



# **REPORTING AND REGISTERING DOMESTIC VIOLENCE AGAINST WOMEN AND GIRLS IN SÃO PAULO AND BOGOTÁ:**

**A Data-Driven Model**

**November 2021**



Unidas is a network of women from Latin America, the Caribbean and Germany fighting for equal opportunities for women and men as part of the Latin America and Caribbean Initiative of the Federal Foreign Office under the patronage of Foreign Minister Heiko Maas. Founded on May 28th, 2019, the network's mission is to support women's rights and equality movements as a driving force in tackling discrimination. Unidas wants to strengthen women's participation in politics, culture, the media, society, business and academia. The role of women as peacekeepers who strive to counter violence and foster peaceful coexistence is an additional important element of the network.

Website: [www.unidas.world](http://www.unidas.world).



Data-Pop Alliance (DPA) is a collaborative laboratory created by the Harvard Humanitarian Initiative, MIT Connection Science, and Overseas Development Institute. We bring together researchers, experts, practitioners, and activists to change the world with data through three pillars of work: **diagnosing** local realities and human problems with data and AI; **mobilizing** capacities, communities, and ideas towards more data literate societies; and **transforming** the systems and processes that underpin our societies and countries. In 2016, Flowminder Foundation joined as the fourth Core Member.

Through an intersectional, feminist and LGBTQI+ inclusive approach, **Data-Pop Alliance** advocates for gender equality through institutional and national gender diagnosis; gender data trainings; and advanced gender-based violence data modelling. In recent years, Data-Pop Alliance has developed several projects with international actors and stakeholders that aim to strengthen data ecosystems and insight to fight gender inequalities and disparities globally.

Website: <https://datapopalliance.org>

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Data-Pop Alliance's (DPA) led the development of the project and wrote this report. The team was comprised of Emmanuel Letouzé (CEO, Principal Investigator), Zinnya del Villar (Director of Research), Agustina Pérez Mirianco (Project Officer), Anna Carolina Spinardi (Program and Research Manager, Gender), Julie Ricard (Gender Expert, Research Affiliate), Berenice Fernandez Nieto (Project Officer), Ivette Yañez (Program and Research Manager, Communications), Mateo Rojas Guerrero (Program and Research Manager, Digital Transformation) and Sara Ortiz (Project Officer). Technical inputs were provided by Alina Sotolongo and Guillermo Romero (Data Science team).

The individuals and organizations listed above are evidence of the fact that one alone cannot advocate for gender equality, and that to protect the survivors of gender-based violence collective engagement and efforts are needed. Currently, an estimated total of 9.5 million women and girls reside in Bogotá and São Paulo, two of the largest cities in Latin America. This report is dedicated to every one of them who has experienced abuse in their own home at the hands of people they know, but particularly to the women and girls that have been unable to report the violence, and are therefore not visible in the data. We see you.

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# ACRONYMS AND ABBREVIATIONS

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<b>CAP</b>	Coordenadoria de Análise e Planejamento [Analysis and Planning Department]
<b>CODE</b>	Council for the Orientation of Development and Ethics
<b>DANE</b>	Dirección Nacional de Estadística [National Administrative Department of Statistics]
<b>ECLAC</b>	Economic Commission for Latin America and the Caribbean
<b>FGM</b>	Female genital mutilation
<b>FUSSP</b>	Fundo Social de São Paulo [The Social Fund of São Paulo]
<b>GBV</b>	Gender-based violence
<b>GICRI</b>	Grupo de información de Criminalidad [Criminality Information Group]
<b>GIZ</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
<b>IPV</b>	Intimate partner violence
<b>NGO</b>	Non-governmental organization
<b>RDO</b>	Registro Digital de Ocorrência [Digital Occurrence Registry]
<b>SIEDCO</b>	Secretaría de Seguridad, Convivencia y Justicia [Secretariat of Security, Coexistence and Justice]
<b>SINESP</b>	Sistema Nacional de Informações de Segurança Pública [National Public Security Information System]
<b>SSP-SP</b>	Secretaria de Segurança Pública do Estado de São Paulo [Secretariat of Public Security of the State of São Paulo]
<b>UN</b>	United Nations
<b>UNFPA</b>	United Nations Population Fund
<b>UPZ</b>	Unidades de Planeamiento Zonal [Zonal Planning Units]
<b>VAWG</b>	Violence against women and girls
<b>WHO</b>	World Health Organization
<b>WSB</b>	Women's Secretariat of Bogotá

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# 1. INTRODUCTION

## 1.1. Violence Against Women and Girls: What Does the Data Say?

### 1.1.1. Gender-Based Violence at the International Level

The year 2020 marked the 25th anniversary of the Beijing Declaration and Platform for Action, “a comprehensive and visionary agenda for achieving gender equality.”<sup>1</sup> This declaration serves as a blueprint to empower women and affirm their rights in all areas, including the elimination of all forms of **violence against women and girls** (VAWG) as a prerequisite for achieving equality, development, and peace.

Two other valuable international and regional instruments—The Declaration on the Elimination of Violence Against Women and the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence Against Women (Convention of Belém do Pará)—were also signed nearly 20 years ago. These declarations clearly state that the risk factors, consequences, and responses to this phenomenon are heavily influenced by women’s subordinate social, economic, and legal status in many settings.<sup>2</sup> These texts are cornerstones of the international framework for women’s rights and have catalyzed efforts to eradicate **gender-based violence** (GBV) at the global level.

However, despite the growing awareness and progress toward achieving gender equality and protecting women’s right to live free from violence, the prevalence of VAWG is ever more alarming. Around 30% of women worldwide have been subjected to **intimate partner violence** (IPV) or sexual violence.<sup>3</sup> Strikingly, a large share of abuses and murders are perpetrated by intimate partners or family members. Specifically, about 27% of women between the ages of 15 and 49 who have been in a relationship report they have been subjected to some form of physical and/or sexual violence by an intimate partner, while 38% of women’s murders worldwide are estimated to be perpetrated by an intimate partner.<sup>4</sup> In other words, every day, around 137 women are killed by a family member.<sup>5</sup> Faced with these startling figures and the dire consequences of this public health and human rights crisis, policymakers, practitioners, feminists, and human rights groups are doubling down to eradicate VAWG.

### 1.1.2. Gender-Based Violence in Latin America

Unfortunately, GBV is particularly acute in Latin America, the region with the highest rate of sexual violence in the world by non-partners and the second-highest rate of violence by partners or ex-partners.<sup>6</sup> The region also has a devastatingly high rate of femicide, with 4,640 cases registered in 2019 by the Gender Equality Observatory across 24 countries in the region.<sup>7</sup> While solid advances have been made toward the establishment of norms to combat violence against women and femicide at the national level, this crisis remains a problem of regional magnitude.

Despite the burgeoning legislative framework, there seems to be a gap between normative advances (e.g., *Lei Maria de Penha* and the ratification of the Convention of Belém do Pará) and the implementation of strategies and public policies to combat VAWG. The continued prevalence of VAWG in the region can be partly explained by deep-seated cultural and gender norms, such as machismo, which are ingrained in traditional societal structures. According to a study carried out by Oxfam, 5 out of 10 women consider VAWG to be normal, and 86% of the men and women in the region would not interfere if a male friend hit his female partner.<sup>8</sup> This apparent consensus to accept and legitimize VAWG has created a dangerous environment in which women are not safe—not even in their own homes. The Pan American Health Organization (PAHO) conducted a study in 12 Latin American countries, finding that between 17% and 53% of women (varying by country) have undergone sexual or physical violence perpetrated by an intimate partner. Of these women, between 28% and 64% neither reported nor spoke to anyone about the violence they experienced.<sup>9</sup>

### 1.1.3. Gender-Based Violence in Brazil and Colombia

In the region, Colombia and Brazil stand out as having two of the most advanced legislative frameworks for combating domestic and intrafamilial violence, including femicide. However, the staggering numbers of VAWG cases persist. Policies are not adequately implemented and are unarticulated between institutions, remaining unknown to many of the victims.<sup>10</sup> In 2018, Brazil registered 263,067 domestic violence injuries and 1,206 cases of femicide, establishing it as the country with the highest total number of femicides and fourth per 1,000 habitants in the region.<sup>11</sup> Furthermore, vulnerability to GBV is much more pronounced and prevalent among Black women, who not only suffer higher rates of GBV but also face greater obstacles to reporting such as discrimination in accessing legal resources when compared with White women.<sup>12</sup>

In Colombia, although the situation of GBV is very similar to that of Brazil, the country has other aggravating factors. The country’s decades-long armed conflict disproportionately affects women, whose bodies have been utilized as weapons of war.<sup>13</sup> However, VAWG in the domestic setting is a deep-rooted societal problem that the armed conflict has exacerbated, though not created. According to the National Institute of Legal Medicine, 1,001 women were murdered in 2019 and, in 4 out of every 10 of these cases, the crime was committed by someone they knew. In 39.2% of cases, the murder took place in the home. Moreover, it is estimated that 7 out of 10 cases of intrafamilial violence are carried out by an intimate partner (44.5%) or an ex-intimate partner (32.5%).<sup>14</sup>

Both Brazil and Colombia have high incidences of domestic violence; however, as the presidential advisor for women’s equality in Colombia has stated, policymakers’ discussion should focus not only on descriptive analysis of the variance of case incidence, but also on the actions necessary to eradicate this phenomenon. Society must stop failing women; even a single case is one too many.<sup>15</sup>

### 1.1.4. Gender-Based Violence in Urban Spaces

The reported numbers of VAWG, and hence available data documenting this phenomenon, are not homogenous across different areas. In many instances, it is easier to find figures and statistics for large cities — which have better capacity for data collection and organization — but not for smaller ones or for rural areas. Major cities often rely on specialized agencies for data collection while smaller cities depend on national surveys, which in most cases do not offer information beyond the state or municipal level of spatial disaggregation. Additionally, comparing the available data for different cities presents a challenge, since the methods, operationalization, and definitions of the variables vary.<sup>16</sup> This problem already exists between different institutions in each country and is further complicated by the wide range of agencies in charge of data collection for each city. Therefore, to ensure the most reliable, organized, and complete information, the present study opted for a **city-centered analysis** as the geographic unit, to understand the figures and factors affecting the reporting of VAWG in the domestic setting.

The project focused on São Paulo, Brazil, and Bogotá, Colombia, both of which are among the top five largest cities in Latin America. The two metropolises have similar characteristics and social dynamics that allow for greater control of external variables that may influence the results. Both cities have a high number of reported cases of VAWG in comparison to the national mean for each country. Between 2018 and 2019 there were 202,490 cases of VAWG in Colombia, out of which Bogotá had the highest rate, with 44,892 cases.<sup>17</sup> In São Paulo, according to a study carried out by civil society organization *Rede Nossa SP*, there was a 64% increase in reported cases of VAWG from 2016 to 2019, when 83,000 women experienced such violence.<sup>18</sup> Moreover, both cities have the highest number of people infected with COVID-19 in their respective countries. This allowed the study to also analyze the impact the pandemic had on the reporting of VAWG. These characteristics and the relative availability of data led the research team to select these two cities as case studies.

## 1.2. Violence Against Women and Girls: The Impact of the COVID-19 Pandemic

The COVID-19 health emergency has affected men and women differently, as women have borne additional consequences triggered by the pandemic. These include being overburdened by household chores, social isolation, restricted autonomy in their reproductive and sexual health, lack of available services, economic shocks that may lead to financial dependence, and other obstacles to escape situations of domestic violence.<sup>19</sup> The increased impact on women led the Economic Commission for Latin America and the Caribbean (ECLAC) to issue an alert that the pandemic may undo nearly a decade of progress with regard to women's participation in the workforce.<sup>20</sup> Additionally, women are overrepresented as frontline health workers, thus facing higher risk of COVID-19 infection. Brazilian and Colombian

women represent 75.7% and 78.3% of the health workforce, respectively<sup>21</sup>—higher than the 70% global average.<sup>22</sup>

The pandemic has also exacerbated pre-existing inequalities, disproportionately affecting marginalized groups.<sup>23</sup> Lockdown measures such as mobility restrictions and social distancing—as well as economic and social strains resulting from the health crisis—have all contributed to a drastic increase in VAWG. Unfortunately, approaches that sought to curb the spread of the virus simultaneously left victims of domestic violence isolated from support networks and in-person protection services.

Since the World Health Organization (WHO) declared COVID-19 a global pandemic in early March 2020, international agencies, researchers, and grassroots women's organizations have expressed deep concerns regarding the potential increase in VAWG.<sup>24</sup> Time has shown that these concerns were not misplaced, as the demand for certain emergency services has unmistakably escalated in various countries, in comparison to periods before the onset of the pandemic. Using preliminary data, UN Women identified a 20% to 35% increase in helpline demand in countries with diverse socioeconomic characteristics, such as Argentina, France, Cyprus, and Singapore. A similar rise in demand for emergency centers and shelters has been registered in countries such as Spain, the United States, United Kingdom, and Canada.<sup>25</sup>

A main driver of this surge stems from the fact that stay-at-home orders obliged women and girls to be homebound with potential aggressors. Perpetrators were able to exert further control over their victims, restricting their access to monetary resources, stepping up surveillance of their daily activities, and cutting them off from whatever formal or informal support networks they still had at their disposal. UN Women and other international organizations have highlighted how “mobility restrictions are expected to increase women's vulnerability to abuse and their need for protection services.”<sup>26</sup> However, due to the suspension or reduction of key social protection services—both for resource diversion to attend to other pandemic-related issues or as result of mobility and social distancing measures—women's search for support, protection, and emergency alternatives was significantly jeopardized.<sup>27</sup> In this context, the United Nations Population Fund (UNFPA) estimated that the COVID-19 pandemic will likely reduce by one-third the advances made toward ending GBV.<sup>28</sup> For instance, even though the rates of female genital mutilation (FGM) have been declining since 2015, given the temporary interruption of programs to end FGM, the pandemic could halt and even set back the progress achieved to date.<sup>29</sup>

Finally, economic hardships resulting from the pandemic have also become an important factor to consider when analyzing VAWG in this context. During times of social isolation and restricted mobility, victims' inability to obtain vital resources—combined with their diminished decision-making power within the household, crowded conditions in places of residence, and increased close contact between family members or co-habitants—may exacerbate tensions and heighten unequal power dynamics, leading to an increased likelihood of GBV in the domestic sphere.<sup>30</sup>

### 1.3. The Value of Gender Data: Bringing Visibility to the “Shadow Pandemic”

#### 1.3.1. Gender Data Focused on VAWG

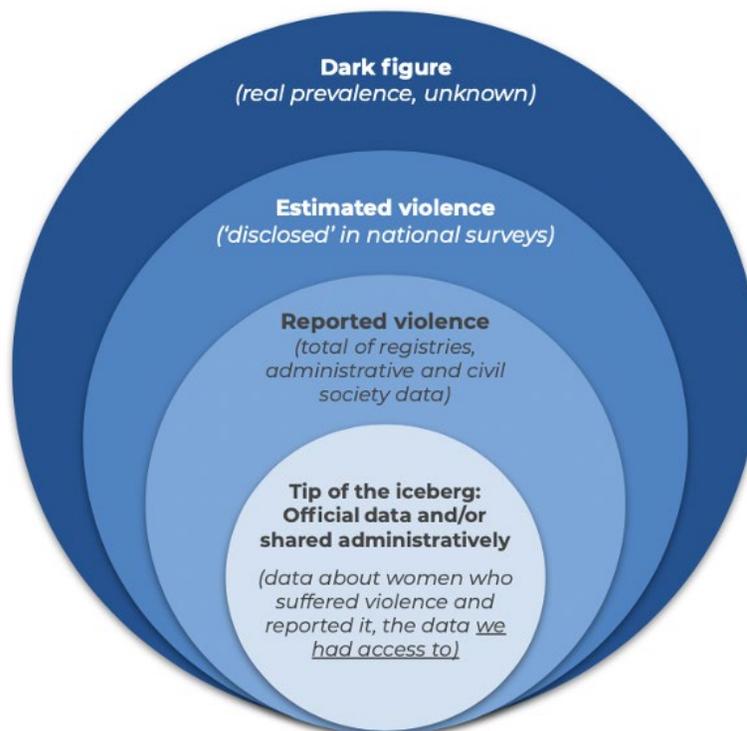
The importance of using data to map the incidence of phenomena such as VAWG is undeniable. However, differing understandings and definitions around VAWG pose a major challenge in carrying out research on this issue; different countries have different understandings of what constitutes violence against women and girls, particularly in terms of indicators and variables used for data cataloguing (rather than legal definitions).

Not only does the lack of clarity in conceptualization lead to the invisibilization of women and particular types of violence; it also prevents the effective monitoring and accountability of progress (or lack thereof) made on a myriad of pressing issues concerning women and girls around the world.<sup>31</sup> Furthermore, the lack of good evidence and regularly collected data that is reliable, representative, free of biases—and that has a good level of coverage, complexity, and comparability—is a persistent problem in the gender data landscape.<sup>32</sup>

There is thus an urgent need for diverse actors to join forces to identify and serve populations most at risk of experiencing domestic violence through the adoption of data-driven solutions—which must be centered around clear definitions of violence—and by leveraging sources of traditional and non-traditional data. The project outlined in this report is a first step in harnessing data to tackle this urgent matter.

Considering the complex situation described in the previous sections, this project seeks to address this phenomenon in the context of São Paulo and Bogotá, focusing particularly on **violence against women and girls in the domestic setting**. The term VAWG refers to a set of violence originating from the **unequal gender distribution of power, resources, and opportunities across societies**, which place women in subordinate and oppressed positions. VAWG may take place in public or private spheres, and may be perpetrated by aggressors known to the victims—frequently family members or acquaintances. Our interest in the latter sphere arises from the surge in reports of domestic violence since the onset of the pandemic. Nevertheless, it should be noted that settling on this definition was the result of a thorough literature review, as well as analysis and extensive consultations with gender experts in both countries. In the subsequent sections, the reader will find a detailed summary of the process that culminated in this terminological decision as well as a mapping of the different interpretations of this issue.

Figure 1. Data on Violence Against Women and Girls



Source: Prepared by the authors

### 1.3.2. Underreporting: The Challenge Behind the Analysis

One of the biggest challenges to statistically understanding and evaluating the scope of VAWG in a specific context—in spite of the lack of a standardized conceptualization—is the broad underreporting of cases.<sup>32</sup> Indeed, one of the greatest preoccupations expressed by government authorities is the increase in underreporting—already prevalent before the pandemic—parallel to the enactment of social distancing measures. For example, in Brazil, in-person reports made at police stations regarding physical injuries resulting from domestic violence for March and April in 2020 decreased approximately 25% in comparison to the same period in 2019.<sup>34</sup>

According to UN estimates, less than 40% of women exposed to domestic violence by an intimate partner report this crime or seek support of any kind.<sup>35</sup> Colombia's latest National Demographic and Health Survey, conducted in 2015, found that in Bogotá only 23.8% of women that were victims of GBV had reported the aggression to an authority.<sup>36</sup> Women are often discredited—or even blamed—when seeking help to report IPV. Such attitudes are rooted in cultural and social norms, which normalize the entrenched belief that women assaulted by their partners must have done something wrong to deserve such physical or psychological punishment.<sup>37</sup> Furthermore, evidence shows that many women and girls see violence by intimate partners as a private matter, holding negative perceptions regarding the assistance or interference of third parties.<sup>38</sup> In this sense, this project also aims to shed light on the broad underreporting (and underlying assumptions related to it) that must be considered when dealing with administrative and other types of data on VAWG.

through free and open data portals, and can provide more temporal and spatial granularity than do surveys. In this sense, the level of analysis for research that uses reports gathered by administrative institutions and civil society organizations is unique; however, the learnings and interpretations drawn from this type of data have room for improvement.

Self-selection bias is one of the most significant limitations of administrative data; “individuals who report or disclose GBV may systematically differ from those who do not.”<sup>42</sup> As a result, data may fail to reflect the nuances and magnitude of the problem. Women who decide not to report incidents of violence (via calls, legal complaints, or seeking institutional help) may end up being unreachable by support services, as policies and programs are often designed based on characteristics of the group of individuals who actually report violence. Furthermore, government and civil society initiatives may not have adequate financial and other resources to serve those in need who are not accounted for by available data.

In light of these considerations, the following questions guided the process of developing the project:

- *Who reports incidents of domestic violence?*
- *Do their profiles vary from locality to locality?*
- *What are the factors enabling women and girls to report?*

Considering the need to overcome the limitations of administrative data outlined above, and the value that quality gender data can bring to policymaking and programs designed to support victims and mitigate VAWG, this project seeks to contribute to a better understanding of **the factors that impact the reporting and registering of domestic violence against women and girls**, particularly in the context of the COVID-19 pandemic.

To achieve this goal, Data-Pop Alliance and the network Unidas of women from Latin America, the Caribbean and Germany joined forces to develop an analytical model that uses traditional and non-traditional data to identify the multidimensional capabilities to report and register domestic VAWG at the locality level in Bogotá and São Paulo. The term capability has its origins in Amartya Sen's capability approach framework; the concept will be covered in more detail in Chapter 3. Sen posits that freedom requires the existence of substantial opportunities to achieve a kind of life an individual will value. In that sense, capabilities are what allow an individual to act freely in pursuit of a worthy life.<sup>43</sup>

### 2.2. Mixed Methods and Iterative Methodology

The methodology adopted to create the analytical model is based on an iterative and mixed-methods approach. Under the quantitative component, an analytical model was developed through a two-stage process to identify the factors that influence the probability that a woman or

## CHAPTER 2 PROJECT PRESENTATION

### 2.1. Aim and Scope

As stated by Palermo, Black and Peterman, available data on GBV is only the “tip of the iceberg;” most GBV typically remains underreported.<sup>39</sup> At the same time, data on this phenomenon can have tremendous value for combating VAWG in tangible ways: “Achieving gender equality requires quality, policy-relevant data on women and girls. Without it, we cannot make informed decisions, and we cannot track if those decisions are improving lives.”<sup>40</sup>

Currently, data on VAWG can be obtained from several sources, mainly via national surveys or from administrative institutions and civil society organizations that provide services to report GBV (e.g., the police, the justice system, health services, and women's shelters).<sup>41</sup> While surveys are often considered the closest proxy to real prevalence rates, the latter cost less in terms of data collection, are available

girl who experienced domestic violence reports the case. During the first stage, the team measured **the reported prevalence**—that is, **the capability to report**—of this type of violence using administrative databases.<sup>44</sup> Gaining a perspective of the total number of reported cases in each city, as well as by locality, allowed for a comparative analysis of areas with more or fewer reports (not to be conflated with actual prevalence of VAWG). The second stage sought to measure the relationship between contextual and personal factors that increase a women’s vulnerability to violence (e.g., low socio-economic status, geographic isolation, etc.), to assess the influence these factors exert on the capability to report VAWG estimated in the first stage. Other traditional data sets, such as national surveys, and non-traditional data sets, including Google Mobility Reports, were used in this stage to gather information about the risk factors associated with the capability to report and register domestic violence.

Under the qualitative component, a literature review of 147 articles in English, Spanish, and Portuguese was conducted to identify the risk factors that increase a women’s vulnerability to domestic abuse. Taking into account the vast literature on the topic, a comprehensive model was used to account for and categorize the factors that affect women at different levels and the likelihood of experiencing and/or reporting VAWG. The authors used the **ecological model framework** to arrange the factors mapped into six categories of analysis: **personal, relational, community, institutional, transversal, and COVID-19-related**. The ecological model was selected for its holistic approach to understanding the etiology of VAWG through an integrated, multifaceted process. Of the identified factors, several were also catalogued as barriers to reporting and registering violence, such as the fear of being re-victimized (i.e., shame and stigma), distrust of authorities, financial co-dependence on the abusive partner, lack of awareness and/or access to support services, mobility restrictions, the digital divide, and cultural beliefs (including normalization of violence). The factors were then validated through 12 semi-structured interviews with key informants from academia, government, and civil society organizations based in Colombia and Brazil. The interviews provided insights into the presence and relative importance of the factors in the context of each city, how the issue of violence against women is being addressed by different actors in society, and the impact that the COVID-19 pandemic has had on the services provided to the victims of VAWG in each context.

It is important to note that both components of the project were developed under the supervision of an advisory Council for the Orientation of Development and Ethics (CODE — please see section 5.2.), composed of 12 experts from different sectors (civil society, government, and academia) in each city. The CODE members volunteered their time to offer recommendations on ethical principles of investigation and data management, participating in three virtual group sessions over the course of the six-month project.

## 2.3. Structure of the Report

The following chapters are organized as follows:

- **Chapter 3: Literature Review.** Presenting an in-depth analysis of the findings from the literature review, this chapter also maps the risk factors using the ecological model.
- **Chapter 4: Case studies.** After providing a brief historical and contextual review of gender violence in Brazil and Colombia, this chapter delves into São Paulo’s and Bogotá’s experiences using data-oriented systems to address VAWG and the impact of COVID-19 on each city, through a gender perspective.
- **Chapter 5: Ensuring Ethics and Engagement.** Considering the sensitivity of the topic this project addresses, Chapter 5 provides a review of the ethical standards and guidelines adopted, as well as the CODE’s pivotal role in the progress of this project and validation of the results.
- **Chapter 6: Analytical Model of Reporting and Registering.** This chapter provides an overview of the two main stages of development of the model. **The first stage** provides a thorough explanation of the databases accessed and used in each city; the methodological approach for measuring the reported prevalence; and the achieved results. **The second stage** provides a detailed explanation of the measurement of the impact of the risk factors in the reported prevalence and the results achieved in terms of reported prevalence by adding the layer of risk factors. The chapter concludes by briefly presenting the data visualization tool that allows users to view and interact with the results of the model.
- **Chapter 7: Conclusion and Limitations.** This chapter discusses the limitations and challenges of the project, particularly in relation to the data landscape in Bogotá and São Paulo.
- **Chapter 8: Public Policy Recommendations for a Better Gender Data Landscape.** This penultimate chapter issues key policy recommendations for improving the gender data landscape in the context of São Paulo and Bogotá, as well as Latin America more broadly.
- **Chapter 9: Final Remarks.** This chapter provides an overview of potential improvements and ways to build upon the analytical model developed in this project.

# CHAPTER 3

## LITERATURE REVIEW

### 3.1. Theoretical Framework

#### 3.1.1. Capabilities Approach: Amartya Sen

The understanding behind the ability to register and report VAWG is anchored in Amartya Sen’s capabilities approach. Combining concepts from political philosophy and welfare economics, central to this approach is the insight that social and economic structures and mechanisms should primarily aim to expand human capabilities rather than national economies.<sup>45</sup>

In the 1990s, Amartya Sen published the essays *Inequalities Re-examined* (1995) and *Development as Freedom* (1999), criticizing the measurement of human well-being using utilitarian assessment methods, which usually adopt indicators based on the things that people own.<sup>46</sup> Sen suggests paying attention to **people's capabilities** instead of considering their utilities. **Capabilities** are a person's real freedoms or opportunities **to be** what they would like to be and to do what they would like to do, the latter of which Sen named functionings.<sup>47</sup>

**With regard to beings**, in this context of this project, a woman must be informed about the different types of abuse that could be inflicted upon her (e.g., physical, psychological, economic, and online violence, etc.), as well as the different types of services she could access in case of experiencing such abuse (e.g., police, psychological care, socio-legal aid, etc.). When it comes to **doings**, a woman's well-being is strongly benefitted by having unrestricted mobility, financial independence, a solid support network, and any other instruments that can facilitate her ability to report violence. In this sense, it can be said that people's functionings are heavily influenced by contextual factors, particularly public,

economic and social policies. Thus, the term capability adopted in this project refers to the possibilities that the State grants, through its services, for women to report violence and for service providers to register it—as well as its economic and social policies that have indirect effects on this capability (e.g., broad and effective policies to combat urban crime and increase citizen security, promotion of family planning policies, good infrastructure, including sufficient street lighting, etc.). Women's doings including their decision to report or not—thus rely not only upon their own agency but also upon the policies and services provided by the State.

### 3.1.2. Defining Violence Against Women and Girls: The Domestic Sphere

The literature presents a vast terminology to define what constitutes violence; as such, it is essential to establish a common understanding of its connotation to properly identify and measure this phenomenon. Commonly used terms include gender-based violence, intrafamilial violence, violence against women and girls, family violence, domestic violence, and intimate partner violence (please see **Table 1**).

Table 1. Mapped definitions on gender-based violence and related terms

CONCEPT	DEFINITION	COMMENTS
<b>Gender-based Violence</b>	Harmful acts perpetrated against a person based on the differences that society assigns to men and women. The broader interpretation of gender-based violence (GBV) includes specific types of violence against men and boys. Both historically and currently, the term is used primarily to highlight the vulnerability of women and girls to various forms of violence. <sup>48</sup>	Gender-based violence is often motivated by a desire to punish those who are perceived as challenging gender norms. <sup>49</sup> Violence against women is a type of GBV because it is perpetrated against women on the basis of gender. GBV also includes violence against the LGBTI+ community as it is committed against people because of their sexual orientation or gender identity.
<b>Violence against women and girls</b>	Any act of violence based on membership in the female sex. Violence against women and girls (VAWG) results in (or is likely to result in) physical, sexual or psychological harm and suffering. It also includes threats of such acts, as well as coercion or arbitrary deprivation of liberty, whether occurring in public or private life. <sup>50</sup>	VAWG is tied to and exacerbated by structural forms of discrimination in access to resources and power in public and private spheres.
<b>Domestic violence</b>	This term encompasses violent acts concerning all persons united by marriage, kinship or affinity. <sup>51</sup> <b>The term is usually associated with the space where the violent acts take place.</b>	Both terms are used equivalently. By referring to the domestic and family environment, they include violence between family members, such as between siblings, uncles, nephews, against the elderly, among other ties.
<b>Family violence</b>	Often used interchangeably with domestic violence, family violence constitutes an act of power or intentional omission, aimed at dominating, subduing, controlling, or otherwise harming a family member. The violence can take many forms, including verbal, psycho-emotional or sexual, and can be carried out inside or outside the home by anyone who has or has had a family relationship. <sup>52</sup>	Domestic violence can be interpreted in two ways: i) violence perpetrated in the home, or ii) violence perpetrated by an aggressor with whom one has a close bond—between partners or ex-partners, or within a dating relationship—regardless of the space where it occurs.
<b>Intimate partner violence</b>	A violent act within an intimate relationship that causes physical, sexual, or psychological harm, including acts of physical aggression, sexual coercion, psychological abuse, and controlling behaviors. This definition covers violence by both current and former spouses and partners. <sup>53</sup>	This term refers to the aggressor, in this case, the partner. This kind of violence includes dating relationships, current or past relationships, regardless of whether they live in the same space. While both men and women can suffer from this type of violence, most victims are women.

Source: Prepared by the authors

**Domestic violence** was one of the first expressions adopted by the literature, and it delimits aggression to the specific physical space of the household. The term **intrafamilial violence** was subsequently adopted, covering not only the space where violence occurs but also the people who participate in it, that is relatives and family members. Furthermore, there is an academic debate over the concept of **gender violence**, based on the relationship between sex and sexual orientation, which recognizes the different types of violence but does not delimit the occurrence of violent acts to a particular physical space.<sup>54</sup> According to Marcela Lagarde, one of the most highly regarded experts on the subject, **gender-based violence against women** is a misogynist type of violence that reflects the unequal power relations which oppress, subordinate, discriminate, exploit, and marginalize women.<sup>55</sup> In this context, women are victims of threats, assaults, abuse, injury, and harm. The types of violence range from physical, psychological, and sexual, to economic and patrimonial, and take place in the domestic sphere, at work or school, as well as at community and institutional levels.

The use of different terms, such as the ones presented in **Table 1**, entails a series of implications regarding the space where the violence is executed (e.g., domestic setting), who exerts the violence (e.g., intimate partner), and against whom the violence is perpetrated (e.g., women). Hence, it was crucial to specify what was meant and implied by each of these concepts to select the most adequate interpretation to guide this project.

The definition adopted for this project was determined after a rigorous review of the literature and consultations with the CODES of São Paulo and Bogotá. Initially, the term intrafamilial violence was considered due to its inclusion in the legal frameworks of Colombia and Brazil. However, key informant interviews revealed that this term invisibilizes VAWG by not specifying the specific individual within the family structure experiencing the violence—namely women and girls. The term gender-based violence was also considered, but this expression encompasses men and boys, not only women and girls. In light of the need to specifically address violence perpetrated against women, who represent our population of interest and are the most impacted by violence exacerbated by the COVID-19 pandemic, the term violence against women and girls was selected to guide this project throughout its development and implementation. According to the United Nations, VAWG refers to a set of different types of violence originating from the unequal gender distribution of power, resources, and opportunities, placing women in a subordinate and oppressed position.<sup>56</sup> VAWG may take place in the public or private domain, and is perpetuated by different aggressors—frequently family members or acquaintances. Due to cultural specificities, not all forms of violence are equally condemned by different societies, with some being tolerated, minimized, and even normalized. This is often the case of VAWG in intimate partner relationships, which takes place within the physical and symbolic space of what is labeled as household privacy.<sup>57</sup> It is important to clarify that the term women is understood to reflect individuals' gender identity, which is independent from sexual orientation and from the sex assigned at birth.

Regarding the physical space included in the scope of this project, it was decided that the term **violence against women and girls in the domestic sphere would best allow us** to analyze intrahousehold violence against women and girls in Bogotá and São Paulo in the context of the COVID-19 pandemic.

### 3.2. Mapping Risk Factors in Latin America

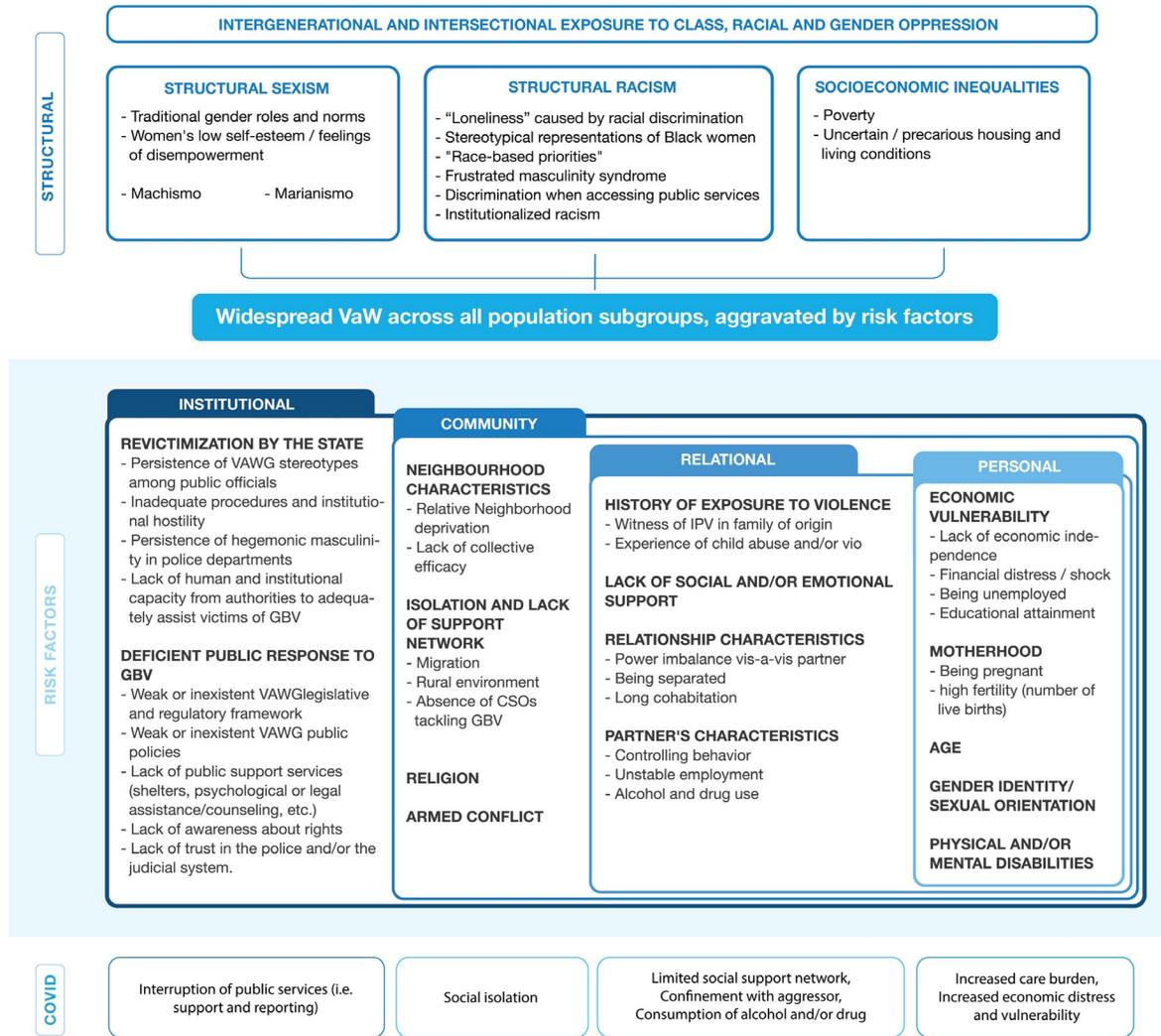
As a central part of the project, a thorough and extensive literature review was carried out to map and catalogue the risk factors considered to be triggers of VAWG. As violence is a complex and multidimensional phenomenon, no single factor solely determines if a woman will experience violence. However, by meticulously identifying key factors and analyzing their impact on VAWG, it is possible to discern which ones make women more vulnerable.

Considering the abundance of relevant literature, it was necessary to adopt a model that would allow the incorporation of the diverse factors that prevail in different categories. For this reason, the **ecological model** was chosen, as it provides a holistic approach to understanding the etiology of GBV through an integrated, multifaceted process, referring to four categorical levels of analysis: societal, community, relationship, and individual.<sup>58</sup>

Specifically, the literature review focused on identifying risk factors present throughout Latin America. By deploying the ecological model, our findings were divided into the following risk factor categories: **personal, relational, community, and institutional**. Furthermore, taking into account the ongoing **COVID-19 pandemic**, an additional category was added to cover factors that have emerged in association with this health emergency. Finally, some additional factors were classified as **transversal**, considering their high interactivity with factors at other levels, and their capacities to navigate and relate in these different categorical spaces (see **Figure 2**).

Although most risk factors that were identified within each category can be applied to the analysis of both cities, some were more relevant to a particular territorial context. These factors will be analyzed in further detail in the following chapter.

Figure 2. VAWG risk factors exacerbating women's vulnerability



Source: Prepared by the authors

## CHAPTER 4

### CASE STUDIES

São Paulo and Bogotá were selected as case studies for this project for several reasons. This chapter explains the historical context in which gender violence was established as an integral part of the socio-political construction in Brazil and Colombia, as well as the initiatives, advances, problems, and challenges in creating an integrated system for measuring and evaluating GBV in both the national and municipal contexts. Finally, this chapter provides a preliminary gender-sensitive analysis of the impacts of COVID-19 in both cities and explores the institutional responses implemented to stem the rise in domestic violence cases reported at the beginning of the lockdown periods.

#### 4.1. The Historical Context of Gender Violence in Brazil

In colonial Brazil, a woman seen committing adultery could be punished by her husband with physical injury and even death—a practice endorsed by the Portuguese legal framework.<sup>59</sup> In 1830, the first Brazilian Criminal Code abolished the practice, but the underlying acceptance of it was firmly embedded into a cultural expression that continued to shape Brazilians' attitudes for generations.<sup>60</sup> Hence, in Brazil, violence against women is intrinsically related to gender power relations; Brazilian society is highly patriarchal, and many men assume the right to dominate and exercise control over women.<sup>61</sup> Given these deep roots of violence against women, it is not always perceived as abnormal and often goes unnoticed.

Furthermore, one of the key factors exacerbating VAWG in Brazil is the structural racism that has underpinned the country's historical formation. According to data released in 2020 by the *Instituto Brasileiro de Geografia e Estatística* [Brazilian Institute of Geography and Statistics], approximately 54% of the Brazilian population was Black.<sup>62</sup> Numerous studies have shown how women of color are more vulnerable to VAWG because, on top of the aforementioned gendered power relations and social norms, they are also victims of structures that discriminate, marginalize, and punish people of color in a variety of ways.<sup>63</sup> Institutionalized racism can be traced back to the historical conditions in which Black women were enslaved, abused, and sexually exploited by colonizers in Brazil. Today's pejorative, stereotypical representations of women of color, as "aggressive, domineering, castrating, independent, sexually promiscuous, and money-hungry"<sup>64</sup> are directly related to this severely discriminatory situation to which Black Brazilians have been subjected for centuries. These historical and societal observations are backed up by official statistics. According to a study conducted by the *Fórum Brasileiro de Segurança Pública* [Brazilian Forum of Public Security] and the *Instituto Datafolha*, although the estimate of overall violence suffered by the female population does not present great variation according to race/color, the percentage of Black women who said they were victims of violence in public spaces, particularly on the streets (39.7%), is much higher compared to White women (23.2%).<sup>65</sup>

In terms of landmass, Brazil is the largest country in South America and the fifth largest in the world. The country has 26 states and the Federal District; the states are divided into municipalities, and the municipalities into districts. As a continental-sized country, Brazil also has much regional variety, with a wide range of cultures, customs, and traditions, as well as different levels of economic development. Because of its colonial past, the southeast region, formed by the states of São Paulo, Rio de Janeiro, Espírito Santo, and Minas Gerais—where gold and diamonds were discovered around 1687—is, today, the country's most populous and economically developed region, the hub of the industrial, financial and commercial sectors. However, the region's great industrial advances obscure the disturbing fact that it also suffers the highest rates of violence against women.

In 2017, 4,928 femicides were registered in Brazil—on average, 13 murders per day.<sup>66</sup> The municipality of São Paulo, which is the state capital and the nation's largest and most populous city, also presents strikingly high VAWG figures. According to research conducted by the civil society organization *Rede Nossa São Paulo*, **more than 83,000 women** were subjected to domestic violence in the city of São Paulo in 2019, up 64% compared with 2016.<sup>67</sup>

#### 4.1.1. The Lack of Systematization of Gender-Based Violence Data in Brazil

While violence against Brazilian women and girls has existed for many generations, official statistics allowing the magnitude of the phenomenon to be assessed were not registered until as recently as 2008.<sup>68</sup> Roberta Viegas, coordinator of the Observatório da Mulher contra a Violência [Observatory of Women against Violence], which was created in 2016,

emphasizes that analyzing this phenomenon through the lens of data and statistics is fundamental to deepen knowledge about VAWG in Brazil, including at the state and municipality levels.<sup>69</sup> However, according to the latest report produced by governmental bodies in the scope of the Mixed Permanent Commission to Fight Violence Against Women, one of the biggest challenges Brazil still needs to address is the better qualification of official statistics.<sup>70</sup> According to the report, a recurrent problem regarding data on VAWG in Brazil is precisely the **unavailability of all the information** that would allow for deeper analysis.<sup>71</sup> Although previous administrations have dedicated years of efforts to implement an integrated platform for the practical and compiled provision of violence data based on police records (the National Public Security Information System, SINESP), the data made available by the system is still very limited.

Lack of data availability is further aggravated by the **lack of centralization and integration of information from different databases**. The Commission's report proposes that local administrative bodies implement a mechanism whereby if a woman reports domestic violence first in a police station, and then is referred to legal counselling, the record is not duplicated and that such an incident is accounted for under a single record. However, under the current system, this is not the case; hence, if a health professional registers a woman's admission to the hospital and the woman later files a police report or goes to a public defender's office, it is very likely that this record will be duplicated—possibly even triplicated.

Finally, another significant shortcoming mentioned in the Commission's report is that other **types of data** that would provide important insight into VAWG in Brazil, such as the records of support provided by social assistance services, are rarely available.<sup>72</sup>

#### 4.1.2. The Lack of Systematization of Gender-Based Violence Data in São Paulo

With a population of over 12 million, São Paulo is Brazil's largest city, and the largest in the Southern and Western Hemispheres. The city is the main economic center of South America, home to the headquarters of 63% of the multinational companies present in Brazil, and is responsible for 10.7% of the country's GDP.<sup>73</sup> Despite its high concentration of wealth, São Paulo lacks efficient strategies to systematically collect and disseminate data on violence against women. In 2019, Isa Penna, a congresswoman from the Socialism and Freedom Party, introduced a proposed law called *Dossiê Mulher* [Women's Dossier], which seeks to produce periodic statistics on victims of VAWG using public policy instruments in the state of São Paulo. However, the draft proposal was not approved by the state government, and the ambition of having an integral system for data collection, analysis, and dissemination of violence against women, including an open data portal, remains unrealized.

#### 4.1.3. The Impact of COVID-19 in Brazil: Adding a Gender Perspective

Brazil, like many other countries, experienced an increase in cases of domestic violence during the COVID-19 pandemic.

According to the Ministry of Women, the country registered 105,821 reports of violence against women in 2020.<sup>74</sup> During the first half of 2020, 147,379 calls to report cases of domestic violence were made to the 190 service<sup>75</sup>—3.8% more than in the first half of 2019.<sup>76</sup> An alarming rise in femicide was also recorded; during this same period, with an increase of 1.9% in the cases of deaths by femicide—totaling 648 victims.<sup>77</sup>

Brazil's first documented case of COVID-19 was in São Paulo. The city soon became the epicenter of the pandemic in the country, and, while the state government did not impose a lockdown with strict social isolation measures, it did enact social distancing measures, such as closing all non-essential services, and promoted campaigns to encourage citizens to remain at home.<sup>78</sup> Following the application of these measures on March 24, 2020, reported cases of domestic violence in São Paulo skyrocketed; in March 2020, the number of calls answered by São Paulo's military police reporting cases of domestic violence increased by approximately 45% in comparison to the same period in 2019.<sup>79</sup>

Many victims of domestic violence do not know where to turn for help and are afraid their movements may be controlled or tracked by their aggressors. To address this, in April 2020 the Court of Justice of São Paulo launched the project *Cartas de Mulheres* [Women's Letters], through which victims of domestic violence (or anyone wanting to help a victim) can request information and guidance via an online form. During its first year of operation, this online channel received 1,581 reports from victims of domestic violence, of which 520 (one-third) were from people living in the municipality of São Paulo. Regarding the types of violence, psychological violence was the one that appeared most frequently (1,319 cases) followed by moral violence (1,047 records) and physical aggression (785 cases).<sup>80</sup>

## 4.2. The Historical Context of Gender-Based Violence in Colombia

Colombia is divided into 32 states that contain a total of 1,123 municipalities, including Bogotá. The country has a long and complex history of conflict, including political violence, drug wars, and guerilla warfare. The armed conflict has had a disproportionately negative effect on women, who endured many consequences of the war, including IPV. According to UN Women, Colombia has Latin America's second highest historic figures for violence against women.<sup>81</sup> Despite the efforts to create a peaceful society and the legislative advances to codify and penalize cases of VAWG, certain societal and cultural values continue to affect women's lives.<sup>82</sup> For instance, the country is historically and remains predominantly Roman Catholic, with strong social values and norms that have positioned women's roles to be saintly; that is, as devoted wives and exemplary mothers. On the other hand, men are expected to play overpowering and dominant roles in relationships. This can include violent behavior and abuse toward female partners, which is often perceived as an internal issue that should not be addressed publicly.<sup>83</sup> These values, passed down from generation to generation, are used to justify discriminatory behaviors toward women, expressing the message that men—by virtue of being more

powerful than women—have the right to dominate them using violence.<sup>84</sup>

The 2018 *Barómetro de las Américas* survey conducted by the University of Los Andes' Democracy Observatory shed light on the role these values play in shaping modern-day attitudes on gender roles and women's rights. It demonstrated the continued prevalence of *machista* attitudes toward women that reinforces their marginalized role in society. According to the study, around 50% of Colombians do not believe that women and men should partake in other roles besides the ones that have been traditionally theirs; that is, women must be dedicated to the care of the household and childbearing, whereas men should focus on being the breadwinner.<sup>85</sup> Such attitudes and values limit women's freedom and safety, and are directly related to the normalization of violence against women and the many obstacles victims face when reporting aggression.<sup>86</sup> This, in turn, leads to the stigmatization of victims and a lack of an adequate course of action by public authorities.

### 4.2.1. Bogotá and the City's Efforts to Address Gender-Based Violence Through the Use of Data

Bogotá is the capital district and biggest city in Colombia, the country's main economic center and home to the main institutions of political power. According to 2018 estimates produced by the Official Department of National Statistics, the population of Bogotá is 7,200,000 inhabitants.<sup>87</sup> The city is comprised of 20 localities that are further divided into 112 *Unidades de Planeamiento Zonal* [UPZ, Zone Planning Units], which were delineated according to homogenous zones in the territory to facilitate the implementation of public policies and administrative organization.<sup>88</sup>

Since 2014, with the reinforcement of the law on access to information, the city has started to become a model for collecting and organizing data and making it available through the creation of an open data portal, *Datos Abiertos Bogotá*. Through the portal, Bogotá has made publically available many sets of data on a broad range of topics, including violence against women.

Since 2013, the city has witnessed growing concern for women's rights, which catalyzed the creation of the Women's Secretariat, a special branch of the mayor's office in charge of promoting gender equality and creating strategies to address VAWG.<sup>89</sup> Part of the Secretariat's current strategies involve the relaunching of the Women and Gender Equality Observatory, which aims to consolidate data informing the conditions, characteristics, and types of violence women experience, and optimize the databases they manage through the open data portal. Furthermore, with the election of the city's first female mayor, there is a growing number of initiatives to promote gender equality in all areas, including investing in more projects that improve women's living conditions.<sup>90</sup> Although the city still faces some limitations, including coordination issues between different entities, governmental bodies are stepping up efforts to consolidate better gender data and using this data to inform public policies that can improve the living conditions of women residing in the city.

#### 4.2.2. The Impact of COVID-19 in Colombia: Adding a Gender Perspective

Bearing in mind that VAWG was already a salient issue in Colombia, the COVID-19 pandemic has only exacerbated this situation. As noted above, lockdown measures and limitations on mobility increase both the stress levels within households and the time potential victims spend with their aggressors.<sup>91</sup> In Colombia, the government implemented a very strict lockdown which lasted nearly six months. During the first two months (March-April), calls to the national helpline increased dramatically—by around 140%; in the case of *Línea Mujeres*, Bogotá’s local helpline, the increase was 230%.<sup>92</sup> From the beginning of the lockdown period on March 20, until June 15, 2020, preliminary data published by the Women’s Secretariat showed an increase of 187% in the demand of local helplines, 774% regarding virtual services, and an 8.6% rise in femicides during the same period.<sup>93</sup>

Moreover, according to data from the Attorney General’s Office, during the year 2020, Colombian women represented 75.4% of the 110,071 total cases of domestic violence reported to the institution. In other words, over the first year of the pandemic, approximately every six minutes and 40 seconds one woman was subjected to domestic violence in the country. Furthermore, of these cases, 91.1% still remain at the inquiry stage, a phase which is still a step before the actual investigation stage authorities are obliged to carry out.<sup>94</sup> This last indicator speaks to the high level of impunity women have had to face and that has certainly been exacerbated by the COVID-19 pandemic. However, the problems related to VAWG that the health crisis aggravated do not solely revolve around the increase in the number of cases of domestic violence, but also on the limitations of services and resources available to the victims. Although services such as helplines, WhatsApp, and other virtual alternatives were set up by the local and national governments, these were often poorly publicized, causing confusion amongst women in desperate need of understanding what support channels they had at their disposal.<sup>95</sup>

#### 4.3. Institutional Response

The upsurge in cases of VAWG against the backdrop of the health crisis required that existing measures be adapted and new actions be taken to meet the increased demand for reports by both national and local authorities. The implementation of new resources, such as cell phone text messaging, new protocols and campaigns to identify victims of gender violence in traditional public institutions, as well as in non-traditional spaces for reporting (e.g., supermarkets, etc.) are some of the new tools used by public administration officers to address the rise in violence. Some countries have gone a step further in the prevention and confrontation of GBV, declaring some or all emergency services related to its treatment as essential.<sup>96</sup> Following this course of action, both Bogotá and São Paulo have implemented new efforts to not only raise awareness of the increased risk of domestic violence during the pandemic, but also to draw attention to the services and channels that could be used by victims during periods of lockdown.

#### 4.3.1. Bogotá

The pandemic threw into stark relief the lack of an effective national strategy to tackle VAWG. In Colombia, most initiatives put in place to help women during the crisis came from a regional or city level, in accordance with the capabilities and resources of each local or regional government.<sup>97</sup> Remote and rural areas did not have these capabilities, lagging behind in terms of means to address violence against women.<sup>98</sup> On the other hand, in major cities such as Bogotá, pre-existing services facilitated the adaptation and creation of new resources to confront the new context of the pandemic.

In Bogotá, the main protective actions were led by the Women’s Secretariat of Bogotá (WSB). Three main strategies were created by the local government to respond to VAWG. First, the 24-hour local helpline *Línea Púrpura* was bolstered by the incorporation of gender-expert personnel such as psychologists, social workers, and nurses to attend to victims’ calls. The second approach to tackle this problem was the creation of 573 Safe Spaces—supermarkets, pharmacies, and gas stations (the types of essential services allowed to remain opened during the municipal lockdown)—where women could report cases of domestic violence and be redirected to the appropriate authorities and channels.<sup>99</sup> Finally, the local government created a body called the District Committee for Gender-Based Violence, which meets weekly and evaluates data from the National Police, the Attorney General’s Office, and the Mayor’s Office to identify and attend to high-risk cases of femicide in the city.<sup>100</sup>

Other services that were previously offered in person by the Mayor’s Office had to migrate to telephone operation, which in many cases presented an extra obstacle for women who were confined with—and therefore possibly supervised by—their aggressors. In other cases, the transition posed a barrier for victims who did not have access to mobile or telephone services. Additionally, the local government failed to clearly communicate when a service had migrated to a virtual or telephone modality and how it would operate under this new version, causing uncertainty for women trying to access the service. Although the local government strove to adapt its services to new and uncertain circumstances, challenges such as rendering these services available for women living in rural areas and providing them for free or at a very low cost remain unaddressed.<sup>101</sup>

#### 4.3.2. São Paulo

Since the beginning of the lockdown, the government of São Paulo stipulated that the Police Departments for Women’s Defense, which is tied to the Secretariat of Public Security of the State of São Paulo (SSP-SP), is to electronically register cases of domestic violence. The online service, active since April 3, 2020, allows women to report instances of domestic violence through the website.<sup>102</sup> Additionally, the state’s secretariats for Justice; for the Rights of Persons with Disabilities; and the Social Fund of São Paulo (FUSSP) started providing gender-specific responses for women during the pandemic. The Secretariat of Justice, for instance, established two electronic contact channels for victims

of domestic violence. The SOS Woman program, under the umbrella of FUSSP, is a virtual platform that provides guidance (e.g., through videos) about safety, health, and financial independence. The platform also makes available information about the free services offered to women by the state government.<sup>103</sup>

In the specific case of the municipality, São Paulo Mayor's Office launched a series of actions to support women in vulnerable situations as long as social isolation measures continue. One such action was the enactment of a decree that allows hotel room availability for women victims of domestic violence and the possible granting of a R\$ 400 (approximately US\$70) accommodation allowance for women who hold a judicial protective order, and who are considered to be in a situation of extreme vulnerability.<sup>104</sup> Furthermore, the Mayor's Office implemented gender-sensitive training of 60 female attendants of the 156 hotline service, which was slightly modified to provide a qualified service to citizens who experience domestic violence during the lockdown period.<sup>105</sup> While these calls used to take a long time to reach a women's police station or be forwarded to the municipal entity responsible for providing assistance in the specific cases of domestic violence, since the beginning of the pandemic, the victims are connected with more agility to the city's networks and assistance services. In more severe cases, when violence is actively taking place, the Metropolitan Civil Guard or the Military Police are immediately mobilized to attend to the incident. The attendants are prepared to provide guidance in emergency situations and understand the challenges inherent to communicating with a woman who has a violent partner nearby.<sup>106</sup>

#### 4.4. Data Availability

With the aim to “leave no one behind,” the international community has been advocating for more responsible and transparent data governance systems, which should be based on fundamental pillars for responsible data use, including availability, integrity, and security of the data.<sup>107</sup> This is in the interest of producing reliable data and evidence that can inform gender policy and lead to concrete courses of action to confront problems such as widespread GBV. In Colombia, there has been increased awareness of the need to produce official statistics that disaggregate data by gender. For example, under the *Ley General de Víctimas* [Victims Law, also known as law 1.448 of 2011] the concept of differential focus in data was introduced as a principle for the state to construct its public policies.<sup>108</sup> Due to an increase in social movements advocating for data to reflect the heterogeneity of the population, the institutions responsible for collecting and managing Colombian statistics have also shifted the focus of their methods to include variables that account for these differences.<sup>109</sup> In this sense, governments have been keen on creating institutions and observatories in charge of compiling and making available this type of data. This has also resulted in the creation of online portals by the National Administrative Department of Statistics (DANE) where data of national and local surveys on different topics, including gender, is made available to the general public.

At the national level, the Colombian Observatory of Women is responsible for the compilation of different datasets on cross-cutting women's issues in the country. One of their areas of focus is violence against women; they use data from the National Institute of Legal Medicine and the Attorney General's Office to measure violence, sexual violence, and femicide. Likewise, the Presidential Advisor for Women's Equality gathers data from the 155 national helpline service they operate. In the case of Bogotá, the Women's Secretariat is the entity responsible for creating measures and initiatives to prevent and tackle violence against women; they are thus able to collect data on the women to whom they provide these services. Most of the information collected is available through the Open Data Portal for Bogotá and the Observatory for Women and Gender Equality. The WSB collects and provides information from victims of gender-based violence from the local helpline Línea Purpura, the psychosocial assistance services offered by pairs of social workers and psychologists working in tandem (duos), the House of Equal Opportunities, and the House of All Women.

In Brazil, as previously mentioned, the problem with the lack of centralized data on gender violence is tied to the lack of transparency and difficulty in determining which public entities are responsible for the administration of specific databases. While the Law of Access to Information (n° 12.527), adopted in 2011, compels organs and entities linked to public power to execute transparent information management, allowing broad access to and dissemination of public data, the difficulty encountered in identifying which institutional bodies should provide access to such information contradicts the main objective of the law: ensuring data availability. After several requests to and redirections by São Paulo's main public administrative offices, access to the main databases with records of domestic violence was made available through two main institutions: the Secretariat of Public Security of the State of São Paulo and the Superior Court of Justice of the State of São Paulo.

This project used the main databases identified in both São Paulo's and Bogotá's contexts, provided they contained adequate granularity and data disaggregation. Chapter 6 explores in detail the information presented in each database, its spatial and temporal granularity, and how it was integrated into the analysis.

## CHAPTER 5

### ENSURING ETHICS AND ENGAGEMENT

Research projects that aim to understand the dynamics and life experiences of vulnerable groups—particularly those who have suffered life-threatening traumas, such as victims of GBV—require that ethical considerations and safeguards be taken into account so that any and all

possible risks are anticipated, avoided, and if necessary, mitigated.<sup>110</sup> This chapter explains in detail how this project adhered to and used ethical engagement in order to prevent victims of domestic violence from reliving the traumas they experienced, or even putting their lives at risk.

## 5.1. Council for the Orientation of Development and Ethics (CODE)

The **Council for the Orientation of Development and Ethics** was established early on as a mechanism to ensure that the project's objectives, activities, and outcomes were relevant and appropriate to the context of each city, while also complying with ethical principles, especially privacy and fairness. The CODE consists of independent members from diverse sectors (e.g., civil society, international NGOs, government, and academia) who voluntarily shared their expertise and experience in areas of direct relevance to the project. These experts were representatives of the institutions listed in **Table 2**.

Table 2. Members of the CODE: Bogotá and São Paulo

Bogotá	São Paulo
Corewoman	Women Friendly
Oxfam Colombia	Portulans Institute
Fundación Karisma	Data Privacy Brasil
United Nations Development Programme	Instituto Igarapé
Casa de la Mujer	Universidade de São Paulo
Sisma Mujer	Agência Pública - investigative journalism agency
Fundación Femicidios Colombia	Instituto Nelson Wilians
Universidad de Los Andes	Partido Socialismo e Liberdade
Secretaría de la Mujer Bogotá	Rede Mulheres Empreendedoras
Ni Una Más	Oxfam Brasil
Fundación Ideas para la Paz	-

Source: Prepared by the authors

During the periodic, remotely held sessions—three for Bogotá and two for São Paulo—from September 2020 to January 2021, the CODE provided high-level counsel, feedback, and guidance to the project's leadership within the scope of the following thematic lines: relevance, ethics and safeguards, data protection, community engagement, visibility, and general recommendations.

Generally, a governance body such as the CODE has the authority to approve, reject, and/or stop studies, or require modifications to research protocols. They may also perform other functions, such as setting policies or offering opinions on ongoing ethical issues in research.<sup>111</sup> In this particular

case, the members also provided feedback on ideas and elaborated suggestions and inquiries on specific areas that required greater scrutiny. It is important to note that the CODE is a purely advisory body and, as such, has no legal responsibility for the project.

The involvement of the CODE was crucial for four main points: 1) Helping to narrow the scope of the conceptualization of violence against women; 2) Filtering the databases selected for the analysis; 3) Identifying key ethical risks (e.g., stigmatization of geographical areas or vulnerable populations), as well as strategies to mitigate those risks; and 4) Designing ideal mechanisms for sharing the analytical model and communicating results.

## 5.2. Research Ethics and Principles

With the CODE's support, a number of ethical principles were adopted to guide the development and deployment of the analytical model. Our project's analysis of women's vulnerability to violence in the domestic sphere entailed the use of various sources of data—including sensitive information—and required the measurement of risk factors that operate at different levels and affect population groups to varying degrees. We thus had a responsibility to adhere to ethical principles to avoid adverse effects and ensure respect and non-stigmatization of the groups studied. Frameworks and guidelines have been developed at the international and national levels to guide research on violence against women and the use of sensitive data (see **Table 3**).

Table 3. Ethical frameworks and guidelines to guide research on violence against women

Framework	Organization
<i>Ethical and safety recommendations for intervention research on violence against women</i>	World Health Organization, 2016
<i>Putting Women First: Ethical and Safety Recommendations for Research on Domestic Violence against Women by the World Health Organization</i>	World Health Organization, 2001
<i>Violence Against Women and Girls: Data Collection During COVID-19</i>	UN Women, 2020a
<i>Data Privacy, Ethics, and Protection. Guidance Note on Big Data for Achievement of the 2030 Agenda</i>	United Nations Sustainable Development Group, 2017
<i>Data innovation for development guide: Risks, Harms and Benefits Assessment Tool</i>	Global Pulse, 2019
<i>SVRI Knowledge Exchange: Pivoting to remote research on violence against women during COVID-19</i>	SVRI, 2020

Framework	Organization
<i>Lineamientos éticos para las investigaciones en Violencia Familiar y Sexual by Ministerio de la Mujer y Poblaciones Vulnerables en Perú</i>	Bardales, 2014
<i>Acceso a la justicia para mujeres sobrevivientes de la violencia: Estudio comparativo de las comisarías de la mujer en América Latina by Centro de Planificación y Estudios Sociales</i>	Jubb, 2010)
<i>Experiencia de Investigación de la violencia contra las mujeres en poblaciones indígenas: desafíos y recomendaciones</i>	Navarro, 2017

Source: Prepared by the authors

Based on these guidelines and frameworks, and with the agreement and support of the CODE's members, this project adhered to the following research principles:

- **Justice.** The benefits of the project should be distributed amongst the participants or communities involved; specifically, women and girls who are victims of violence. This project hopes to positively impact policymaking processes aiming to support populations at risk of experiencing domestic violence in Colombia and Brazil by engaging key stakeholders and sharing the analytical model with organizations that may leverage it for the protection and safety of women and girls.
  - **Non-maleficence & no-harm.** The researchers assumed the commitment to avoid, as much as possible, any risks, harm, or revictimization of women affected by gender-based violence.
  - **No-stigmatization.** The potential risk of stigmatizing communities or individuals by mapping hotspots of domestic violence against women in Bogotá and São Paulo was probably the most salient. Hence, throughout the project the principle of non-stigmatization was a north star, requiring the authors to constantly question whether the decisions made in constructing the model were sound and avoided the replication of old, discriminatory narratives about specific groups or geographical areas. The risk was minimized by adopting communication guidelines to share the model through the visualization tool, and by creating secure access to the source code for authorized individuals.
  - **Confidentiality.** The information accessed and used for the project was accessible only to authorized persons within the research team, who ensured the confidentiality of the information through data security protocols. The data was analyzed at an aggregate level and no personal information that could have identified individuals was used or stored. Finally, though no data was collected directly from women or girls, and most data used is publicly available, confidentiality agreements and informed consent were obtained by the government and private entities for data capture and storage.<sup>112</sup>
  - **Transparency.** Transparency is one of the fundamental principles of research and investigation, especially regarding the sources of funding and methods of spending. In this case, the German Agency for International Cooperation (GIZ) financed the project. Transparency was also enacted by disclosing and discussing ethical concerns with the CODE members.
- The project, intrinsically based on the innovative use of data, also adopted ethical guidelines aimed primarily at implementing best practices for data management, as well as mitigation methods adopted to avoid potential risks of mismanagement, which are briefly described below:
- **Lawful, legitimate, and fair use and access of data.** The data used for this project was accessed through legal means (in most cases, through access to information laws and memorandums of understanding). The legitimacy of the use of this data was carefully assessed alongside the CODE members, leading to the conclusion that the analysis of anonymized aggregated data to map geographical areas with higher reports of domestic violence was important and timely.
  - **Understanding what data can (and cannot) be collected; and what data can (and cannot) tell the audience.** Comparing service-use data and examining patterns from pre-, during, and post-COVID-19 reports (e.g., increase in calls to helplines; decrease in police reports; and other services) is useful to inform policy and program responses.<sup>113</sup> This information, however, needs to be interpreted with caution. A decrease in calls to helplines or police reports does not necessarily correspond to a decrease in violent acts perpetrated; rather, it could be an indicator of the increase in women's difficulties to access legal services or make an official complaint due to lower availability and operation capacity of helplines and other support services. According to UN Women, it is thus important that reports of violence be triangulated with administrative data from support organizations that help survivors.<sup>114</sup>
  - **Data security.** Data security is crucial in ensuring privacy and protection, especially when dealing with sensitive data. Taking into account available technology and cost of implementation, robust technical and organizational safeguards (including efficient monitoring of data access and data breach notification procedures) were implemented to ensure proper management throughout the data lifecycle. This, in turn, served to prevent any unauthorized use, disclosure, or breach of personal data. It is worth noting, however, that the authors had no access to personal data.
  - **Data quality.** Every data set used for building the analytical model was validated for accuracy, relevance, sufficiency, integrity, completeness, usability, validity, and coherence. The databases obtained were as updated as possible. Data quality was an issue carefully considered in light of the risks that the use of low-quality data can have for individuals' or groups' decision-making processes. As a result, some indicators were dismissed despite being relevant to the model. Moreover, biases derived from methodological flaws were identified and reduced to avoid any adverse effects where practically possible, including the risk of misinterpreting the results, which has the potential to lead to arbitrary discrimination.
  - **Transparency** helps to ensure **accountability.** One way

to achieve transparency in the use of data is through the project's communication efforts. This includes "providing adequate notice about the data use, the principles and policies governing the data use as well as information on how to request access, verification, rectification, and/or deletion of that personal data."<sup>115</sup> Another step toward achieving transparency, is making the outcomes or data sets of the project public or open source. That decision, however, must rely on a risk-benefit analysis, especially when dealing with sensitive information. Such activity was conducted with the CODE's support to determine if this was advisable. It was agreed that the source code for the mathematical model will be open source, but the databases will not. Additionally, the selected license (Mozilla 2.0) states conditions for the modification of the code (see section 8).

In sum, adopting a gender-sensitive perspective that considers traditional norms, (im)balanced power relations, and intersectionality at each step and throughout each activity of the project was a continuous approach in developing the analytical model for Bogotá and São Paulo. This was embedded in the drafting of public policy recommendations, communications guidelines, and analyses of the results. The project's primary aim is to experiment and create new methodologies, techniques, and tools to contribute to the analysis, understanding, and formulation of policies to address the shadow pandemic of VAWG. With this in mind, the project analyzes the databases used to map the reported prevalence and risk factors of domestic violence against women and girls in Bogotá and São Paulo, including the state's ability to respond and manage VAWG in the context of the COVID-19 pandemic.

## CHAPTER 6.

### ANALYTICAL MODEL OF REPORTING AND REGISTERING CAPABILITIES

In general terms, the analytical model was developed in three stages:

- 1. Stage 1:** Mapping the reported prevalence of VAWG
  - 2. Stage 2:** Measuring the impact of risk factors
  - 3. Stage 3:** Data visualization platform
- Each of these stages will be explained in further detail in the following chapter.

#### 6.1. Stage 1: Mapping the Reported Prevalence of VAWG

This research sought to map the reported prevalence of VAWG across São Paulo and Bogotá—at the lowest level of spatial granularity possible—to better comprehend what enables and what limits women's and girls' ability to

report domestic violence. For *São Paulo*, this translated into breaking down the analysis to the geographical unit named *subprefeituras*, and for Bogotá into *localidades*, as the most adequate political subdivisions of the cities both in terms of data availability and meaningful contextual units. Both *subprefeituras* and *localidades* are referred to as *localities* for the sake of simplicity.

#### 6.1.1. Databases: São Paulo

- **[BR] Data Source 1:** Police reports databases from the Secretariat of Public Security of the State of São Paulo [*Secretaria de Segurança Pública do Estado de São Paulo, SSP-SP*]

The police data sets consist of information on police reports registered at civil police stations in the municipality of São Paulo and in the neighboring cities that comprise so-called Greater São Paulo, extracted from the Digital Occurrence Registry (R.D.O.) system. Data compilation is undertaken by the SSP-SP through the Analysis and Planning Department (CAP)—the institution's body responsible for storing and analyzing such data—to create strategies to curb urban crime. SSP-SP maintains the largest open data portal with information on crime and public safety in Brazil. Since 2003, SSP-SP's portal has provided data on intentional homicide, robbery, bodily injury, and bodily injury followed by death, among other crimes.

The police reports analyzed in this project consist of crimes that are related to the categories of violence typified in the Law n° 11.340, popularly called Law Maria da Penha: intentional homicide, femicide, rape and rape of a vulnerable person, bodily injury, and bodily injury followed by death. The databases of intentional homicide and femicide were extracted from SSP-SP's open data portal, and provide monthly data from January 2003 to September 2020, and from April 2015 to September 2020, respectively. The databases of rape, rape of a vulnerable person, bodily injury and bodily injury followed by death, which provide monthly data from January 2019 to July 2020, were received via request by virtue of the Law of Access to Information.

#### A. Intentional homicide

The database of crimes classified as intentional homicide includes the following information:

Table 4. Information provided by the intentional homicide databases

Type of information	Content
<b>Descriptive information about the police report</b>	Year of registration of the police report; registration number of the police report; day, month, time, and period (morning, afternoon, or night) of the registration of the report.
<b>Descriptive information about the police station</b>	Name of the police station responsible for the registration; location of the police station (municipality).

Type of information	Content
<b>Geospatial information about the crime</b>	State, municipality, neighborhood, and address where the crime occurred; latitude and longitude; description of the type(s) of place(s) where the crime occurred (at home, on the street, on the subway, etc.).
<b>Legal information about the crime</b>	Legal nature of the crime (classification of the crime according to the penal code).
<b>Descriptive information about stolen vehicle and/or mobile phone</b>	The database also provides information on cases in which a vehicle and/or mobile phone was stolen (license plate; year the vehicle was manufactured; mobile phone brand; etc.).

Source: Prepared by the authors

## B. Femicide

The database for crimes classified as femicide contains the same type of information as the intentional homicide database (see Table 4), but includes exclusively crimes legally classified as femicide, that is, the homicide of women motivated by gender discrimination.

## C. Bodily injury, threat, rape, and rape of a vulnerable person

The database containing the crimes classified as bodily injury, threat, rape and rape of a vulnerable person includes the same information as the intentional homicide database, but with some additional variables (see Table 5).

Table 5. Additional information provided by the bodily injury, threat, rape and rape of a vulnerable person databases

Type of information	Content
<b>Registration of location</b>	Provides additional information about the location where the registration took place.
<b>Additional information about the police report</b>	Provides additional information on whether the person who registered the report is the interested party, a member(s) of the civil police, etc.; and whether a physical examination analysis was requested by the Criminalistics Institute and/or the Legal Medical Institute.
<b>Additional information on the type of crime committed</b>	Indicates whether the crime involved intolerance and, if so, what type of intolerance (e.g., racism, homophobia, religious intolerance, etc.).
<b>Sociodemographic profile of the victim</b>	Provides additional information if the victim has a physical disability; if so, the description of the disability.
<b>Descriptive information about stolen vehicle and/or mobile phone</b>	The database also provides information on cases in which a vehicle and/or mobile phone was stolen (license plate; year the vehicle was manufactured; mobile phone brand; etc.).

Source: Prepared by the authors

## D. Calls to the emergency line 190

The police's emergency line 190 receives free calls (by telephone or mobile application) in cases of need for rapid assistance. It is a 24-hour helpline, available 365 days a year, throughout the entire country. When a call is received, officers filter the report to assess whether the situation requires an immediate intervention. The only information provided through this database refers to the total number of calls reporting cases of domestic violence (without the classification of the violence, sociodemographic characteristics of the victim and/or perpetrator, etc.), disaggregated by neighborhood (spatial granularity) and by month (temporal granularity).

- **[BR] Data Source 2:** Emergency protective orders from the Court of Justice of São Paulo [*Tribunal de Justiça de São Paulo*]

The databases provided by the Court of Justice of São Paulo contain information on emergency protective orders, popularly known as precautionary orders [*medidas cautelares*] or removal orders [*medidas de afastamento*]. It is important to note that these orders are mainly used in cases of domestic violence, and serve to monitor the immediate distance of the aggressor from their victim; prohibit contact between the aggressor and the victim; as well as other measures to ensure the protection of the victim, such as referring her and her dependents to an official protection program. As these databases are not openly available to the public, the information was obtained via the Law of Access to Information.

The protective order databases analyzed by this project are divided into two types: (1) those **granted**—that is, protective orders that have already been considered and granted by a judge; and (2) those **distributed**—that is, victims' requests for protective orders that have been distributed to designated judges and are still awaiting a judicial decision. In both cases, the monthly data covered January 2019 to September 2020. These databases were already filtered to show only female victims; most of the cases concern domestic violence.

Both granted and distributed protective orders databases contain the following information:

Table 6. Information provided by databases on granted and distributed protective orders

Type of information	Content
<b>Sociodemographic profile of the caller</b>	Age, sex, ethnicity, occupation, country of origin, marital status, locality and neighborhood, family composition, among others.
<b>Descriptive information of the call</b>	Caller ID, length, initiation time, etc.

Type of information	Content
<b>Descriptive information about the violence reports</b>	Information about the violence suffered, where the violence took place (specific public or private settings), reason for the call, the intervention offered to the victim, if the victim was referred to a specific service, and an assessment of femicide risk.
<b>Sociodemographic profile of the perpetrator</b>	Age, sex, occupation, weapons carried, existence of previous criminal records, and relationship with the victim.

Source: Prepared by the authors

- [BR] Data Source 3: *Projeto Justiceiras* database

The database of the *Justiceiras* Project [The Righteous Project] was acquired through a memorandum of understanding between Data-Pop Alliance and the São Paulo Prosecutor's Office. The *Justiceiras* Project was born from collaboration between the organizations Instituto Justiça de Saia, Instituto Nelson Willians, and Instituto Bem Querir Mulher, and consists of a task force that offers legal, psychological, social, and medical assistance for women victims of domestic violence all over the country, specifically during the COVID-19 pandemic. It is an online service provided through WhatsApp and telephone calls. The victim is responsible for completing an electronic form, before being directed to the professional and multidisciplinary team of volunteers. In May 2020, Rappi—a Latin American super-app that provides a broad range of products and services available for delivery—joined forces with the *Justiceiras* Project, creating a panic button available on its application. When triggered, it transfers the victim (or the person responsible for pressing the button) to the emergency hotline.

The database shared by *Justiceiras* Project contains sociodemographic information on victims of domestic violence in the municipality of São Paulo, from March 2020 to September 2020.

Table 7. Information provided by the *Justiceiras* Project database

Type of information	Content
<b>Locality (distritos116 in Portuguese)</b>	Geographical location where the violence took place.
<b>Descriptive information about the type of violence</b>	Description of the type of crime/violence (psychological-moral, economic, threats, sexual, or physical).
<b>Descriptive information about the type of relationship</b>	Victim's relationship with the perpetrator.
<b>Sociodemographic profile of the victim</b>	Race, occupation, income, and age of the victim.

Source: Prepared by the authors

Early on, in the data collection phase of this project, the authors intended to include health reports from the Secretariat of Municipal Health in the analysis of reported cases of domestic violence during the COVID-19 pandemic. However, due to the difficulty in accessing this data (which would have required the lengthy process of developing a bot to perform web-scraping), it was decided that these databases would not be included.

### 6.1.2. Databases: Bogotá

- [COL] Data Source 1: Calls to the helpline service Purple Line [*Línea Púrpura*]

*Línea Púrpura* is a 24-hour helpline available 365 days a year for women over 18 who live in the municipality of Bogotá. This helpline was created in February 2015 by Bogotá's Secretariat of Women and Secretariat of Health to guarantee women a life free of violence. The service addresses cases of violence against women, both in the domestic and the public spheres; orientation on appropriate assistance measures; support for femicide survivors and victims' family members; information about the institutional support services protecting the human rights of women; and health-related information and orientation, with special emphasis on sexual and reproductive rights. Although the service is intended for women experiencing violence, witnesses may also call to report an incident.

Callers can make use of the helpline via a toll-free number available both by cellphones and landlines and, since 2016, the service is also available via email or WhatsApp. It is important to note that this is not Bogotá's general emergency line; it is rather a specific prevention and assistance line for women experiencing violence. The team attending and registering the calls is composed of psychologists, social workers, and nurses who have experience working with women, and with expertise in telephone assistance based on a differentiated and gender-sensitive approach. These professionals seek to provide psychosocial support; identify victims' needs, expectations, and interests; and help protect women's rights through the orientation to the appropriate institutions, such as the Attorney General's office, hospitals, etc. Currently, *Línea Púrpura* only follows up telephonically on cases in which a risk of femicide has been identified.

Table 8. Information provided by *Línea Púrpura* database

Type of information	Content
<b>Sociodemographic profile of the caller</b>	Age, sex, ethnicity, occupation, country of origin, marital status, locality and neighborhood, family composition, among others.
<b>Descriptive information of the call</b>	Caller ID, length, initiation time, etc.
<b>Descriptive information about the violence reports</b>	Information about the violence suffered, where the violence took place (specific public or private settings), reason for the call, the intervention offered to the victim, if the victim was referred to a specific service, and an assessment of femicide risk.

Type of information	Content
<b>Sociodemographic profile of the perpetrator</b>	Age, sex, occupation, weapons carried, existence of previous criminal records, and relationship with the victim.

Source: Prepared by the authors

The information made available for this project covers the calls registered during the entire year of 2019 and 2020.

- **[COL] Data Source 2:** Psychosocial database from the Houses of Equal Opportunities [*Casas de Igualdad de Oportunidades*]

Bogotá's Secretariat of Women administers the Houses of Equal Opportunities' psychosocial assistance services, which provides spaces for women to learn about their rights and participate in processes of social and political empowerment. Specifically, the psychosocial orientation gives women the opportunity to participate in dialogue sessions where they can discuss problems affecting their lives, including GBV. There are 20 locations providing this service: one in each locality. The categories included in this database are outlined in **Table 9**.

Table 9. Information provided by the Houses of Equal Opportunities psychosocial database

Type of information	Content
<b>Sociodemographic information about the consulting agent</b>	Age, marital status, education, gender identity, ethnicity, disability, sexual orientation, family composition, and health insurance.
<b>Reason for consultation</b>	The specific location of the House of Equal Opportunities, the type of assistance requested, the reason for the consultation, the type of violence suffered, and where the violence took place.
<b>Information about the location</b>	UPZ, municipality, neighborhood, address of the consulting agent and socioeconomic status.
<b>Sociodemographic profile of the perpetrator</b>	Sex, age, occupation, education level, and relationship with the victim.

Source: Prepared by the authors

This database has a daily temporal granularity and a spatial granularity at the neighborhood level. However, due to privacy and data protection principles, as well as for comparative purposes, the authors adopted **locality** as the spatial granularity level. The information made available for this project covers the calls registered during the entire year of 2019 and 2020.

- **[COL] Data Source 3:** Socio-legal database from the Houses of Equal Opportunities

The Houses of Equal Opportunities also provide socio-legal support to women experiencing GBV, including assistance from lawyers who are experts on gender and women's rights. These Houses are safe spaces with zero tolerance for violence

against women, where women benefit from timely legal tools tailored to their needs, learn about their rights, and participate in processes aimed at social and political empowerment.

The type of information available in the Houses of Equal Opportunities' socio-legal database (see **Table 9**) is the same as that of its psychosocial database. Data on this service, collected manually at each of these centers, has a daily temporal granularity and a spatial granularity at the neighborhood level. However, due to privacy and data protection principles, as well as for comparative purposes, the authors adopted **locality** as the spatial granularity level. The information made available for this project covers the calls registered during the entire year of 2019 and 2020.

- **[COL] Data Source 4:** Psychosocial database from the House of All Women [*Casa de Todas*]

The Secretariat of Women in Bogotá also administers a psychosocial counseling service offered by the House of All Women. This service primarily aims to provide assistance and counseling to women working in paid sexual activities, offering a space to discuss their feelings and frustrations, learn about healthy practices, and receive guidance on managing loneliness, anxiety, and other mental health issues. This service also offers the option to report gender-based violence. The type of information available in the House of All Women's psychosocial database is the same as that offered by the Houses of Equal Opportunities' psychosocial database (see **Table 9**).

Data on this service, collected manually at the center, has a daily temporal granularity and a spatial granularity at the neighborhood level. However, due to privacy and data protection principles, as well as for comparative purposes, the authors adopted locality as the spatial granularity level. The information made available for this project covers the calls registered during the entire year of 2019, and 2020.

- **[COL] Data Source 5:** Socio-legal database from the House of all Women

The House of All Women also provides socio-legal support to sex workers. Through a specialized phone service, these women are granted information regarding the legal procedures to follow in case of adversity; e.g., how to make an official complaint after experiencing gender-based violence, which competent authority to seek for the possible courses of action, and guidance on the best route of access to justice.

Regarding the database, the same information offered by the Houses of Equal Opportunities' psychosocial database is offered by the House of All Women's socio-legal database (see **Table 9**). Data on this service, collected manually at each center, has a daily temporal granularity and a spatial granularity at the neighborhood level. However, due to privacy and data protection principles, as well as for comparative purposes, the authors adopted **locality** as the spatial granularity level. The information made available for this project covers the calls registered during the entire year of 2019, and 2020.

- [COL] **Data Source 6:** Psychosocial assistance *duos* database

Duos are formed by one social worker and one psychologist who are experts in the treatment of women victims of violence. The psychosocial assistance services offered by duos consist of direct assistance to women victims of violence who are not **physically** able to access other types of services offered by the City Hall (due to reasons such as security, mobility, health conditions, institutional barriers, etc.). These duos receive specialized training and have solid knowledge on how to initiate and activate routes of assistance for victims at the municipality level. This service aims to grant women victims of violence a safe space to express their emotions, fears, and needs, and to initiate (with their consent) a dedicated roadmap—*la ruta única de atención a mujeres víctimas en el Distrito*—to alleviate emotional and physical stress derived from violent episodes. This service is offered to women over 18 and can be accessed both in-person or through a specialized helpline. Although this service does not offer in-kind assistance, it informs victims where they can acquire food coupons, groceries, money, and other resources. Data on this service, collected manually, has a daily temporal granularity and a spatial granularity at the neighborhood level. However, due to privacy and data protection principles, as well as for comparative purposes, the authors adopted **locality** as the spatial granularity level. The information made available for this project covers records for the entire year of 2019, and 2020. The categories included in this database are outlined in **Table 10**.

Table 10. Information provided by the psychosocial attention duos database

Type of information	Content
<b>Sociodemographic profile of the caller</b>	Sex, gender, ethnicity, occupation, country of origin, marital status, municipality, neighborhood and UPZ, head of household, disabilities, educational attainment, sexual orientation, family configuration.
<b>Information about the violence</b>	Information about the type of violence suffered, crime classification, where the violence took place (specific public or private settings).
<b>Descriptive information of the duo service</b>	Date of intervention, source of reception, duo professionals.
	Age, sex, occupation, weapons carried, existence of previous criminal records, and relationship with the victim.
<b>Information of services provided</b>	Type of intervention offered to the victim, where the service was provided, type of assistance channel (in person, through the phone, online), assessment of femicide risk, need for follow-up, and follow-up type.

Source: Prepared by the authors

- [COL] **Data Source 7:** Police databases for sexual offenses and intrafamilial violence

The police data sets for sexual offenses and intrafamilial violence (two classified crimes) register the contraventions to the National Police Code for these two crimes. The data sets are extracted from the main statistical information system of the National Police called SIEDCO. The information is published by the Criminality Information Group [*Grupo de información de Criminalidad, GICRI*] monthly. The SIEDCO database contains all the so-called high impact crimes in the country (theft, homicide, terrestrial piracy, terrorism, personal injuries, etc.), but to analyze VAWG in Bogotá, there was a specific focus on the reports for sexual offenses and intrafamilial violence.

The data sets have a monthly time granularity and a spatial granularity at the neighborhood level. However, due to privacy and data protection principles, as well as for comparative purposes, the authors adopted **locality** as the spatial granularity level. The information made available for this project covers the calls registered from January 2019 to July 2020

- [COL] **Data Source 8:** Calls to the 155 national helpline service [*Línea 155*]

*Línea 155* is the national helpline service that assists victims of violence against women. It was established under the National Integral Plan to guarantee a life free from violence for all women. Through the helpline, which is available 24 hours a day, seven days a week, women can receive clear information regarding their rights, as well as guidance on how to file a report on the violence they experienced, including the procedures to reach health or judicial services. The calls are managed by the female police officers and 20 psychologists are available in cases where mental health support is needed. There is no ready-made questionnaire, but rather informal questions to gain further information on the reason for the call, who the aggressor is, and where the violence took place. Furthermore, the operator collects information regarding the type of violence (intrafamilial, sexual, economic, physical, psychological, or sexual violence due to the armed conflict), and the harm suffered by the woman (psychological, physical, sexual, or patrimonial). Depending on the situation, the operator may transfer the call to another emergency hotline; the prosecutor's office; or, if the situation involves minors, to the Colombian Institute of Family Welfare.

The data from each call is registered by each police officer using a computer software program called TITAN. The data sets have a daily time granularity and a spatial granularity at the neighborhood level. However, due to privacy and data protection principles, as well as for comparative purposes, the authors adopted **locality** as the spatial granularity level. The information made available for this project covers the calls registered between January 2019 and July 2020.

### 6.1.3. Methodology

The first step in the construction of the analytical model consisted in the analysis and filtering of the databases to collect reliable information on reports of domestic violence against women and girls. The filtering methodology consisted in a thorough review of each of the databases and analysis

to determine which variables could best inform VAWG reported prevalence in both cities. This exercise, although somewhat arbitrary, is necessary given the different and often numerous variables included in these files.

Since the study's output variable is supported by the definition of VAWG outlined at the beginning of this report, the filtering process had to be conducted with this definition in mind. The process was divided in two steps: general filtering and detailed filtering. The first step identified helpline and police registries of incidents against women that had taken place in São Paulo and Bogotá.

Second, the analysis filtered in more detail to identify variables that would help home in on the remaining three relevant aspects of the VAWG definition: the **setting** where such violence occurred; the **type of violence suffered**; and, where possible, **the relationship of the aggressor to the victim**. This would cover the domestic and relational nature required to confidently say that the analytical model would be based on information related to VAWG in the domestic sphere. The variables that helped to tighten and to clean the records included:

- The type of service provided to the victim;
- The type of crime registered in the databases;
- The type of violence assessed or reported by the victim, witness, or service operator;
- The settings (domestic or public) where the events took place.

This process of filtering the data sets left only the most appropriate records for each municipality.

Departing from the statistical assumption that the databases are independent of each other, the resulting values from the databases of each country were added to the crime records, aggregated by week and by locality. The total was divided by the number of women residing in each locality. The range between the maximum and minimum of the reported prevalence variable was then divided into quantiles which were given a cardinal number between 1 and 5, with 5 being assigned to the localities where women and girls have more personal, relational, communal, institutional, and structural resources to report domestic violence. The traffic light system used to showcase these results is displayed in the data visualization tool created for the model (see section 6.3). It is important to note that values above 5 would represent that all institutional records on VAWG for the locality in question were made available and that the calculations show a high reporting capacity. Hypothetically, the value of 7 would be reached when all women who suffer violence report it.

#### 6.1.4. Results: Reported Prevalence

##### A. São Paulo

The prevalence reported through different databases (total number of complaints, aggregated per month) portrays a rather complex situation in São Paulo (see **Graph 1**). *Line 190* presents the most salient trend with an 18% increase in the

number of received calls from 2019 to 2020.<sup>117</sup> On the other hand, reports on rape (*and rape of a vulnerable person*), *personal injury and threat* from the SSP-SP database show the opposite trend—at least in the short term—with a stark decrease in the number of complaints: reports made from March to July decreased by 27% between 2019 and 2020.<sup>118</sup> In contrast, when comparing January-February for both years—prior to the onset of the pandemic—these records presented similar behavior (less than 1% variation), hinting at a disrupting effect of the COVID-19 crisis on the reported prevalence of this type of violence.

Concerning the other data sources, however, the results are more ambiguous. No clear trend is evident for either the homicide of women or the femicide records. Additionally, the emergency protective orders database from São Paulo's Court of Justice presents an upward trend in reports throughout 2019 that is interrupted by a decrease in records from January to April 2020. Despite this change in trends, when comparing both years by month to account for potential seasonality, only April and May present a lower reported prevalence in 2020 than in 2019 (-22.7% and -5.9% respectively). This suggests a fleeting impact of the COVID-19-related measures on the reporting behavior of this type of incident, but data is too scarce to establish any sound takeaway.<sup>119</sup> Overall, the change in the trend seems to be at least partially reverted, with records increasing again since June 2020, though not surpassing 2019 levels. As for the Justiceiras project, given that it started at the beginning of the pandemic, there is no point of reference that would allow any tangible conclusions to be drawn.

However, disaggregating the results of the prevalence reported by locality presents valuable insight on stylized trends in São Paulo (see Graph 2). First, a consistently lower reported prevalence in 2020 (versus 2019)<sup>120</sup> confirms an overall decrease in the total number of reports in all localities. Second, the localities that presented high reported prevalence rates in 2019, such as Santo Amaro and Capela do Socorro, experienced the most substantial decreases in 2020. Analogously, localities with the lowest reported prevalence displayed marginal differences between their 2019 and 2020 prevalence rates. Thus, it can be inferred that the reporting in each locality decreased proportionally in 2020.

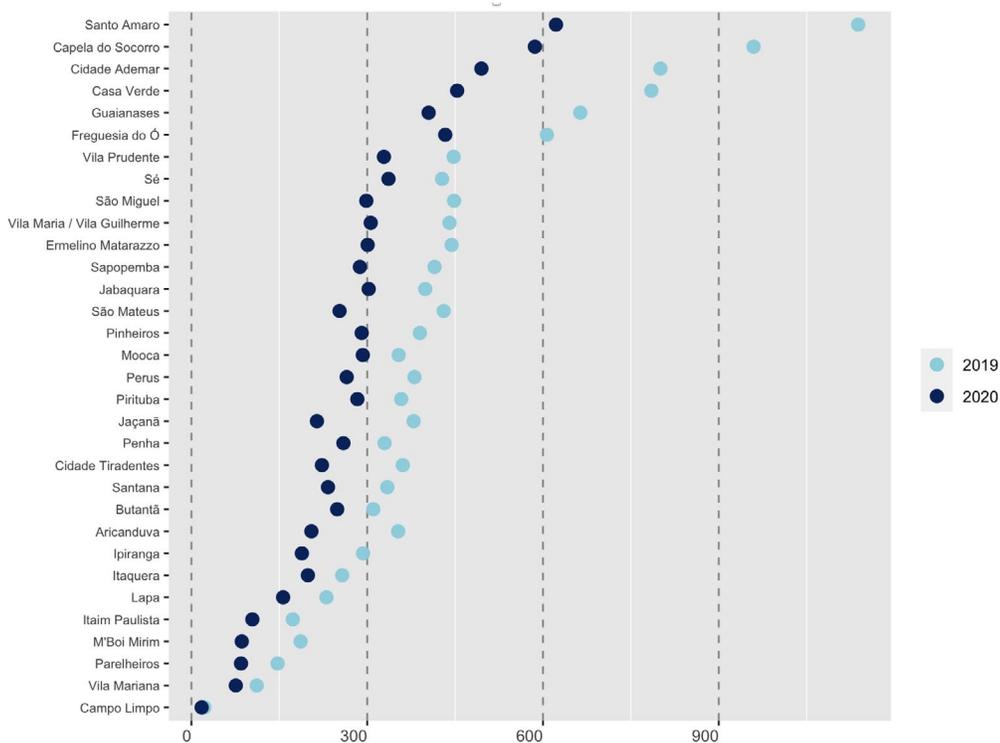
**Map 1** illustrates the reported prevalence by locality at week 13, which corresponds to the beginning of the social distance period. Interestingly, Santo Amaro—the locality with the highest reported prevalence—is located between Campo Limpo and Vila Mariana, the two localities with the lowest reported prevalence rates in the city. This raises questions on the capabilities that influence and determine the level of reporting in each locality.

Graph 1. [São Paulo] Reported prevalence through different data sources  
(Total number of records from different databases)



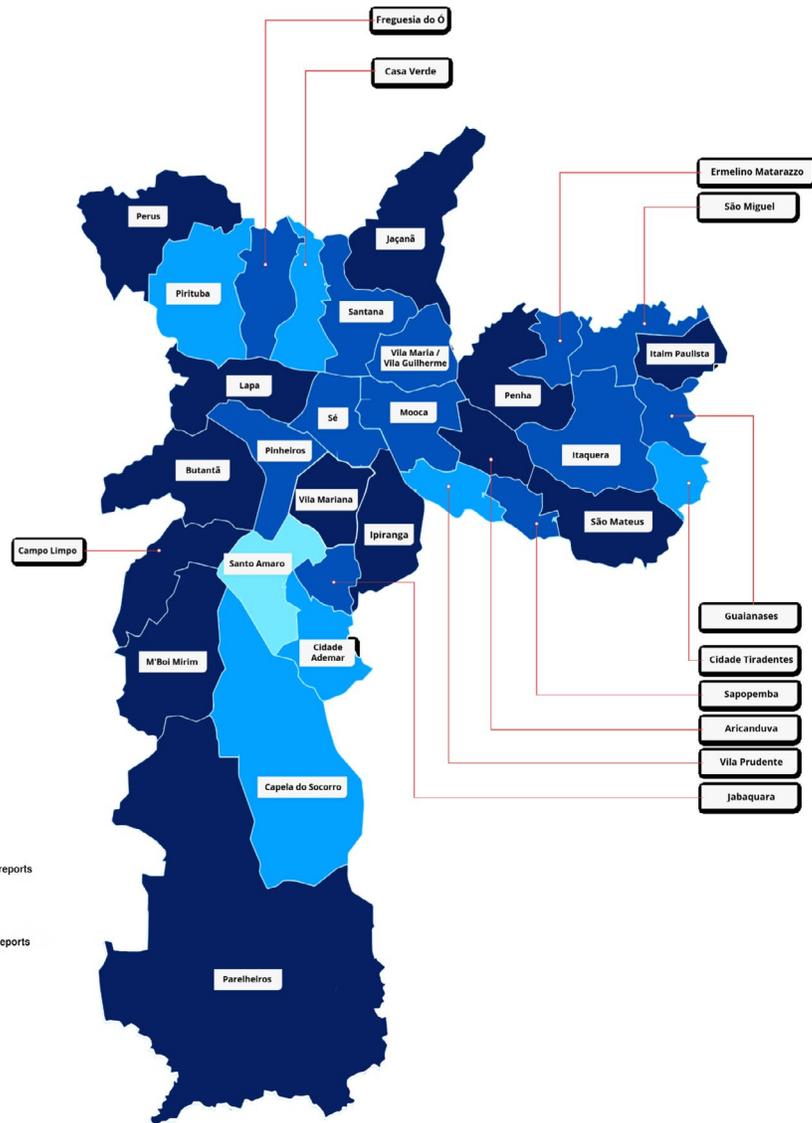
Source: Prepared by the authors with data from Justiceiras, the Secretariat of Public Security of the State of São Paulo, and the Court of Justice of São Paulo  
Notes: Temporal granularity: monthly. Spatial granularity: locality.

Graph 2. [São Paulo] Reported prevalence through different data sources by locality (Jan.-Sept.)  
(Total number of complaints per 100,000 female inhabitants)



Source: Prepared by the authors with data from Justiceiras; the Secretariat of Public Security of the State of São Paulo, and the Court of Justice of São Paulo

Map 1. [São Paulo] Heatmap of the reported prevalence rate by locality (2020, week 13, beginning of the lockdown period)



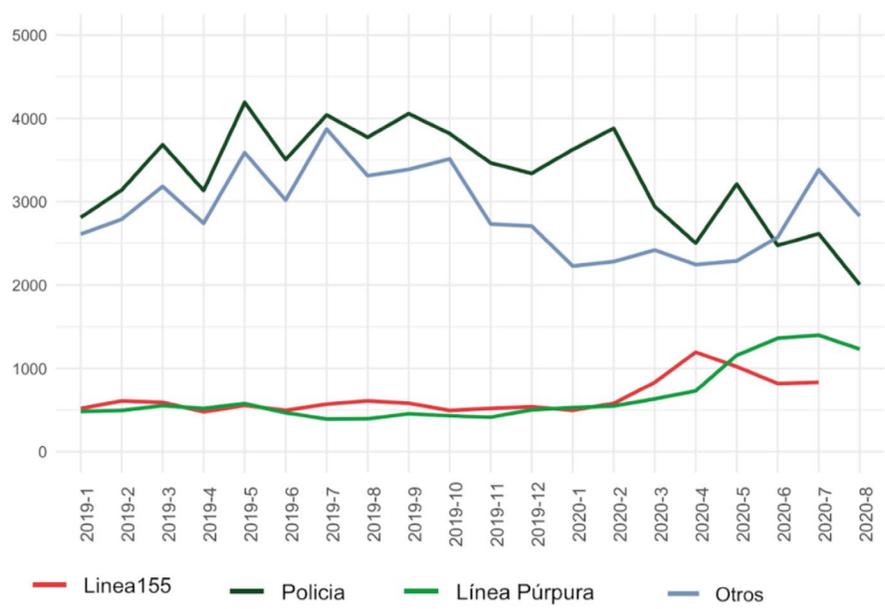
Source: Prepared by the authors with data from Justiceiras; the Secretariat of Public Security of the State of São Paulo, and the Court of Justice of São Paulo

## B. Bogotá

In contrast with the complex situation presented by the different data sources for São Paulo, Bogotá exhibits a more straightforward trend. After the filtering methodology, as shown in **Graph 3**, the registers from the Línea Púrpura helpline,<sup>121</sup> aggregated by week, increased from the beginning of the lockdown (March 20) and maintained the same trend throughout the year. The national helpline, *Línea 155*, follows the same pattern. The corresponding Spearman's correlation between the two databases during 2019 and 2020 is 0.65 with a *p-value* of 3.9e-17.

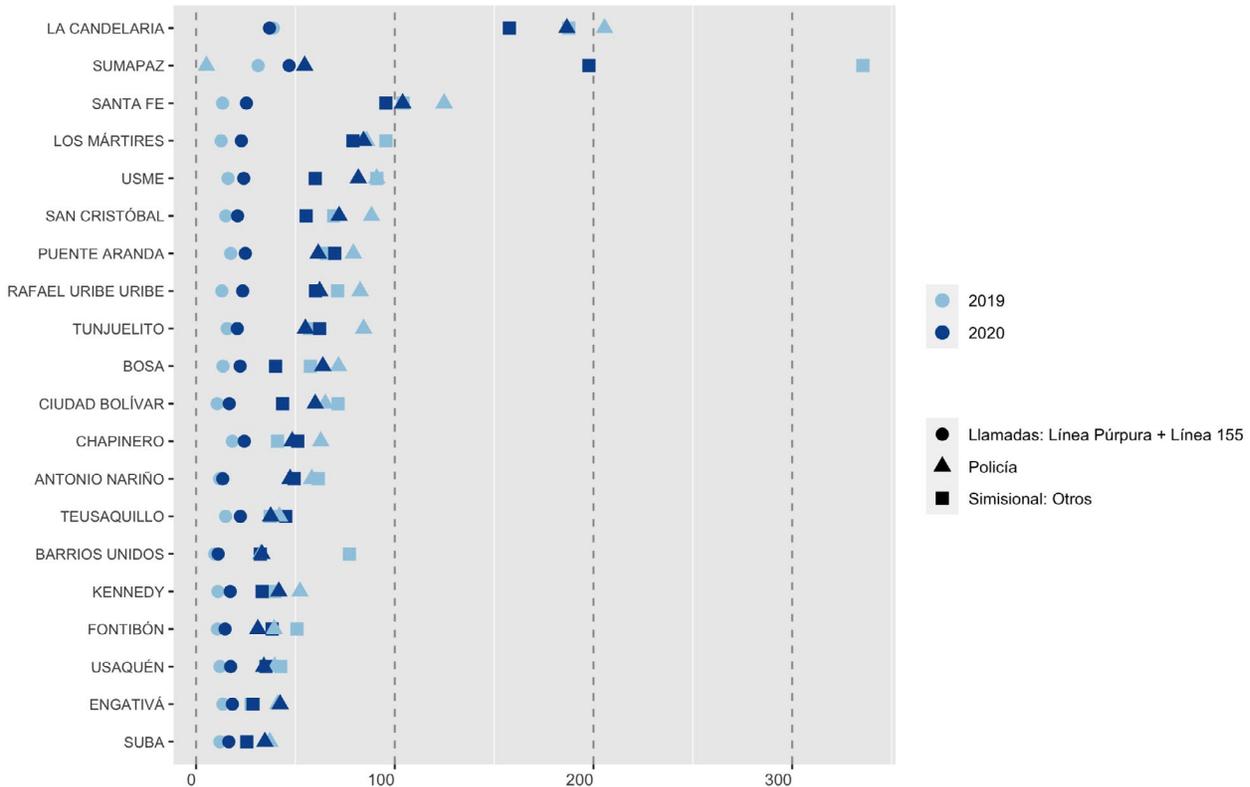
On the contrary, when performing the same analysis with the police database it can be seen that the number of registries decreased during the same period. This behavior can be explained by the impossibility of leaving home and moving about the city to report a crime, and the reduction of police stations' assistance services. The rest of the databases portray more ambiguous trends, with reports decreasing in the last trimester of 2019, remaining stable throughout 2020, and finally surging in June and July.

Graph 3. [Bogotá] Reported prevalence through different data sources (Total number of records from different databases)



Source: Prepared by the authors with data from Línea 155; Police; Simisional  
 Notes: Temporal granularity: monthly. Spatial granularity: locality.

Graph 4. [Bogotá] Reported prevalence through different data sources by locality (Jan.-Jul.) (Total number of complaints per 100,000 female inhabitants)



Source: Prepared by the authors with data from Línea Púrpura; Línea 155; Police & Simisional

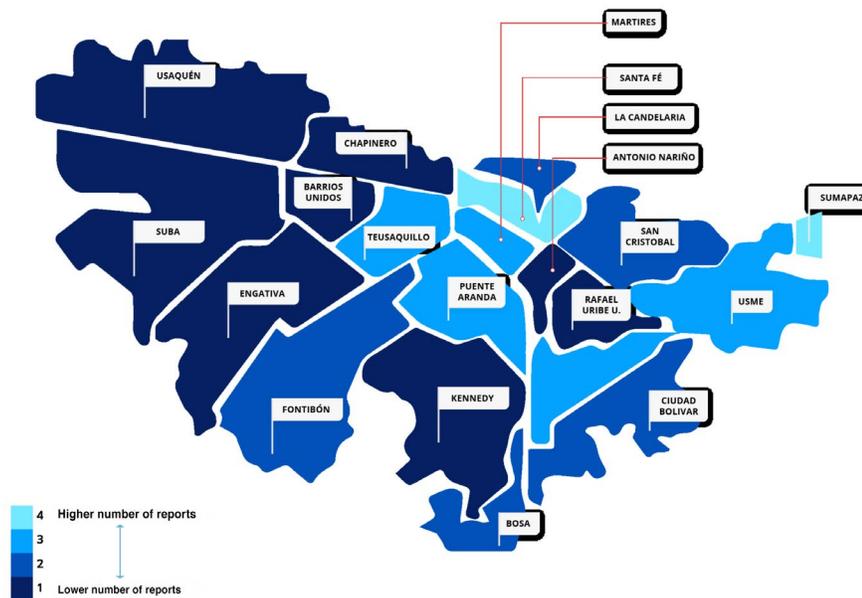
Since the beginning of the pandemic, there has been a significant increase in reports and complaints through digital means (e.g., helplines) and a decrease in reports and complaints that require physical presence (e.g., formal complaints to the police).

Therefore, when disaggregating the results of the reported prevalence by locality, it is meaningful to also differentiate by type of database (see Graph 4). Several stylized trends come to the fore. First, it can be noted that the localities with the highest number of reports in 2019 are the localities that experienced the biggest changes compared with the 2020 reported prevalence. Second, all localities experienced a surge in phone calls to helplines in 2020 in comparison to 2019 except for La Candelaria, whose level remained the

same. Interestingly, La Candelaria is the locality with the highest reported prevalence for that type of report. Finally, the opposite trend is evidenced for the *police database* reports, with a decrease in the 2020 reports. It is worth highlighting that Sumapaz is the only locality that experienced an increase in the reported prevalence for the 2020 police records and an exceptional decrease in the *other Simisional* databases for the same period. Moreover, Sumapaz was the locality with the highest rate of other Simisional and the lowest rate for police database reports in 2019.

**Map 2** depicts the reported prevalence by locality at week 13—the beginning of the lockdown period (March 25 to August 31).<sup>122</sup>

Map 2. [Bogotá] Heatmap of the reported prevalence rate by locality (2020, week 13, start of the lockdown period)



Source: Prepared by the authors

## 6.2. Stage 2: Measuring the Impact of Risk Factors

To further understand the reported prevalence, a multidimensional indicator was constructed to represent the complex interaction of factors (personal, relational, community, institutional, and COVID-19-related) that enable or hinder women's and girls' capability to report violence in the domestic setting, as well as the ability of the state to register those cases. According to discussions with members of the CODE, insights derived from the percentage and geographic distribution of women who are able to report violence would encourage authorities at the head of different municipalities or states to find solutions to address the problem of suboptimal service provision regarding VAWG (e.g., improve the digital infrastructure or guarantee free

access to services). By mapping areas where women and girls are more easily able to report violence, versus those in which this is more challenging (comparable response), the project aims to produce an alarm system that will be used for policy analysis and evaluation and allow for effective prevention and mitigation strategies to be deployed by both national and subnational government bodies.

The reporting capacity indicator can further be used to illustrate the complex dynamics involved in making a report or a call for support, during and before crises such as the COVID-19 pandemic. Additionally, the impact of social structures on the levels of underreporting, which influence and are influenced by personal, relational, community, and institutional factors (as described in the literature review) are also brought to light with this new approach. In this way,

this methodological approach also reduces the potential for stigmatization of geographical areas and particular communities because the focus is not on identifying hotspots, but in revealing the complex contextual factors that encourage or dissuade women from action.

### 6.2.1. Non-Traditional Databases

#### A. Google Mobility Reports

To understand how lockdown measures (and therefore mobility restrictions) work as a relevant risk factor limiting women’s capacity to report domestic violence during the COVID-19 pandemic, Google Mobility Reports were included in the analysis for both São Paulo and Bogotá.

The Google Mobility Reports show changes in movement trends over time and geographically. The places are categorized by retail and recreation, groceries and pharmacies, parks, transit stations, workplaces, and residential. In this vein, their analysis contributes to evaluating the impact of the implemented policies in the fight against COVID-19. In particular, the baseline to measure the changes

is “the median value, for the corresponding day of the week, during the five-week period January 3 – February 6, 2020.”<sup>123</sup> It is worth highlighting that the Google Mobility Reports are created based on data from Google users that allow their location history to be stored in their Google Accounts—and are therefore not necessarily representative of the general population of women and girls in each city.

#### B. National Statistics

Based on the risk factors associated with VAWG that were identified through the literature review (and later catalogued in the five levels of analysis of the ecological model), the research team looked for administrative and non-traditional data sources containing information that served as a proxy for measuring those specific factors.<sup>124</sup> National statistics are crucial to complement and provide information on the personal and contextual characteristics enabling or hindering women’s ability to report domestic violence. Unfortunately, it was difficult, and at times impossible, to find adequate sources for each of the risk factors identified in the literature. However, data of sufficiently good quality was found for the factors listed in the tables below.

Table 11. Risk factors and data source in São Paulo

LEVELS OF ANALYSIS	RISK FACTOR	DATA SOURCE
<b>Personal</b>	Age (woman)	<ul style="list-style-type: none"> <li>• <i>Fundação Sistema Estadual de Análise de Dados (SEADE)</i></li> </ul>
	Educational attainment (woman)	<ul style="list-style-type: none"> <li>• <i>ObservaSampa – Observatório de Indicadores da Cidade de São Paul</i></li> </ul>
	Occupation (woman/ by race/by sector/ informality)	<ul style="list-style-type: none"> <li>• <i>Fundação Sistema Estadual de Análise de Dados (SEADE)</i></li> <li>• <i>Ministério do Trabalho e Emprego</i></li> <li>• <i>Instituto Brasileiro de Geografia e Estatística (IBGE)</i></li> </ul>
	Race	<ul style="list-style-type: none"> <li>• <i>Instituto Brasileiro de Geografia e Estatística (IBGE)</i></li> <li>• <i>Ministério do Trabalho e Emprego</i></li> </ul>
<b>Relational</b>	Type of relationship/marital status (woman)	<ul style="list-style-type: none"> <li>• <i>Fundação Sistema Estadual de Análise de Dados (SEADE)</i></li> </ul>
<b>Community</b>	Zone type (rural/urban)	<ul style="list-style-type: none"> <li>• <i>Prefeitura de São Paulo (Secretaria de Direitos Humanos e Cidadania)</i></li> </ul>
	Neighborhood conditions (services nearby) Housing conditions (overcrowding/water/ electricity)	<ul style="list-style-type: none"> <li>• <i>Instituto Brasileiro de Geografia e Estatística (IBGE) - Censo 2010</i></li> <li>• <i>Instituto Brasileiro de Geografia e Estatística (IBGE) - Censo 2010</i></li> <li>• <i>ObservaSampa – Observatório de Indicadores da Cidade de São Paulo</i></li> <li>• <i>GeoSampa – sistema de Informações georreferenciadas sobre a cidade de São Paulo</i></li> </ul>
<b>Institutional</b>	Women assisted in Centros de Cidadania da Mulher	<ul style="list-style-type: none"> <li>• <i>Prefeitura de São Paulo (Secretaria Municipal de Assistência e Desenvolvimento Social)</i></li> <li>• <i>Fundação Sistema Estadual de Análise de Dados (SEADE)</i></li> </ul>
	Social benefit recipient	<ul style="list-style-type: none"> <li>• <i>Prefeitura de São Paulo (Secretaria Municipal de Assistência e Desenvolvimento Social)</i></li> <li>• <i>Fundação Sistema Estadual de Análise de Dados (SEADE)</i></li> </ul>

LEVELS OF ANALYSIS	RISK FACTOR	DATA SOURCE
COVID-19	Number of COVID-19 cases	• <i>Fundação Sistema Estadual de Análise de Dados (SEADE)</i>
	Mobility	• <i>Google Mobility Reports</i>

Source: Prepared by the authors

Table 12. Risk factors and data source in Bogotá

LEVELS OF ANALYSIS	RISK FACTOR	DATA SOURCE
Personal	Age (woman)	• <i>Censo Nacional de Población y Vivienda 2018</i>
	Educational attainment (woman)	• <i>Encuesta Multipropósito 2017</i>
	Occupation (woman/informality)	• <i>Bases de Datos Mercado General Laboral 2017</i>
	Number of children (born alive)	• <i>Censo Nacional de Población y Vivienda 2018</i>
Relational	Type of relationship/marital status (woman)	• <i>Censo Nacional de Población y Vivienda 2018</i>
Community	Armed conflict (victims)	• <i>Observatorio de Mujeres y Equidad de Género en Bogotá</i>
	Zone type (urban)	• <i>Observatorio Víctimas Bogotá</i>
	Housing conditions (overcrowding/water/electricity)	• <i>Encuesta Multipropósito 2017</i>
Institutional	Neighborhood conditions (services nearby)	• <i>Encuesta Multipropósito 2017</i>
COVID-19	Mobility	• <i>Google Mobility Reports</i>

Source: Prepared by the authors

### 6.2.2. Methodology: Probability of Registering/ Reporting Given Certain Risk Factors

The impact of each factor associated with reported prevalence by locality is calculated by establishing a hierarchical conditional probability by space studied (household, locality, city) where:

$$P(y_i | \theta) \sim Ber(p)$$

Where:

$y_i$  is 1 if there is a report and 0 otherwise;

$\theta$  represents the parameters associated with the risk factors by space analyzed; and

$p$  is the observed probability of reporting.

For each spatial level, a correlation is calculated between the reported prevalence and each risk factor.

#### A. Analysis of the Risk Factors and Impact on the Reported Prevalence: Important Considerations

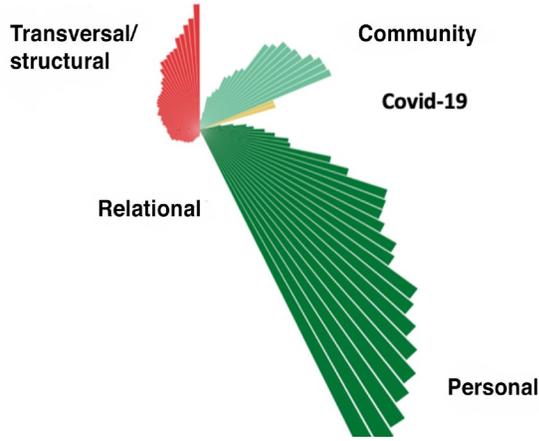
The reported prevalence is the result of the capabilities enabled by the State and other contextual factors that facilitate or hinder women's and girls' ability to report and/or seek help when faced with violence. These capabilities are constituted by various risk factors of institutional, communal,

relational, or personal nature, and their incidence varies in time and space. In terms of analyzing the impact of the risk factors on the reporting capabilities, three important caveats are worth mentioning. First, risk factors are analyzed under the assumption that violence occurs equally among all subgroups of the population. Second, the impact of the different factors is discussed in terms of their statistical significance rather than in terms of cause and effect, due to data limitations and availability. Finally, the probability of reporting conditioned to the victim's characteristics/sub-group is based on the obtained reported prevalence; results are thus neither exhaustive nor representative of the entire population.

### 6.2.3. Results: São Paulo

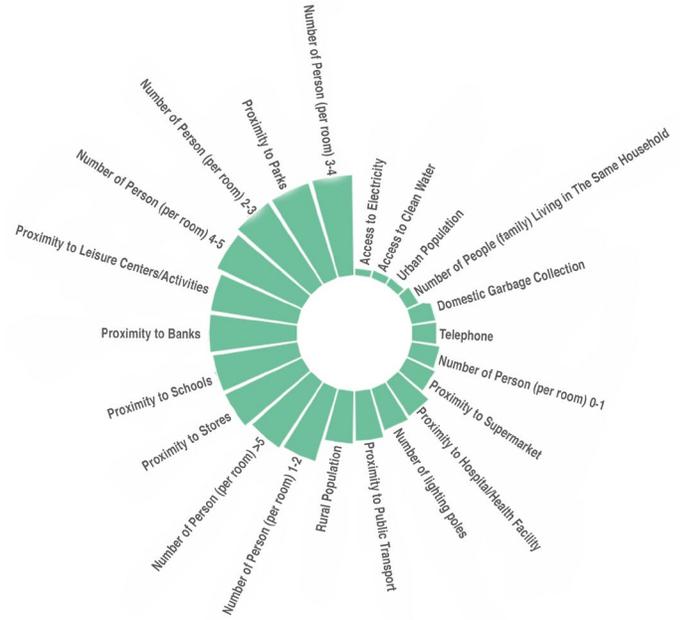
For the case of São Paulo, **Graph 5** illustrates the magnitude of the impact of available and statistically significant risk factors, grouped by category. Institutional factors were also included, but none of them turned out to be statistically significant. Among the significant risk factors, the most salient category is personal factors, with numerous indicators weighing over twice as much as any of the other risk factors in other categories. For the communal and transversal categories, a wide range of factors had an impact, but with a much lower degree of incidence than the personal factors. As for COVID-19, two related factors appear to influence the reporting capabilities: the **number of COVID-19 cases** and **mobility**.

Graph 5. [São Paulo] Impact of the risk factors on the reported prevalence, by category  
(Total São Paulo)



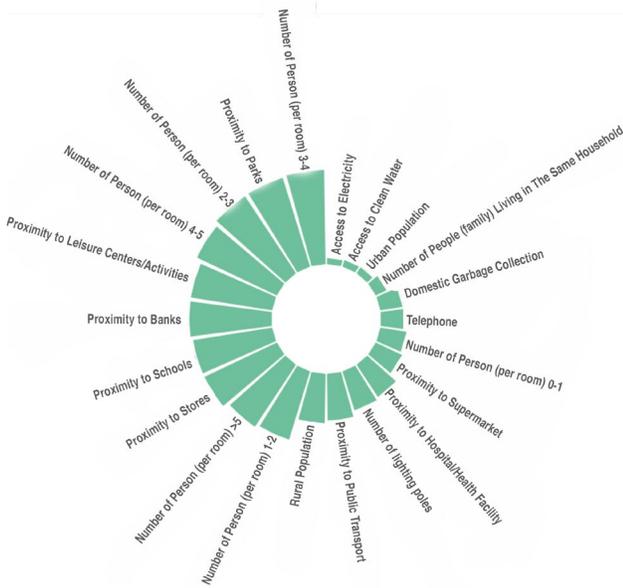
Source: Prepared by the authors

Graph 7. [São Paulo] Impact of the risk factors on the reported prevalence, personal factors  
(Total São Paulo)



Source: Prepared by the authors

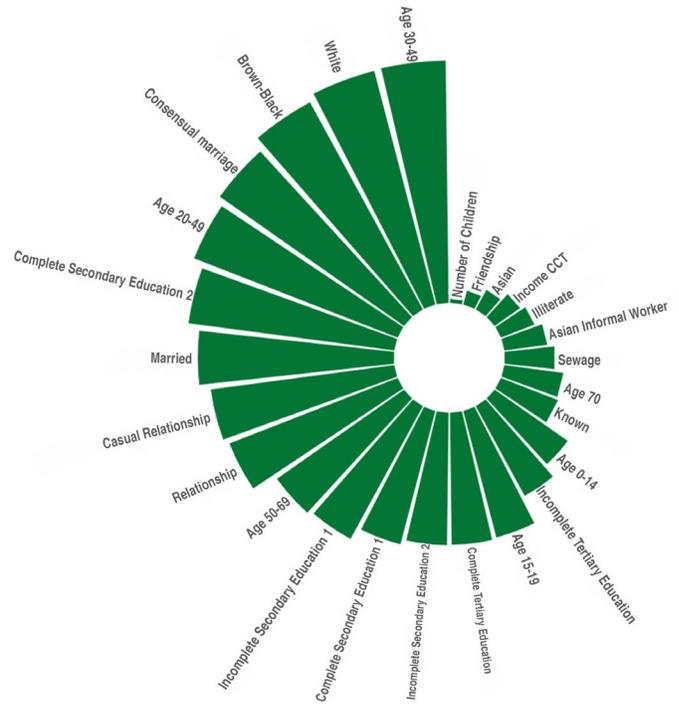
Graph 6. [São Paulo] Impact of the risk factors on the reported prevalence, community factors  
(Total São Paulo)



(Total São Paulo)

Source: Prepared by the authors

Graph 8. [São Paulo] Number of records per locality, disaggregated by age group



Source: Prepared by the authors

Upon closer examination of the **communal** factors that influence women’s and girls’ capabilities to report domestic violence, circumstances of overcrowding (more than three people sharing the same room) and residence in non-isolated areas (living close to essential and non-essential services) stand out as the most significant (see **Graph 6**)

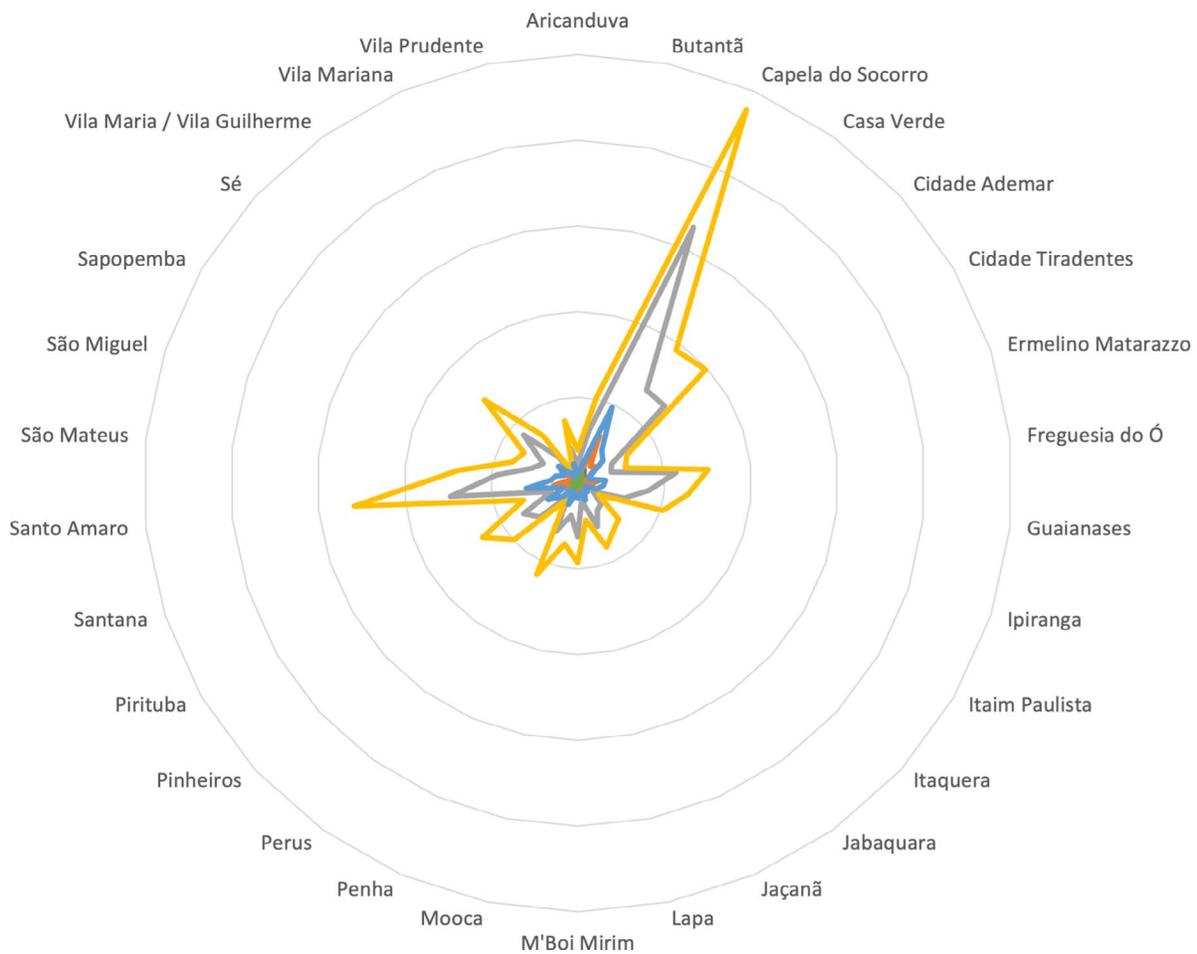
For **personal** factors, the most relevant risk factors are age and race (see **Graph 7**). Particularly, within the breakdown of **age** into subcategories, women who report the most are between 30 and 49 years old. The second most prevalent age group is women between the ages of 20 and 29. As per **Graph 8**, both conditional probabilities are consistent across all localities.

As for the breakdown of the factor **race**, the likelihood of reporting conditional to race is very similar between White and Black women. According to the Brazilian Public Security Forum/Datafolha (*Fórum Brasileiro de Segurança Pública/*

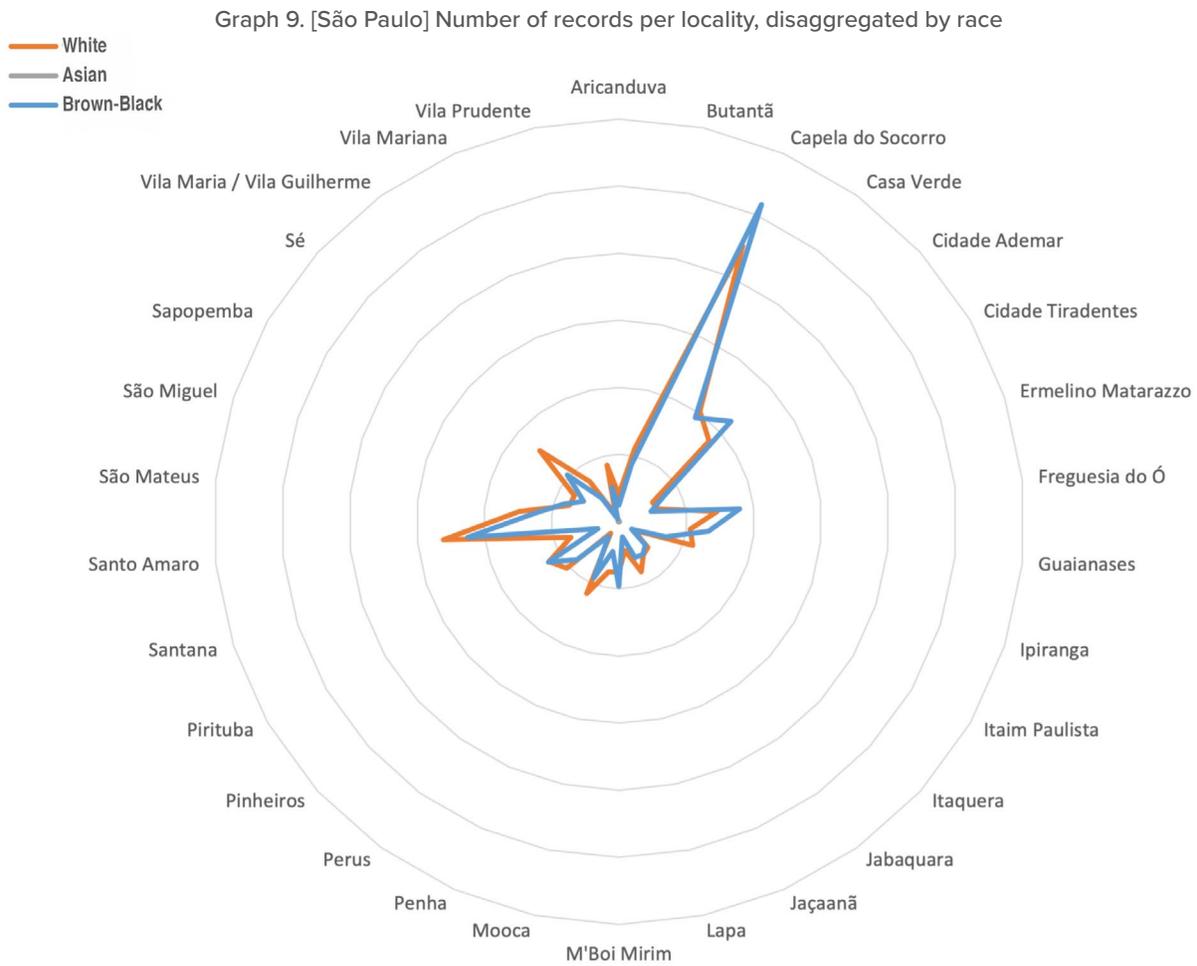
*Datafolha*), Black and White women share very similar figures in terms of domestic violence suffered but Black women suffer more violence (+8.3%) on the streets than White women.<sup>125</sup> The observed reporting behavior is consistent across all localities which is conspicuous as the proportion of Black population varies greatly between localities. For example, Pinheiros is one of neighborhoods with the highest proportion of White inhabitants of the city (only 7% of its population is Black); while São Miguel has a more racially balanced population (50% Black and 50% White).

However, **Graph 9** shows a slightly different trend on the reporting capabilities disaggregated by race. For localities with high reported prevalence (e.g., Capela do Socorro), Black women’s likelihood of reporting is higher than that of White women, while for localities with low reported prevalence (e.g., Sé), the opposite is true.

Graph 8. [São Paulo] Number of records per locality, disaggregated by age group



Source: Prepared by the authors

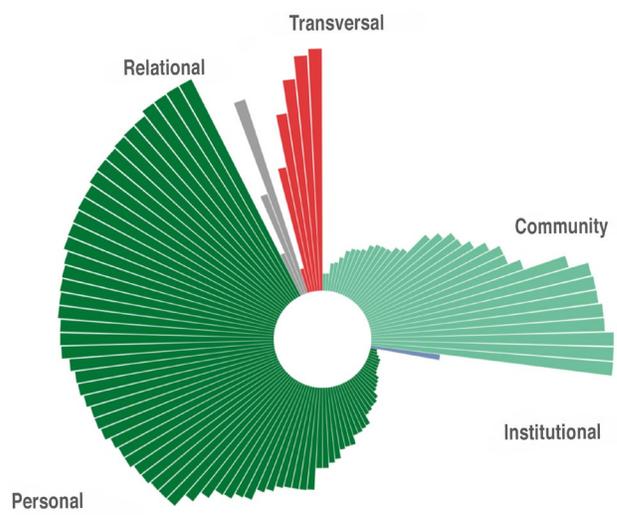


Source: Prepared by the authors

**6.2.4. Results: Bogotá**

Bogotá's distribution of the available and statistically significant risk factors is different from that of São Paulo. While the personal risk factors category encompasses the most significant indicators, as portrayed by Graph 10, the communal, transversal, and relational categories present similar levels of magnitude (though the latter two categories present considerably fewer risk factors). Another difference between the cities is that while no significant institutional factor was found for São Paulo (and only two for the COVID-19-related category), one significant institutional factor was found for Bogotá (and none for the COVID-19-related category).

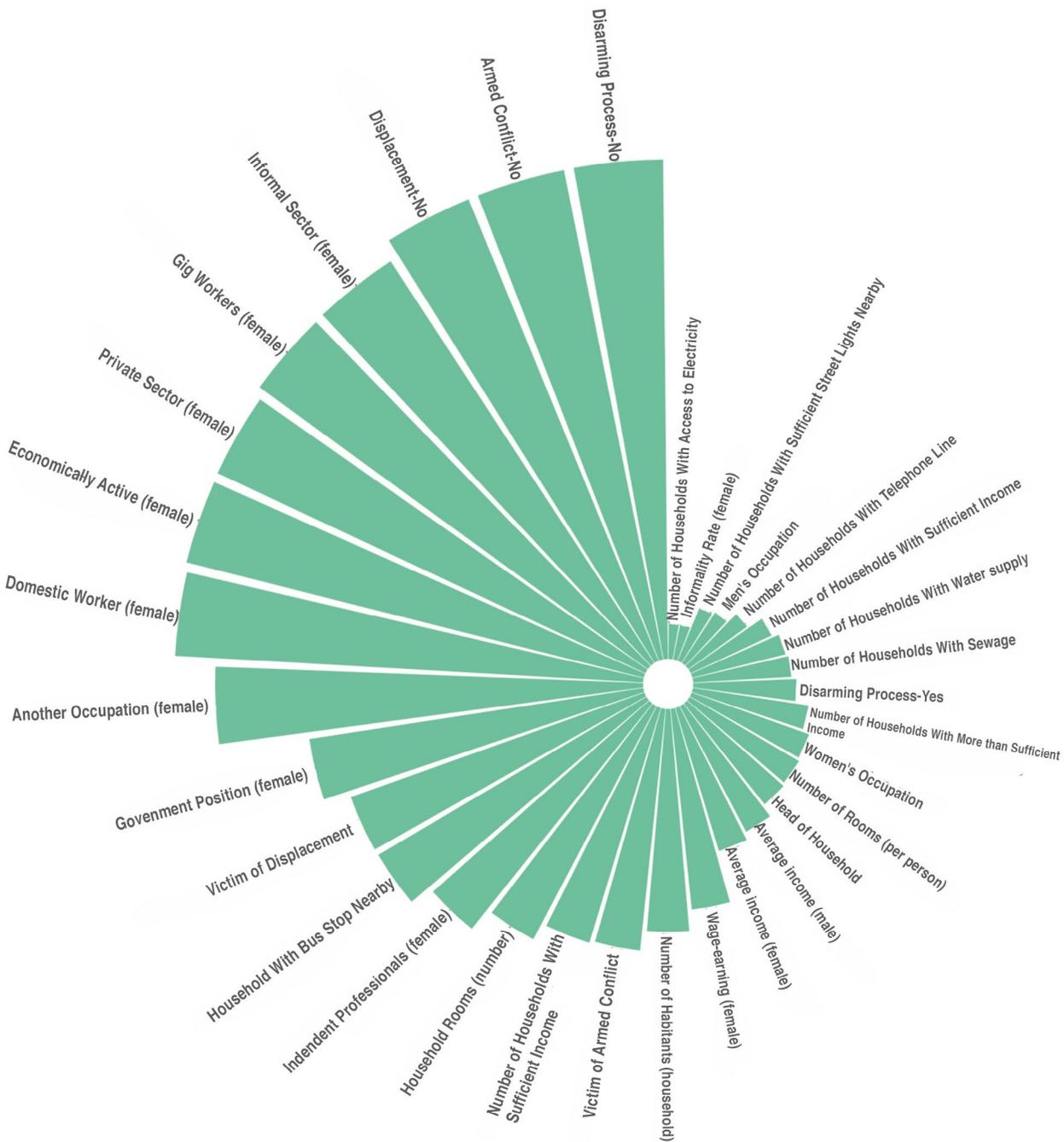
Graph 10. [Bogotá] Impact of the risk factors on the reported prevalence, by category (Total Bogotá)



In the **communal** category of risk factors that impact reporting capabilities, the three with the highest incidence are: *Not a participant in the disarmament process, Not a victim of armed conflict, and Not a victim of displacement*. This highlights the relevance of the situation of the armed conflict on the capabilities of victims to report domestic violence in Bogotá (see **Graph 11**).

As for **personal** factors, since the Simisional database was very thorough, a wide range of risk factors were available and turned out to be significant. The most salient personal risk factors are female,<sup>126</sup> *heterosexual*, and having one or two children (see **Graph 12**).

Graph 11. [Bogotá] Impact of the risk factors on the reported prevalence, community factors  
(Total Bogotá)

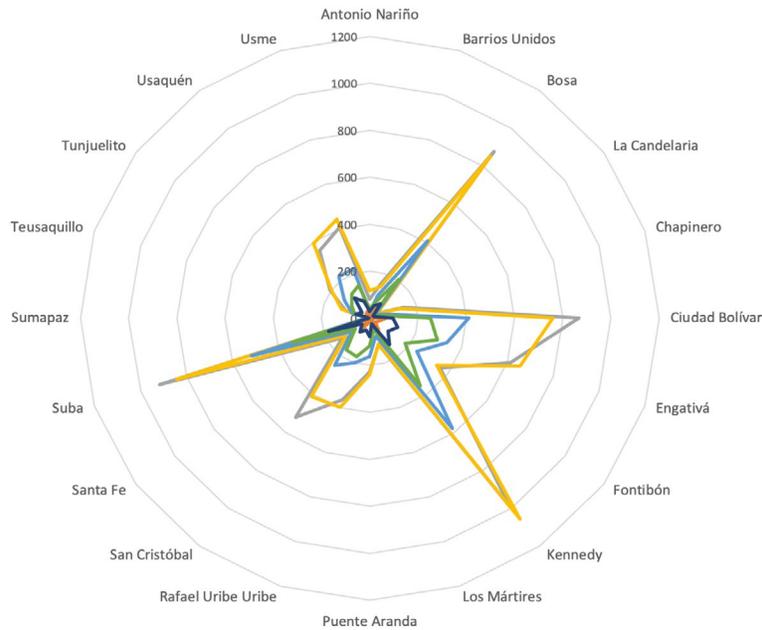




Upon analysis of the breakdown of *age*, women in Bogotá reporting the most are between 20 and 40 years old—an age group younger than that of São Paulo. However, **Graph 13** shows that, in the case of Bogotá, this characteristic of the women who report is neither as salient nor as homogenous (compared to Graph 8). At a city level, the highest level of

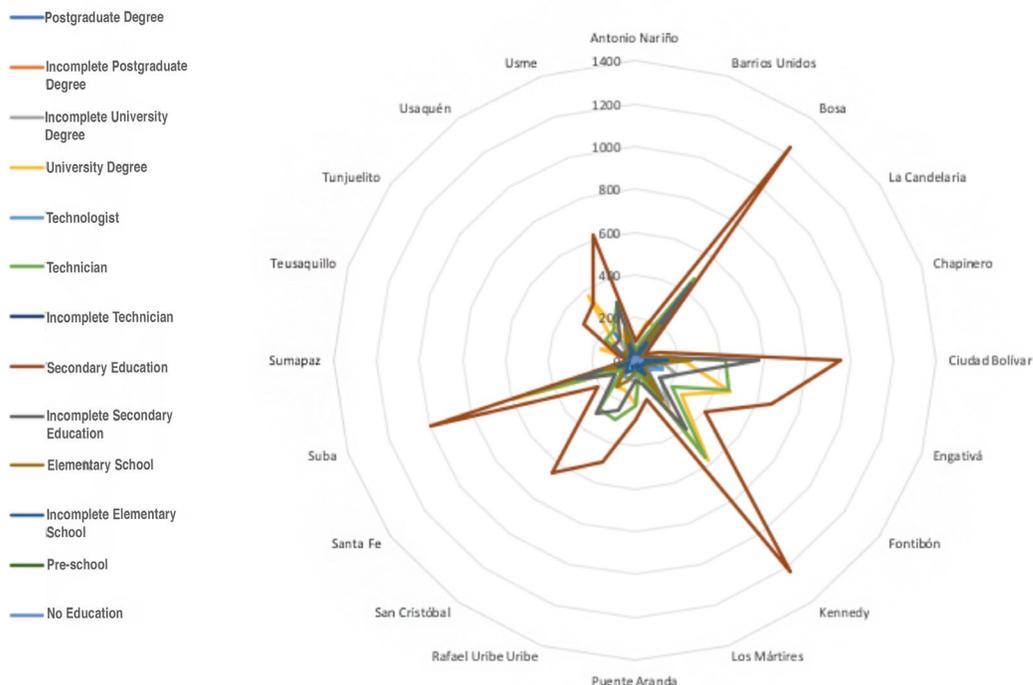
attained education of most women who reported were: *secondary, technical, secondary incomplete, and university*. Moreover, the women who reported the most, conditional to their marital status, are single and the women who report the least are separated, divorced, or widowed. **Graphs 14 and 15** illustrate reported prevalence by locality.

Graph 13. [Bogotá] Record of reports per locality, disaggregated by age group



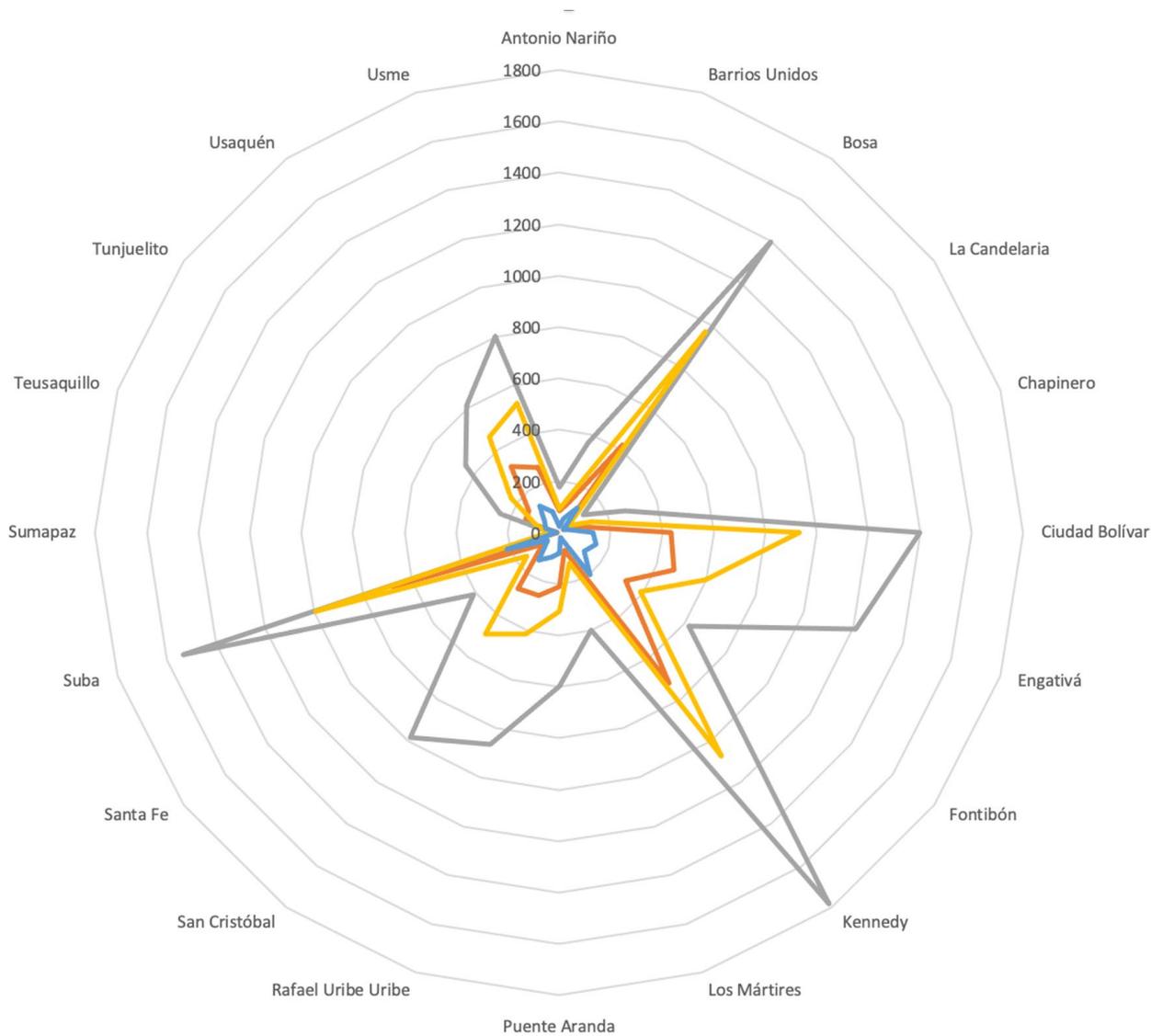
Source: Prepared by the authors

Graph 14. [Bogotá] Record of reports per locality, disaggregated education



Source: Prepared by the authors

Graph 15. Number of records per locality, disaggregated by marital status



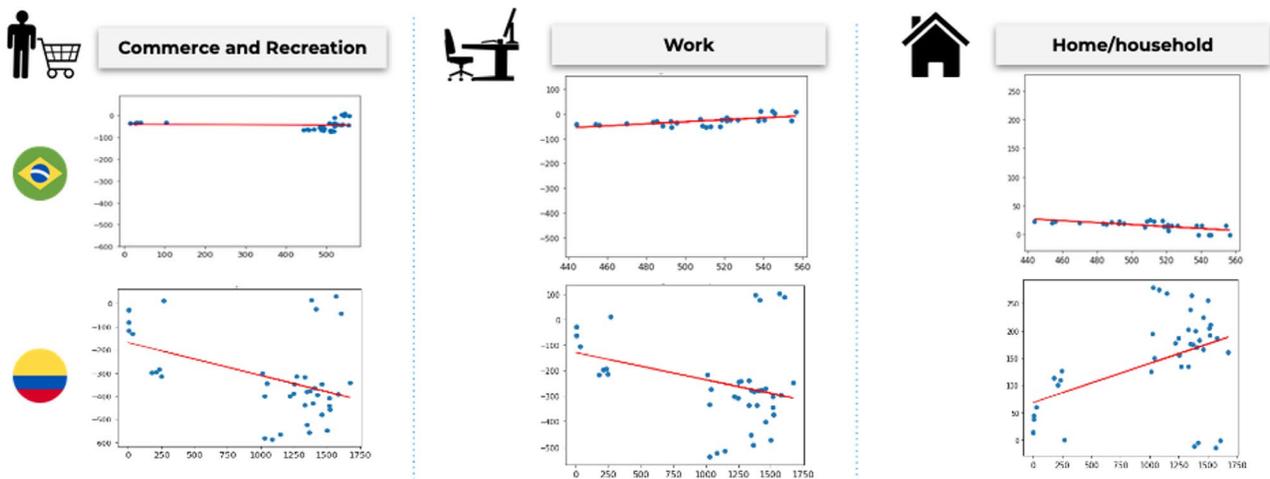
Source: Prepared by the authors

It is worth mentioning that in São Paulo’s databases, marital status was only available for the perpetrator and not for the victim. This discrepancy shows not only the importance of standardization for comparability but, more importantly, the need for comprehensive databases that allow for a thorough analysis of the risk factors that either hinder or facilitate reporting capabilities.

Finally, for COVID-19-related factors in both cities (see Table 13), mobility changes in São Paulo by type of place do not correspond to a profound change in the number of reports. Although a linear relationship is observed, it is not as strong as in other countries. This is unsurprising, as behavior during lockdown in Brazil differed greatly from that of stricter countries; Bogotá, for example, had more restrictive measures.

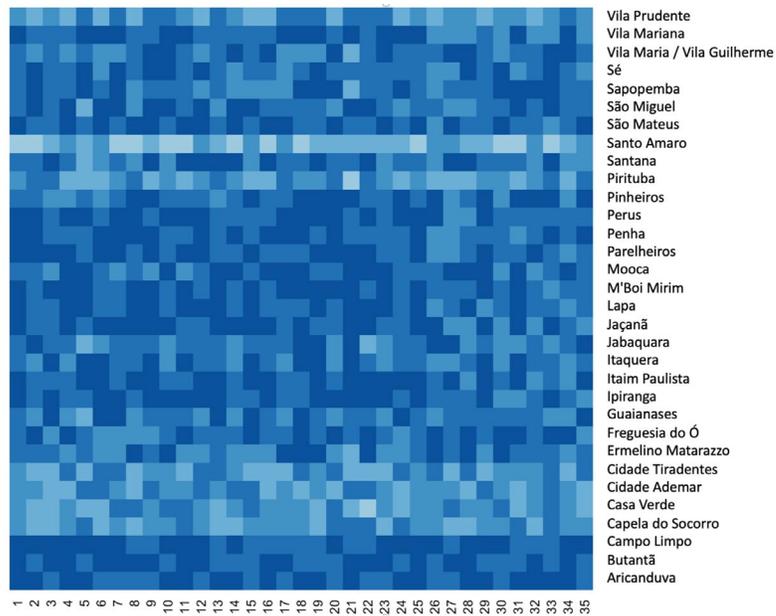
For Bogotá, since the beginning of the lockdown period, lower mobility in commercial and work areas corresponds to lower numbers of records. Analogously, as mobility increases in residential areas, the number of records increases. The linear relationship between mobility and reporting violence is stronger when analyzed per type of place, despite mobility not being a significant risk factor in the reporting capabilities in the city as a whole.

Table 13. Mobility changes in São Paulo and Bogotá by type of place vs. number of records



Source: Prepared by the authors with data from Google (2020)

Map 3. [São Paulo] Weekly reported prevalence by locality (From January to August 2020)



Source: Prepared by the authors

## 6.2.5. Comparative Results of VAWG Reporting Capabilities by Locality

### A. [São Paulo] Delving into certain localities: Santo Amaro and Pinheiros

Map 3 portrays the evolution of the reported prevalence by locality on a weekly basis from January to August 2020. The case of Santo Amaro stands out as a locality that maintained high levels of reported prevalence throughout the period. Pinheiros, on the other hand, exhibits behavior comparable

to that of the rest of the localities, making it an interesting case study to further analyze.

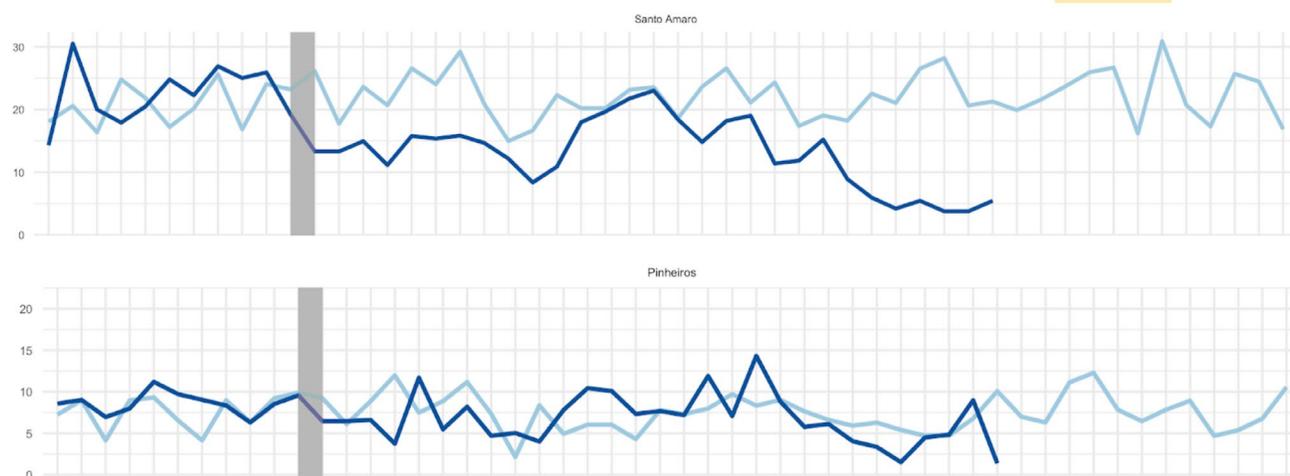
As confirmed in Graph 2, Santo Amaro is the locality with the highest reported prevalence rate of São Paulo in both 2019 and 2020 (Jan.-Sep.), despite a reduction of 28% between 2019 and 2020. Santo Amaro is located in the south-central part of the city with an estimated population of 238,000 inhabitants (approximately 2% of the city's population) and an area of 37.5 km<sup>2</sup>. This region has some wealthy subdivisions, although there are still certain areas where popular commerce predominates; it is also close to

several favelas, especially on the border of the Jardim São Luís district. Pinheiros, situated in the western part of the city, shares some characteristics with Santo Amaro, having an area of 32.11 km<sup>2</sup> and a population of 257,000. Pinheiros, however, is one of the most affluent areas of São Paulo, with sophisticated cultural and culinary offerings and an array of ethnic groups, including Germans, Italians, Jews, French, Portuguese, Japanese, Chinese, and Koreans. With the consolidation of the municipality of São Paulo as the largest economic and financial center in the country, some of the city's wealthiest—and predominantly white—elite have chosen to live in this posh district. As per Heatmap 3 and **Graph 2**, Pinheiros displays an average behavior in the reported prevalence, ranking 15<sup>th</sup> in the total number of reports, with a smaller decrease from 2019 to 2020 than Santo Amaro.

Upon closer examination of the evolution of the total number of reports of both localities, it can be noted that Santo Amaro experienced a significant decrease after the onset of the pandemic whilst Pinheiros maintained behavior similar to that of 2019—even after the onset of the pandemic (See **Graph 16**). It should be noted that these trends might be influenced by the fact that Santo Amaro has a well-equipped police precinct.

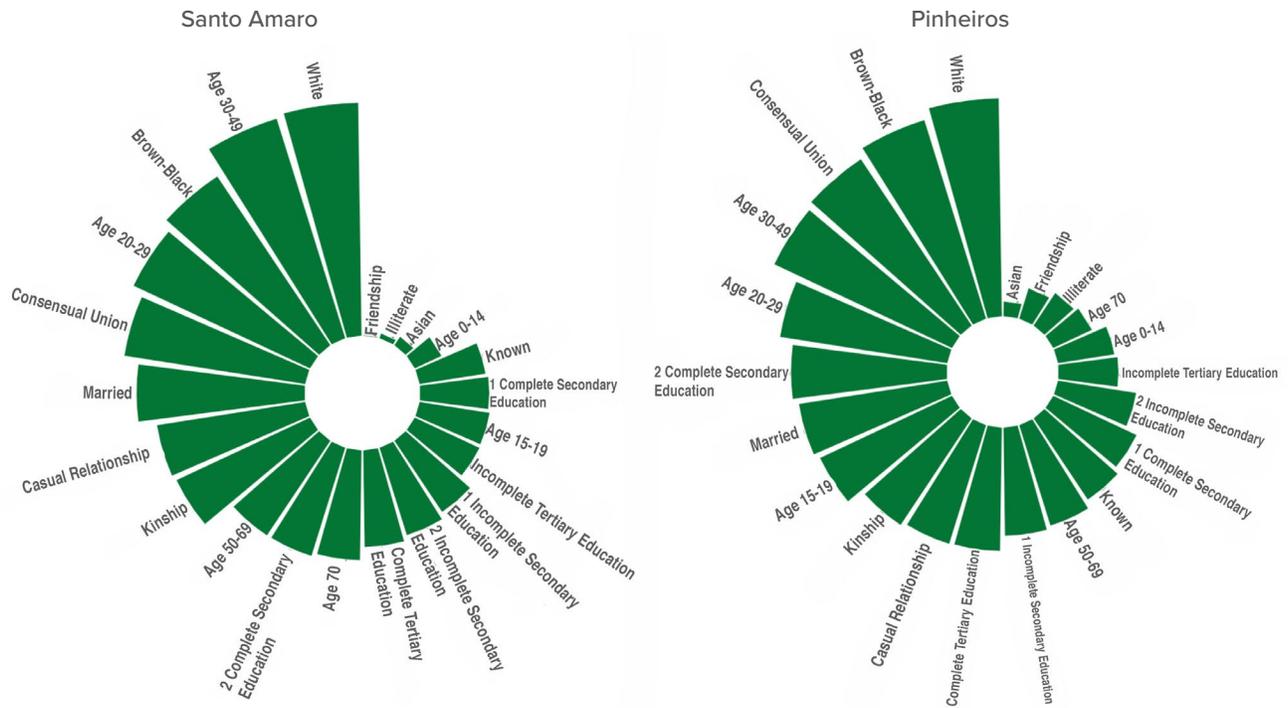
It is interesting to note that in terms of the reported prevalence conditional to the **personal factors** available for analysis, the range and impact of various significant indicators is quite similar between both localities and to São Paulo as a whole; with age and race being the most significant characteristics (See **Graph 17**). Particularly, for Santo Amaro, women who report the most are *White women*, followed by women between *30 and 49 years* of age. This behavior is analogous to city-wide trends. *Black women between 20 and 29* and being in a civil union complete the top 5 significant conditional characteristics of women and girls that report situations of violence in the locality. For Pinheiros, the same factors are found to influence reporting capabilities the most. Although maintaining the same order of the subcategories—*30 and 49, over 20 and 29 years of age*; and *White over Black* women—overall, race is more significant than age for this sublocality. As mentioned above, Pinheiros is one of the São Paulo localities with the highest proportion of White inhabitants of the city, although the two subcategories (Black and White) have a similar level of significance.

Graph 16. [São Paulo] Reported prevalence through different data sources  
(Total number of records per 100,000 female inhabitants | Santo Amaro vs. Pinheiros)



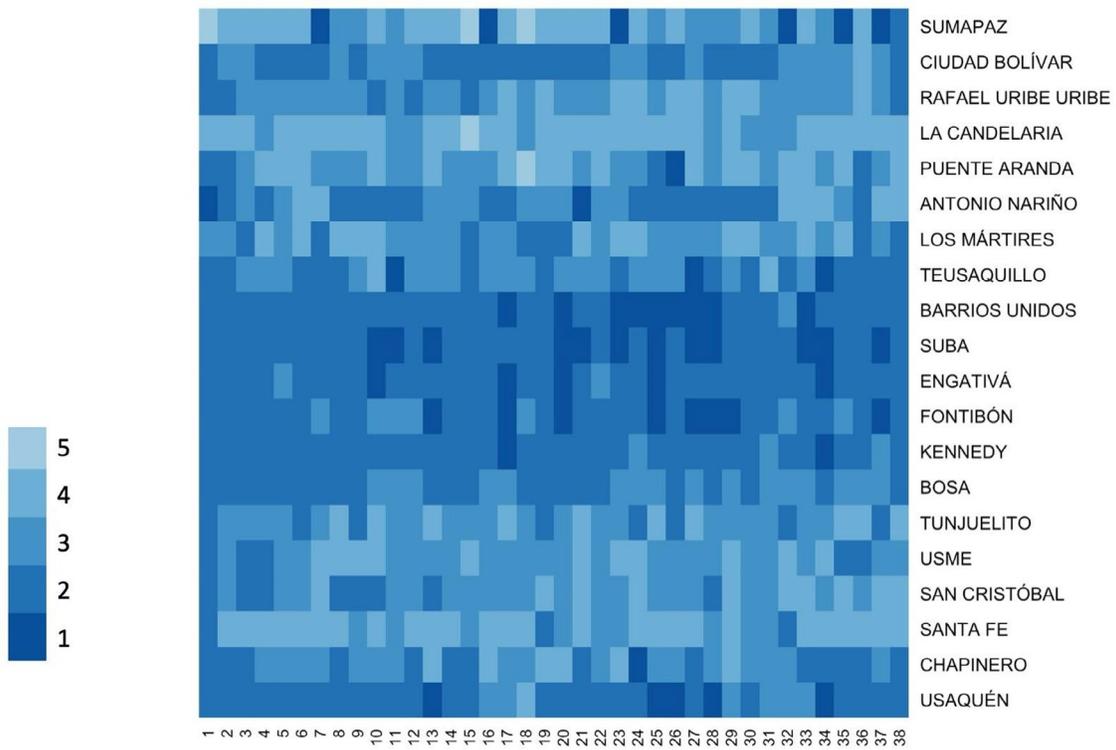
Source: Prepared by the authors

Graph 17. [São Paulo] Impact of the risk factors on the reported prevalence, personal factors



Source: Prepared by the authors

Map 4. [Bogotá] Weekly reported prevalence by locality (From January to September 2020)



Source: Prepared by the authors

## B. [Bogotá] Delving into certain localities: La Candelaria and Sumapaz

**Map 4** mirrors the evolution of the reported prevalence by locality on a weekly basis from January to September 2020. Overall, after week 13 (commencement of lockdown or exhortation to reduce mobility) no clear trend can be distinguished. In particular, the localities of La Candelaria and Sumapaz presented behaviors that are worth analyzing in detail.

La Candelaria is an urban locality in the central-eastern part of Bogotá, including the historic center. It is the smallest locality (206 hectares) and is home to less than 1% of the city's population. While the locality has great cultural and historical value, it is characterised by a 10.3% extreme poverty rate in which the population is lower-middle class and poor. The locality also represents around 38% of the city's reported cases of intrafamilial violence, out of which 52% are against women.<sup>127</sup> As for labor participation, women's employment rate is only 49.5%, lower than the overall rate of 56.9%. The total unemployment rate is 10.3% and 42% of the employed population work in the informal economy.<sup>125</sup>

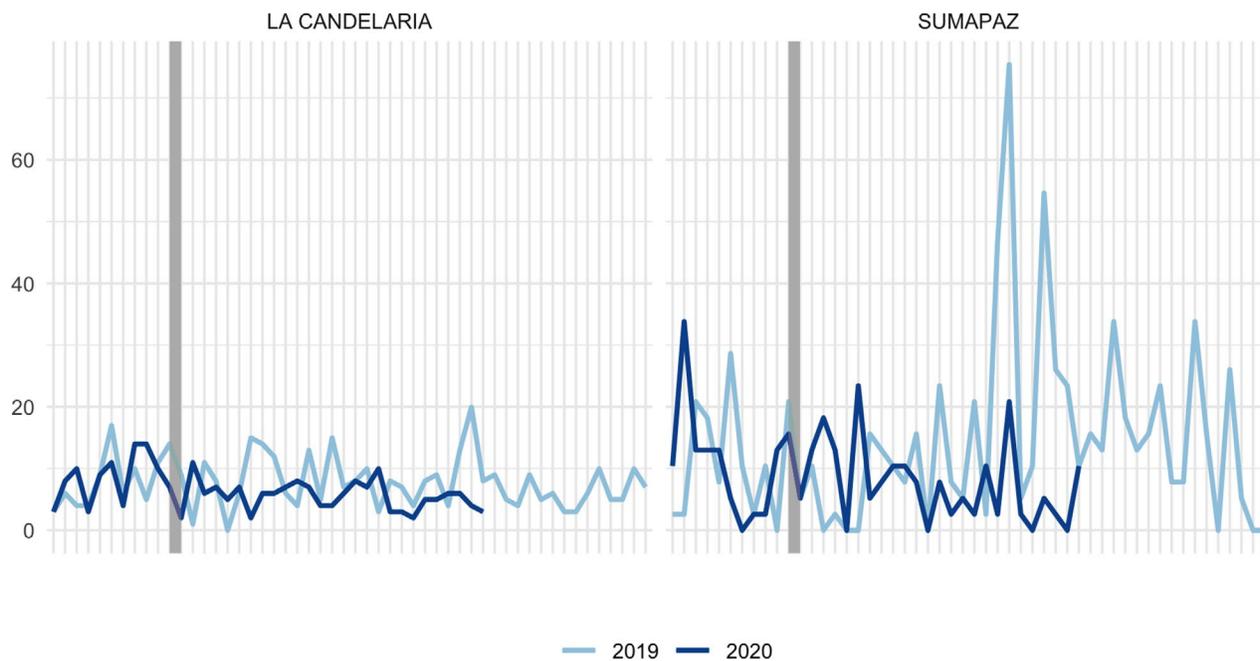
**Sumapaz** is a rural locality in the southern part of the city that accounts for 48% (78,000 hectares) of Bogotá's total land area. It is composed mainly of rural areas that are used for agricultural or livestock purposes and is the least populated locality, with 7,838 inhabitants. Sumapaz experiences problems in terms of provision of services; only energy services function. Also, it has a high incidence of

extreme poverty (25.9%) and a low female employment rate (27.5%). In regard to its economic sector, it is predominantly dependent on microenterprises which represent 92.8% of the locality's businesses.<sup>129</sup> Due to its location in the periphery of Bogotá and its rural character, Sumapaz is often left behind in the district's policies and there are several obstacles in City Hall's provision of services to vulnerable populations, including women.

The two localities show different behaviors (see **Graph 18**). On the one hand, Sumapaz presents not only a higher reported prevalence rate in both 2019 and 2020, but also a higher variance than La Candelaria between the two years. Moreover, in the weeks prior to the start of the lockdown, Sumapaz registered levels of reports similar to those of 2019, but following the onset of the pandemic, the reported prevalence dropped substantially. On the other hand, La Candelaria did not show any behavioral changes in the reported prevalence after the start of the COVID-19 crisis.

Additionally, for both localities, the magnitude of the impact of the available and statistically significant **personal** risk factors varies. While Sumapaz presents a wide range of significant indicators, La Candelaria has fewer personal risk factors but with higher impact. For the former (Sumapaz), the top four personal risk factors are being a peasant woman, *having 3-4 children, having finished secondary school, and having 1-2 children*. For the latter (La Candelaria), the four personal factors with the greatest impact on reporting capabilities are *free union, having 3-4 children, having 0 children, and being of mixed race*.<sup>130</sup>

Graph 18. [Bogotá] Reported prevalence through different data sources



Source: Prepared by the authors



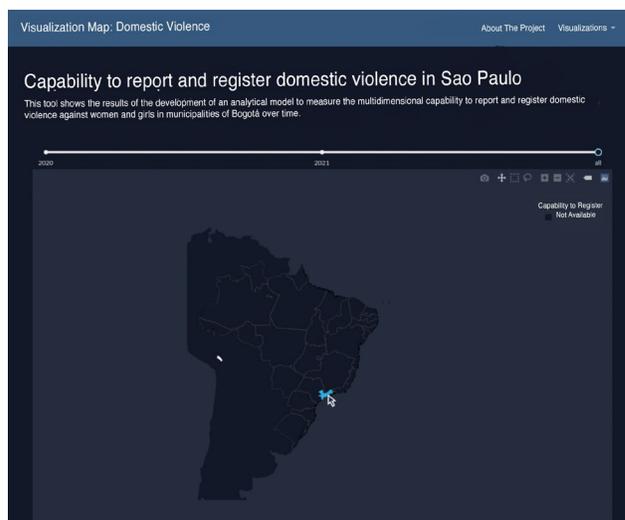
### 6.3.2. The Data Visualization Platform

The team developed a data visualization (dataviz) platform that conveys the most important aspects and findings of the model, allowing users to visualize and interact with the results at a desired level of spatial granularity and over time. This kind of tool is a form of storytelling, and the story must be compelling and well told.

Achieving that goal entails going through an iterative design process. At the time of publication, the data visualization platform is still being refined, and data cleaning work is being conducted to connect the databases with the graphics and maps. This tool has thus not yet been made public, although it has been reviewed and tested by a few potential stakeholders, and some of the feedback has already been incorporated. The platform has three main components:

**1. Map of the country.** The users will first select the country in which they are interested (Brazil or Colombia) to view the map of the country. They will be able to select São Paulo or Bogotá on the map to access city-specific information (see **Figure 3**).

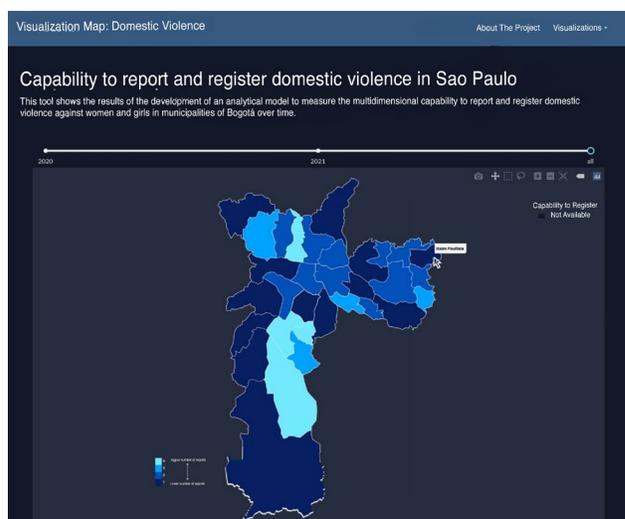
Figure 3. Screenshot of the Data Visualization Platform with country map



Source: Prepared by the authors

**2. Heatmap of the city.** Once the city has been selected, a map with the city's administrative division by localities will be displayed below the country map. In it, the users will be able to see the reported prevalence per locality, according to a color scale indicating where there have been more or fewer reports during a given time period starting on 2019. Finally, users can view greater spatial granularity by accessing data specific to a particular locality (20 in Bogotá and 32 in São Paulo) (see **Figure 4**).

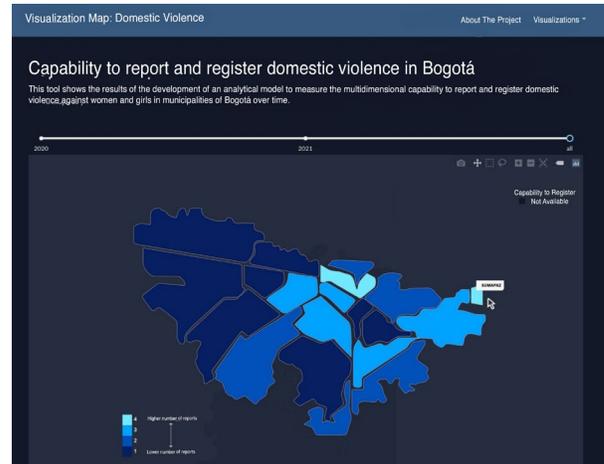
Figure 4. Screenshot of the data visualization platform with heatmap of each city for week 12 of 2020



### 3. Graph of reported prevalence and treemap of factors.

Based on the locality selected by the user in the city maps, the visualization tool will display a historical graph of the reported prevalence over time for the selected area. Moreover, the user can choose to see a treemap graph showing the factors divided by category (according to the ecological model), which uses volume to indicate the impact of that factor in a given locality (e.g., female population by age brackets, educational attainment, employment status, etc.).

This platform will be publicly available by the end of 2021.



Source: Prepared by the authors

## CHAPTER 7.

### FINAL DISCUSSION: CONCLUSION AND LIMITATIONS

Although the personal characteristics and contextual factors that contribute to increased female vulnerability to gender-based violence vary by region, country, and city, this blight affects women and girls of every age, socioeconomic status, ethnicity, and nationality. The prevalence of VAWG compromises women's opportunities for a better future and precludes the development of just and equal societies. The COVID-19 pandemic aggravated an already serious phenomenon, with reports of domestic violence surging across the world. Finding solutions to mitigate and eliminate this issue through the use of reliable, high-quality data has thus become all the more urgent.

Given the high levels of underreporting around the globe, administrative data that provides information on records from official institutions working with and that are in close communication with victims of GBV (e.g., police stations, hospitals, support centers, shelters, and helplines) has to be analyzed and interpreted carefully.<sup>135</sup> The value of such data as a key source of insights for designing policies and programs cannot be overstated. This project thus sought to dismantle the layers of Bogotá's and São Paulo's gender data landscapes to produce a meaningful analysis of the benefits and drawbacks of current practices. Moreover, the study sought to leverage available traditional and non-traditional data sources to gain insight that could feed into decision-making processes and improve strategies to prevent violence and support survivors.

To this end, an analytical model was developed to estimate the reported prevalence of domestic violence against women and girls in Bogotá's and São Paulo's localities. The model's innovative approach exploits traditional (administrative databases, national surveys) and non-traditional data sources (Google's human mobility records) to estimate the relative impact of risk factors (i.e., personal, relational, community, institutional, COVID-19-related) associated with VAWG. In other words, the model serves to estimate the probability of women and girls residing in a given locality to report an incident of domestic violence, given the profile of those who reported and the presence or absence of specific contextual factors. Some of the most relevant findings are explored in this chapter.

#### 7.1. Trends in Reported Prevalence

**São Paulo.** The cases of VAWG reported through different databases reveal a complex landscape for São Paulo.

- **Calls.** *Line 190* presents the most salient trend with an 18% increase in the number of received calls between 2019 and 2020.<sup>136</sup>
- **Crime reports.** Police reports on rape (and rape of a vulnerable person), personal injury and threat show the opposite trend, with a stark decrease of 27% in the number of complaints registered from March to July, between 2019 and 2020.<sup>137</sup>
- **COVID-19.** The previous trends hint at a disrupting effect of the COVID-19 health crisis, by which women and girls are often more able to make a phone call than to file a formal complaint in person.
- **Aggregated results by locality.** A consistently lower prevalence in 2020 (versus 2019) for all localities evidenced an overall decrease in the total number of

reports/records. The reporting behavior seen in previous years for each locality decreased proportionally in 2020.

**Bogotá.** The cases of VAWG in Bogotá reported through different databases exhibited more straightforward trends than did those of São Paulo, but with similarly significant findings.

- **Calls.** The registers from both the local helpline Línea Púrpura and the national helpline Línea 155 increased at the beginning of the first enforced lockdown period (March 20, 2020), and this trend remained steady for the remainder of the year.
- **Crime reports.** The police databases displayed the opposite behavior, with the number of reports decreasing during the same period.
- **COVID-19.** The two findings above are explained, as in São Paulo, by mobility restrictions and the obstacles they pose to formally reporting a crime in person.
- **Aggregated results by locality.** The localities with the highest number of domestic violence reports in 2019 experienced the biggest changes in the 2020 reported prevalence overall value. In addition, all localities displayed a surge in calls to helplines in 2020 in comparison to 2019, except for La Candelaria.

## 7.2. Impact of Factors Associated with Reporting and Registering Capabilities

**São Paulo.** The identified risk factors for São Paulo had varying impacts on the reported prevalence, with **personal factors** being the most significant (see **Table 14**).

Table 14. Summary of the most significant risk factors impacting the reporting capability [São Paulo]

Factor	Category	Comment
<b>Age</b>	Personal	For <b>age</b> , it was found that women between the ages of 30 and 49 report the most, followed by women aged 20 to 29.
<b>Race</b>	Personal	For <b>race</b> , the probability of reporting domestic violence is very similar between White and Black women, despite the fact there is a significant difference in street violence; Black women suffer more violence (+8.3%) than White women. <sup>138</sup>
<b>Housing Conditions and social isolation</b>	Community	In this category, the two most significant factors were women living in a space where three to four people share the same room and not living in isolated areas (i.e., living close to essential and non-essential services).

Factor	Category	Comment
<b>Mobility restrictions</b>	COVID-19-related	Due to the relatively lenient mobility restrictions in Brazil, mobility changes in São Paulo in different types of spaces (recreational, residential, etc.) do not appear to be associated with a change in the number of reports at the locality level, but mobility remains a significant factor in reduced number of crime reports at the city level.

Source: Prepared by the authors

**Bogotá.** The significance of risk factors is very similar to that observed in São Paulo, with personal factors exerting even greater influence. However, there are several differences regarding other risk factor categories (see **Table 15**).

Table 15. Summary of the most significant risk factors impacting the reporting capability [Bogotá]

Factor	Category	Comment
<b>Age</b>	Personal	In terms of <b>age</b> , Bogotá exhibited a younger age group that reported, in comparison with São Paulo, which was composed of women aged 20-40. Nonetheless, age was not a salient factor in all localities, nor was it homogenous from one locality to another.
<b>Marital status</b>	Personal	For <b>marital status</b> , women who reported the most were single, while the ones who reported the least were separated, divorced, or widowed.
<b>Education</b>	Personal	As for <b>education</b> , the highest level of attained education of most women who reported were: secondary, technical, secondary incomplete, and university.
<b>Race</b>	Personal	Information on <b>race</b> was available but did not yield relevant results.
<b>Armed conflict</b>	Community	The three most relevant factors were <i>not being a participant in the disarmament process, not being a victim of armed conflict, and not being a victim of displacement.</i>
<b>Mobility restrictions</b>	COVID-19-related	While mobility was not a significant risk factor in the reporting capabilities of the city as a whole, during the lockdown period, lower mobility in commercial and work areas corresponds to fewer reports, whereas when mobility increased in residential areas, the number of helpline records increased.

Source: Prepared by the authors

## 7.3. General Conclusions

In the context of the coronavirus pandemic, with limited information on VAWG—and collection methods that are not only disrupted due to social distancing measures but could also lead to infection and jeopardize women’s safety—the project sheds light on the utility and limitations of administrative data in understanding the dynamics of domestic violence in Latin American metropolises. Moreover, it provides evidence-based reflections to prompt authorities—particularly in São Paulo and Bogotá—to design policies, strategies, programs, and awareness campaigns on: 1) incentivizing demographic groups with higher likelihood of underreporting to seek help and legally report (thus improving the quality of gender data and insights that can be gained from it); 2) reducing (or strengthening) at the locality level the potential impact of contextual factors that hinder (or enhance) the capabilities of women and girls to report; and 3) preventing the stigmatization of communities and individuals by considering that domestic violence is contextual and the risk of experiencing and reporting is contingent on a range of factors.

This study adds value in its adoption of a mixed-method approach and the creation of an analytical model, which allowed for confirmation of initial desk review findings and data observations, with the insights gleaned from in-depth interviews with gender experts in Bogotá and São Paulo. The project is also grounded in recommendations and advice from independent professionals working in the fields of gender and/or data that were members of the CODE in each city. This project makes significant headway in harnessing data to combat VAWG, contributing to the body of research on this issue through the ethical use of gender-specific data in an innovative analytical model.

Nevertheless, the model has important limitations, most of which are closely linked to the underlying gender data gaps that exist in nearly every country, not only in Colombia and Brazil. These shortcomings are discussed at length in the following subsection. Most can be addressed by increasing access, coverage, disaggregation, and overall quality of the data, while placing a strong emphasis on producing a comprehensive data governance model at the national level.

## 7.4. Challenges and Limitations

Accessing data sets for this project required extensive time and human resources that could have been significantly reduced if data access processes were better developed. Obstacles to data requests must be identified and rectified not only for the sake of future research but also to pave the way for policy implications this report seeks to catalyze. During the data gathering process, this study encountered **three main challenges**:

### 1. Difficulty in Accessing Data

- a. Lack of open-data sources;
- b. Long waiting periods for data requests through access to information laws;

- c. Unavailability of original data from national surveys;

### 2. Lack of Data Standardization

- a. Less than ideal temporal and spatial granularity;
- b. Insufficient characterization of data sets;
- c. Lack of homogenization in the definition of violence (by type of violence and by profiles of victim and/or perpetrator); and
- d. Lack of centralized information across institutions.

### 3. Underreporting

Although these challenges were not equally distributed in both countries, there are some shared experiences that inform the extent and incidence with which they arose. The execution of this project provided a detailed glimpse into the current state of the gender data landscape in Brazil and Colombia, for which important progress and considerable shortcomings were identified.

#### 7.4.1. Difficulty in Accessing Data

By making use of laws of access to information, the research team was able to access a significant number of data sets registering reports of domestic violence (**six** in Bogotá and **three** in Brazil) collected by diverse service providers—mostly governmental institutions, and in one case for Brazil, a joint private sector-civil society initiative. On the other hand, although some countries, including Colombia, have laws in place (e.g., the Transparency and Right to Access Public Information Law of 2014) that stipulate that data collected by the government should be open and actively shared, no data sources used for this project were **open-source** or publicly available. Furthermore, the **waiting periods** between the time of requesting the data and the time of receiving it tended to be long (particularly in the case of São Paulo), and the process was strenuous and non-intuitive. While in Colombia, the reception of data sets took an average of one week, in Brazil the average waiting period was one month, on top of the time necessary to determine which institutions were responsible for providing access to each data set. As a result, there were significant delays in the project’s development and implementation, which resulted in the need to re-analyze early outcomes of the model.

A shortcoming that was more detrimental to the actual results, was lack of access to original data on family or domestic violence against women and girls collected through some **national surveys**. In Brazil, the most relevant of these survey tools is the 2019 study “*Visível e Invisível: A Vitimização de Mulheres no Brasil*” [Visible and Invisible: The Victimization of Women in Brazil], produced by the *Fórum Brasileiro de Segurança Pública and Instituto Datafolha*. Colombia’s 2016 Demographic and Health Survey contains outdated information; moreover, the data sets were not available for researchers or public use and lacked a level of spatial granularity that could have improved the accuracy of our results.

The challenges posed by the data request process are

twofold. First, there is a **lack of clarity about which public institutions are in charge of managing and administering relevant databases**. Second, the **time that these public departments take to process and share databases** is often excessive, particularly in Brazil.

#### 7.4.2. Lack of Data Standardization

The lack of data standardization is a four-tiered problem. The lack of uniformity regarding granularity, sociodemographic indicators, conceptualization of types of VAWG, and information centralization places important limitations on the model's results and insights by reducing the level of **comparability** and **interoperability** between data sets.

First, one of the most salient obstacles for the analytical model was the data sets' inherent **temporal and spatial granularity** limitations, which were necessary for security reasons regarding the treatment of data in each country. Some databases were only provided with aggregated levels of geographical detail that could not reasonably provide insights into the dynamics of VAWG. Accordingly, the analytical model could not be constructed without the right data that accounted for variance of VAWG within each city. Therefore, some data sets with insufficient levels of spatial and/or temporal granularity were left out of this analysis. For instance, Colombian records from the medical-legal institution had to be left unused as they did not offer information with the minimum desired granularity (weekly). Likewise, in Brazil, available data for calls to the 190 helpline were disregarded given its aggregated level of spatial granularity (city level).

A second major issue was the lack of different types of **sociodemographic indicators** of victims and perpetrators collected by each service provider, which unfortunately could have affected the validity of our results and limited its generalizability. For example, while most databases of Bogotá's Secretariat of Women use virtually identical sociodemographic indicators (e.g., ethnic group, household head, gender identity, etc.), the rest of the databases studied for Bogotá did not collect this kind of information. In Brazil, very few indicators of this nature were found in the data sets, if any.

The third issue encountered in the development of this project represents one of the most important limitations: violence conceptualization. Despite the existence of legal frameworks defining what constitutes VAWG—and therefore the different types of violence that can take form—each institution tends to use different variables in relation to the **conceptualization of the violence** experienced by the victim. Though understandable to a degree, for instance between crime records and call reports, there could be better articulation between data collectors to properly categorize VAWG and other types of GBV.

Finally, a **lack of data centralization** by public institutions poses one of the biggest challenges for a precise assessment of VAWG: the **duplication of data**. Indeed, both countries' lack of an integrated system with comprehensive data on VAWG was one of the greatest hurdles to the development of our analytical model. This is exemplified

in a comparative analysis between the *Línea Púrpura* and the *Línea 155* databases. Although both helplines register calls from victims or witnesses of VAWG, there is no unique identification code to distinguish between them. Thus, someone who calls *Línea 155* (of nationwide coverage) and then seeks assistance from the *Línea Púrpura* (which operates only in Bogotá) will be registered by operators as separate cases.

However, there are also positive lessons learned from this process. For example, the main services offered by the Mayor's Office in Bogotá utilized the same identification code across the whole spectrum of services provided by the Secretariat of Women in the municipality. As a result, one living in Bogotá who first called the city's *Línea Púrpura* and later attended a center of the House of Equal Opportunities would be identified and registered throughout the system with the same code. In this way, her file is neither lost nor double-registered—the latter being of particular importance for the accuracy of the database.

#### 7.4.3. Underreporting

Last but not least, the **broad underreporting of cases** is one of the biggest barriers in accurately understanding the scope of VAWG through statistical data.<sup>139</sup> Women are often discredited when seeking support to report IPV. These dismissive attitudes are reinforced by traditional cultural norms, which normalize the entrenched belief that if a woman was assaulted by her partner, she must have done something wrong to deserve such treatment.<sup>140</sup> Furthermore, evidence shows that many women see IPV as a private matter, holding negative perceptions of the interference of external parties in a couple's relationship.<sup>141</sup> Undoubtedly, access to more data thanks to higher levels of reporting would provide more and better insights into VAWG. To this end, this project seeks to offer results that could help mitigate this issue by supporting policies that promote and facilitate reporting and registering of VAWG.

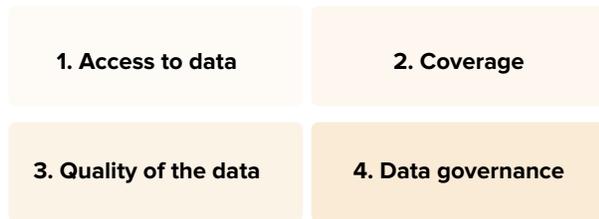
## CHAPTER 8. PUBLIC POLICY RECOMMENDATIONS FOR A BETTER GENDER DATA LANDSCAPE

As stated above, rendering violence “visible” largely depends on the quality and accessibility of data. Hence, our recommendations fall into four categories: 1) data access; 2) coverage and data disaggregation; 3) quality of data; and

4) data governance. These conditions are indispensable for the eradication of VAWG and assistance for victims, since optimal data would allow for:

- Planning, monitoring, and evaluation of government programs;
- Identifying geographic regions where state capacities must be improved;
- Determining which populations are at greatest risk; and
- Visibilization of population diversity that would make possible the creation of tailored and appropriately targeted response measures.

Table 16. Four key areas of recommendations for improving the gender data landscape



### 8.1. Data Access

Readily available and well-structured data—coupled with legal instruments and government programs—is needed to curb violence against women. Colombia and Brazil require an integrated, centralized approach to reinforce the legal framework, make data on VAWG more readily available, and monitor public policies’ effectiveness. Once high-quality data is collected, it must be properly catalogued and made accessible to the public.

Data access procedures should be straightforward and of public knowledge, and the use of data by civil society and non-governmental organizations should be encouraged. In brief, **access to structured and high-quality open data needs to be increased** to promote public policy analysis and broader use of data by non-specialized users.

### 8.2. Coverage and Data Disaggregation

One of the main challenges in developing this analytical model was data disaggregation; we recommend that the governments of Bogotá and São Paulo **increase the spatial and temporal granularity** (including rural areas) in an aggregated manner while ensuring the safety of the victims involved through anonymization procedures.

The quality of data could be further improved by including **additional sociodemographic indicators**, especially **disaggregated by gender**, and by streamlining data collection parameters between institutions. To achieve this objective, **it is necessary to promote coordinated training and capacity building in data collection** for a standardized understanding of VAWG.

### 8.3. Quality of Data

High-quality data is vital to identify the populations at greatest risk and to adequately address violence. In this sense, **having a better conceptualization of the different types of gender-based violence** would allow for a better diagnosis of the phenomenon’s behavior by increasing the comparability of different databases.

Researcher Irene Casique Rodriguez points out that the conceptual discrepancy between databases tends to invisibilize violence that does not fit into official interpretations—both legal or statistical—of what is or is not considered to be violence against women.<sup>139</sup> Therefore, a standardization or conceptual equivalence guide is required so that the different databases complement and enhance one another.

Moreover, the **addition of identifiers** should be carried out whenever possible, to measure the incidence of victims who use more than one service and avoid duplication. Once again, it is essential that people’s safety and data protection be at the core of this strategy.

### 8.4. Data Governance

Finally, the organizing principle of all recommendations is data governance, which would allow for:

- 1) Articulation and interoperability of data between public institutions and civil society organizations;
- 2) The establishment of ethical and data privacy guidelines (i.e., collection, sharing, use, interpretation, etc.) while working with VAWG data.
- 3) Promoting a culture of evidence used to inform public policies to fight VAWG (e.g., the elaboration of better assistance strategies based on the incidence of users/victims per service).

It is essential that a **data culture** be developed on both national and regional levels; this requires the creation of a **National Open Data Strategy Plan with a gender perspective** that prioritizes data collection in every area of cities. In this respect, a data monitor could liaise between those who use the data and government institutions to foster collaboration and feedback regarding data accessibility and quality.

## CHAPTER 9.

### FINAL REMARKS

The team at Unidas and Data-Pop Alliance produced this report to inform COVID-19 response efforts, preparedness measures for future crises, and actions to combat VAWG and support survivors more broadly. We seek to advance the fight to eradicate GBV so that women feel safe in their own homes—empowered to live their lives free from harm. We must double down on efforts and collaborate across sectors to build a better present and future for all women and girls.

#### 9.1. Outlook for The Analytical Model: Potential Improvements

The development of the present model and findings allow a broad range of possibilities for future improvement and expansion. There are three fields in which contributions can be made:

##### 9.1.1. Government Field

The model makes evident the need to increasingly incorporate non-traditional data sources to evaluate and address GBV in Brazil and Colombia at the governmental level. Harnessing the potential of non-traditional data will reveal a more accurate picture of the national and regional situations, thus better guiding decision-makers. Moreover, non-traditional data could be used to monitor and evaluate governmental programs and policies.

##### 9.1.2. Cooperative Field

Throughout the implementation of this project, it has become clear that cooperation between organized civil society actors and government authorities is vital. It is thus necessary to build bridges for exchange of essential data between civil society, NGOs, and government authorities so that violence may be understood and reduced, guaranteeing respect for women's human rights.

Cooperative work between these actors would lead to exchanges of experiences, data, methods, ethical guidance, and lessons learned that translate into benefits for millions of women in Colombia and Brazil.

The benefits of such multi-sectoral cooperation should be presented in annual reports on GBV data quality and via multi-actor forums that evaluate progress, setbacks, and challenges regarding VAWG in Bogotá and São Paulo.

##### 9.1.3. Data Quality and Governance Field

One noteworthy result of the model is the assessment of the gender data gap in Bogotá and São Paulo, as well as the state of gender data governance in both cities and at the national level. This study paves the way for several fields of potential action:

- Annually evaluating the state of the gender data gap

in both cities to assess progress and identify areas of opportunity.

- Reporting on and supporting the use of non-traditional data—allowing for the evaluation of other aspects of gender inequality, such as wage differences, participation in management positions, political participation, digital inclusion, entrepreneurship, etc.
- Raising awareness about the adverse effects of the gender data gap in evaluating and combating VAWG and many other aspects that impede the full development of women and girls, including inequalities in health, the economy, education, technological inclusion, etc.
- Highlighting the urgency to develop adequate data governance practices and tools.
- Performing data activism to obtain more and better data as input for promoting, evaluating, and monitoring public policies.

The present model leaves an open invitation for future collaborations and improvements of this or similar models with academia, government, and NGOs. **This model could be replicated for other countries** through cooperation with actors and institutions with VAWG expertise, thus improving the quality of life of women and girls in Latin America.

Data-Pop Alliance and Unidas aspire to carry out a regional diagnosis of the potential of non-traditional data in eradicating VAWG and adopting a gender-sensitive data governance strategy across Latin America.

Please address any questions or comments regarding this project to [research@datapopalliance.org](mailto:research@datapopalliance.org).

## NOTES

1. UNGA, 1995
2. Bott, Guedes, Goodwin,
3. UN Women, 2020a
4. WHO, 2013
5. UN Women, 2020a
6. UNDP, 2017
7. ECLAC, 2020a
8. Oxfam, 2018
9. PAHO, 2012
10. Instituto Igarapé, 2018
11. Phillips, 2019
12. Gonçalves, 2017
13. Andrade, 2017
14. UN Women, 2020b
15. Radio Nacional de Colombia, 2020
16. UN Women, 2020b
17. Rocío, 2019
18. Muniz, 2020
19. Chaparro & Alfonso, 2020
20. CEPAL, 2021
21. CEPAL, 2021
22. UNFPA, 2020
23. UNFPA, 2020
24. UNTF, 2020
25. UN Women, 2020c
26. UN Women et al., 2020
27. Marques et al., 2020
28. UNDP, 2020
29. UNFPA, 2020b
30. Roesch et al., 2020
31. Azcona & Duerto, 2018
32. Buvinic, et al., 2014; Data2x, n.d.
33. Sagot, 2005
34. Fórum Brasileiro de Segurança Pública, 2020
35. UN, 2020
36. Encuesta Nacional de Demografía y Salud, 2015
37. Bott et al., 2012
38. Bott et al., 2012
39. Palermo et al., 2014
40. Data2x, 2020.
41. EIGE, 2019
42. Palermo, Black & Peterman, 2014
43. Robeyns & Byskov, 2020
44. It is important to note that administrative records (from both government and civil society organizations) offer information about VAWG in domestic settings, and both were used in this project.
45. Sen, 1999
46. Sen, 1985b
47. Sen, 1999
48. UNICEF & UNFPA, 2020
49. United Nations, 2007
50. United Nations, 1993
51. Cornejo, 1998
52. CNDH, 2016
53. WHO, 2017
54. Gómez, Murad, & Calderón, 2013
55. Lagarde, 2003
56. United Nations, 1993
57. Sancho, 2019
58. Heise, 1998
59. Dias, 2007
60. Cunha, 2007
61. Correa, 2020
62. Prudente, 2020
63. Hampton, Oliver & Magarian, 2003; Waltermaurer, Watson & McNutt, 2006; Sokoloff & Dupont, 2005; Carrijo & Martins, 2020
64. Hampton, Oliver & Magarian 2003, pp. 547
65. Fórum Brasileiro de Segurança Pública & Instituto Datafolha, 2020
66. Painel da Violência contra Mulher, 2021
67. Rede Nossa São Paulo, 2020
68. Secretaria Especial de Políticas para as Mulheres, 2008
69. Caperuto, 2017
70. Mixed Permanent Commission to Fight Violence against Women, 2021
71. The original text was translated from Portuguese. To access the original report, please visit <https://www12.senado.leg.br/institucional/omv/pdfs/avaliacao-permanente-ciclo-2019-2020>.
72. Mixed Permanent Commission to Fight Violence against Women, 2021, p. 74.
73. IBGE, 2016
74. G1, 2021b
75. Detailed information about this service will be presented in the following chapters.
76. Fórum Brasileiro de Segurança Pública, 2020b
77. Fórum Brasileiro de Segurança Pública, 2020b
78. Dong, E. et al., 2020
79. Fórum Brasileiro de Segurança Pública, 2020
80. G1, 2021a
81. UN Women, 2017
82. Alcañiz et al., 2004

83. Mazo, 2019
84. López & Rubio, 2020
85. Saldarriaga & Rodríguez, 2019
86. Agámez & Rodríguez, 2020
87. Gómez, 2019
88. Alcaldía Mayor de Bogotá D.C, 2020
89. Segura, 2013
90. Sáenz, 2020
91. Peterman et al., 2020
92. Espinosa, 2020
93. Moreno & Alfonso, 2020
94. Sisma Mujer, 2021
95. Sisma Mujer, 2020
96. ECLAC, 2020b
97. Espinosa, 2020
98. OEA & Comisión Interamericana de Mujeres, 2020
99. Méndez Dávila et al., 2020
100. Ortiz, 2020
101. Martínez et al., 2020
102. SSP-SP, 2020
103. SSP-SP, 2020
104. Secretaria Especial de Comunicação, 2020
105. Secretaria Especial de Comunicação, 2020
106. Secretaria Especial de Comunicação, 2020
107. UN Women, 2021
108. DANE, 2020
109. DANE, 2020
110. WHO, 2001
111. WHO, 2002a
112. The only data set used in this project that does not belong to a public/governmental entity (Project Justiceiras) was obtained through a memorandum of understanding. Detailed information about this dataset will be presented in the following chapter.
113. UN Women & WHO, 2020
114. UN Women, 2020
115. Global Pulse, 2019
116. For a detailed description of what constitutes distritos, please see the terminology section.
117. Data available and compared between March and November of each year.
118. Data available from January 2019 until July 2020. Impact after July 2020 could not be assessed.
119. Data available from January 2019 until September 2020. Impact after September 2020 could not be assessed.
120. From January to September
121. Until September 2020
122. Health Intervention Tracking for COVID-19, 2020
123. Google, 2021
124. As stated before, risk factors, as their name suggests, are factors that can increase a woman's vulnerability to experience violence. The risk factors identified in this project were categorized as personal, relational, community, and institutional. Additionally, other factors derived from the special context of COVID-19 and transversal factors were added.
125. De Lima & Bueno, 2020
126. The risk factor is gender; subcategory female
127. Secretaria Social, 2018
128. Secretaria Social, 2018
129. Cámara de Comercio de Bogotá, 2008
130. Bogotá's databases included information on race, but it did not present significant results. The databases contained available and measurable information on ethnicity.
131. Global Pulse, 2019
132. GitHub is an online platform used primarily by developers and companies to share open-source code, as well as to build, ship and maintain software. More information: <https://github.com>
133. No database containing personal information or that could be used to identify the person who reported was used in this research project. Nonetheless, if new sources of data that could include sensitive data are added to the model in the future, this policy should be implemented to avoid and mitigate potential risks to women's privacy and safety.
134. GitHub, 2020
135. Palermo, Black & Peterman, 2014
136. Data available and compared between March and November of each year.
137. Data available from January 2019 until July 2020. Impact after July 2020 could not be assessed.
138. De Lima & Bueno, 2020
139. Sagot, 2005, p. 1294
140. Bott, Guedes, Goodwin & Mendoza, 2012
141. Bott, Guedes, Goodwin & Mendoza, 2012
142. Rodríguez, 2017

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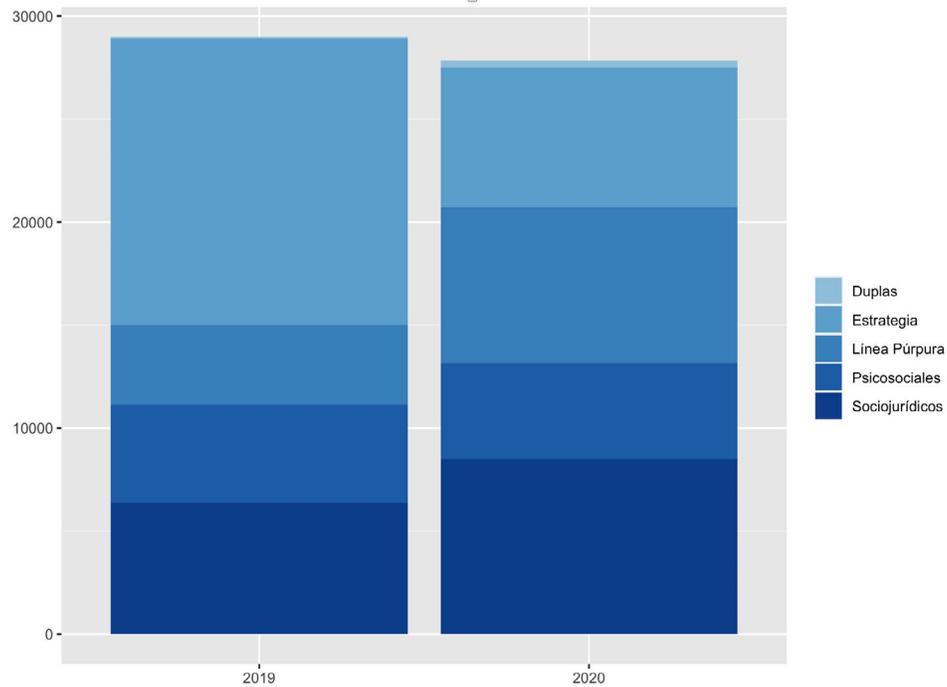
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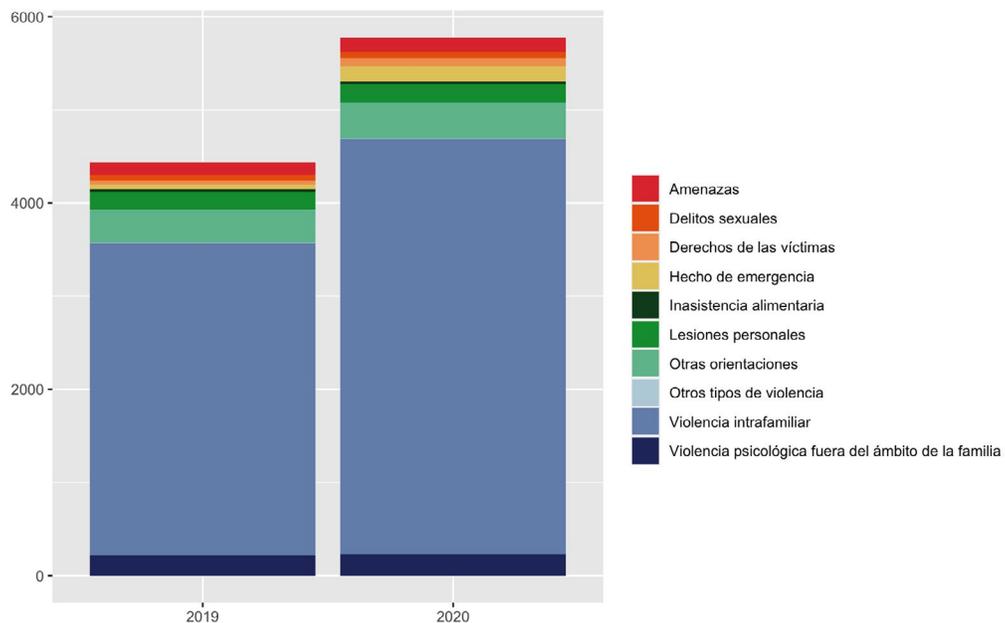
## A.1. Results by Type of Violence

Graph 20. [Bogotá] Number of records by type of violence and per year Simisional (Jan.-Aug.)



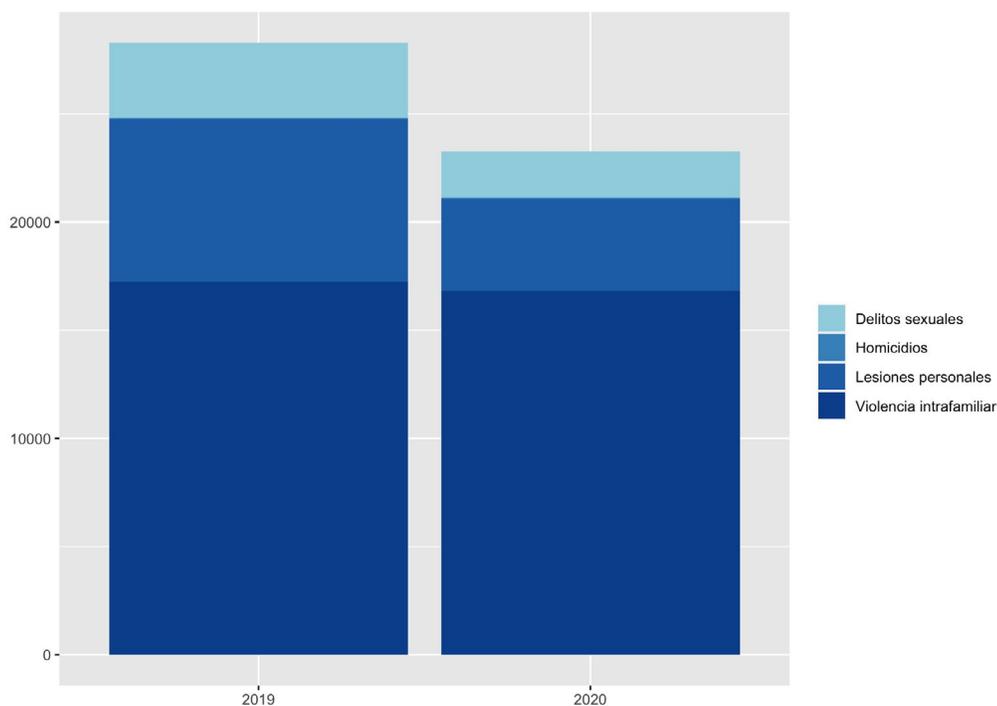
Source: Simisional

Graph 21. [Bogotá] Number of records by type of violence and per year Línea 155 (Jan.-Jul.)



Source: Línea 155

Graph 22. [Bogotá] Number of records by type of violence and per year Police (Jan.-Aug.)



Source: Police reports

## A.2. Terminology and Translations

Table 17. Table of Equivalences (Terminology Translation)

Spanish / Portuguese	English
<b>Bogotá</b>	
Localidades	Localities
Línea Púrpura	Línea Púrpura helpline / Purple Helpline
Casas de Igualdad de Oportunidades	Houses of Equal Opportunities
Casa de Todas	House of All Women
Simisional	The Women's Secretariat of Bogotá's database compiling data on VAWG from its various services.
Simisional Estrategia	Strategy of Simisional services
Simisional Sociojurídicos	Social-legal database
Simisional Psicosociales	Psychosocial database
Simisional Duplas	Duos database
Policía Nacional	Police databases for sexual offenses and intrafamilial violence
Línea 155	155 Hotline (National Women's helpline)
<b>São Paulo</b>	
Subprefeituras	Localities
Secretaria de Segurança Pública	Secretariat of Public Security
Tribunal de Justiça de São Paulo	São Paulo's Court of Justice

Spanish / Portuguese	English
Fundação Sistema Estadual de Análise de Dados (SEADE)	Statewise System for Data Analysis Foundation, known as Fundação SEADE
Medidas protetivas de urgência	Emergency protective orders databases
Concedidas	Protective orders granted
Distribuídas	Protective orders distributed
Secretaria Municipal de Saúde	Municipal Secretariat of Health
Segurança Calls	Calls 190 helpline
Segurança Estupro	Rape security
Segurança Femicídios	Femicide security
Segurança Homicídios	Homicide security
Projeto Justiceiras database	The Righteous Project database
Denúncias	Reports / official complaints
Both	
Heatmap: Semáforo de reportes y registros	Heatmap of reports and records
Prevalencia reportada	Reported prevalence
Mudanças de mobilidade por tipo de lugar	Mobility changes by type of venue
Relatórios de mobilidade do Google	
Informes de movilidad de Google	Google Mobility Reports
Impacto de los factores de riesgo en la prevalencia reportada	Impact of risk factors on reported prevalence
Impacto de los factores de riesgo en la prevalencia reportada desagregados por indicadores, por categoría	Impact of risk factors on reported prevalence disaggregated by indicators, by category
Fatores pessoais: desagregação da subcategoria	
Factores personales: desglose de la subcategoría	Personal factors: disaggregation of subcategory
Estado civil	Civil status



**REPORTING AND REGISTERING DOMESTIC  
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A Data-Driven Model

November 2021