



UNITED NATIONS
**HUMAN RIGHTS
TREATY BODIES**

HAUT-COMMISSARIAT DES NATIONS UNIES AUX DROITS DE L'HOMME • OFFICE OF THE HIGH COMMISSIONER FOR HUMAN RIGHTS

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Committee on the Elimination of Discrimination against Women

REFERENCE: BN/follow-up/Uruguay/92

25 February 2026

Excellency,

In my capacity as Rapporteur on follow-up on concluding observations of the Committee on the Elimination of Discrimination against Women (CEDAW), I have the honor to refer to the examination of the tenth periodic report of Uruguay, at the Committee's eighty-sixth session, held in October 2023. At the end of that session, the Committee's concluding observations ([CEDAW/C/URY/CO/10](#)) were transmitted to your Permanent Mission. You may recall that in paragraph 51 on follow-up to the concluding observations, the Committee requested Uruguay to provide, within two years, written information on the steps taken to implement the recommendations contained in paragraphs 18 (a), 22 (c), 28 (a) and 36 (b) of the concluding observations.

The Committee welcomes the follow-up report ([CEDAW/C/URY/FCO/10](#)) received on time on 31 October 2025 under the CEDAW follow-up procedure. At its ninety-second session, held in February 2026, the Committee examined this follow-up report and adopted the following assessment.

Regarding the recommendation made in **paragraph 18 (a)** of the concluding observations that the State party **"in line with article 4 (1) of the Convention and the Committee's general recommendation No. 25 (2004) on temporary special measures, the Committee recommends that the State party: (a) adopt temporary special measures and establish time-bound targets to accelerate the achievement of substantive equality between women and men in all areas covered by the Convention where women, including women of African descent, Indigenous women, rural women, women with disabilities, migrant women, and lesbian, bisexual, transgender and intersex women, are underrepresented or disadvantaged, such as in political and public life, education and employment"**:

The Committee notes the State party's reestablishment of the National Gender Council and the development of the National Gender Plan 2025–2030. The Committee also notes the adoption of the agro-gender policy and action plan 2025–2029, as well as employment and education programmes including quotas in the "I Study and Work" and "Uruguay Advances: Work and Training" programmes and targeted support schemes for teenage and young mothers.

The Committee regrets, however, that the State party has not adopted temporary special measures in political and public life or education, as explicitly recommended. The Committee notes with concern that structural inequalities persist, reflected in pronounced vertical segregation across

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key sectors, including in the judiciary, in business leadership, and in political and public life. The Committee notes with concern that women facing intersecting forms of discrimination, including indigenous women, women of African descent, rural women, women with disabilities, migrant women, and lesbian, bisexual, transgender and intersex women, continue to experience disproportionate disadvantages in employment, leadership positions and public decision-making.

The Committee considers that while the State party has adopted some temporary special measures in the form of quotas in specific youth employment and training programmes, these measures are limited in scope and do not constitute comprehensive temporary measures with time-bound targets to accelerate the achievement of substantive equality between women and men in all areas covered by the Convention where women, including Indigenous women, women of African descent, rural women, women with disabilities, migrant women, and lesbian, bisexual, transgender and intersex women, are underrepresented or disadvantaged, as recommended. It therefore considers that the recommendation has been **partially implemented**.

The Committee considers that the information provided by the State party relates to the recommendation but does not provide sufficient detail on time-bound targets, quantifiable goals, and measures specifically addressing the underrepresentation of women in politics. It thus considers that the quality of the information provided is **partially satisfactory**.

The Committee recommends that, in relation to **paragraph 18 (a)** of the concluding observations, the State party provide, **in its next periodic report**, information on further actions taken to:

In line with article 4 (1) of the Convention and the Committee's general recommendation No. 25 (2004) on temporary special measures, the Committee recommends that the State party: (a) adopt temporary special measures and establish time-bound targets to accelerate the achievement of substantive equality between women and men in all areas covered by the Convention where women, including women of African descent, Indigenous women, rural women, women with disabilities, migrant women, and lesbian, bisexual, transgender and intersex women, are underrepresented or disadvantaged, such as in political and public life, education and employment.

Regarding the recommendation made in **paragraph 22 (c)** of the concluding observations that the State party "**recalling its general recommendation No. 35 (2017) on gender-based violence against women, updating general recommendation No. 19, and in line with target 5.2 of the Sustainable Developments Goals to eliminate all forms of violence against all women and girls in the public and private spheres, the Committee recommends that the State party: [...] (c) expand the victim support services provided by the National Institute for Women and the Uruguayan Institute for Children and Adolescents to ensure the protection of all women and girls who are victims of gender-based violence, including by increasing the number of adequately funded shelters and reception committees across the State party and by ensuring that victims have access to affordable and, if necessary, free legal assistance, forensic evidence, psychosocial counselling and rehabilitation programmes**":

The Committee notes the State party's indication that 36 local inter-agency reception committees operate within the comprehensive system for the protection of children and adolescents from abuse and sexual violence, with three inter-institutional reparations mechanisms established in Maldonado, Artigas and Treinta y Tres, respectively. The Committee also notes with satisfaction



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the implementation of 20 specialised violence response projects under the Uruguayan Institute for Children and Adolescents' specialized action programme and six 24-hour shelters for children living with their mothers who are victims of gender-based and intergenerational violence. The Committee also notes the existence of centres for guidance, referral, services and shelter providing full-time socio-educational care, legislative measures to support young people leaving the protection system, including through subsidies and grants, as well as measures to strengthen legal aid services and increase shelter capacity and budgetary allocations related to responses to gender-based violence.

The Committee regrets, however, that the system for addressing violence against women, children and adolescents remains highly heterogeneous and institutionally fragmented. The Committee notes with concern that local reception committees, shelters and reparation mechanisms do not systematically incorporate an approach that addresses the interrelationship between violence against women and violence against children and adolescents, and that services for children and adolescents require urgent review to update their methodological approaches and protocols, as several date back to the 1990s. The Committee expresses concern that 24-hour care and support services face structural problems and do not guarantee a comprehensive response aimed at redressing harm or providing specialized treatment. The Committee further regrets that certain measures reported by the State party address broader social protection objectives rather than constituting targeted responses to gender-based violence, as required under the recommendation. The Committee notes with serious concern that these gaps persist despite gender-based violence and femicide remaining a critical challenge in Uruguay, undermining the State party's ability to provide effective protection and support to victims.

The Committee considers that while the State party has taken some measures to expand services through the establishment of specialized courts, shelters, reception committees and legal assistance mechanisms, significant gaps remain in ensuring comprehensive, coordinated and adequately funded victim support services throughout the State party's territory. The Committee considers that the recommendation has been **partially implemented**.

The Committee considers that the information provided by the State party is extensive and relates to the recommendation but lacks detail with regard to integrated protection for women and girls across age groups, territorial coverage, effective coordination between the systems for women and children, the availability of specialised and adequately resourced services and measures to ensure updated protocols and comprehensive approaches to addressing violence. It thus considers that the quality of the information provided is **partially satisfactory**.

The Committee recommends that, in relation to **paragraph 22 (c)** of the concluding observations, the State party provide, **in its next periodic report**, information on further actions taken to:

Recalling its general recommendation No. 35 (2017) on gender-based violence against women, updating general recommendation No. 19, and in line with target 5.2 of the Sustainable Developments Goals to eliminate all forms of violence against all women and girls in the public and private spheres, the Committee recommends that the State party: [...] (c) expand the victim support services provided by the National Institute for Women and the Uruguayan Institute for Children and Adolescents to ensure the protection of all women and girls who are victims of gender-based violence, including by increasing the number of adequately funded shelters and reception committees across the State party and by ensuring



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that victims have access to affordable and, if necessary, free legal assistance, forensic evidence, psychosocial counselling and rehabilitation programmes.

In relation to the recommendation made in **paragraph 28 (a)** of the concluding observations that the State party “**in line with its general recommendation No. 23 (1997) on women in political and public life, the Committee recalls its previous recommendation (CEDAW/C/ URY/CO/8-9, para. 28) and recommends that the State party: (a) adopt temporary special measures, such as increased quotas or zipper systems for the electoral lists of political parties, with incentives for compliance and fines for non-compliance, and targeted campaign financing for women candidates, to ensure gender parity between women and men in elected positions in national and local legislative bodies and within the structures and on the electoral lists of political parties paying particular attention to the representation of disadvantaged groups of women**”:

The Committee notes that a bill aimed at establishing political parity was debated in the Senate in May 2024 but failed to obtain the constitutionally required two-thirds majority. The Committee also notes that a new parity bill is expected to be introduced during the 2025–2030 legislative period and that the National Institute for Women submitted a request for information to the Ministry of Economy and Finance in 2025 regarding the implementation of Act No. 20.292 on political party financing, which authorises differential payments for electoral lists headed by women who are effectively elected.

The Committee regrets, however, that the parity bill was not adopted and that no temporary special measures have been implemented to ensure gender parity in elected positions in national and local legislative bodies or within political party structures. The Committee notes with concern that sixteen years after the adoption of the Quota Law in 2009, women continue to represent only approximately 29 percent of parliament, demonstrating that existing measures remain insufficient to achieve parity. The Committee further regrets that the State party has not adopted incentives for compliance and fines for non-compliance, targeted campaign financing for women candidates, or measures with particular attention to the representation of disadvantaged groups of women, as recommended.

The Committee considers that the State party has not adopted temporary special measures with incentives for compliance, sanctions for non-compliance, and operational targeted campaign-financing schemes to ensure gender parity in political representation, with particular attention to the representation of disadvantaged groups of women. It therefore considers that the recommendation has **not been implemented**.

The Committee considers that although the information provided by the State party is clear and relates to the recommendation, it lacks detail on the practical application, monitoring or impact of the financing measures referred to. It thus considers that the quality of the information provided is **partially satisfactory**.

The Committee recommends that, in relation to **paragraph 28 (a)** of the concluding observations, the State party provide, **in its next periodic report**, information on further actions taken to:

In line with its general recommendation No. 23 (1997) on women in political and public life, the Committee recalls its previous recommendation (CEDAW/C/ URY/CO/8-9,



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para. 28) and recommends that the State party: (a) adopt temporary special measures, such as increased quotas or zipper systems for the electoral lists of political parties, with incentives for compliance and fines for non-compliance, and targeted campaign financing for women candidates, to ensure gender parity between women and men in elected positions in national and local legislative bodies and within the structures and on the electoral lists of political parties paying particular attention to the representation of disadvantaged groups of women.

Regarding the recommendation made in **paragraph 36 (b)** of the concluding observations that the State party **“in line with its general recommendation No. 24 (1999) on women and health, the Committee recommends that the State party: [...] (b) guarantee that the exercise of conscientious objection by health-care personnel does not prevent women from having access to safe abortion services, particularly in rural areas, and require mandatory referrals in cases of conscientious objection”**:

The Committee takes note of the State party's description of the legal and regulatory framework governing conscientious objection in relation to voluntary termination of pregnancy, including the recognition of individual conscientious objection under Act No. 18.987, the existence of clinical protocols and technical guidelines providing for mandatory referrals, the maintenance of administrative registries of objecting professionals by health-care providers, and annual reporting obligations to the Ministry of Health within the framework of the National Integrated Health System. The Committee also notes the State party's assertion that no formal complaints have been received alleging impediments to access to abortion services resulting from the exercise of conscientious objection.

The Committee regrets, however, the absence of evidence of effective monitoring, supervision or enforcement mechanisms capable of identifying and addressing situations in which the exercise of conscientious objection restricts women's access to safe abortion services, particularly in rural and remote areas. The Committee notes with concern that the State party does not appear to maintain nominal registries of objecting health-care professionals under ministerial oversight, nor mechanisms to verify compliance with the legal prohibition on objecting in one institution while providing services in another. The Committee expresses concern that the State party's reliance on the absence of formal complaints as an indicator of effective access is insufficient and fails to take into account the existence of structural, indirect and gender-specific barriers that may prevent women and girls from reporting violations. The Committee further regrets that women and girls who are victims of sexual violence do not receive priority or differentiated treatment in the healthcare system that would allow them timely and specialized access to mental health services, and that migrant women face specific barriers to accessing voluntary termination of pregnancy due to residency requirements.

The Committee considers that while the State party has established a regulatory framework with mandatory referral mechanisms, it has not demonstrated that it has taken concrete, effective and outcome-oriented measures to guarantee that the exercise of conscientious objection does not prevent women from having access to safe abortion services, particularly in rural areas. It therefore considers that the recommendation has **not been implemented**.

The Committee considers the information provided by the State party describes the regulatory framework but lacks detail and empirical data on effective application, oversight mechanisms and monitoring results, territorial analysis, and information on enforcement,



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accountability and access to complaint mechanisms for patients. It thus considers that the quality of the information provided is **unsatisfactory**.

The Committee recommends that, in relation to **paragraph 36 (b)** of the concluding observations, the State party provide, **in its next periodic report**, information on further actions taken to:

In line with its general recommendation No. 24 (1999) on women and health, the Committee recommends that the State party: [...] (b) guarantee that the exercise of conscientious objection by health-care personnel does not prevent women from having access to safe abortion services, particularly in rural areas, and require mandatory referrals in cases of conscientious objection.

Please accept, Excellency, the assurances of my highest consideration.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Jelena Pia-Comelle', with a stylized flourish at the end.

Jelena Pia-Comelle

Rapporteur on follow-up

Committee on the Elimination of Discrimination against Women