

*Violence against women is a cross-border issue that affects women all over the world irrespective of their race, ethnic group, social or economic situation. The problem is not restricted to women alone. It affects society at large and, as such, it is Parliaments' responsibility and undertaking to fight against it and build a safer continent. Citizen security is one of our concerns. This document is therefore intended to serve as a source of consultation for men and women Parliamentarians in the Americas with a view to including best practices as part of laws on the subject throughout the continent, and therefore building a safer hemisphere for girls, boys, men and women alike.*

*Gabriela Mistral (1889-1957) was the pen name of Lucila Godoy Alcayaga, a prominent Chilean diplomat, feminist and poet. It is in tribute to her legacy and importance to us women that her portrait, especially commissioned to Ecuadorian artist Pilar Bustos, appears on the front cover of this report.*

**Report of the 2012 Annual Gathering  
"Citizen Security for Women, a Parliamentary Task"**



Valparaíso, Chile  
9-10 May 2012

Gabriela Mistral





***Report of the 2012 Annual Gathering***  
***“Citizen Security for Women, a Parliamentary Task”***

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9 - 10 May 2012

***ParlAmericas***  
***Group of Women Parliamentarians***

Linda Machuca

## **President of the Group of Women Parliamentarians - ParlAmericas**

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Disclaimer:

This document presents an executive summary of the presentations by experts participating in this meeting, as well as of some of the interventions made by Parliamentarians who attended the Annual Gathering of the Group of Women Parliamentarians (2012). Please note that this document does not necessarily reflect the views of ParlAmericas.

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*“Citizen Security for Women,  
a Parliamentary Task”*



*Annual Gathering of the Group of Women Parliamentarians (2012)  
Official Photo Chamber of Deputies of Chile*



*Valparaíso, Chile  
9-10 May 2012*



*"Citizen Security for Women, a Parliamentary Task"*  
*has been made possible thanks to:*



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We also wish to acknowledge the work and effort of the ParlAmericas team: Gina Hill, Thaïs Martín Navas, Viviane Rossini, Eufemia Sánchez, and Marcelo Virkel, as well as the support received from M.P. Randy Hoback, President of ParlAmericas

Furthermore, we wish to express our appreciation to the Chilean authorities; to President Sebastián Piñera for his welcome video; to Nicolás Mönckeberg, President of the Chilean Chamber of Deputies, as well as to Deputies Mónica Zalaquett and Alejandra Sepúlveda, whose determination and initiative made it possible to hold this 2012 Annual Gathering "**Citizen Security for Women, a Parliamentary Task**" in Valparaíso, Chile, on 9-10 May 2012.

We would especially like to thank the delegates from throughout the Americas for attending this Gathering, "**Citizen Security for Women, a Parliamentary Task**".

Finally, we wish to underscore the effort of all the people working at the Chilean Chamber of Deputies, led by Carlos Cámara and Patricio Olivares and their teams, and to acknowledge Paula Müller for her job in coordinating this *Annual Gathering of the Group of Women Parliamentarians (2012)*.

Linda Machuca Moscoso

**President of the Group of Women Parliamentarians - ParlAmericas  
Member of the National Assembly of Ecuador**



## II. ORGANIZATIONAL PRESENTATION

### 2.1 PARLAMERICAS

ParlAmericas was known as FIPA (Inter-Parliamentary Forum of the Americas) until September 2011. It is an independent network composed of national legislatures of 35 states from North, Central, and South America, and the Caribbean.

Our members are committed to promoting parliamentary participation in the inter-American system. They are also engaged in developing inter-parliamentary dialogue on relevant hemispheric issues.

#### i. Objectives

ParlAmericas' objectives are:

- To contribute to the development of inter-parliamentary dialogue in dealing with issues on the hemispheric agenda
- To increase the sharing of experiences, dialogue, and inter-parliamentary cooperation on issues of common interest to member states
- To help strengthen the role of the legislative branch in democracy, and in the promotion and defence of democracy and human rights
- To promote the harmonization of legislation, and development of legislation among member states
- To contribute to the process of integration as one of the most appropriate instruments for sustainable and harmonious development in the hemisphere

#### ii. Structure

The main bodies of ParlAmericas are:

- The Plenary Assembly, the highest decision-making body of the organization, composed of the accredited delegations of ParlAmericas member legislatures
- The Board of Directors, whose members are elected by the Plenary Assembly and represent the four sub-regions of the hemisphere
- The Executive Committee, composed of the President of ParlAmericas, the 1st Vice President, the 2nd Vice President who is also the President of the Group of Women Parliamentarians, and the Secretary Treasurer
- The Technical Secretariat, responsible for implementing programs and projects of the organization, supporting the Board of Directors and

Executive Committee, and acting as the institutional memory; located in Ottawa, Canada

- The Group of Women Parliamentarians, a permanent working group of ParlAmericas, whose President is elected by the Plenary Assembly

## **What We Do**

ParlAmericas aims to contribute to strengthening democracy and governance in the Hemisphere, to confronting threats to hemispheric security, and to defending the rights of the citizens of the region. ParlAmericas' member states are also committed to reducing poverty and achieving economic development.

Specific issues discussed to date include Citizen Security; Crime; Democracy; Economy; Gender; Migration; Poverty; Terrorism; Natural Disasters, and Trade.

Among other activities, ParlAmericas organizes capacity building workshops closely aligned with issues of current hemispheric importance, and with those tasks Parliamentarians have identified are essential in order to honour their obligations. These capacity building opportunities offer attendees the chance to delve into these issues with experts from renowned organizations, share best practices, and develop plans of action.

The Group of Women Parliamentarians is a permanent working group within ParlAmericas. The Group includes representatives from each sub-region in the Americas, namely North America, Central America, South America and the Caribbean, and it meets concurrently with the ParlAmericas Plenary Assembly sessions, in addition to organizing an annual Gathering which brings together men and women Parliamentarians from throughout the continent.

## 2.2 THE GROUP OF WOMEN PARLIAMENTARIANS

### i. History

At the 2nd Plenary Assembly of ParlAmericas (known at the time as the Inter-Parliamentary Forum of the Americas - FIPA) held in Panama City, Panama, in 2003, participating women Parliamentarians held a breakfast meeting to discuss their role in parliament, in politics, and within the organization.

Argentinean Parliamentarian Margarita Stolbizer proposed that the group be established as a permanent body. The suggestion was unanimously approved by the Plenary Assembly. The Group of Women Parliamentarians has met regularly since then at various training seminars or sessions.

As of the date of this report, the work of the Group of Women Parliamentarians has been led by three presidents:

- 2003-2005: Margarita Stolbizer
- 2006-2009: Cecilia López
- 2009-actualidad: Linda Machuca

### ii. Objectives

According to ParlAmericas Regulations, the Group of Women Parliamentarians objectives are:

- To strengthen the leadership of female politicians through ongoing regional exchange actions
- To promote the creation of conditions for equal opportunities, prioritizing the fight against poverty and the elimination of employment discrimination
- To strengthen democracies in the countries of the Americas in an effort to achieve respect for human rights and conditions that promote equitable and sustainable social development
- To promote the creation of mechanisms that encourage the participation of women in politics
- To strengthen the active participation by women at all FIPA meetings, incorporating a gender perspective into each of the topics analyzed by the organization



### **iii. Current Work of the Group of Women Parliamentarians: Linda Machuca's Presidency**

Since she assumed the presidency of the Group of Women Parliamentarians in November 2009, during the 6th Plenary Assembly of FIPA in Ottawa, Ecuadorian Assemblywoman Linda Machuca Moscoso has organized three international events for all 35 member countries, in addition to creating other work platforms and future projects to be developed by women Parliamentarians. The first gathering, *"Women in Power: Major Challenges for the 21st Century"*, held in the city of Quito on 12-13 August, 2010, was attended by 44 men and women Parliamentarians from 17 different countries in the Americas.

In 2011, the Group of Women Parliamentarians organized the Gathering called *"Political Leadership of Women: Action Plan for the Americas"*, held in Santo Domingo, Dominican Republic, on 30 June and 1 July, which was attended by 72 men and women Parliamentarians from 14 countries in the Americas.

Starting that year, the gatherings of the Group of Women Parliamentarians have tried to further increase the capacities of its members, as well as to involve men and women legislators in, and secure their commitment to, the defence of women's rights.

### **iv. Annual Gathering of the Group of Women Parliamentarians (2012) *"Citizen Security for Women, a Parliamentary Task"***

At the initiative of Chilean Deputies Mónica Zalaquett and Alejandra Sepúlveda, the decision was made to hold the 2012 Annual Gathering *"Citizen Security for Women, a Parliamentary Task"* on 9-10 May 2012 in Valparaíso, Chile.

Three experts on Citizen Security, one male and two female, participated in the meeting. They were Christine Brendel (Panel 1, *"Gender-based Violence in Latin America and the Caribbean: A National Perspective"*), Pável Uranga (Panel 2, *"Femicide"*), and Lorena Vinueza (Panel 3, *"Adjusting National Budgets to Citizen Security Needs"*). Parliamentarians attending the Gathering were highly satisfied with, and enriched by, the quality of the presentations shared by these experts.

In line with a new methodology, a different Member of the Chilean Chamber of Deputies was invited to moderate each panel. Deputies Adriana Muñoz, Andrea Molina, Alejandra Sepúlveda, and Carolina Goic were actively involved in the pertinent discussion panels. The addition of a rapporteur to aid the work undertaken by panellists and moderators and to provide a regional vision on each of the different topics, was considered important. A Parliamentarian from each region was invited to comment on the topic discussed by each panel in light of the situation in his/her region in general,

and in his/her country in particular. This new methodology provided further insight into all four regions in the Americas and their individual experiences.

Consequently, Susan Truppe from Canada (on behalf of North America), Michael Peyrefitte from Belize (Caribbean), Gina Godoy from Ecuador (South America), and Lucía Alba from the Dominican Republic (Central America) were the rapporteurs for Panel 1, *"Gender-based Violence in Latin America and the Caribbean: A National Perspective"*. Rapporteurs for Panel 2 *"Femicide"* were Adriana González from Mexico (North America), Karina Rivera from Guatemala (Central America), Ana María Solórzano from Peru (South America), and Lyndira Oudit from Trinidad and Tobago (Caribbean). In Panel 3 *"Adjusting National Budgets to Citizen Security Needs"* the role of rapporteur was entrusted to Céline Hervieux-Payette from Canada (on behalf of North America), María Jeannette Ruiz from Costa Rica (Central America), Jennifer Simons from Suriname (South America), and Frederick Stephenson from St. Vincent and the Grenadines (Caribbean).

In an effort to contribute to the discussion of an issue of concern in the host country, some space was dedicated to look into the current political scenario for Chilean women, through a special discussion group called *"Political Participation of Women in Chile"*. In the course of the panel, there were presentations by Minister Carolina Schmidt, from the Chilean Agency for Women's Affairs (SERNAM); Cristina Bitar, a civil society representative, and Pamela Villalobos, on behalf of the Economic Commission for Latin America and the Caribbean (ECLAC).

Citizen security is a very important topic, and it attracted the attention of 22 countries represented by 42 Parliamentarians who, over two intense days, discussed the structural violence exerted upon women, and the need to change the social/cultural patterns underlying it. Awareness was raised about the alarming figures of and the specific forms gender-based violence take, which impact the region's economy and its full development.

The same importance was ascribed to femicide, which has not yet been accepted as a subject for analysis, let alone as a crime. As a result, the convergent phenomena that take place and translate into systemic sexual violence against women remain hidden. National budgets, as well as their contribution to preventing and redressing gender violence, were also analyzed.

## Press Conference



*Andrea Molina, Adriana González, Mónica Zalaquett,  
Linda Machuca, Cristina Girardi, Alejandra Sepúlveda*



*Linda Machuca*



*Andrea Molina, Adriana González, Mónica Zalaquett,  
Linda Machuca, Cristina Girardi, Alejandra Sepúlveda*



*Alejandra Sepúlveda*



*First row: Cristina Girardi and Linda Machuca  
Second row: Marta Isasi, Alejandra Sepúlveda, Mónica Zalaquett,  
Ximena Vidal, María Antonieta Saa*

## Welcome Reception at Cerro Castillo



*Welcome from Parliamentarian Alejandra Sepúlveda*



*Frederick Stephenson, Maria Angélica Cristi*



*Mylène Freeman, Michel Rathier, Mónica Zalaquett*



*Lyndira Oudir, Alejandra Sepúlveda,  
Mónica Zalaquett*



*Cécile Hervieux-Payette, Denise Pascal,  
Maria Angélica Cristi, Maria Uszi, Ximena Vidal*

### III. AGENDA

Tuesday May 8

20:00 - 22:00

**Welcome reception at Cerro Castillo**

- Welcome from Parliamentarian Alejandra Sepúlveda
- Acknowledgements from the President of the Group of Women Parliamentarians, Linda Machuca

Wednesday May 9

09:00 - 10:00

**Official inauguration. Salón de Honor, National Congress**

- The President of the Chamber of Deputies, Nicolás Mönckeberg
- The President of the Republic of Chile, Sebastián Piñera (video)
- The President of ParlAmericas, Randy Hoback, M.P. (video)
- Parliamentarian Mónica Zalaquett
- Opening of the Gathering 2012 by the President of the Group of Women Parliamentarians, Linda Machuca

10:30 - 13:30

**Panel 1: Comparative study of gender-based violence in Latin America and the Caribbean**

Expert: Christine Brendel (Germany)

Moderator: Parliamentarian Adriana Muñoz (Chile)

13:30 - 14:50

Lunch. *Porteño* restaurant Zamba & Canuta

15:00 - 18:15

**Panel 2: Femicide**

Expert: Pável Uranga (Mexico)

Moderator: Parliamentarian Andrea Molina (Chile)

20:00

Dinner. Restaurant Oda al Pacífico

Thursday May 10

09:00 - 12:00

**Panel 3: How national budgets are adjusted to the needs of security issues**

Expert: Lorena Vinuesa (Ecuador)

Moderator: Parliamentarian Carolina Goic (Chile)

12:15 - 13:15

**Panel with special guests: Political participation of women in Chile**

- Ms. Carolina Schmidt, SERNAM Minister, Diagnosis of the present situation of women's political participation in Chile
- Ms. Cristina Bitar, Representative from Civil Society, Gender and political representation, Is inclusion enough?

13:15 - 13:40

***Statement by Pamela Villalobos, ECLAC, Challenges to the empowerment of women, a regional perspective***

13:40 - 15:00

Lunch. National Congress.

15:00 - 16:30

Reading of preliminary conclusions and fine-tuning of document

16:30 - 19:00

Tourist activity



## IV. INAUGURAL ADDRESS

### *"Citizen Security for Women, a Parliamentary Task"*



*Linda Machuca Moscoso*

**President of the Group of Women  
Parliamentarians ParlAmericas -  
Member of the National Assembly of  
Ecuador**

Nicolás Mönckeberg, President of the Chilean Chamber of Deputies; Mónica Zalaquett, Member of the Chilean Chamber of Deputies; Parliamentarians from Chile, and from all countries in the Americas;

Ladies and gentlemen,

We are celebrating the 100th anniversary of International Women's Day this year. Throughout this century, we have gone to great lengths to lay the foundations for gender equality and women's rights, as well as to encourage their economic inclusion and participation in politics.

Building a country, a region, and a world that offer gender equality is currently a challenging priority for all countries, whether rich or poor, in both hemispheres.

Without a doubt, "the twentieth century has been characterized by unprecedented developments in women's rights, and by one of the deepest social revolutions the world has ever witnessed". The right to vote, an objective which appeared unachievable 100 years ago, has become almost universal.

According to UN Women, by mid-2011 the presence of women in Parliament had reached 30% or more in only 28 countries throughout the world, and only 19 women directed the destinies of their countries as elected heads of state or government.

\* Bachelet, Michel. Annual Report 2012-2011. UN Women

As an independent network comprising national parliaments from all 35 States of North, Central, and South America, and the Caribbean, ParlAmericas aims to promote inter-parliamentary participation in the Inter-American system, as well as contributing to inter-parliamentary dialogue regarding relevant issues on the hemispheric agenda.

Against this backdrop, the Group of Women Parliamentarians is committed to raising issues of hemispheric concern affecting both men and women under a gender-based perspective that involves Parliamentarians in the quest for social, economic, and political equality. Every year, the Group of Women Parliamentarians discusses an issue that is specific to, and a source of common concern among, countries in the Americas. This year's gathering has been convened under the banner "*Citizen Security for Women, a Parliamentary Task*".

Even though each Gathering discusses a central issue of concern for the continent at large, holding our meetings in different venues every year fosters debate on the problems worrying women in the host country's Parliament. This way, through a meeting in which so many countries participate, we register the political and transcend legislative concerns.

This kind of event therefore becomes an opportunity for assessment, for gaining insight into the legislative situation and into the progress made in furthering women's rights in our countries. In addition, it may open the door to greater political interest and participation among women, which is a great yearning of the Group of Women Parliamentarians. .

We rejoice at this new Gathering of the Group of Women Parliamentarians. I therefore wish to express my sincerest thanks to our host, Member of the Chamber of Deputies Nicolás Mönckeberg, and through him, to the Chamber of Deputies.

I would also like to acknowledge Deputies Mónica Zalaquett and Alejandra Sepúlveda, who took the initiative of proposing Chile as the host country for this Gathering of the Group of Women Parliamentarians, and whose effort and commitment have made this new meeting a true success.

Security was first discussed at the ParlAmericas Plenary Assembly meeting in Paraguay in 2011. It was in response to the interest expressed by Parliamentarians, and upon the feedback from participants at the 2010 Gathering in Dominican Republic, that we decided to devote this year's Annual Gathering to Citizen Security for Women, with a focus on the task and responsibility entrusted to those of us who have been elected as Parliamentarians in the Americas.

The goal set for this year was to discuss strategies to include concrete mechanisms intended to protect women in national citizen security policies throughout the Americas. Further to this decision, three panels were set up: Panel 1, "*Gender-based Violence in Latin America and the Caribbean: A National Perspective*", led by Christine Brendel; Panel 2, "*Femicide*", led by Pável Uranga, and Panel 3, led by Lorena Vinueza, entitled *Adjusting National Budgets to Citizen Security Needs*"). The two sessions will conclude with a round table on "*Political Participation of Women in Chile*", with the participation of Minister Carolina Schmidt, from the Chilean Agency for Women's Affairs (SERNAM); Cristina Bitar, on behalf of civil society, and Pamela Villalobos, from the Economic Commission for Latin America and the Caribbean (ECLAC).

I would especially like to express my gratitude to the Chamber of Deputies staff, who have been completely dedicated to arranging every detail for this Gathering.

We have representatives from 25 countries at this meeting. This is not a simple coincidence, but rather the result of Parliamentarian's interest in gaining an in-depth knowledge of, and becoming specialized in, important issues such as security, but also of the dedicated effort of the people at ParlAmericas, whom I also wish to acknowledge.

I would also like to underscore the cooperation of the Canadian International Development Agency (CIDA), and of everyone at the ParlAmericas Technical Secretariat, for they help us further the goals of the Group of Women Parliamentarians.

Finally, I would like to express my gratitude to UN Women Andean Region; to the Chilean Agency for Women's Affairs (SERNAM); to the Chilean Tourism Board (SERNATUR), and to each and every person who has contributed to all of us being gathered here today at this Hall of Honour, in the Congress of Chile.

I invite you, fellow Parliamentarians, to commit our best efforts to the work to be undertaken in the next two days, and to seize this opportunity to exchange knowledge, ideas, and best practices.

I wish you all a most fruitful day. Welcome!

Thank You.

*Valparaíso, 9 May 2012*  
Inaugural Address



## V. SUMMARY OF INTERVENTIONS DURING THE FORMAL OPENING CEREMONY



*Nicolás Mönckeberg*

### 5.1 Excerpts from the speech delivered by Nicolás Mönckeberg, President of the Chilean Chamber of Deputies

I would like to commend you on this initiative, and on going one step further in your efforts to face the challenge of increasing women's participation in major decision-making actions in each of our

nations. Back in the fifties, when this kind of debate took place – and I am thinking specifically of the United States – the discussion focused on how to encourage women to access higher education. Statistics spoke for themselves: Women accounted for less than 10 per cent of students entering university. This figure hardly reached 5% in some US states. It was not an easy debate. Some argued that gaining access to higher education should not be women's ultimate goal. They said that the quality of education had to be improved, but as a secondary objective. It would come naturally, and there was no need to encourage women to participate. That was fifty years ago. ...

The true debate facing us today is far more profound. It focuses on whether we wish the State, and the institutions in which we work, to take on an active role in encouraging or guaranteeing the participation of women in public decision-making through concrete, targeted policies. ...

As far as our country is concerned, I definitely believe Government institutions should take on this active role ...

It is not just a matter of encouraging women to participate simply on account of their gender. We need to act upon the conviction that society and politics work best whenever there is gender equality in the decision making process. ...



*Mónica Zalaquett*

## 5.2 Excerpts from the speech delivered by Mónica Zalaquett, Member of the Chamber of Deputies, on behalf of the host country

This is a very special morning for all Chilean women, since our country is hosting the Annual Gathering of the Group of Women Parliamentarians for the first time ever. This Gathering, which brings together 55 parliamentarians from over 25 countries in the Americas, intends to be a forum where we may meet and discuss the role of women in the public sector, more specifically in Parliaments. ...

In opening this 2012 Annual Gathering, I would like to reflect on the importance and relevance of these types of fora, and of ensuring they are maintained and strengthened over time. I am a firm believer in the valuable cooperative effort and group commitment resulting from these events. They not only allow the exchange of experiences on important issues for our countries, but also shed new light on problems that we often perceive as rooted in our societies, and for which we do not seem to find a clear solution. This, then, without a shadow of a doubt, constitutes an opportunity to enrich our legislative work. ...

Without a doubt, part of our legislative task is to develop policies that may contribute to eradicating violence against women and promoting their rights. We must not overlook the importance of dealing with this issue and all its complexities, for when we safeguard women's psychological and physical integrity, we are not only protecting women, but also their families, and, though them, we are safeguarding society as a whole. ...



*Adriana Muñoz, Patricio Mulero*



*Nancy Castillo, Germán Blanco*



*Malaka Parker*



*Salón de Honor of the National Congress of Chile*



*Claudio Perdomo, Martha Jiménez, Adriana González*



*Carolina Goic, Alejandra Sepúlveda*

*Working Group sessions during the Annual Gathering of the Group of Women Parliamentarians (2012)*



*Marilyn Vallarino, Ana María Solórzano*



*Lyndira Ondit, Graciela Cáceres*



*Denise Pascal, Susan Truppe*



*Hilda Saavedra*

*Working Group sessions during the Annual Gathering of the Group of Women Parliamentarians (2012)*



## VI. WORKING GROUPS

### 6.1 PANEL 1

*“Comparative study of gender-based violence in Latin America and the Caribbean”*



**Expert:** *Christine Brendel*

*Moderators:*



**Adriana Muñoz, Chile**



**Alejandra Sepúlveda, Chile**

#### **Regional Rapporteurs:**

- Susan Truppe, Canada
- Lucía Alba, Dominican Republic
- Gina Godoy, Ecuador
- Michael Peyrefitte, Belize

North America  
Central America  
South America  
Caribbean

## i. Article

### Gender-based Violence in the Americas and the Caribbean: A National Perspective<sup>1</sup>

*Christine Brendel<sup>2</sup> and Catherine Wolf<sup>3</sup>*

#### *Summary*

Gender-based violence constitutes a violation of human rights that affects millions of women all over the world and knows of no nationality, social class, culture or age. Violence towards women is a global phenomenon, yet it presents variations in terms of figures and specific manifestations that are a function of the individual situation in certain regions. In Latin America and the Caribbean, figures are alarming, and the specific forms taken on by gender-based violence impact the region's economy and full development.

This paper presents and discusses social and cultural patterns driving gender violence in the region, which result from a patriarchal system marked by (post) conflict, discrimination, and inequality.

A national strategy against gender-based violence in Latin America and the Caribbean must necessarily focus on social/cultural changes, and on the

<sup>1</sup> This article was submitted by the expert Christine Brendel and includes the presentation given at the Annual Gathering of the Group of Women Parliamentarians (2012.)

<sup>2</sup> Regional Director of the *ComVoMujer - Combatir la violencia contra la Mujer en Perú, Bolivia, Ecuador y Paraguay* Program (Fighting Violence against Women in Peru, Bolivia, Ecuador and Paraguay) – of *Cooperación Alemana al Desarrollo-GIZ*, the purpose of which is to develop measures to improve cooperation between Government and non-Government players to fight and prevent gender violence, especially towards rural, indigenous and Afro-descendant women.

Brendel started her professional career in 1983 in Western Africa. She has been working in Latin America since 1988. Until 2002 she cooperated with over 10 Latin American countries in the areas of gender, corporate development, planning, project monitoring and assessment, and promotion of democracy.

She worked in Germany for the Federal Ministry for Economic Cooperation and Development, GIZ, the *Cooperación Alemana al Desarrollo* and InWent (2002/2004). She worked in and from Washington D.C. in the period 2004-2007. She has been responsible for managing the Gender Program at the GIZ Head Office in Germany. She has been part of the Executive Board of the OECD-DAC GenderNet since 2009.

<sup>3</sup> Junior Advisor to *ComVoMujer - Combatir la violencia contra la Mujer en Perú, Bolivia, Ecuador y Paraguay* (Fighting Violence against Women in Peru, Bolivia, Ecuador and Paraguay) – a program of *Cooperación Alemana al Desarrollo-GIZ*. Ms. Wolf is a legal writer specialized in International Law and Human Rights (LL.M. King's College London). She first worked in Germany, France and Peru, where she gained experience working for the German Ministry for Foreign Affairs, the University of Potsdam Human Rights Centre, and Amnesty International, among others. Her areas of interest are human rights, with a focus on women's rights, governance and access to justice.

She has been taking part in the Training Program of the Federal Economic Cooperation Ministry offered to future men and women experts and leaders from international organizations for development cooperation.

effective implementation of public policies. The stringent penalization of violence against women must necessarily be accompanied by awareness-raising campaigns addressed at the population, and by training sessions for those responsible for implementing and enforcing legislation and public policies.

Additionally, it calls for a revisitation of existing regulations so as to provide a legal framework that has a gender approach and which does away with gender stereotypes and chauvinist concepts typical of our patriarchal societies. Comprehensive legislation calls for engaging in an intersectoral, participatory process that mainly involves civil society organizations.

Parliaments will only contribute to eradicating gender-based violence if they take into consideration the propositions developed by different sectors when formulating, passing, and enacting laws. Only then will they be complying with the obligations their States have at both a national and at an international level, namely promoting the fundamental rights of their women citizens, and supporting regional development within the framework of a violence-free life for men and women alike.

## 1. Introduction

Gender violence is a global phenomenon cross-cutting cultures, nations, ages and social classes and affecting millions of women in all countries. It differs from other forms of violence in that the risk factor or the source of vulnerability is simply their condition as women. As defined by the UN in 1994, violence against women is “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.” This definition indicates that gender-based violence may adopt numerous forms and variations: battering, intimidation at work, harassment in the street or rape, as well as the failure to act by the State.

Whether it be physical, sexual, psychological, economic, private, political or public, violence against women constitutes a crime. The (cultural, social, economic and political) origins of violence are tied to the patriarchal nature of all societies, irrespective of the political or economic regime in question, whether it is an industrial nation, a developing country or original peoples. This is why former UN Secretary General Kofi Annan considers violence against women as “perhaps the most shameful human rights violation. It knows no boundaries of geography, culture or wealth. As long as it continues, we cannot claim to be making real progress towards equality, development and peace.” Though constituting a global epidemic, the high rates of gender-based violence, and the prevalence of specific forms such as femicide, political violence and women trafficking are particularly alarming in Latin America and the Caribbean.

Femicide is the most extreme form of violence against girls and women. Etymologically speaking, femicide is the feminine form of homicide. Diana Russell and Jane Caputi note that “it is the murder of women by men motivated by hatred, contempt, pleasure, or a sense of ownership of women.” Figures in the region are daunting: Peru officially reported 130 femicide victims between January and December 2010. Through Observatorio Manuela (Manuela Observatory), Bolivia recorded 96 cases in 2011. In Quito, Ecuador, 1831 femicide cases were reported between 2000 and 2006.<sup>4</sup>

It should be noted that in addition to being a flagrant violation of human rights, gender-based violence is a major roadblock to the region's

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<sup>4</sup> GIZ-ComVoMujer and MESAGEN (2011), *La violencia contra las Mujeres en Latinoamérica, Femicidio/Feminicidio: Una Muerte Anunciada*, Lima.



development: It impoverishes women, their families and communities, and it generates high costs for the State on account of health and legal services, as well as of the increase in child mortality rates, and the decrease in GDP caused by the reduction of labour productivity and human capital

The absence of effective strategies to fight gender-based violence shows the little political will existing among States to honour their legal and political commitments both domestically and internationally, as well as the charters, treaties and conventions to which they are signatories (such as the Convention of Belém do Pará or the Millennium Development Goals).

Much is at stake for women and for the region if we look at “the costs of gender-based violence for States”. The International Labour Organization (ILO) estimates that labour losses resulting from violence and stress account for 1% to 3.5% of GDP. In 2003, the Colombian Government spent over 184 trillion pesos to prevent, detect and offer services related to violence against women. In Peru, gender-based violence impacts the wages of affected women (between 1,150 and 1,500 soles/year).<sup>5</sup>

It is important to look into the specific circumstances of gender-based violence in the region in order to find relevant and effective solutions. A first step towards this goal is to understand the general concepts of (post) conflict, socioeconomic inequality, racism and patriarchy, which are the source of the specific manifestations of gender-based violence in Latin America and the Caribbean.

In a second stage, this conceptual framework, and the challenges met will be used as the basis for developing recommendations for an effective national approach to fighting gender-based violence in countries in the region. Finally, a national strategy against gender-based violence in Latin America and the Caribbean will be put forward which will need to focus on social-cultural changes and on the effective enforcement of legislation through a gender-focused participatory and intersectoral approach.

## *2. Social Rules giving rise to Gender-based Violence in Latin America and the Caribbean*

Although understated, gender-based violence rates in the region are alarming. Despite their global scope, the manifestations of and solutions to violence against women vary as a function of the specific situations prevailing in certain regions such as Latin America and the Caribbean.

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<sup>5</sup> GIZ-ComVoMujer and USMP (2011), Marco conceptual ¡Combatir la violencia contra las mujeres es también un asunto empresarial!, Lima.

i. *(Post) Conflict and the Culture of Violence*

We should first note that this problem takes place in a society that generally accepts violence. Various countries and sub-regions have suffered bloody internal conflicts in the past few decades, some of which still exist. In these conflict and post-conflict situations, violent experiences mostly relate to acts of violence in general, and to violence against women, in particular. In addition, centuries of colonization and post-colonialism have led to power being identified with force and violence. Many internal conflicts have already come to an end, but (organized) crime still remains, and peace has not necessarily been translated into improved living conditions for most people in the region. Much to the contrary, there are high levels of discrimination, unemployment, poverty and inequality.

ii. *The Many Faces of Discrimination and Exclusion*

Latin America and the Caribbean stand out in most international studies as<sup>6</sup> the region with the greatest socioeconomic inequality in the world, with a general trend towards a correlation between the highest violent crime rates and inequality levels.

Racial exclusion only adds to exclusion on socioeconomic grounds. These two elements go hand in hand, and they reinforce each other. Racism is an integral component of the history of this region. The declaration that all people are equal before the law did not translate into the abolition of discrimination against Afro-descendants and indigenous peoples. Racism has continued to prevail among the elites in power for ideological reasons, but also on account of economic and political power. Under the disguise of the myth of racial equality and the alleged equality before policies and before the law, exclusion and discrimination against Afro-descendant and indigenous peoples have become invisible, have far from disappeared. To this date, ethnicity is a key factor in the class structure in the region.

Often times, discrimination and exclusion lead to significant frustration among their victims; to rejection of their origin and their identity among youngsters, and to a feeling of impotence. Weak institutions in the relatively new democracies lack comprehensive, long-term laws that serve the common weal, promote citizen security or reduce racial and socioeconomic inequality.

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6 Ferranti *et al.* (2003), *Inequality in Latin America and the Caribbean: Breaking with History?* World Bank, Washington D.C.

### *iii. The Patriarchal System*

The three conflict areas mentioned above – (post) conflict, inequality and discrimination – reinforce each other within the framework of a patriarchal paradigm based on the supremacy and control of men over women. In this regard, the Fourth World Conference on Women held in Beijing in 1995 defined gender violence as “a representation of historically unequal power relations between men and women, which have led to domination over and discrimination against women by men and to the prevention of women’s full advancement.”

Patriarchy may be traced back to Greek and Roman law, where the pater familiae exercised absolute legal and economic power over members of his family. Today, patriarchy refers to male domination institutionalized through cultural, political and social life.

Gender-based violence is a reflection of social rules that derive from this combination of social/political concepts inherent to our societies. This explains the high rates and specific manifestations of violence against women in the region.

### *3. A Participatory Intersectoral Strategy to Fight Gender-based Violence against Women*

With a specific, ratified instrument to prevent, punish and eradicate violence against women (the Convention of Belém do Pará), Latin America and the Caribbean is indeed the region with the most advanced legal framework in the world as far as gender-based violence is concerned, and all countries have laws in place that punish domestic or family violence.

Despite the above, the wording of national legislations, their inadequate enforcement or other reasons result in their failure to adequately respond to gender-based violence, as evidenced by the reality faced by women, the high rates of violence and the impunity with which these acts are committed.

Presented below are a series of recommendations to improve the prevention of and attention to gender-based violence in Latin America and the Caribbean.

#### *i. Comprehensive and Participatory Processes for the Drafting of Legislation*

Parliaments are the key players in the development of a national strategy to fight gender-based violence since, in the protection and realization of human rights, they play a triple role of passing legislation, approving budgets and exercising surveillance of Government actions. In this regard, men and women parliamentarians need to clearly define the objectives of these laws, namely preventing gender-based violence for women at large, and ensuring proper enforcement of the law in the

enquiry, prosecution and punishment of perpetrators in the course of proceedings that do not allow the re-victimization of women.

In furtherance of these objectives, it is essential to involve all stakeholders that will be affected by and/or will enforce the legislation.

The Maria da Penha Law in Brazil has been drafted by an intersectoral working group formed by women organizations and representatives from various ministries under the leadership of the Special Secretariat of Policies for Women. The proposal was submitted for discussion in public hearings all over the country before the bill was actually brought to Congress. This law constitutes a major conceptual development, as it incorporates the gender perspective by enlarging the definition of gender violence and including women in same-gender groups.

- *The Stakeholders*

The stakeholders identified as having an interest in the passage of legislation against gender-based violence are the individuals and institutions working in the judiciary and in the penitentiary system, including health care staff, all social organizations and women networks who take care of victims, State-run institutions (especially national schemes for the advancement of women), members of the education system, men and women who are community leaders and media representatives, as well as national statistics offices and, needless to say, victims themselves.

Involving non-governmental organizations working in this area is equally important.

Violence as a representation of power imbalance is mostly targeted at vulnerable people. Indigenous and Afro-descendant women are at the centre of the different forms of discrimination on account of race, gender and socioeconomic level. Laws and policies are required to fight gender-based violence, of which many highly vulnerable women fall victims, in order to ensure the rights of all women. National legislations consider women as a homogeneous group, unfortunately, and laws and policies fail to acknowledge the specific situations faced by certain groups of women, especially those who are poor, who live in rural areas, who constitute a minority group, and those who suffer from disability and are subject to or the victims of discrimination, distance, illiteracy and lack of access to justice, among others problems.

No legislation against gender-based violence that focuses only on a privileged sector of the population may be effective, however. It is therefore very important to allow women, indigenous peoples, Afro-descendants, human rights and other organizations to partake in the legislative process so that they may represent the interests of their members, exercise a constructive and critical surveillance role and, first and foremost, contribute their knowledge of the reality facing women, sometimes ignored by political elites.

In fact, one of the key success factors for the Inter-American Commission of Women is the inclusion of civil society in the conduct of its activities.

- *Participatory Processes – Advantages and Procedures*

Having a participatory process is not only a fundamental principle of governance; it also ensures the necessary conditions are in place for legislation to be comprehensive, suitable and successfully enforced.

- It is first necessary to be familiar with the demands and realities of all women, so that responses may be equally appropriate.
- Secondly, it is important that legislation be based on clear evidence on the extent, prevalence and incidence of all forms of violence against women, their root causes, and their consequences.
- Thirdly, it is necessary to identify women, as well as all those responsible for implementing the law, so that it is duly and effectively enforced and applied.
- Lastly, budgets need be allocated so that legislation may be effectively implemented.

Citizen participation and consultation must take place at various levels, such as the development of a baseline through intersectoral working groups or a women expert committee that take part in the drafting of the law. It is also important to exchange best practices with other countries, especially within the same region.

The Maria da Penha Law in Brazil is one of the several good examples of participatory and intersectoral processes to draft legislation against gender-based violence.

- ii. *Guiding Principles for the Drafting of Effective Legislation Protecting Women against Gender-based Violence*

Any legislation on gender-based violence should focus on discrimination and human rights violations. It is therefore not a matter of States granting

women certain privileges, but of responding to their duty to exercise due diligence in the protection of and respect for the fundamental rights of women.

With a view to preventing crimes against women, laws and policies should ensure gender-based violence is understood as a civil responsibility that admits no exceptions and that calls, above all, for a change in social standards.

- *Towards Change in Social-cultural Patterns*

The idea is to overcome gender roles and to leave behind the acceptance of violence in general as a tool for gaining access to or retaining power. A two-pronged prevention strategy is required so that perpetrators will not feel legitimated in their actions, and so that these will not simply be faced with ignorance or silence: Gender violence must be penalized strictly as a criminal act, and there must be awareness-raising and training programmes addressed at the general population in schools, companies and the media, as well as other mechanisms to perform a social-cultural change in society at large. Concurrently, it is necessary to take actions to empower women and to promote public and private security.

The private sector may support this process within the framework of corporate social responsibility by offering training and care to its female employees and by engaging in awareness-raising campaigns. By doing so, they respond to the negative impacts of gender-based violence on the productivity of their male and female employees.

A study conducted in Australia showed that, on average, companies afford 40% of the costs caused by violence, whereas the perpetrator only bears 15% of such cost.<sup>7</sup> Additionally, companies are an important space for social interaction and exert a significant influence on the lives of their employees, both men and women.

Clearly, this social-cultural change is not possible if laws maintain the status quo. Numerous laws and policies in the region unfortunately continue reinforcing social rules and traditional concepts because they lack a gender perspective. By way of example, many pieces of legislation focus on domestic or family violence, while failing to acknowledge other forms of gender-based violence taking place outside the home. As a result, there is the misconception that violence affects all family members alike; additionally, women welfare is conditioned to the existence of a family behind them.

Domestic violence is frequently punished as a tort and not as a criminal offence, or else it is resolved through conciliation, a method which is acknowledged as unviable in the area of gender-based violence. Many laws are still discriminatory and sexist: It suffices to say that they define rape as a “crime against decency/morality”, with no reference being made to the woman's integrity. One significant step forward that men and women parliamentarians should take is to revisit and amend existing laws.

- *Focusing on Implementation to make Violence-free Life a Reality*

It is essential to avoid re-victimizing victims when looking into cases of gender-based violence. The effective implementation of national laws and plans must therefore be an integral part of this strategy.

The Organization of American States has for several years now expressed its regret for the fact that our legal institutions stand out for their high level of inefficiency and impunity, which are both a result of the lack of regulations, training, protocols and other resources. Added to this is the discrimination against victims and their families on account of race and gender. The above is further reinforced by the fact that women, especially those in a vulnerable position, are unaware of their rights.

It is therefore essential to train the institutions responsible for enforcing laws, ranging from police stations, shelters and health care professionals to community justice authorities, courts and prosecutors' offices.

The implementation of laws and policies in all institutions involved in looking after the victims of gender-based violence at all government levels should be coordinated and have a gender approach, with special attention being paid to poor and rural areas. The idea in these institutions is to overcome traditional chauvinist conceptions, stereotypes and myths so that women may trust the system that looks after them and report the crimes committed against them. It is therefore necessary to have support mechanisms in place for the men and women who report these crimes, such as care centres and legal counsel. This also implies the adoption of urgent and preventative measures for women who are immediately at risk.

Lastly, it is necessary to continuously monitor and assess law enforcement and the figures on gender-based violence and to amend rules as a function of the new knowledge and developments in the field of women's human rights.

- *Women in Latin America and the Caribbean: Resources for a Better Future*

These measures certainly demand the allocation of adequate resources for the institutions involved. Any man or woman parliamentarian will nevertheless consider these resources have been well invested if they compare them to the annual cost of preventing, detecting and responding to gender-based violence and assisting its victims, and to the ensuing corporate losses. Summing up, the question lies in investing in the region's development and in the respect for the fundamental rights of women in Latin America and the Caribbean.



## ii. Highlights from the rapporteurs

**Lucía Alba, *Dominican Republic:***

I welcome this meeting, which seeks to eradicate violence against women. ... An analysis of Ms. Christine Brendel's intervention shows that the issue of violence involves a significant commitment by men and women Parliamentarians from the Americas that is not limited to the legislative arena. We need to transcend that field to encourage commitment at all levels, because democracy, equality, development, and peace are not exclusive to just one group.

**Susan Truppe, *Canada:***

Taken together, the five Security Council Resolutions – on women, peace and security – that deal with the impact of conflict on girls and women, state that the participation of women and the inclusion of a gender-based perspective at all stages of peace operations are an integral part of the maintenance or development of sustainable peace. Canada's *Plan of Action on Women, Peace and Security*, launched in 2010, provides guidance on how to implement Security Council resolutions in the fields of policy, doctrine, programming, conduct and training in peace operations, fragile States, and conflict-affected areas.

**Michael Peyrefitte, *Belize:***

Only one of all 31 Belizean Parliamentarians is a woman. We wonder why women do not support other women. We have several women candidates from throughout the country. The ratio in our population is four women to every man, yet we have only one woman Parliamentarian.

Belize has an agenda and has taken specific actions on this issue: We were the first to have an official government policy in this regard. Additionally, we were the only country invited to participate in the UN experts' group to discuss action plans to fight violence against women, in September 2010. The United Nations Organization has acknowledged Belize as one of the leading nations in terms of development and implementation of policies dealing with violence against women.

**Gina Godoy, Ecuador:**

Executive Order No. 620, enacted in Ecuador in 2007, declared as state policy the eradication of gender-based violence against children, adolescents and women. To implement the policy, the *National Plan for the Eradication of Gender-based Violence* was drafted that same year.

### iii. Participants' Comments

Christine Brendel started her presentation with a motivating question – **“Why should gender-based violence be the focal point of this event?”** This raised several answers from Parliamentarians:

**Jennifer Simons, Suriname:**

To begin with, it is a destabilizing factor in society, since there is significant violence between men and women. Secondly, our Parliament has passed laws and taken initiatives on this issue. If Parliamentarians understand how to prevent it, they can take initiative to amend laws and regulations, so as to contribute to solving the problem. I believe this is an area where we learn by doing.

**María Luisa Storani, Argentina:**

This subject has become commonplace at meetings like these, and one to which no solution has yet been found despite the time and effort devoted to it by feminist groups, women movements and women politicians involved in the struggle against gender-based violence.

In my country, significant progress has been made at a legislative level: We have a law on gender-based violence that is completely aligned with the Convention of Belém Do Pará, which puts forward that violence against women has to do with asymmetrical power relations that arise within couples. This is what the law says, but what happens in reality? This legislation became effective in 2009, but we have no public policy in this regard. I always say I am proud of Argentina in terms of legislation; we are a first world country in that regard. However, direct actions take much longer. ...

**Nancy Castillo, *Colombia:***

The domestic conflict in Colombia is affecting women, not only because of violence within the family, but also because many women, including girls, are made to join illegal armed groups existing at the margins of the law. ...

**Claudio Perdomo, *Honduras:***

I would like to raise two points on the importance of discussing these issues at such an important meeting. Firstly, let me say that we are witnessing a crisis in the representation system in Latin America, which allows us to evaluate the authenticity and functionality of the representation system, and of the involvement of women in politics and in political processes, which is fundamental. Secondly, as the world changes, it is important to recognize a new form of power which is arising: "lateral power", which differs from the traditionally vertical, hierarchical structure, and has an important presence in national and international agendas when addressing this type of challenge.

**Iris Montenegro, *Nicaragua:***

I bring you greetings from my country, Nicaragua. We particularly wish to salute the initiative of ParlAmericas in focusing on this issue, as violence against women is a scourge affecting human beings at different stages of life. It is important that Parliaments address this problem. Nicaragua, which is also suffering and facing this blight, is nevertheless taking actions in an attempt to find a comprehensive solution. ...

**Céline Hervieux-Payette, *Canada:***

In Canada, women's assailants are generally truck drivers, doctors and policemen. Violence prevails especially in poor families. Nevertheless, we mustn't think that only women in lower social levels suffer from violence; as I have just noted, it also affects women living in palaces. Moreover, we should not forget the rehabilitation of assailants. There may be many laws and condemnation of the assailant, but in the end, the man who exercises violence against and batters a woman is not rehabilitated.

**Ana María Solórzano, *Peru*:**

We must implement public policies in our regions to put an end to gender-based violence, establish strategies to protect the rights of women, and create mechanisms to protect its victims. Data banks and statistics on cases of gender-based violence and all forms of femicide need to be developed. Moreover, I believe that we must promote an international inter-governmental network to face the problems of gender-based violence, women trafficking and femicide in our regions.

## 6.2 PANEL 2

### *“Femicide”*

**Expert:** Pável Uranga



**Moderator:** Andrea Molina, Chile

#### **Regional Rapporteurs:**

- Adriana González, Mexico
- Delia Karina Rivera, Guatemala
- Ana María Solórzano, Peru
- Lyndira Oudit, Trinidad and Tobago

North America  
Central America  
South America  
Caribbean



*Lindayra Oudiz, Ana María Solórzano, Andrea Molina,  
Adriana González, Pável Uranga, Karina Rivera*



*Cinco de Salto, Vladimir Vargas*



*Pável Uranga, Karina Rivera*



*Iris Montenegro*



*Adriana Muñoz, Christine Brendel*

*Working Group sessions during the Annual Gathering of the Group of Women  
Parliamentarians (2012)*



## Systemic Sexual Violence against Women

*Two Convergent Phenomena:*

### Femicide, Forced Disappearance and Women Trafficking for Sexual Exploitation<sup>8</sup>

*Mexico, Honduras and Ecuador*

*Pável Uranga<sup>9</sup>*

#### *Summary*

Femicide has not yet been accepted as a subject for analysis, let alone as a crime. As a result, the convergent phenomena that take place and translate into systemic sexual violence against women remain hidden.

Sexual slavery or women trafficking networks take hundreds of thousands of women from all of our countries in the continent –most of them expelled by armed conflict, social exclusion and the feminization of poverty. In this process, women disappear; they are taken prisoners of social exploitation as if they were mere goods; they are turned into commodities of no human value, with many of them being murdered along the way. The business of women trafficking for sexual exploitation purposes is worth millions, which are in turn used to attempt to and actually undermine our institutions.

The perpetrators of these crimes exert an economic, political and regulatory influence on the Government policies intended to regulate them (through corruption, avoidance, negligence, failure to act upon and ignorance of this phenomenon), which in turn acts as a boost for their actions and contributes

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8 This article was submitted by the expert Pável Uranga and includes the presentation given at the Annual Gathering of the Group of Women Parliamentarians (2012.)

9 Mexican anthropologist specialized in Medical and Forensic Anthropology and Social Psychology. He has worked with civil society organizations engaged in advocating for women's lives and security. Co-founder and rapporteur of the *Observatorio Ciudadano del Femicidio* (Mexico City Femicide Observatory) and the *Observatorio Ciudadano Nacional del Femicidio* (National City Femicide Observatory – OCNF, as per its Spanish acronym) in Mexico for five years.

During his work with the Observatory, he proved the Mexican government's simulated fight against femicide, which resulted in the European Parliament imposing penalties and in the OCNF being named Consultant to the Parliament. He also cooperated with the *Fiscalía Especial contra la Violencia hacia las Mujeres* (Special Prosecutor's Office against Violence towards Women) by investigating the many ramifications of femicide and women trafficking (2005/07).

He coauthored "shadow reports" on femicide for CEDAW Mexico (2003/07) and Honduras (2008/09). In 2007 he cooperated with the National Assembly of Ecuador as an expert in the fight against femicide. In 2011 he conducted a field research in the northern border of Ecuador (the border with Colombia) on women trafficking for sexual exploitation purposes.

to them remaining unpunished, in addition to making violence against women a natural, socially accepted fact of life.

Given the very nature of victims –poor, migrant, peasant, indigenous, black, marginalized women- no legal, academic or government structure exists that is fully dedicated to studying the crimes that hover over them, not to mention the absence of preventative or early warning systems to alert about violence against women before it actually occurs (and, even where these systems exist, they are enforced following political criteria rather than the goal of protecting human rights).

The convergence of transnational crimes that trigger other criminal tendencies such as femicide, women trafficking and forced disappearance or sexual slavery, all of them forms of socially permissible and acceptable violence against women (which account for 52% of the population in our countries), should force us to rethink the legal and statistical, cultural and academic education systems existing in our national States.



## Introduction

In our continent, femicide has not yet been accepted as a subject for analysis in the study of crime, the legal academia and the culture of our police forces, let alone as a crime warranting the search for and prosecution of perpetrators.<sup>10</sup> Following the patriarchal logics underlying Positive Law, all forms of femicide are considered “homicide”.<sup>11</sup> All the converging phenomena that develop around systemic sexual violence against women, and often times the impunity with which perpetrators act, as well as the naturalization and perpetuation of this practice throughout time in our nations, become less visible as a result.

Femicide is understood as a political, cultural and social phenomenon that threatens the lives of women, expressed as a sexual violence continuum characterized by acts of violence, motifs, and the imbalance of power between both genders at a social, political and economic level. Femicide is directly proportionate to the structural changes in society and it is a direct result of the degree of tolerance for them, the violence with which they are committed, as well as of the policies and factors that take women's lives away before the indulgent eyes of the State and of other institutions.<sup>12 13</sup>

In Spanish, the terms *feminicidio* and *femicidio* (femicide)<sup>14</sup> have both been indistinctly used by the various Latin American feminist movements to describe the same phenomenon, which involves the immutability of the State before these crimes and its inability to guarantee the lives of women, to abide by and enforce the law, to seek justice and to prevent and eradicate the violence originating it. This is a fissure in the Rule of Law that favours impunity, so that femicide constitutes a State crime.<sup>15</sup>

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10 Notwithstanding some local regulations that include femicide/femicide as a crime, the men and women responsible for administering justice and the legal academia have failed to understand the phenomenon and to therefore rethink the construct of this crime.

11 In accordance to legal textbooks and opinions, homicide means the act of a human being in taking away the life of another human being.

12 Monárrez, Julia, “Feminicidio sexual sistémico: víctimas y familiares, Ciudad Juárez, 1993-2004”, *Universidad Autónoma Metropolitana Unidad Xochimilco, División de Ciencias Sociales y Humanidades, Doctorado en Ciencias Sociales* (Xochimilco Unit, Humanities and Social Sciences Division, PhD in Social Sciences), September 2005, pp. 91-92

13 It is important to note that not all forms of violence resulting in the death of a woman may be considered femicide, because in those cases where the gender of the victim is irrelevant for the man perpetrating the killing, it is considered a case of non-femicide murder.

14 *Femicidio* in Spanish derives from the English term “femicide” (which, based on its etymological meaning, would be equivalent to “homicide”), first used by Diane Russell.

15 Lagarde y de los Ríos, Marcela (2006). “Introducción”, in Diana E. Russell and Roberta A. Harmes (Eds.) “Feminicidio: una perspectiva global”. *Centro de Investigaciones Interdisciplinarias en Ciencias y Humanidades* (Centre for Interdisciplinary Research into Science and Humanities) of the *Universidad Nacional Autónoma de México*, and *Comisión Especial para Conocer y dar Seguimiento a las investigaciones Relacionadas con los Feminicidios en la República Mexicana y a la Procuración de Justicia Vinculada* de la Cámara de Diputados (Special Committee for the Disclosure and Follow-up

## Convergent Factors in Systemic Sexual Violence against Women

In 2005 we established a relationship with the research started back in 2003 on systemic sexual femicide in Ciudad Juárez, Mexico. Together with the US FBI, the Equipo Argentino de Antropología Forense (Argentine Forensic Anthropology Team) (EAAF), the Fiscalía Especial contra la Violencia hacia la Mujer (Federal) (Prosecutor's Office against Violence towards Women) and the Observatorio Ciudadano Nacional del Femicidio (OCNF), we identified that certain forms of femicide have two phenomena in common: 1. The disappearance of women,<sup>16</sup> and 2. women trafficking for sexual exploitation and organ trade purposes, which converge and supplement each other.<sup>17</sup> The research, which concluded in 2007, resulted in the development of several indicators.

The experience with subsequent research into cases of femicide in Honduras which were documented and submitted to the CEDAW in 2009, and now in Ecuador (with the 2011 investigation on the issue of women trafficking for sexual exploitation purposes) shows the same convergent phenomena.

1. Operational forms of systemic sexual femicide and other forms of femicide. Dr. Julia Monárrez classifies femicide into three major categories which were used in Honduras and Mexico:
2. Intimate Femicide: It means the fraudulent taking of a woman's life by a man with whom the victim had a close relationship (cohabitation, courtship, friendship, comradeship or residence, labour, occasional, circumstantial or similar relation).<sup>18</sup>
3. Systemic Sexual Femicide: It is the encoded murder of young girls and women for their condition as such, whose bodies have been

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of Research into Femicide in the Mexican Republic and the Search for Justice) of the House of Representatives. Mexico City.

16 The National Commission on Human Rights spoke of "over four thousand women victims of disappearance"; the OCNF documented a total of 2840 women reported missing in Ciudad Juárez, for whom no criminal investigation had been initiated.

17 A woman trafficking network was identified which covers Ciudad Juárez, Rosarito, Mazatlán, Puerto Vallarta, Acapulco, Mexico City, Puebla, Veracruz, Villahermosa, Mérida and Cancún. This network kidnaps women to send them to the USA to trade their organs, and to South-East Asia and the Middle East for sexual exploitation. The network has been neither investigated nor dismantled.

18 Dr. Monárrez subdivides this form of femicide into a) Intimate Family Femicide: The fraudulent taking of a woman's life by his spouse or any direct or indirect ancestor or descendent until the fourth degree by blood, sister, concubine, adoptive daughter or mother, or any person having a sentimental or emotional relationship with her, with the criminal being aware of such relationship; b) Infant Femicide: The fraudulent taking of a girl child's life (when the girl is under age or is not of a sound mind), whether a directly descending daughter or indirect relative up to the fourth degree by blood, sister, adoptive daughter, or person having a sentimental or care-taking relationship with her, with the criminal being aware of such relationship of trust, power or responsibility over the child resulting from the role played as an adult.

tortured, raped, murdered and dumped into transgressive spaces (including forced prostitution in the case of women trafficking), committed by men who turn to sexism and misogyny to cruelly draw gender barriers by imposing State Terrorism “with the support of hegemonic groups, which reinforces patriarchal dominance and forces the families of the victims and all women to live in a constant, intense state of insecurity resulting from the continued and unlimited impunity and complicity with these crimes by failing to punish the guilty parties and bring justice to the victims”.<sup>19</sup>

4. Femicide Related to Stigmatized Professions: Women are murdered because they are women. However, some women are also killed because of their profession or the work that they perform. These are dancers, waitresses or sexual workers. They suffer violence because they are women, but their socially marginalized work makes them even more vulnerable. “These women are considered a deviation of the female norm; they are “bad” women who occupy the forbidden realms” (Russo, 2001). (Both forms of “femicide” are present in women trafficking and they have been documented as a cause for the disappearance of women).
5. Forced disappearance of women to be made part of women trafficking networks either for the purpose of sexual exploitation and/or for organ trade. It should be noted that this phenomenon is highly “invisible”, since in most of our countries the “disappearance” or “vanishing” of people is not considered a crime, so there are no statistics or criminal investigations nor reliable records available to allow its analysis, let alone its link to women trafficking and femicide. Such linkage has been documented in Ciudad Juárez [however].

The investigation conducted in Ecuador in 2011 showed the existence of an indeterminate number of women who had been reported missing in Colombia and who are part of the women trafficking networks in Ecuador that retain them for sexual exploitation purposes. Here, once again, we lack statistical information or recognition of these interweaving phenomena. Transnational human trafficking networks that interact with sexual exploitation networks to reach the USA were identified in Honduras, with hundreds of women disappearing along the way.

Women trafficking for sexual exploitation purposes, i.e., the true sexual slavery, which should not be understood within the reference

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<sup>19</sup> Monárrez, Julia E., (2000). “La cultura del Feminicidio en Ciudad Juárez, 1993-1999”. *Frontera Norte*, No. 23, vol. 12, January-June, pp. 87-117.

framework of a “single” isolated crime. When speaking of women trafficking under the specific umbrella of sexual exploitation for the purpose of subduing them and making a profit, we face a phenomenon among those who engage in it that encourages criminal tendencies and lead to a spiral of exponential, interrelated crimes (each aggravating the previous one) committed as part of the criminal construct and which, given their diversity and multiplicity, are sometimes hard to accurately define. (In Ecuador there were instances of femicide in girl and women auctions, and also when their “useful life” comes to an end). This phenomenon hardly ever comes to light in Mexico, Honduras and Ecuador, where it becomes part of “legal” prostitution.

At the end of the series of criminal activities, all three phenomena serve the same end: To subdue the victims, forcing them to generate revenue under a form of slavery that only benefits the “owner” of the “property”, by subjugating those whose freedom and human rights are violated. This colonization of women bodies<sup>20</sup> results from the historical construct of patriarchy, and it exists because the means are there.<sup>21</sup>

## Institutional Infringement

These phenomena do converge, and this is possible because this convergence is based on the third most profitable business of our era:<sup>22</sup> Slavery for the purpose of sexual exploitation. Institutional corruption is required for this “business” to work as an operational criminal organization. A significant portion of the capital in the hands of these “companies” is therefore allocated to breaking the institutional order in our countries. Because they have not been trained for that, institutions will hardly be able to resist the inflow of millions of dollars offered throughout the continent to “turn a blind eye” to the “business”, to “let sleeping dogs lie,” to “brush it off” or to have civil servants join in the “business”.<sup>23</sup> This corruption results in the absence of statistics,

20 Violence against women exists because of the patriarchal culture which has prevailed for over 500 years, and because of socially accepted behavior patterns. This means there is permissive culture that subdues women to violence, humiliation and slavery literally because it has “permission” to do so.

21 In “*Discipline and Punish*,” Michel Foucault says: “...the body becomes a useful force only if it is both a productive body and a subjected body”, p. 25

22 According to UNODC, and as confirmed by our own research, the three most profitable “businesses” are: 1. Drug trafficking; 2. trafficking in weapons; and 3. women trafficking for the purpose of sexual exploitation. According to own data, only in the northern border of Ecuador (3 provinces) this business accounts for at least USD 260 million per year (UNODC indicates this might be only one third of the true profit from the “business”). UNODC indicates these businesses are intertwined.

23 The presence of government officials in the “business” at all levels of power, at all levels of government, from those in charge of minor administrative work to those holding high executive positions, including national security officers, has been documented in all three countries (Mexico, Honduras and Ecuador).

investigations or documented cases. This lack of action causes deficient budgetary allocations, manipulation or forgery of information submitted to international agencies, and a social misconception of these issues. At the end of the day, all policies and factors that allow women to be victimized and annulled are tolerated by the State and by other institutions to a varying degree.<sup>24</sup>

### What to do next?

A political understanding of the issue of systemic violence against women<sup>25</sup> should bring gender violence against women to the status of a matter of public concern for society at large, especially considering that it becomes a public health issue as well<sup>26</sup>

Moreover, it constitutes a call upon national States: to put an end to the impunity with which these crimes are committed; to promote cultural changes by developing programs and policies intended to transform gender relations so as to secure women's right to integrity and to a dignified life, minimal and primary obligations that the State should ensure for its members.

- To renew academic legal education systems;
- To rethink the investigation, legislative and court prosecution systems so that they will not re-victimize women.
- To develop a continental refuge system for victims.
- To redesign statistical construct systems.
- To unionize prostitution to render it a legal activity, while declaring the illegality of all forms of exploitation, marketing and promotion of sex tourism in our countries.
- To train our States in a culture of civil servant education and institutional protection against these crimes.

These are all real, tangible, medium-term solutions with a low social cost, so that the idea of democracy, civilization and progress will never again take on the face of hurt faces of women victims, their stories,

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<sup>24</sup> J. Radford and D. Russell, 1992

<sup>25</sup> Symbolic sexual violence towards women and children (both boys and girls) -including that exerted by husbands, parents and lovers, as well as by strangers- is not the exclusive domain of "monsters" or an unexplainable evil deed: much to the contrary, sexual domination and abuse are an everyday expression of sexuality as a form of power that breaches human rights at both a public and private level, and which consists of the set of misogynic behaviors with the associated social impunity of perpetrators.

<sup>26</sup> Society shall at some point in time be forced to face the issue of the trauma caused to women, which entails not only an economic cost but also a social cost. Additionally, the marked lack of health regulations may lead to serious epidemic processes.

personalities and identities, which become annulled in our memories and throughout time by the post-traumatic stress disorder and the wrong methods of documentary research and analysis.

## ii. Highlights from the rapporteurs

**Lyndira Oudit, *Trinidad and Tobago:***

Any definition of femicide has omissions and inconsistencies, with severe implications for the drafting of legislation and the creation and provision of social services. Until some time ago, femicide was considered synonymous to homicide. The murder (and even the exploitation) of a woman is a far more serious and deep-rooted illness in any society, however. Any manifestation against and solution of femicide should be reported in order to understand what lies at the core of this behaviour.

**Delia Karina Rivera, *Guatemala:***

In Guatemala, *Executive Order No. 22-2008*, which instituted the *Law on Femicide and Other Forms of Violence against Women*, was implemented 4 years ago. Today, our country has legislation supporting all women. The law has raised significant opposition and negative comments, and it has even been said to be unconstitutional and to generate inequality. Fortunately, these objections have not prospered, and it has been noted that the very purpose of the law is to correct the inequalities women have suffered at a historical, cultural, social, economic, political and family level.

The law protects the life, security and dignity of women victims, as women, within the framework of unequal power relations existing between men and women. Femicide, violence against women, economic violence, are all considered crimes. The law provides for the prevention, punishment and eradication of violence within the family and affords protection to its victims.

**Adriana González, *Mexico:***

Let me quote here the definition included in the *“Regional Report: Situation and Analysis of Femicide in the Central American Region”*, issued by the Inter-American Institute of Human Rights, and the one coined by Diana Russell in the '90s, who said it was “the killing of females by males because they are female”. Another definition of femicide is the one that speaks of ongoing anti-feminine terror that includes abuse in a wide variety of forms which ultimately results in death.

The situation in Ciudad Juárez is the tip of the iceberg. You have surely heard about the brutal killing of women in this border city. These events triggered most of the national and international outrage, as well as awareness of the need to fight the most serious form of violence against women.

This phenomenon became visible in the mid-90's, and it was only with the democratic transition that the investigation of femicide became common practice in my country and it was fully included in the public policy agenda at all government levels.

**Ana María Solórzano, *Peru:***

I realize that, though we all come from different regions, to greater or lesser degree violence against women is a common problem of our populations. ... Six South American countries have been ranked among the top 25 nations in terms of the level of violence against women; this is alarming. Guyana has been ranked No. 6; Colombia and Bolivia are in the 10th and 11th place, respectively; Venezuela ranks No. 15; Brazil is in the 20th place; and Ecuador has been ranked No. 23. Guyana, Colombia and Bolivia have a rate of over six cases of femicide every 100,000 women. The rate of crimes involving women is also high in Venezuela, Brazil and Ecuador, while 60% of murdered women in Colombia and Brazil were shot.

### iii. Participants' Comments

**Wladimir Vargas, *Ecuador:***

Events like these give us the opportunity to hear data, figures and information. Panelists have given us a picture of the harsh reality we live in. They also allow us to learn about developments in other countries. We need to capitalize on these experiences and apply them in each of our nations, tailoring them to our own situation. I hope this social blight will come to an end in future, because we are sons to our mothers, brothers of our sisters, husbands of our wives, fathers of our daughters, all of us hoping they will never suffer from any form of violence, however small.

**Andrea Molina, *Chile:***

In addition to drafting legislation to protect women, education is also a key component, and this applies to men and women alike. There are many places where men still believe they have the right to batter their wives, their partners, their children. This is a social behaviour that needs be uprooted. Efforts in this area therefore become essential; we need to make men realize we are not their competition. We make our contribution from womanhood. We do not seek to take space away from them but, rather, to build a better country, a better world, a more humane society.



**Gina Godoy, Ecuador:**

Pável Uranga told us that 70% of the women who are victims of women trafficking at the border are Colombian; it is a crime committed within Ecuador, against Colombian women. We need to therefore find an opportunity for dialogue. This information comes from research, but we may not remain indifferent to the girls, adolescents and women who are not only at risk, but who may also lose their lives. I request that we make sure to find the time before the end of this Gathering to identify which paths could be explored in order to identify potential solutions to this problem, which will be a difficult task, and to take a first step towards preventing and avoiding more deaths.

**Linda Machuca, Ecuador:**

How are statistics prepared? This is a fundamental aspect to be considered in our conclusions, as much of the data available on femicide and women trafficking come from the media (often times from the yellow press), and not from reliable sources. We will unfortunately continue resorting to these sources until a method is developed to gather statistical data. ... As far as Ecuador is concerned, we are today discussing a bill on Statistics, the purpose of which is to ensure information will be shared among different institutions, and on this basis, to develop and allocate the budget to determine which are the areas most in need. I thought I would share this initiative because we might find it useful.

**Graciela Cáceres, Uruguay:**

Apparently, the bloodier the news, the more TV channels sell. I am not committing any offence by saying so – I have already said this to the media in my country. Any violent act against a woman is broadcast eight, ten, up to fifteen times. I find this to be an apology of violence against women. Violence or rape cases where the victims are women are repeatedly broadcast.

**Lucía Alba, Dominican Republic:**

Generally speaking, the murder of women by their former partners ranks as the No. 1 crime in Dominican Republic. The number of women murdered in the period 2010-2011 reached a staggering 230 victims, that is to say, the number increased compared to 2010, when there were 210 cases.

## 6.3 PANEL 3

### *"How national budgets are adjusted to the needs of security issues"*

**Expert:** Lorena Vinuesa



**Moderator:** Carolina Goic, Chile

#### **Regional Rapporteurs:**

- Céline Hervieux-Payette, Canada
- María Jeannette Ruiz, Costa Rica
- Jennifer Simons, Suriname
- Frederick Stephenson, Saint Vincent and the Grenadines

North America  
Central America  
South America  
Caribbean

## Adjusting National Budgets to Citizen Security Needs<sup>27</sup>

Considerations regarding Citizen Security Policies and Budget Allocation in the Region

*Lorena Vinueza*<sup>28</sup>

### *Summary*

The allocated budgets clearly state the citizen security policy. It may be noted that the region invests more in controlling and combating violence and crime than in rehabilitating and preventing the structural factors that generate violence.

Case studies in Peru, Chile, and Ecuador show that the budgets allocated to security consider, at best, Police, Justice, and Rehabilitation costs. None of these studies consider investments in primary structural factors (population at large) or secondary structural factors (social groups at risk of committing crimes). This may be due to the difficulties in State intersectoral planning owing to the size of each sector.

A common factor in Latin American and Caribbean (LAC) countries is the high levels of inequality in income distribution; a large part of the population lives in chronic poverty. In this context, we need to visualize inequality as an act of violence of the economic system against most of the population, thus leading to all the effects of violence; death, illness,

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<sup>27</sup> This article was submitted by the expert Pável Uranga and includes the presentation given at the Annual Gathering of the Group of Women Parliamentarians (2012.)

<sup>28</sup> PhD in Clinical Psychology, specializing in Systemic Family Therapy. Mediator. International Diploma in the design of public policies to face crime in democracy. Masters Degree in governance and political management. Specialization in issues regarding violence, citizen security, and road safety, with a focus on management, planning, public policies, construction of indicators, gender, and alternative economy. Experience in drafting and assessing social projects, participatory budgets, prevention of domestic and gender violence and child abuse, human talent management, neuro-linguistic programming

Metropolitan Director of Citizen Security of the Municipality of Quito. Board Member of the IRSA Association, the Netherlands, on behalf of the Latin American Region. Executive Director of Road and Citizen Safety IRSA ECUADOR, autonomous branch. Consultant focused on the development of diagnostics, national and local security plans, victimization surveys, crime observatories. Advisor to the Ministries of the Interior and Security Coordination.

psychological trauma, development disorders, deprivation, etc. We need to approach violence and crime as manifestations of a historical context involving unequal political, cultural, social, and economic interactions.

Except for Cuba, insecurity and violence have increased in the LAC Region since the 1980s, concurrently with the main structural adjustments brought about by neoliberal economic policies that dismantled the State and its actual capacity to intervene. This economic policy proposal failed, as evidenced by its consequences, namely greater inequality and rising insecurity in the Region. The population that is most affected by violence is that suffering from exclusion. In the case of Ecuador, a study on homicide in 2008 demonstrates that 75.8% of murder victims had low educational levels. The incidence of homicide in higher educational levels is very low.

Citizen security policies should regard violence as a complex phenomenon the origins of which may be attributed to manifold psychological, biological, economic, social, and cultural factors, and which warrants a multidimensional approach. One of the most serious problems related to the high violent crime rates in the region is the tendency toward the securitization of politics and the politization of security, in addition to the citizens' willingness to accept tough policies that violate rights and freedoms, and the lack of comprehensive citizen security policies.

Policies should seek to provide solutions in the medium and long run to structural issues ranging from a development model that may reduce the levels of inequality (one of the causes of insecurity) to transforming violent socio-cultural patterns, education, health, employment, support to population at risk, strengthening of social capital. However difficult these goals may be to implement in practice, it is essential to attain them. Other aspects to be considered include the rise of international organized crime and gender inequality in social and economic policies. In sum, no improvement will occur while a large part of the population remains excluded; witness to this is the steady growth in violence and crime in the region for the last twenty years.

*1. National budgets to tackle citizen security in the Latin American and Caribbean (LAC) region: they neither wholly reflect the issue nor equitably serve the institutional system in charge of managing it.*

"Budgets are defined according to power relations that are eventually expressed in public policies. This means that their approval is obtained based on a correlation of forces between different players and on the

demands of the population. But it is also related to the institutional allocation of resources in accordance with socially-constructed priorities (political agenda), and to the prevailing institutional framework”.<sup>29</sup>

The allocated budgets clearly state the citizen security policy, and it may be noted that the region invests more in controlling and combating (both factors triggering crime), next in justice, and finally in rehabilitating and preventing the structural factors that generate violence. Ecuador’s case, with information on different years, attests to this situation.

Year	Allocated budgets over different years (Ecuador)	Amount in USD
2011	National Police <sup>30</sup>	981.596.062
2010	National Police	885.627.145
2010	Judicial System	301.521.220
2006	Judicial System <sup>31</sup>	132.375.800
2010	Social Rehabilitation <sup>32</sup>	44.555.467
2005	Social Rehabilitation <sup>33</sup>	2.848.044
2010	Modernization of National Police and Citizen Security <sup>34</sup>	103.102.339
2010 y 2011	Gender violence prevention and care of the youth at risk <sup>35</sup>	5.621.628

An overall analysis of the *Citizen Security Program for the Management of Development Results* (2010) of the Ministry of the Interior, which manages the Government resources allocated to security, shows that 2.83%<sup>36</sup> of the total is assigned to gender violence prevention and care, while [only] 0.05% corresponds to the care of the youth at risk.

## The issue of intersectoral planning for citizen security

Case studies in Peru and Chile show that the budgets allocated to security consider, at best, Police, Justice, and Rehabilitation costs. None of these studies consider investments in primary structural factors (population at large) or secondary structural factors (social groups at risk of committing crimes). This may be due to the difficulties in state intersectoral planning owing to the size of each sector.

29 CARRIÓN, F. and DAMMERT M., Compiladores. “Economía Política de la Seguridad Ciudadana” FLACSO-Quito, 2009.

30 [www.policiaecuador.gob.ec](http://www.policiaecuador.gob.ec).

31 Judicial Statistics in Latin America: [http://estadistica.tsjdf.gob.mx/portal/docs/Anuario2011/capitulo\\_6.pdf](http://estadistica.tsjdf.gob.mx/portal/docs/Anuario2011/capitulo_6.pdf).

32 General Government Budget (2010): <http://bi.finanzas.gob.ec/ibmcognos/cgi-bin/cognos.cgi>.

33 [http://lib.ohchr.org/HRBodies/UPR/Documents/Session1/EC/CEDHU\\_ECU\\_UPR\\_S1\\_2008anx\\_SISTEMA%20PENITENCIARIO%20ECUATORIANO.pdf](http://lib.ohchr.org/HRBodies/UPR/Documents/Session1/EC/CEDHU_ECU_UPR_S1_2008anx_SISTEMA%20PENITENCIARIO%20ECUATORIANO.pdf).

34 It does not include the budget allocated to the National Police.

35 This value is assigned in the *Programa de Seguridad Ciudadana por Gestión para resultados de desarrollo* del Ministerio del Interior (2010 /11). It does not include the budget allocated for the management of the National Gender Board or the Police Department Offices for Women and Families.

36 2.83% corresponds to USD 5,512,628

## *2. A wealth-oriented economic model that generates violence and citizen insecurity in the LAC region*

Violence shatters lives and imposes a high economic cost on society. According to results of the seventh report of the World Health Organization (WHO), some countries assign more than 4% of their GDP to treat violence-related injuries.

A common factor in LAC countries is the significant inequality in income distribution: A large part of the population lives in chronic poverty. Global inequality is estimated at 0.63%, with "the income of the richest 20% in the world being 28.7% times higher than the income of the poorest 20%."<sup>37</sup>

In this context, we need to see inequality as an act of violence carried out by the economic system against most of the population, thus leading to all the effects of violence: death, illness, psychological trauma, development disorders, and deprivation. We need to approach violence and crime as manifestations of a historical context (unequal political, cultural, social, and economic interactions).

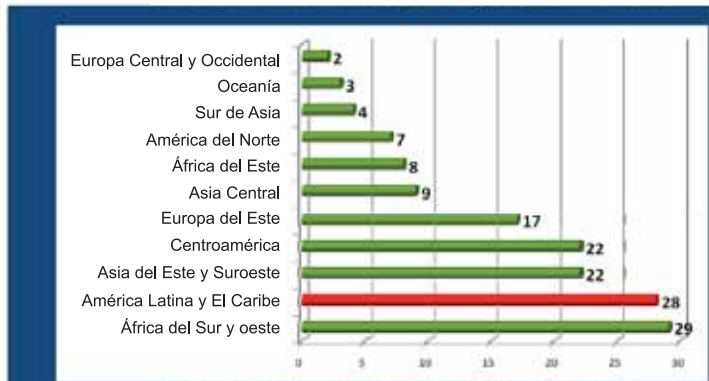
Except for Cuba, insecurity and violence have increased in the LAC Region since the 1980s, concurrently with the main structural adjustments brought about by neoliberal economic policies that dismantled the State and its actual capacity to intervene. This economic policy proposal failed, as evidenced by its consequences, namely greater inequality and rising insecurity in the Region.

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37 <http://www.uv.es/asepuma/XIV/comunica/51.pdf>

## THE PROBLEM AND ITS SYMPTOMS

### Homicide Rates per Regions in the World

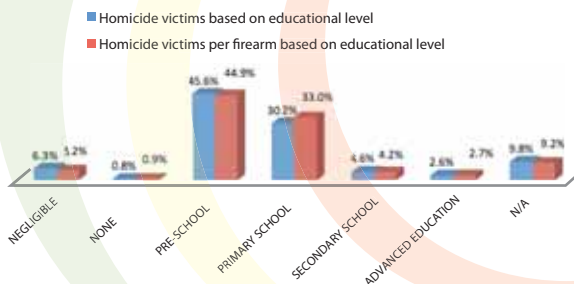


Latin America and the Caribbean is the second most violent region in the world and ranks first in homicidios comunes (murder of the first degree)

Source: Ciudad Nuestra, Peru, 2010

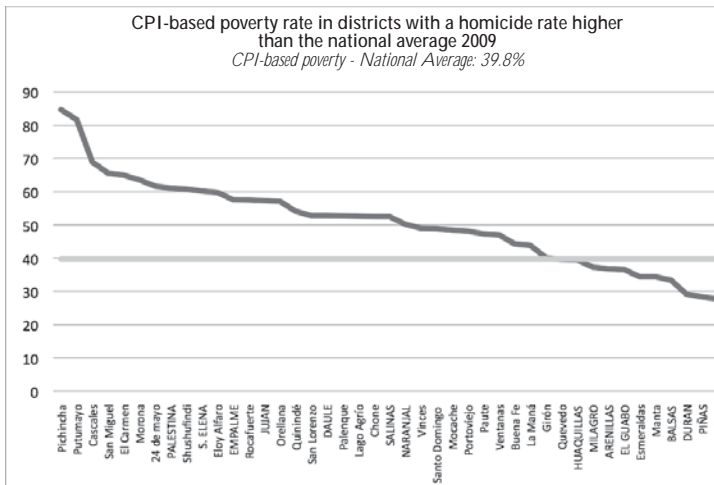
Crime and violence are related to an increase in inequality, to a growing limitation in social opportunities, and to an insufficient control by government institutions; corruption, police incapacity, impunity associated with inefficiency, limited legislation in force, non-existent (or inadequate) prevention public policy, deficiency of the penitentiary system (does not offer interns the possibility of rehabilitation/reinsertion), all of which imposes high economic, social, and political costs; erosion of social capital (violence undermines trust and cooperation among individuals and society groups), transmission of violence through generations, reduced quality of life, and a menace to the democratic system itself (San Juan, Ana María. 2010).

### Homicide Rate Based on Educational Level 2008



As shown in the next graph, the population most affected by violence is that suffering from exclusion. In the case of Ecuador, a study on homicide in 2008 demonstrates that 75.8% of murder victims had low educational

levels (only pre-school and primary education). The incidence of homicide in higher educational levels is very low.



Another indicator in this study on the relationship between exclusion and homicidal violence is the correlation found between homicide rates and the poorest districts in the country. Nearly 70% of the districts with a homicide rate higher than the national average have a CPI-based poverty rate above such average. Finally, the study reveals that 55.6% of the districts with a homicide rate over the national average are above the national extreme poverty line average.

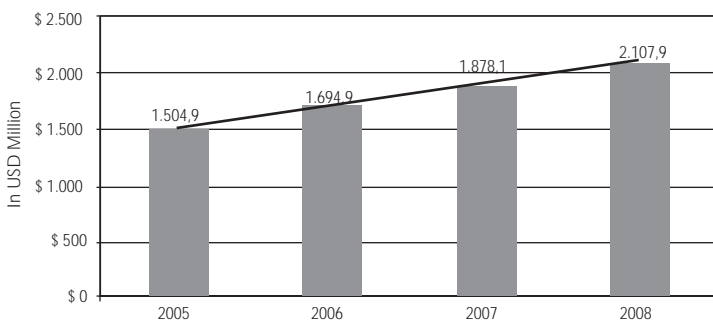
### *3. Budget and Citizen Security in some Countries in the Region: The cases of Chile and Peru*

#### **Chile**

Between 1997 and 2006, the Central Government increased investment in Order and Security by 161.7% (from 727 million in 1997 to 1898 in 2007). The national GDP fluctuated between 1.1% and 1.3%,<sup>38</sup> which resulted in a decrease in victimization [43.0% (2003), 38.3% (2005), and 34.8% (2007)].



## Overall Budget for Public Expenditure on Citizen Security



Source: Personal compilation based on DIPRES (2008)

### Peru

"Peru is going through an extraordinary economic growth period that started in 2002. The annual growth rate of the Peruvian economy in the last 6 years has been on the order of 5%. In 2007, the GDP increased by 8.3%, the highest in the last 12 years. [...] it can be asserted that this economic bonanza, which only benefits the most privileged sectors, has not succeeded in reducing either social conflict or inequality, or the perception of insecurity..."<sup>39</sup>

The study analyzes the behaviour of reports filed at the National Police on crimes, offences, and murders (1999/2006), and the budget of the Ministry of the Interior to prevent and combat crime and investigate and report the crimes, offences, and murders committed in the country. The data for the research were obtained from the Financial Administration System of the Ministry of Economy; although the information is reliable, the organization of budget items is untidy and citizen security activities appear in a confused manner, which hampers efficient analysis.

The economic boom started in 2002, and minor offences (street robbery, theft of motor vehicles and accessories, micro trade and drug consumption, gang activity, pimping, domestic violence or sexual abuse) increased between 1999 and 2006 from 147,975 to 232,504. They occur at a steady frequency and affect all layers of society (Yépez Dávalos. 2004).

## Total budget versus budget for the interior

Year	Total National Budget	Budget for the Interior	% of Total Budget
1999	9.451.865.893,49	710.565.333,14	7,5%
2000	9.755.244.425,50	795.468.043,27	8,2%
2001	10.203.356.472,57	837.360.487,71	8,2%
2002	10.393.710.831,71	753.485.849,43	7,2%
2003	12.828.820.260,81	823.037.081,56	6,4%
2004	12.937.063.710,26	866.356.809,38	6,7%
2005	15.011.295.513,07	972.510.585,11	6,5%
2006	15.506.789.539,94	1.013.769.211,59	6,5%
2007	19.879.672.790,97	1.223.592.172,58	6,2%

*Source: SIAF, Ministry of Economy and Finance of Peru (MEF)<sup>40</sup>*

"From 2000 to 2004 reports of murders almost tripled, going from 5,900 to 15,168. Now and for the first time, a citizen security policy has been implemented known as National Citizen Security System, which has provided more police surveillance and patrolling, thus reducing the possibilities of committing street crimes in 2005/06. [...] as the economy has improved, reports of serious offences and murders have seemingly decreased in recent years. On the other hand, minor offences have increased in the same period, which challenges the efficient implementation of the citizen security policy at all state levels."<sup>41</sup>

#### *4. Considerations regarding citizen security policies and budget allocation in the region*

"Violence is a complex, multidimensional phenomenon rooted in numerous psychological, biological, economic, social, and cultural factors. The phenomena occurring concurrently with violent behaviour always go across the boundaries between the individual, the family, the community, and society. It is useful to categorize violence for its analysis and for designing and implementing policies aimed at preventing and controlling one or a combination of different forms of violence."<sup>42</sup>

According to research, violence generated an aggregate cost equivalent to 14.2% of the regional GDP, and the losses of human capital caused by

<sup>40</sup> Prepared by Alejandra Muñoz González (based on the Opening Institutional Budget) in "Economía Política de la Seguridad Ciudadana" by Fernando Carrión & Manuel Dammert, Compilers, 2009.

<sup>41</sup> CARRIÓN, F. & DAMMERT, M., Compilers "Economía Política de la Seguridad Ciudadana", 2009.

<sup>42</sup> M. Buvinic, A. Morrison & M.B. Orlando. Violencia, crimen y desarrollo social en América Latina y el Caribe, 2007. Page 319.

murder were nearly 2%.<sup>43</sup> Related health costs (% of GDP) in Central and South American countries totalled: 1.9% in Brazil, 4.3% in Colombia, 4.3% in El Salvador, 1.3% in Mexico, 1.5% in Peru, and 0.3% in Venezuela.<sup>44</sup>

Security policies in most countries are oriented toward the strengthening of capacities of security agencies, with attempts to reform and modernize the police (which have generally remained incomplete or with questionable or unsatisfactory results), to improve the collection and classification of criminal records, to develop national prevention strategies and plans (which have been very limited, non-intersectoral, and with insufficient budget allocation), to strengthen the judicial systems (still very limited), to execute municipal development and prevention plans (with few resources assigned), to focus on domestic violence (with insufficient budget allocation and results that are difficult to assess due to non-existent baselines to help policy evaluation), and to organize citizen participation (few results and little clarity in the role of citizens regarding security).

The goals attained are mixed and limited in most cases, given the existing violence figures. In today's scenario, in addition to the doubts concerning "success" cases, it is evident that drug consumption, as reported by all UN agencies, has increased in almost all the countries in the region (San Juan, Ana María. 2010).

This lack of wholeness in security policies is due to structural factors (lack of social policies, difficult intersectoral coordination typical of the governments in the region). Owing to citizen pressure to have prompt and visible results, interventions are more context-dependent, political and non-technical, more repression-oriented (vote-catching and more visible) than geared to prevention (which requires structural interventions in the medium and long run as a development model that may reduce the levels of inequality), interventions to transform violent socio-cultural patterns, education, health, employment, support to population at risk, or to strengthen the social capital, which in practice are hard to implement.

Another key element to be considered in policies is the rise of international organized crime that permeates politics, governments, or government institutions, which due to their institutional weakness become easy preys. An example of this situation is found in the drug cartels in Mexico and Colombia.

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43 Cfr. Londoño, Juan Luis; Guerrero, Rodrigo, *Violencia en América Latina, Epidemiología y Costos*, Working Paper R-375, Research Network, Inter-American Development Bank (IDB), 1999

44 Cfr. World Health Organization: <http://www.who.int/mediacentre/news/releases/2004/pr40/es/index.html>.

Gender inequality in social and economic policies is another factor affecting violence, as domestic violence is predominantly against women. According to the PAHO “World Report on Violence”, “one of the most common forms of violence against women is that performed by a husband or intimate male partner”. The fact that women often have ties of affection with the man that abuses them and depend economically on him has great influence on the dynamics of abuse. In 48 population-based surveys from around the world, between 10% and 69% of women reported being physically assaulted by an intimate male partner at some point in their lives. The percentage of women who had been assaulted by a partner in the previous 12 months varied from 3% to 52% depending on the country.

3% or less of women from	27% of women who occasionally had a partner in	38% of married women in	52% of married women in
Australia Canada E.E.UU	León-Nicaragua	Republic of Korea	Palestine, West Bank and Gaza Strip

The Gender Inequality Index (GII) of the UNDP “Human Development Report” (2010), estimated for 138 countries, shows that gender inequality still causes high human losses in our region.<sup>45</sup> Additionally, there are other factors involved in citizen insecurity that should be taken into account when establishing policies<sup>46</sup>:

- Environmental and urban factors
- Social and economic factors; low schooling, unemployment, overcrowding, unsatisfied basic and consumption needs, possession of arms, social fabric deterioration, consumer behaviours that create unattainable lifestyles
- Political and institutional factors
- Historical factors
- Cultural factors; prevalence of a patriarchal culture with colonial traits at all levels
- Individual factors (inherent to the person; gender, age, biological and physiological characteristics, family environment). The criminal career starts within the family at an early age.<sup>47</sup>

45 UNDP. Human Development Report 2010. The GII indicates shortfalls in reproductive health, empowerment, and labor market participation: [http://hdr.undp.org/en/media/HDR\\_2010\\_EN\\_Chapter5\\_reprint.pdf](http://hdr.undp.org/en/media/HDR_2010_EN_Chapter5_reprint.pdf).

46 Classification based on the presentation by Lara Blanco, San José, UNDP, 2004.

47 LOEBER, 1998. *Caminos a la delincuencia*, In *Elementos para una Criminología Local*. 2003. Page 291.

- Domestic-family factors (household size and density, records of domestic violence, insufficient child control and surveillance, ineffective parenting, school dropout and unemployment, low socioeconomic level). Alcohol and drugs are identified as instigators or ‘facilitators’ of this phenomenon.<sup>48</sup>
  - School factors.
5. *Success experiences in reducing violence and crime in some countries in the world*
- “Misión Bogotá” Program (Bogota, Mayor Antanas Mokus): for population at risk (i.e., persons coming out of social rehabilitation centers, prostituted women). They were trained as Citizen Guides to work with the Municipality in citizen education. The program had excellent results and very low recidivism rates among these Guides.
  - “Corazones Azules” (Ecuador) and “Estrellas Negras” (Bogota) Campaigns: road accidents decrease.
  - Quito: decrease in homicides.
  - Comprehensive Care Centers for abused women.
  - United States: implementation of family prevention strategies (home visits). Early prevention of antisocial behaviour in children and youth, resulting from abuse, neglect, and inadequate parenting. The program sends trained nurses and other agents to teach pregnant women or mothers with children between 0 and 2 years old different skills to raise their children and how to deal with depression, anger, impulsiveness, and drug consumption. [The studies conducted showed a reduction of 79% in child abuse and neglect among poor mothers (Olds et al., 1997) ... teens whose mothers had received home visits had 60% less probability of escaping; 55% less probability of being arrested, and 80% less probability of committing crimes than those teens whose mothers had no visits (Olds et al., 1998)].

Lessons complemented with weekly visits by preschool teachers are another good strategy to reduce violence among young children (similar to the home visits). Also, this approach makes parents and children aware of violence prevention; the work conducted by school staff continues at home so that the continuity of the process is somewhat ensured. It has been noted that providing services of this kind to children under 5 reduces arrests at least until the age of 15 (Lally et al., 1988) and 19 (Berrueta-Clement et al.,

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48 World Bank, *Guía didáctica para Municipios: Prevención de la delincuencia y la violencia a nivel comunitario en las ciudades de América Latina*. 2003. Page 8.

1985). Furthermore, family therapy and parent training on preadolescent delinquents and teens at risk help reduce aggression and hyperactivity, which are both risk factors for delinquency.<sup>49</sup>

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<sup>49</sup> World Bank, *Guía didáctica para Municipios: Prevención de la delincuencia y la violencia a nivel comunitario en las ciudades de América Latina*. 2003. Page 72.

## ii. Highlights from the rapporteurs

### **María Jeannette Ruiz, *Costa Rica*:**

Costa Rica has no army, so resource allocation differs from that in other Latin American countries ... this will be the focus of my comments. The problem of citizen insecurity is linked to development, whereas the State's efficiency and ability to intervene are proportional to the tax revenue. The tax burden is generally low in our countries when compared to that in Nordic or more developed nations. We may conclude that the lower the tax burden, the worse the citizen insecurity problems, and vice versa. This is exactly what expert Vinueza was pointing at. Public investment in job and education opportunities is a tool that contributes to fighting insecurity.

What is the intent? Do we want to avoid being killed? Or do we want murderers to be imprisoned? ... In many countries, the tough-on-crime policy has proven to be of no use in reducing crime rates (the investment is mainly focused on crime repression). We need a sound labour and economic policy and an adequate tax collection system that will raise revenues that are later to be invested in social policies.

### **Jennifer Simons, *Suriname*:**

As far as Caribbean countries are concerned, we need to be realistic and aware of our limited financial and human resources. Our budgets need be revised in certain areas, and we need to redouble our efforts to improve security in general, and the security of women in particular, by enhancing prevention and punishing the perpetrators of violence.

Statistical data gathering and research should be funded from the national budget. Regional institutions should also be created to gather reliable information to be used for consultation.

**Céline Hervieux-Payette, *Canada:***

I wonder... Where does power lie? If economic power influences political power, then it becomes readily apparent that it will be women who will ensure they have equal wages and equal job opportunities once they have their place in civil society. They will ensure this is the case within companies. But for women to access senior positions, they need to be part of Boards of Directors and hold other executive offices.

This is my crusade in Canada. I have taken the examples of Norway and France, and of the European Union in general. They have a requirement (which I have included in proposed legislation) for businesses to have a 40% female representation on their boards. The importance of this measure lies in improving the low representation percentages in businesses. As I have argued, increasing female participation in civil society will help us build more equitable and fairer societies for men and women.

**Frederick Stephenson, *Saint Vincent and the Grenadines:***

All human beings are borne free and equal in terms of their human dignity, but women and children (both boys and girls), are the victims of exploitation every single day. Despite existing international labour regulations and a UN protocol against trafficking in persons, vulnerable, poor populations are exploited by criminals, caught up in debt, in violence, and in an adverse circle that pushes them into a situation where they are morally at risk.

### iii. Participants' Comments

**Graciela Cáceres, *Uruguay:***

We also need to work within our Parliaments to dramatically increase the education budget. We need to start teaching non-violence to our children as of early childhood, otherwise this scourge will be with us forever. ... We need to engage in an education effort; we need to re-educate them by teaching them ethical values.



**Alejandra Sepúlveda, *Chile*:**

It is essential to legislate in a participatory way, and to involve the Executive and the Legislative branches in order to approve budgets that are consistent with the intended goals. Furthermore, public policies should be subject to effective and ongoing oversight and assessment.



*Joan Purcell, Karina Rivera*



*Lorena Vinuesa*



*Leif-Erik Aune, Celine Hervieux-Payette*



*Maria Luisa Storani*



*Rocio del Carmen Valarezo*

*Working Group sessions during the Annual Gathering of the Group of Women  
Parliamentarians (2012)*

## The rapporteurs



*Lyndira Oudit*



*Adriana González*



*Ana María Solórzano*



*Delia Karina Rivera*



*Gina Godoy*



*Lucía Alba*

## The rapporteurs



*Céline Hervieu-Payette*



*Frederick Stephenson*



*Jennifer Simons*



*María Jeannette Ruiz*



*Michael Peyrefitte*



*Susan Truppe*

## VII. SUMMARY OF PANEL 4

### *“Political participation of women in Chile”*

Panel Participants (in the order in which they took the floor):

- Pamela Villalobos, Economic Commission for Latin America and the Caribbean (ECLAC)
- Cristina Bitar, civil society representative
- Carolina Schmidt, the Chilean Agency for Women`s Affairs (SERNAM)
- **Moderator:** Linda Machuca, President of the Group of Women Parliamentarians



*Cristina Bitar, Carolina Schmidt*



*Linda Machuca, Pamela Villalobos*



## 7.1 PAMELA VILLALOBOS (ECLAC) - PRESENTATION SUMMARY

### *Challenges to the Empowerment of Women: a regional perspective*



Pamela Villalobos<sup>50</sup>

Ms. Villalobos started by focusing on the tool currently used by the Gender Affairs Division at ECLAC, the Gender Equality Observatory for Latin America and the Caribbean, from which she quoted some of the data shared in her presentation.

The Observatory's objectives include:

- Contributing to an assessment of the situation in the region; tracking gender-related public policies and providing technical support and training for National Statistical Institutes (NSI) and Machineries for the Advancement of Women (MAW), and other sector-related institutions in countries requesting statistics.

It is not limited to gathering information. It also offers technical cooperation to governments in the region.

Ms. Villalobos then presented the concept of Autonomy for Women, as it goes hand in hand with the issues discussed by the Group of Women Parliamentarians over the last two days.

- **Physical autonomy** is the ability to freely decide about one's sexual life, reproductive rights, and the right to a violence-free life.

In this regard, she underscored that 531 women died at the hands of their intimate partners or former partners during 2010. These data on 13 countries in Latin America and the Caribbean are a clear reflection of violence against women. In Chile, there were a total of 49 femicide cases in 2010. A lot remains to be done, both in this country and throughout the region. A

<sup>50</sup> Lawyer, MA in International Relations (King's College, London University), Master's Degree in International Law (Lund University, Sweden), MA in Government and Politics (FLACSO). Vast expertise in public administration, gender, security and international relations. Counselor on gender issues to the Minister of National Defense in Chile, and Director for International Relations with SERNAM. She is currently Social Affairs Officer with the Gender Affairs Division of ECLAC (Economic Commission for Latin America and the Caribbean).

first step, however, should be passing legislation and recording all cases. The *Registro de Femicidio del Ministerio Público del Perú* (Peruvian Femicide Registry) is an example of best practices in this regard. Through the Crime Observatory, this registry has been analyzing the characteristics of men and women murders in the country since September 2008. All data on femicide offered by the Prosecutor's Office have been gathered by prosecutors at a national level.<sup>51</sup> The speaker put special emphasis on the Chilean case, where femicide was characterized as a crime in 2010, upon the passage of Law No. 20480, thereby increasing the level of protection afforded to potential victims. This law defines femicide as "the murder of a woman who is or has been the spouse or partner of the person committing the crime. The perpetrator shall be subject to the punishment applied to those found guilty of parricide, which ranges between imprisonment for the maximum period allowed by law to a life sentence. This means the perpetrator may be sentenced to a minimum of fifteen years or life imprisonment, with no right to probation or early release from prison."

- **Decision-making autonomy** refers to women's involvement in decision-making at various levels of Government, as well as in measures designed to promote women's full and equal participation.

In this regard, Ms. Villabobos noted that, throughout history, this region has had a total of 12 women Presidents, 7 of whom have been elected in the past five years. The election of women to the presidency by popular vote, which started in 2005, has been a turning point in politics in this region. The frequency and simultaneity of their access to the highest investiture must be understood as a historic accomplishment after many years of feminist struggle, of resisting dictatorships, of participating in peace processes, and of approving quota laws for our Parliaments.

Ms. Villalobos also noted that this is the backdrop against which events should be analyzed. The latest elections have translated into women no longer being a virtual minority; they have become a true opportunity to exercise power. She underscored two aspects:

- Equal representation in government cabinets is still in its early stages. Nicaragua, Grenada and Costa Rica had the largest female representation in 2010 (56, 55 and 45 per cent, respectively). The situation was completely different in El Salvador, Uruguay and Mexico, where female representation did not exceed 15%. Generally speaking, the proportion of women holding cabinet offices has not been constant throughout presidential terms, or once they came to an end.

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<sup>51</sup> This procedure was regulated by Instruction No. 002-2009-MP-FN approved by Prosecutor's Office Resolution No. 216-2009-MP-FN.



- Though equal female representation has not been achieved in Chilean Ministerial Cabinets so far (the percentage of women in Government reached 46.7% during the Bachelet administration (2006-2010)), it is 7 percentage points above the regional average (20%) in terms of women holding offices in the Executive Branch.

As far as the Legislative Branch is concerned, Ms. Villalobos noted that female representation in Parliament in the region (Latin America and the Caribbean) is 22%, the same as in Europe (including Nordic countries), where women also account for 22% of seats.

The equal representation measures implemented in electoral systems in 12 Latin American countries range between a minimum of 20% (Paraguay) and a maximum of 50% (Costa Rica, Ecuador, Bolivia and Venezuela). These laws relate mainly to the provisions ensuring the nomination or registration of a minimum number of women on the slates of individual parties or coalitions. Compliance with the quota is established by measuring the gap between the percentage of registered women and the percentage set as the legal quota.

Regarding the Judiciary, Ms. Villalobos added that the majority of justices are men. Female participation in the judiciary shows that, on average, one fifth of supreme court justices in the region are women, with seven countries having a representation of less than 15%, while another 13 have a level of female representation ranging between 15% and 30%.

Though above the Latin American average, Chile is still far from attaining the equal representation threshold. Caribbean countries are the exception to the rule, since many of them have exceeded the quota with 60% of offices being held by women. Colombia is also a case in point: despite the quota law for administrative positions which also applies to the Executive Branch and provides that 30% of executive decision-making positions should be held by women (Law no. 581 of the year 2000), only 17% of the judges were women.

On average, 22.2% of women participate in local legislatures in Latin America. Among the countries which have information on this indicator, female representation in local legislatures does not exceed 15% in five of them; in another twelve, the level of participation ranges between 15% and 30%, and only two (Costa Rica and Trinidad and Tobago) have women holding in excess of 30% of the positions in local councils.

- **Economic autonomy** is the sense of women's capacity to generate income and personal financial resources, based on access to paid work under conditions of equality with men. This parameter takes account of time use, and of women's contribution to the economy.

The speaker noted that the sexual division of labour lies at the core of the wage inequality between men and women. According to this cultural

mandate, women must generally perform non-remunerated tasks (such as household chores and caring for the family), while men must prioritize remunerated jobs. However, the role of women in productive jobs is as old as our societies. Women farmers and traders, craftswomen, have prioritized their “mandatory” role in their households – which ennobles them – while participating in productive labour.

She also underscored that non-remunerated tasks are essential for the social and economic system to work, and asserted that, as evidenced by several studies, women devote longer hours to non-remunerated work, and a larger number of them have no income of their own. It is therefore necessary to develop public policies to free women's time, since this further strengthens their economic empowerment and contributes to economic development and to overcoming poverty.

### **Why should non-remunerated work be measured?**

Because it puts unequal distribution of non-remunerated work between men and women into the limelight. This is essential for explaining why women are not a part of the labour market or access economic resources under equal terms.

Because women's precarious situation in the labour market impacts productivity in the different countries, and this constitutes an inefficient use of the labour force, with the ensuing economic underdevelopment.

Because freeing women's time will facilitate their access to financial resources by joining the wage-earning force and developing production ventures. When women raise income, they improve their living conditions and contribute to getting their homes out of poverty.

Because a more equitable distribution of labour, both remunerated and non-remunerated, is an essential pillar for building more egalitarian societies.

Ms. Villalobos finished her speech by referring to the *Regional Conference on Women in Latin America and the Caribbean*”, which is held every three years, and informed participants that the next conference will take place in October 2013 in Dominican Republic, the theme being “*Women's empowerment, gender equality and information and communications technologies.*”

## 7.2 CRISTINA BITAR, CIVIL SOCIETY REPRESENTATIVE – PRESENTATION SUMMARY



*Cristina Bitar*<sup>52</sup>

*Gender and Political Representation:  
is inclusion enough?*

Ms. Bitar started her presentation with two questions frequently asked among civil society members: Is inclusion enough? What purpose does inclusion serve? She underscored that both questions may seem rhetorical, since the level of inclusion *per se* is very low.

One goes on to ask: Do we want more political inclusion or more political representation? Women's ability to lead companies, to preside over countries, to act in Parliament, is unquestionable. Why is it that women do not reach these positions, then? In this connection, Ms. Bitar presented the *Global Gender Gap*, a study conducted by the World Economic Forum (WEF) since 2006 to capture the magnitude and scope of gender-based disparities and track their progress. The Study, which covers 114 countries, benchmarks national gender gaps on economic, political, education- and health-based criteria.

The gap is far smaller in the fields of health and education (at a global level), and it is really very small in certain countries. Larger differences exist in the access to resources and opportunities, however, and these relate to inequalities in terms of wages (women are paid less than men for performing a similar job), working hours, etc. Low political empowerment of women is a clear, globalized phenomenon. In this regard, she posed the following question: Is equality just a matter of Human Rights?

According to the WEF, closing the gender gap is also a matter of efficiency. The most important determinant of a country's competitiveness, income

<sup>52</sup> Bs. in Economics (Darmouth College, USA), MBA (Tulane University and Universidad de Chile). Former Executive Director of Hill & Knowlton Captiva, a strategic communication consulting firm (1996-2008). Counselor to *Instituto Libertad y Desarrollo*, Founding Director of *Independientes en Red*, member of *Círculo de Marketing de Icare*, Director of *Comunidad Mujer* and member of the *Comisión Bicentenario*. Designated as Young Global Leader by the World Economic Forum (2008). Has held several government positions in Chile.

level and development is its human talent, so there is no explanation to why countries show little interest in the fact that half of their population is under-trained.

¿How does Chile rank in equality indices? Ms. Bitar noted that the country is No. 128 of 135 countries in terms of economic empowerment. It climbs to place No. 22 when measured by political empowerment, but this is only because it had a female president. In this regard, it is worth pointing out that four of the eighteen cabinet ministers are women. Interestingly, three of them rank amongst the top six in terms of positive image, with Carolina Schmidt, present at this Forum, enjoying the highest acceptance levels.

“Female political representation in Parliament has increased; we now have a larger number of senators and deputies. Their number has also increased in Latin America, but it is not enough. Politics – and businesses – are dominated by men; we women tend to join in the issues discussed by them and take their same approach. That is why it is important to have a large number of women in the economy and in politics, as well as in business.”

Ms. Bitar then wondered at the root causes of this limited participation: “Is it that women do not want to participate, or are they not allowed to?” The answer is that both tendencies prevent them from becoming involved in politics and thus becoming empowered. She also added that this mechanism is a structural component of political parties, and that the chauvinism present in the political world and how women perceive themselves in terms of their own opportunities of/interest in joining this world constitutes a vicious circle: they feel they lack significant experience in political offices; they are excluded from formal and informal networks; they are stuck to prejudice and stereotypes regarding their roles and skills; there is women's commitment to personal or family duties, as well as parties' failure to take on the responsibility of facilitating women's advancement, among others. She also noted that many women do not want to participate, or else feel they are not up to it. Their inexperience also works against them.

Later on Ms. Bitar wondered what happens when women come to power. The answer is that they permanently exceed performance standards, successfully lead others, develop a more masculine style men feel comfortable with, have recognized skills in certain areas, carry out difficult or highly visible tasks, and devote less time to being at home and with their families.

Quota laws have driven an increase in political participation by women in the region. Ms. Bitar underscored that the original idea underlying quota systems was attracting women to join political institutions, thus ensuring they would not be mere placeholder candidates. The purpose of quota systems is to secure at least a “critical minority” within a given political body.

It is important to note that quotas generate far more important effects than GDP, HDI, and other indices as a tool for gender-based inclusion.

She also emphasized that more women in Parliaments does not necessarily translate into more representation. Women entering politics is a significant contribution, but evidence shows that the quota system has failed to change the logics in discussing proposed legislation, or the force correlation within political parties. Along these lines, she underscored that the inclusion of women has not translated into a substantial improvement in the gender agenda.

Argentina<sup>53</sup>, a country which has increased female participation, but which has not changed the nature of the legislation, is a case in point: The gender agenda has not progressed. The number of proposed laws on gender issues has grown only proportionately. They have not increased substantially, and the probability of a bill on gender issues being passed in Congress has gradually been reduced.

Gender inclusion does not suffice, then. This is what Ms. Bitar noted earlier in her presentation. In this regard, she commented on a very interesting experience in India, where there are some local examples of a more significant presence of the gender agenda. Such is the case with *Gram Panchayats* (rural councils that have a significant say in setting the public project agenda at a local level): One of the three presidential positions in these councils has since 1993 been exclusively reserved for female candidates.

Ms. Bitar stated that, following a comparison of all 256 of them, data revealed that female presidents approve more investments in infrastructure, which in turn have a direct impact in responding to the needs of their own gender.<sup>54</sup> In this specific case, more representation has indeed translated into more commitment (i.e., the rate of participation of the female community is significantly higher in those councils where there are president offices reserved for women).

## Final Remarks

Ms. Bitar concluded her presentation by adding that women may be agents for change, but that numbers *do* count. The political style will not be modified unless women achieve a critical mass and participate in power centers, where decisions are made. Thus, some kind of law is required that will promote female participation. As far as Chile is concerned, a quota law would be more effective if the electoral system were changed first, as it has a negligible impact in binominal districts.

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53 Mala Hunt, 1991-2005

54 Duflo, 2004

What society needs is to move towards a cultural shift that will bring women aboard at all levels, with the assistance of men. Quota laws do help, but their effectiveness depends on the political system.

### 7.3 MINISTER CAROLINA SCHMIDT, *SERVICIO NACIONAL DE LA MUJER (SERNAM)* CHILEAN AGENCY FOR WOMEN'S AFFAIRS – PRESENTATION SUMMARY

Minister Schmidt started her intervention by presenting the situation of women in Chile today, and the changes that should take place in order to have a more equitable, developed and humane country.

She pointed out that the lives of girls and women have changed dramatically in the past twenty-five years. Today, the number of literate women is the highest ever.



*Carolina Schmidt*<sup>55</sup>

Women today account for 40% of the global labour force, but they still have little access to income, to productivity and to decision-making levels. She then shared a slide which showed that a woman with identical educational level earned 80 cents of every dollar earned by a man in Mexico; 62 cents in Germany; 90 cents in Malawi and 89 cents in Chile, among others on the list.

As regards violence within the family, she noted that the rate in Chile was 35.7% according to national statistics.

She also underscored that greater gender equality results in improved productivity and development, but that gender differences are not solved by economic development alone. "Corrective policies are required to deal with existing gender inequalities. We will not progress as a country unless specific public policies are implemented."

<sup>55</sup> Carolina Schmidt has a degree in Commercial Engineering from *Universidad Católica de Chile*, and a Marketing Diploma from New York University (NYU). Former CEO of *Revista Capital*, Counselor of *Comunidad Mujer*, and former President of the *Asociación Nacional de la Prensa* magazine. Former coordinator of the *Comunidad Mujer* working group that analyzed the work/family relationship in the *Voz de Mujer* programme and assessed child nursing options that may contribute to facilitating women's integration into the labour market and doing away with the sources of their discrimination. She has also been very supportive of entrepreneurship in Chile through her involvement in ENDEAVOR. Current Minister and Director of the Chilean Agency for Women Affairs for the period 2012-14.



Ms. Schmidt then referred to the *2012 World Development Report on Gender Equality and Development*, which focuses on four priority areas for policy going forward towards greater equality, which she would discuss over the course of her presentation:

1. Reducing gender disparities in human capital: **Female mortality and education.**
2. Reducing gender disparities in terms of improving access to economic opportunities for women: **Income and productivity**
3. Limiting the reproduction of gender inequality across generations: **Violence, teenage pregnancy and maternity**
4. Narrowing the gap in terms of decision-making power and ability to act: **Participation and leadership**

## 1. Human Capital

In this regard, she commented that the government of Sebastián Piñera sought to “have a fully developed country where men and women may enjoy equal rights and opportunities.” The objective is, therefore, to reduce gender differences in human capital. Here, she noted that **6 out of 10 graduates in Chile are women**.<sup>56</sup> They outnumber men, have better grades, and graduate one year earlier, on average. However, she pointed to a key issue: registration of women in non-traditional (though better remunerated) university careers is still very low, with the ensuing difficulty in becoming integrated into certain sectors.

She then spoke about **mortality rates in Chile**, and indicated that the maternal mortality rate is relatively low, with the main causes for death among women being malignant tumours and cardiovascular disease. Nevertheless, she clarified that four women die every day of breast cancer in Chile. These deaths could be avoided if the disease is detected in a timely manner, so the Government has launched an early detection and prevention campaign for breast cancer.

## 2. Access to Economic Opportunities

Ms. Schmidt said that Chile is not doing well in this regard. She indicated it ranks No. 128 in the list of 136 countries assessed by the World Economic Forum, and noted this is the result of women's low participation rate in the labour market. It was almost 10 percentage points below the rate for Latin America as of 2009, and there was a 20% difference with developed (OECD) countries. She added that this rate is not only low, but very unequal. She also stated that the participation rate of the most vulnerable women is only 23%.

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<sup>56</sup> There are more women in higher education today. 55.1% of the 123,515 graduates in 2010 were women.



With a view to encouraging women to join the labour market and the production sector, the Government has made several programmes available to them (such as *“Riqueza Mujer”*), which provide for the training of women in non-traditional areas and their integration in better paid jobs, as well as agreements on good labour practices. She also referred to different initiatives, including the transfer of funds to entrepreneur women, and the programme called *“Mujer Trabajadora Jefa de Hogar”*, which provides for labour qualification, digital education, dental care, training on their labour rights and responsibilities, etc. She then commented on another two programmes, namely *“Programa de 4 a 7”* and *“Mamá trabaja tranquila”*, targeted to children who are left unattended after school hours. One of the problems is that women interested in joining the labour market fear leaving their children at home on their own and subject to risks such as drug abuse or crime, therefore becoming discouraged. This programme includes over 6,000 children in 47 communities and benefits 44,000 working mothers.

Work is therefore being undertaken to promote leadership by women at work, and to do away with the barriers to the management of economic resources. She noted that three marriage options exist in Chile, with the conjugal union (*unión conyugal*) being the most popular, which does not allow for the management of women's resources (whether generated by themselves or inherited). This system has now been amended at the Family Affairs Commission, and is currently being reviewed by the Constitutional Affairs Commission.

This has resulted in the number of women joining the labour force climbing from 42% in 2009 to 47% in 2011.

### **3. Gender Inequality across Generations**

Chile has gone to great lengths to turn the elimination of violence against women into a State policy. There are today 94 women care centers, 24 shelters, and early warning programmes at the pre-school level. The Government has opened 15 centers for assailants. Here, the Minister mentioned a programme called *“Programa Chile Acoge”* which provides comprehensive care to eliminate violence against women.

Along these lines, she noted that the number of complaints has increased, and that femicide cases have dropped by 27% (from 55 cases reported in 2009 to 40 in 2011). Work is also being carried out to educate and rehabilitate assailants.

Figures on women and maternity are alarming. Out of a total of 252,000 live births, 40,000 correspond to teenage mothers. According to Ms. Schmidt, this is one of the main causes for children leaving school earlier, and for

being caught up in the poverty circle. Teenage pregnancy shatters adolescents' future life plans, and their chances of finding a job later on.

The programme called "*Programa postnatal de 6 meses*" is undoubtedly one to take pride in: it constitutes a historical improvement in terms of women's rights in the areas of motherhood and labour. "It has offered us women the possibility to harmonize work and family. This programme, which integrates men and also introduces labour flexibility during the early months (including premature babies, adoptive children, etc.) covers over 2.5 million women."

#### 4. Decision-making and the ability to act

Women's leadership and participation has increased, especially at a political level, but it is not sufficient. It is high at a local level, in neighbours' committees, municipalities, etc.

The reasons for their lack of involvement isn't because of their inability or lack of interest. It is difficult to reach elected positions (approximately 20%).

Why should women's participation in these positions be increased? Firstly, in order to legitimize democracy. Democracy does not only involve representing men and women citizens, but also allowing women to contribute their experience at decision-making levels. They are mothers, so they may contribute some insight that men lack. The man-woman duality should be everywhere.

A larger female presence changes the logic underlying public policy discussions. We must therefore encourage women to run for elective positions. Many obstacles need to be overcome in this regard, and we also need to do away with certain traditionally male structures within political parties, since it is them that support candidates. In this field, we have a programme called "*Programa 600 líderes políticas para Chile*" together with UNDP. This is a high-level political, strategic and media capacity building project to allow women to manage funding policies, develop campaigns, reinforce their knowledge on different situations at a local and government level, take a gender-based approach, etc. This programme is committed to training women candidates and civil society leaders whose parties and organizations may be willing to support them. Political parties have already committed their support.

What is President Piñera's legislative gender policy? It covers eight areas, two of which have already been turned into law, namely The Law on Femicide (*Ley de femicidio*) (2010) which supplements the Family Violence Law (*Ley de violencia intrafamiliar*) (2005); and the Law on Post-Natal Care (*Ley de Postnatal de 6 meses*). There is also the Civil Marriage Law Reform (*Reforma de la Sociedad Conyugal*) (which has already been approved by the Chamber of Deputies' Family Affairs Commission), the Law on Shared Tuition (*Ley de tuición compartida*) which is ready to be tabled at the Senate), the Law on Alimony

(*Ley de pension alimenticia*), and the Law on Female Participation in Politics (*Ley de participación política femenina*). The Day Nursery Law Reform (*Reforma de salas cuna*) and the Short-term Agenda on Violence within the Family (*Agenda corta de violencia intrafamiliar*) are also worth mentioning. Chilean Parliamentarians present at this Gathering have, irrespective of political affiliation, encouraged and contributed to the passage of these laws, which are ultimately intended to protect women, and to build a better country.

## 7.4 PARTICIPANTS' COMMENTS

**Denise Pascal, *Chile:***

Some necessary political reform needs be undertaken for women to enjoy equal rights in Chile. Examples include the Quota Law (*Ley de cuotas*), which requires political parties to have a given number of female candidates; the campaign funding reform, and a shift to a binominal election system (so that a larger number of women may run for election). We do have laws in place, but men will outnumber women in parliament and we will be at a disadvantage unless these political changes actually take place.

**Ricardo Panka, *Suriname:***

I suggest that one of the conclusions of this Gathering should be the condemnation of violence against women and women trafficking in ParlAmericas member States. We need to take action to firmly respond to this situation. I am of the opinion that we need to encourage the provision of technical advice to Parliamentarians willing to draft legislation for the protection of women. ... Lastly, let me say that this conference has been a true success, and I would like to salute ParlAmericas and commend it on the logistics. ... On behalf of the Suriname delegation, I hope the next Gathering of the Group of Women Parliamentarians will be held in my country.

**Lyndira Oudit, *Trinidad and Tobago:***

I very much liked the in-depth presentations. I believe we need new women parliamentarians to work hand-in-hand with those that are more seasoned in parliamentary work, so that we may undertake a more profound transformation.

**Adriana González, *Mexico:***

I would like to commend all panel members, the civil society, ECLAC and the Government representative. It has been a pleasure to be in a country which, like all others, faces huge challenges. Chile has given specific signs of progress in this regard, however. Its former President was Minister for Defense (an uncommon office for women) before winning the elections.

**María Luisa Storani, *Argentina:***

In Argentina we have plenty of female participation, but this does not translate into *representation*. As one speaker said, Argentina was the first to apply the quota system, which allows women to participate and gives them the right not to be removed from an office for which they have been elected.

It has been a true success, and the result of an effort undertaken by women from different political parties, feminist movements and civil society, and by a multi-sectoral/multi-party committee that was established for that specific purpose.

**Nancy Denise Castillo**, *Colombia*:

In Colombia, we have worked on a reform whereby political parties receive an additional 15% (and not only 30%) to allocate to women training. There is also a 5% incentive to those parties with the largest number of elected women. In my opinion, that has been a significant step forward for us.



*Nancy Castillo*



*Claudio Perdomo*



*Wladimir Vargas*



*Diana Pokie*



*Enfemia Sánchez, Susan Truppe*

*Working Group sessions during the Annual Gathering of the Group of Women Parliamentarians (2012)*

## VIII. CONCLUSIONS AND RECOMMENDATIONS

**WHEREAS**, the delegates representing all 4 regions of the Americas, namely North America, Central America, South America, and the Caribbean, met at the 2012 Gathering of the Group of Women Parliamentarians of the Americas held in Valparaíso, Chile, on May 9-10, 2012; and

**WHEREAS**, the purpose of the meeting was to discuss the issue of Citizen Security for Women, which comprises the phenomenon of femicide, the trafficking in women and girls, and the global crisis of women's human rights; and

**WHEREAS**, men and women participants debated on the causes of human trafficking, gender violence, labour violence, systemic sexual violence against women, poverty, discriminatory policies and practices (on account of gender, ethnicity, HIV carrier status, migratory status, refugee status, displacement, pregnancy, disability, childhood or old age, unfavourable economic situation, armed conflict or deprivation of liberty, in addition to limited access to education); and

**WHEREAS**, participants identified gender violence as an issue affecting girls and women alike, regardless of their age, ethnicity or social or economic level, thus requiring a multi-sectoral and transnational debate; and

**WHEREAS**, some laws are currently in force that provide for the protection of women and girls in particular, which laws should be more effectively enforced, and new legislation should be passed in order to strengthen the legislative capacity of Member States; and

**WHEREAS** there is a pressing need to standardize data collection criteria and research protocols in order to create national statistics; and

**WHEREAS**, participants agreed that national budgets should reflect government priorities,

### **NOW, THEREFORE, WE RECOMMEND**

1. Reasserting the international conventions on women's human rights, including the Universal Declaration of Human Rights, the Beijing Declaration and Platform for Action endorsed by the Fourth World Conference on Women, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Belem do

Pará Convention, the Convention on the Rights of the Child, the International Covenant on Economic, Social and Cultural Rights, the International Conference on Population and Development (ICPD), and particularly, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children.

2. Creating a system for sharing concrete positive experiences. It is essential to legislate in a participatory way and to involve the executive and legislative powers in order to approve budgets that are in line with the intended goals. Furthermore, effective ongoing oversight and assessment of public policies should be provided.
3. Promoting education and awareness-raising mechanisms through parliaments in order to prevent violence at an early age. This requires a clear definition of all the elements involved in human trafficking and femicide in order to support the detection, prevention, and prosecution of such crimes.
4. Raising awareness on human trafficking and its causes in order to comply with the legislation in force and promoting new laws to prevent human trafficking and prosecute traffickers, as well as to protect the rights of victims and of those who may be vulnerable to trafficking.
5. Exercising surveillance through parliaments to ensure that national budgets are more consistent in terms of the allocation of resources to the agencies in charge of preventing, identifying, and treating gender violence, labour exploitation, and human trafficking.
6. As far as Member States are concerned, redefining their economic models in order to consider excluded populations and those people who are more vulnerable to trafficking, taking into consideration the economic incentives involved in human trafficking. In redefining economy, greater attention should be paid to the demand for human trafficking and on those suspected of engaging in arm and drug trafficking, as well as on illegal trade practices.

We wish to thank all men and women who participated at the 2012 Gathering of the Group of Women Parliamentarians for their valuable contribution to drafting this document; our special acknowledgment to the representatives of Trinidad and Tobago, Senator Lyndira Oudit, and of Dominican Republic, Member of the Chamber of Deputies Lucía Alba, for their suggestions.

*Quito, July 2012*



## IX. LIST OF PARTICIPANTS

### PARLIAMENTARIANS



Antigua and Barbuda

Parker Malaka

*Senator*



Argentina

Storani María Luisa

*Member of the Chamber of Deputies*



Belize

Peyrefitte Michael

*Speaker of the House*



Bolivia

Saavedra Serrano Hilda

*Senator*



Canada

Freeman Mylène

*Member of Parliament*

Hervieux-Payette Céline

*Senator*

Truppe Susan

*Member of Parliament*



Chile

Cristi Marfil María Angélica

*Member of the Chamber of Deputies*

Goic Boroëvic Carolina

*Member of the Chamber of Deputies*

Molina Oliva Andrea

*Member of the Chamber of Deputies*

Muñoz D'Albora Adriana Blanca Cristina

*Member of the Chamber of Deputies*

Pascal Allende Denise

*Member of the Chamber of Deputies*

Sabat Fernández Marcela Constanza

*Member of the Chamber of Deputies*



Chile

Sabag Jorge

*Member of the Chamber of Deputies*

Sepúlveda Orbenes Alejandra Ama

*Member of the Chamber of Deputies*

Vallespín Patricio

*Member of the Chamber of Deputies*

Vidal Lázaro Ximena Leonor

*Member of the Chamber of Deputies*

Zalaquett Mónica

*Member of the Chamber of Deputies*



Colombia

Blanco Álvarez Germán

*Representative*

Castillo Nancy Denise

*Representative*



Costa Rica

Ruiz Delgado María Jeannette

*Member of the Legislative Assembly*



Cuba

Hernández Morejón Teresa de la Caridad

*Member of the National Assembly*



Ecuador

Godoy Andrade Gina Jakeline

*Member of the National Assembly*

Machuca Moscoso Linda

*Member of the National Assembly*

Salto Espinoza Gioconda María

*Member of the National Assembly*

Valarezo Ordoñez Rocío del Carmen

*Member of the National Assembly*

Vargas Anda Luis Wladimir

*Member of the National Assembly*



Grenada

Purcell Joan Millicent

*President of Senate*



Guatemala

Rivera de Paniagua Delia Karina  
*Member of the Congress of the Republic*



Honduras

Perdomo Claudio  
*Member of the National Congress*



Mexico

González Carrillo Adriana  
*Senator*  
Jiménez Martha Patricia  
*Senator*



Nicaragua

Montenegro de Rodríguez Iris Marina  
*Member of the National Assembly*



Panama

Vallarino Bartuano Marylin Elizabeth  
*Member of the National Assembly*



Peru

Solórzano Flores Ana María  
*Member of the Congress of the Republic*



Dominican Republic

Alba de Alba Lucía Argentina  
*Member of the Chamber of Deputies*



Saint Vincent and  
the Grenadines

Stephenson Frederick  
*Representative*



Suriname

Panka Ricardo  
*Member of the National Assembly*  
Pokie Diana  
*Member of the National Assembly*  
Simons Jennifer  
*Speaker of the National Assembly*



Trinidad and  
Tobago

Oudit Lyndira  
*Senator*



Uruguay

Cáceres Graciela  
*Representative*

## EXPERTS



Germany

Brendel Christine



Ecuador

Vinueza Ruiz Lorena Cecilia



Mexico

Uranga Muñoz Pável David

## OBSERVERS



Colombia

Chicango Orlando



Panama

Sellhorn Carrillo Agustín Ramón  
*Member of the National Assembly -  
Alternate*

## ANNEX 1. SOCIAL PHOTOGRAPHS



*Welcome from Parliamentarian Alejandra Sepúlveda*



*Karla Müller, Carla Recabal, Patricio Olivares, Simone Hartard, Carlos Cámara, María Carolina Soto, Paula Müller*



*Lorena Vinuesa, Pável Uranga, Graciela Cáceres, Rocio del Carmen Valarezo*



*Diana Pokje, Reina Raveles*



*Teresa Hernández, Mónica Zalaquett*



*First row: Diana Pokie, Linda Machuca, Jennifer Simons,  
Malaka Parker, Frederick Stephenson*

*Second row: Michael Peyrefitte, Joan Millicent Purcell,  
Ricardo Panka*



*Teresa Hernández, Agustín Sellborn, Marilyn Vallarino,  
Claudio Perdomo, Hilda Saavedra, Iris Montenegro*



*Chilean folkloric ballet*



*Eufemia Sánchez, Thais Martín Navas,  
Gina Hill*



*Lorena Vinuesa, Pável Uranga, Reina Raveles  
Martha Jiménez, Adriana González, Gina Godoy,  
María Luisa Storani*





*Gina Hill, Joan Purcell*



*Denise Pascal, Malaka Parker, Mónica Zalaquett*



*Orlando Chicargo, Linda Muchuca, Nancy Castillo,  
Germán Blanco*



*Chilean folk ensemble*



*Martha Jiménez, Linda Muchuca, Adriana González*



*Marcelo Virkel, Mónica Zalaquett*



*Chilean folkloric ballet*



*Rocío Del Carmen Valarezo, Gioconda María Salto,  
Ana María Solórzano, Linda Machuca,  
Cina Jakeline Godoy, Luis Wladimir Vargas*



*Clélie Hervieux-Payette, Mylène Freeman*



*Adriana Muñoz, Gina Godoy*