity), with addiction problems, convicted and/or imprisoned women, homeless women, women in contexts of prostitution or in a situation of trafficking and sexual exploitation, etc.</p> <p>There are also situations where several causes of special vulnerability come together, such as, for example, the case of women prisoners with disabilities.</p>
Egalitarian masculinities	<p>This term refers to the attitudes and behaviour of men who have a feminist and anti-macho perspective and who are part of the solution in the fight against violence against women, as opposed to male chauvinists.</p>
Forced marriage	<p>This term has been used throughout several specific measures of the Strategy and refers to non-consensual early, arranged or forced marriages of girls.</p>
Female genital mutilation (FGM)	<p>It covers all procedures involving partial or total removal or other injury to the external female genitalia for non-medical reasons.</p>
Parental Alienation Syndrome (PAS)	<p>This theory refers to the alleged childhood disorder that arises in a context of father-mother disputes where sons and daughters allegedly suffer from an indoctrination or denigration campaign against the father and whose therapy should be treated on the basis of "threat therapy" to the mother that she will lose primary custody if she does not cooperate.</p> <p>The correctly named "false Parental Alienation Syndrome" was developed in the absence of scientific evidence and through invalid arguments and fallacies (Escudero, et al., 2008) by a psychiatrist named Richard Garner who advocated paedophilia to enhance the survival of the human species, that children may be less harmed by sexual abuse than by the trauma of the legal process of separation, or that women take pleasure in being beaten.</p> <p>This controversial theoretical model of family dysfunction has functioned as a deterrent to reporting abuse by the victim mother. The abuser uses the threat that the victims will lose custody of their children because of the risk of separation from the couple, which leads to an increase in the lack of protection for the children, as well as breaking the children's trust in the protection they receive from adults.</p>

Chemical subjugation	<p>Organic Law 8/2021 of 4 June on the comprehensive protection of children and adolescents against violence warns public authorities to avoid this type of theoretical approach without scientific backing (Articles 11.3 and 26.3.a).</p> <p>However, the United Nations warns that in Spain false PAS continues to be used, forcing minors to live with presumably abusive parents - with evidence and proof of abuse - and consequently failing to comply with the Convention on the Rights of the Child (United Nations, 2022) See "Violence under the influence of substances"</p>
Trafficking in women and girls for the purpose of sexual exploitation	<p>Trafficking in persons: the recruitment, transportation, transfer, accommodation or reception of persons, resorting to the threat or use of force or other forms of coercion, kidnapping, fraud, deception, abuse of authority or other situation of vulnerability, or the offer or acceptance of payments or advantages to obtain the consent of a person who has control over another, aimed at their exploitation. It involves exploitation in the prostitution of others or other forms of sexual exploitation (Palermo Protocol, 2000).</p>
Victims and survivors of male violence	<p>Victims are women and/or their children when they suffer harm or injury as a result of a criminal act perpetrated by a man, regardless of their relationship to him.</p> <p>Women and/or their children who leave the cycle of gender-based violence are survivors.</p>
Secondary victimisation or re-victimisation	<p>The one suffered by the victim when, as a consequence of the crime, he or she has to appear before health, police or judicial professionals, and which implies a new aggression (especially psychological) that is not deliberate but no less harmful on occasions than the primary victimisation (the one suffered by the victim as a direct result of the criminal act).</p> <p>Secondary victimisation is closely related to the way in which victims are attended to in each of these instances, and can be minimised by taking care of a series of aspects that involve improving treatment, guaranteeing their rights, reducing the number of statements and medical/forensic examinations to the indispensable minimum, accompanying and protecting them or coordinating the public and private services that intervene, among others.</p>
Rape	<p>Sexual aggression consisting of carnal access by vaginal, anal or oral means, or introduction of bodily members or objects by any of the first two means to the victim (Article 179 of Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom).</p>
Substance-related violence	<p>Also known as "chemical submission". It consists of sexual aggression through the use of substances and psychotropic drugs that override the victim's will, partially or completely incapacitating her.</p>

Gender-based  
violence against  
woman  
Cultural violence  
Gender-based

Any act of violence against women, including against girls under the age of 18, because they are women or which affects women disproportionately (Istanbul Convention).

See "Symbolic violence".

This is the violence suffered by women in the sphere of the partner/ex-partner (by men), including vicarious violence by virtue of Organic Law 1/2004, of 28 December, on Comprehensive Protection Measures against Gender-based Violence See "Violence perpetrated or facilitated through technology".

Digital violence  
Domestic violence

All acts of physical, sexual, psychological or economic violence occurring within the family or household or between former or current spouses or partners, regardless of whether the perpetrator shares or has shared the same residence as the victim (Article 3.b Istanbul Convention).

Economic violence

Also known as "financially abusive situation".

In gender-based violence, it consists of achieving or attempting to achieve the woman's financial dependence by maintaining total control over her financial resources (income, assets, property), preventing her from accessing them freely. It can include both prohibition of work or training and labour exploitation. This can be achieved through physical violence, psychological violence, online violence or all of them.

Violence perpetrated or  
facilitated through the  
use of

Also known as "Digital Violence" refers to the digital dimension of violence against women committed online and facilitated by technology (GREVIO General Recommendation 1 (2021)). It takes on multiple manifestations with various forms of bullying (many of them named with neologisms), in particular:

- **Online and technology-facilitated harassment:** Threat (sexual, economic, physical or psychological); damage to reputation; tracking and collection of private information; identity theft; sex request; harassment with accomplices to isolate her.
- **Online sexual harassment**
  - Threats of non-consensual dissemination of images or videos (sometimes with a revenge porn motivation); even the unwitting and non-consensual taking, production or capture of intimate images or videos or "*sexspreading*" (sharing private information or content, including sexualised images);
  - Exploitation, coercion, threats and sexual extortion or "sextortion" (forcing to follow the sexual will or requests of a third party by possessing something of value to the forced person, or using intimate content without consent, for blackmail);
  - Threat of violation of privacy or of revealing personal information or identity or "*doxing*" (surveillance that consists of deeply tracking information available on the internet about a person, with the aim of publishing it as a form of intimidation or harassment);

	<ul style="list-style-type: none"><li>• Disclosure of sexual orientation or "outing" (outing someone without their consent);</li><li>• Transmitting sexualised rumours or comments as sexual harassment to others, thereby affecting their reputation and/or livelihood ("sexualised bullying or cyberbullying");</li><li>• Impersonation and identity theft on social networks, to monitor the victim's communications with others, for defamatory purposes and the circulation of degrading content ("hacking").</li><li>• Sending a woman unsolicited sexual image, obscene photographs through dating or messaging apps, texts, or using airdrop technologies or bluetooth with the aim of annoying, intimidating or making her uncomfortable ("cyberflashing").</li><li>• <b>Digital psychological violence:</b> They can be individual acts that are not criminalised when combined with mass mentality and repetition. Includes sexist hate speech; intimidation, threats to victims or their families, insults, shaming and defamation; incitement to suicide or self-harm. This also includes economic abuse, psychological abuse and economic harm perpetrated through digital means against women and girls.</li></ul>
Physical violence	Violence against women involves causing or attempting to cause harm to a woman by hitting, kicking, burning, grabbing, pinching, pushing, slapping, pulling hair, biting, denying medical care, forcing alcohol or drugs, or using any other type of physical force against her. May include damage to property.
Institutional violence	The consequences on women of the lack of due diligence; which occurs both through the omission and inaction of public authorities, as well as through practice contrary or detrimental to women's rights, resulting in secondary victimisation.
Male violence	A generic term which encompasses all acts violence by a man that involve or are likely to involve harm or suffering of a physical, sexual, psychological or economic nature to women and girls, including threats of such acts, coercion or arbitrary deprivation of liberty, in public or private life (Article 3. Istanbul Convention).

Everyday male  
violence

This term is used in the State Strategy as an expression for **any form of violence against women that injures or is likely to injure the dignity, integrity or freedom of women**. It therefore includes expressions of: intimate partner violence, trafficking in women and girls for sexual exploitation, femicide, sexual violence, female genital mutilation, forced marriages, sexual harassment or gender-based harassment, economic violence, institutional violence, political violence, violence perpetrated or facilitated through technology, etc.).

In the State Strategy, the term "violence against women" is used in the same sense, referring to ALL women.

Until now, the term "michomachismos" was used, which was proposed by psychologist Luis Bonino Méndez in 1991 to refer to acts that other specialists defined as "soft violence" or "petty tyrannies". Bonino uses this term to designate those "attitudes of "soft" or "very low intensity" domination, hidden and denied forms and modes of abuse and imposition in everyday life. They are, specifically, skilful arts of domination, subtle or insidious, reiterative and almost invisible behaviours that men perform on a permanent basis. They are of the "micro" type - to borrow a term from Foucault - of the order of the capillary, the almost imperceptible, that which is at the limits of evidence.

Currently, different currents of feminism are questioning this concept based on the idea that this violence is not small or perpetrated by "a few" men, but rather that it is serious aggression that occurs on a daily basis and in a very widespread manner, being a structural issue. As a result of this debate, other alternatives for defining this problem have been put forward, the most widely accepted being "everyday male violence". Claudia de la Garza and Eréndira Derbez (2020) speak in their book of "everyday machismo" to refer to the macho behaviours, gestures, comments or actions that women live with on a daily basis and which are usually normalised. These are aggressions that affect many areas of women's lives (both in the private space of the home and in the public sphere - in the street, in the workplace, etc.), which can have serious implications and which are at the root of the inequality on which the patriarchal system is based, so they cannot be taken as something "micro".

Political Violence  
against Women

According to established human rights standards, this form of male violence manifests itself by undermining, hindering, restricting, preventing or eliminating women's participation in public and political affairs. Hostile, intimidating, dishonouring or discrediting actions are promoted, incited or carried out against women, harassment, threats, physical or sexual aggression, and even the murder of the victim.

Psychological violence

In violence against women, it consists of acts aimed at controlling or manipulating a woman, isolating her from friends, family, school or work, humiliating her, shaming her, or instilling fear in her. It includes threatening, blaming, constant control or surveillance, demands for obedience or submission, indifference or neglect.

Sexual violence

According to Article 3.1 of Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom, sexual violence is understood to be any act of a sexual nature that is not consensual or that conditions the free development of sexual life in any public or private sphere, including the digital sphere. Sexual femicide, understood as homicide or murder of women and girls linked to conduct defined in the following paragraph as sexual violence, is considered to be included in the scope of application for statistical and reparation purposes.

In any case, crimes foreseen in Title VIII of Book II of Organic Law 10/1995, of 23 November, of the Criminal Code, female genital mutilation, forced marriage, harassment with sexual connotation, and human trafficking for the purpose of sexual exploitation are considered sexual violence. Special attention will be paid to sexual violence committed in the digital environment, including the dissemination of acts of sexual violence, non-consensual pornography and child pornography in any case, and sexual extortion through technological means.

Symbolic violence

That which allows the social reproduction of inequality between women and men, as well as the discrimination of the former through shared internalisation. Its most common expression is found in cultural practices, language, artistic expressions and folk traditions.

It is based on the (more or less subtle) undervaluing of women and the feminine. It is exercised primarily through language, cultural representations (icons, signs, messages, etc.), social conventions (including values) and mental patterns (beliefs, attitudes) that derive from the above. Together they naturalise, reproduce and legitimise women's subordination and material structures of domination. Its manifestation is cross-cutting and affects all women.

Vicarious Violence

That which aims to cause harm or damage to women, and is exercised on their family members or people close to them, fundamentally minors (daughters and sons), but also on elderly people, people with disabilities or in a situation of dependency, who are under the guardianship or custody of the woman victim and who live in the violent environment.

Sexual and  
reproductive  
health violence

Vicarious violence, understood as any act of physical and/or psychological violence, in its most extreme manifestation includes the murder of these family members or close persons by whoever is or has been their spouse, partner or whoever has maintained an analogous situation of affection, even if it is or has been without cohabitation, as an instrument to intentionally cause harm or damage to the living woman, which is also known by the term Extreme Vicarious Violence (Sonia Vaccaro, 2021)

Forced sterilisation, forced abortion, forced pregnancy, criminalisation of abortion, denial or delay of safe abortion and post-abortion care, forced continuation of pregnancy, and abuse and ill-treatment of women and girls seeking sexual and reproductive health information, goods and services, are forms of gender-based violence that, depending on the circumstances, may amount to torture or cruel, inhuman or degrading treatment (CEDAW, General Recommendation 35, paragraph 18).

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Nipo online: 048-23-089-2

Catalogue of publications of the General State Administration:  
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**MINISTERIO  
DE IGUALDAD**

SECRETARÍA DE ESTADO  
DE IGUALDAD  
Y CONTRA LA VIOLENCIA DE GÉNERO

DELEGACIÓN DEL GOBIERNO  
CONTRA LA VIOLENCIA DE GÉNERO