

Investigating Gender and Gender-Based Violence in Jamaica

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Keywords

Gender-based violence, performance indicators, victims

Relevant Disciplines

Education, Sociology, Social Policy

Methods Used

Documentary research, Data collection, Secondary data analyses,

Academic Level

Intermediate Undergraduate, Advanced Undergraduate, Postgraduate

Contributor Biography

Fred Spiring completed his PhD in Statistics in 1988 at the University of Manitoba. Over his career he has had the opportunity to participate in many aspects of government, academia and industry. Firmly committed to developing the interface between industry and academia, he has been heavily involved in "technology transfer" over the past 25 years. In addition to traditional academic teaching and research, Spiring has had the opportunity to provide short courses to several industries; been involved in initiating quality programs at Pollard Banknote, the University of Manitoba and Western University; conducted industrial research; and provided civil service for the Governments of Canada and Jamaica. Spiring has had the opportunity to

apply his research on “process capability” within several industries, while his civil service focused on the areas of food/drug testing and gender studies.

Abstract

As Jamaica moves through implementation of its National Policy on Gender Equality and develops harassment legislation, there is a growing need to develop methodology and identify data sources that will facilitate assessment of these programs and initiatives. This case study details the research, developed methodology and steps taken to better understand gender and gender-based violence in Jamaica. I start by reviewing existing gender violence documentation, developing definitions that address gender violence in Jamaica, identify data sources, conduct a gap analysis and conclude with summaries of the current state of gender violence in Jamaica. All analyses make use of existing data and data formats in developing performance indicators that illustrate the current state of gender violence in Jamaica. I conclude with a call for a shift in the data and data acquisition to provide a better fit for the global gender violence performance indicators.

Learning Outcomes

This case should expose students to research methods that facilitate:

- the development of methodologies used in assessing gender and gender-based violence;
- the evolution of gender and gender-based violence performance indicators;
- the acquisition of relevant data in support of policy assessment;
- the examination and presentation of data to investigate policy impact;
- the interpretation and summarization of pertinent results.

Introduction

The current mission of Jamaica’s Bureau of Women’s Affairs (BWA) is “to enable women to achieve their full potential as participants in Jamaica’s social, cultural and economic development and with equitable access to benefits from the country’s resources”. The BWA seeks to carry out this objective through policy development, analysis, research, documentation,

project planning, monitoring, public education and community outreach through its Policy and Research Unit. The mission has been bolstered by the recently approved National Policy on Gender Equality (NPGE; 2011) and the pending harassment legislation.

In keeping with the Strategic/Operational Plan of the Jamaican government, the BWA has the mandate to conduct research in order to:

1. develop and maintain a data base on the situation of women and men in Jamaica
2. garner sex-disaggregated data for use by the BWA and other stakeholders including local, regional and international agencies
3. collaborate with other organizations conducting research on women and men
4. develop and analyze indicators on specific issues relating to women and men.

Tasked with the job to develop mechanisms in support of monitoring and assessing (a) Jamaica's NPGE, (b) progress toward Jamaica's *Vision 2030 Gender Matrix* (Vision 2030) as well as (c) reporting to the United Nation's Entity for Gender Equality and the Empowerment of Women required the development and assembly of relevant performance indicators (PIs). This case details the development, creation and assessment of a series of PIs designed to be used in monitoring and assessing a key component of gender equality, that being violence. In developing the PIs to facilitate the examination of violence the BWA was first required to develop metrics that would effectively allow viable assessments of the goals and policies outlined in the NPGE and Vision 2030 Gender Matrix.

Review of Existing Methodology

The assessment of gender equality in Jamaica is currently based on the three societal pillars, also known as autonomies: economic, decision-making and physical. The economic autonomy attempts to examine the current state of poverty, access to credit and land ownership, poverty gaps, division of labour and employment differences between women and men. The decision-making autonomy addresses issues surrounding education and access to education, as well as male and female participation in the decision-making process including the household, community and workplace environments. The third autonomy deals with physical aspects including violence and/or harassment in the form of sexual, physical, economic and

psychological. In each of the three autonomies both the private and public portions of individuals' lives are considered (see Figure 1).

In looking to develop a list of PIs that would address the three autonomies, a review of existing PIs was undertaken. Included in this review were Jamaica's *Vision 2030 Gender Matrix*, the United Nations Development Programme's Millennium Development Goals (MDGs), the United Nations Economic Commission for Latin America and the Caribbean's (ECLAC) *Gender Indicators for Follow-Up and Evaluation of the Regional Programme of Action for the Women of Latin America and the Caribbean, 1995-2001*, and the *Beijing Platform for Action*, the United Nations Economic and Social Council's *Friends of the Chair of the United Nations Statistical Commission on the Indicators of Violence Against Women* (Friends) and the United Nations Commission on the Status of Women's *Convention on the Elimination of all Forms of Discrimination Against Women* (CEDAW). An assessment of relevance to Jamaica, overlap with similar PIs, alignment to existing data and applicability resulted in the creation of eight core groups in support of the three autonomies. They included Population, Poverty, Education, Health, Violence, Economy, Power & Decision-making and Armed conflict.

The complete list of PIs developed in attempting to assess the three autonomies are included in Table 1 and listed by relevant autonomy, life classification, group and related source goal.

The complete set of definitions has been included for completeness. In this study, I focus on the physical autonomy and the development of PIs to address violence. In looking to develop a list of PIs that would address the physical autonomy, a review of existing PIs was undertaken. Included in this review were Jamaica's *Vision 2030*, the MDGs, the United Nations ECLAC, Friends and CEDAW. Figure 2 provides an overview of the various sources of PIs examined, as well as brief insights and explanations into the motivation and resulting selection. Jamaica's *Vision 2030*, the MDGs, CEDAW, Friends and ECLAC all discuss various aspects and indicators critical to females and each has an important role to play. Any overlap in terms of content and indicators is noted in Figure 2.

Methodology and Performance Indicators Adopted

The Friends PIs provided the most comprehensive set of violence-based indicators and served as the basis for the violence indicators proposed for Jamaica. Jamaica's modification of the Friends violence indicators include (a) a male assessment for each type of violence, (b) reducing the "lifetime" window (i.e., frequency of violence over one's lifetime) to 36 months and (c) factors such as "relation to perpetrator: intimate, other relative, known person, stranger, state authority" for each violence category.

The proposed BWA PIs for violence are as follows:

- the total number and age-specific rate of men and women subject to violence in the last 12 months by type, severity, relationship to perpetrator and frequency, where the types of violence include physical, sexual, psychological and economic;
- severity includes moderate and severe;
- relationship to perpetrator grandfather/grandmother, father/mother, stepfather/stepmother, common law/spouse, ex-partner, visiting relationship, sibling, son/daughter, grandson/granddaughter, relative, friend or acquaintance, other, self, other organization/enterprise and state authority; and
- frequency includes one, few or many times.

Jamaica's Vision 2030 contributed indicators for sexual harassment sectors (see Table 1 for a complete list of proposed indicators for the violence autonomy, life classification, group, and related source goal).

Data and Sources

There are currently several initiatives in Jamaica designed to improve the collection and dissemination of data in support of crime, violence and data structure/access. In particular, the Integrated Crime and Violence Information System (ICVIS), the Planning Institute of Jamaica's (PIOJ) JAMStats, Office of Children's Registry (OCR) and the Statistical Institute of Jamaica (STATIN) gap analysis all appear to be moving toward a more complete and structured data collection and dissemination structure for Jamaica. As these initiatives evolve, fulfilling the data requirements of the BWA's proposed PIs should become more structured and repeatable year over year.

The Statistics and Information Management Unit of the Jamaica Constabulary Force (JCF) are responsible for collecting, cleaning and publishing crime data in Jamaica. Currently, the JCF report six categories of major crime including murder, shooting, robbery, break in, larceny and rape , ; . Each major crime is disaggregated by sex and age with the exception of rape. In Jamaica, by law, rape is defined as being “on a female”. Typically, sexual violence on a male is defined to be buggery. At the time of the writing of this case study, comprehensive, reliable buggery data was not available for the 2010, 2011 and 2012 calendar years.

All data provided by the JCF comes with the warning “Figures included in this document are subjected to change due to discoveries from on-going investigations” and has not been analyzed for accuracy. As well, there has been no assessment of “unreported” or “under reported” information. The JCF uses age bracket intervals of 5 years starting at age 0 and continuing to age 99.

Jamaica’s OCR provides a yearly summary of reported incidents of emotional abuse and neglect for children under the age of 18 years (OCR, 2012). Although incomplete in terms of sex and age disaggregation, the summary of emotional abuse and neglect provide insights into the levels of psychological violence.

Data Analyses: Gender Violence in Jamaica 2012

As Jamaica moves through implementation of its NPGE and develops harassment legislation, there is a need to understand current levels and trends of gender and gender-based violence in Jamaica. All analyses make use of existing data and illustrate the current state of violence in Jamaica. The analyses provide a baseline for the future assessment and comparison with internationally accepted violence indicators.

The 2012 JCF data are preliminary and represent data acquired for victims of major crime. In the 2012 report, the JCF reported yearly totals for the seven major crimes including murder, shooting, break in, robbery, larceny, rape and sex with child under 16. With the exception of rape, all major crimes were sex disaggregated. Note that 2012 is the first complete year where sex with child under 16 was collected for both male and female victims. Figure 3 includes the reported frequencies associated with the major crimes in Jamaica.

Aggregating the Major Crime Data to Conform With Proposed Performance Indicators

Defining physical violence to consist of all murders and shootings, economic violence to aggregate break ins, larceny and robberies while sexual violence (female) summarizes rape, carnal abuse and/or sex with child under 16, the JCF data can be used to fulfill a portion of the proposed PIs of violence. Currently, there is no mechanism in place to assess either the severity or frequency of the major crimes or violence.

The physical violence indicator assessments included in Figure 4 suggest that the frequency of physical violence on males is much greater than on females. Physical violence frequencies for males average 2799 per year over the 2007-2012 period and continue to be approximately an order of magnitude (10 times) larger than those frequencies for females which averaged 311 per year over the same period. Furthermore, over the period 2007-2012, the frequency of physical violence has not changed significantly for males (p value = 0.5364) or females (p value = -0.1088) as neither is statistically significant (i.e., p value < 0.1), suggesting the trend for both females and males is flat.

The economic violence indicators included in Figure 5 suggest that the frequency of economic violence on males is greater than on females. Furthermore, over the period 2007-2012, the frequency of economic violence has changed significantly for females (p value = 0.0217) at an average rate 423 incidents per year over the period, whereas for males the average yearly increase over the same period is also significant (p value = 0.0742) at 353 incidents per year.

The sexual violence PI includes rape, carnal abuse and sex/with child under 16 and suggests that sexual violence against females has remained statistically unchanged (p value = 0.1128) with an average of 1488 over the period 2009-2012. It should be noted that Jamaica's Sexual Offences Act of 2009 has initiated changes in the manner in which the JCF summarizes the information regarding carnal abuse. Up to June 29, 2011, the JCF considered carnal abuse for female victims only. Subsequent to June 29, 2011, the JCF introduced the category "sex with child under 16" as a replacement for carnal abuse and now tracks this indicator for both male and female victims. Incorporating the information from JCF's Annual Major Crime Statistics Review

(Provisional), the combined carnal abuse and sex/with child under 16 frequencies for 2011 becomes 830 (484 + 346), while 2009 and 2010 carnal abuse frequencies were reported as 592 and 732, respectively. Figure 6 illustrates the impact on the indicator sexual violence when incorporating carnal abuse and sex with child under 16 into the calculations. Table 2 summarizes the trends for the physical, economic and sexual violence PIs over the identified periods.

Data Gaps

Currently for the physical violence PI, the BWA has no way of assessing

- the severity, relationship to perpetrator and frequency, where severity includes moderate and severe;
- relationship to perpetrator grandfather/grandmother, father/mother, stepfather/stepmother, common law/spouse, ex-partner, visiting relationship, sibling, son/daughter, grandson/granddaughter, relative, friend or acquaintance, other, self, other organization/enterprise and state authority; and
- frequency includes one, few or many times.

for the economic violence PI, the BWA has no way of assessing:

- the severity, relationship to perpetrator and frequency, where severity includes moderate and severe;
- relationship to perpetrator grandfather/grandmother, father/mother, stepfather/stepmother, common law/spouse, ex-partner, visiting relationship, sibling, son/daughter, grandson/granddaughter, relative, friend or acquaintance, other, self, other organization/enterprise and state authority; and
- frequency includes one, few or many times.

for the sexual violence PI, the BWA has no way of assessing:

- the severity, relationship to perpetrator and frequency, where severity includes moderate and severe;
- relationship to perpetrator grandfather/grandmother, father/mother, stepfather/stepmother, common law/spouse, ex-partner, visiting relationship, sibling, son/daughter,

grandson/granddaughter, relative, friend or acquaintance, other, self, other organization/enterprise and state authority; and

- frequency includes one, few or many times;

for females and continue to has no assessment for males.

In the case of the psychological violence PI, the BWA needs to capture data for those victims older than 18 years of age in terms of emotional abuse and neglect, age disaggregate the under 18-year-old data, as well as the entire set of indicators associated with violence in the last 36 months, defined as:

- the total number and age-specific rate of men and women subject to violence in the last 36 months by type, severity, relationship to perpetrator and frequency, where the types of violence include physical, sexual, psychological and economic;
- severity includes moderate and severe;
- relationship to perpetrator grandfather/grandmother, father/mother, stepfather/stepmother, common law/spouse, ex-partner, visiting relationship, sibling, son/daughter, grandson/granddaughter, relative, friend or acquaintance, other, self, other organization/enterprise and state authority; and
- frequency includes one, few or many times.

The aforementioned gaps are being addressed with minor changes to data collection forms used by the ICVIS and the JCF. The ICVIS Sexual Assault Form and related instructions currently require that perpetrators be grouped as follows:

[begin extract]

15. PERPETRATOR/AGGRESSOR: Check box describing the aggressor (father, mother, stepfather, stepmother, common law spouse, ex-partner, sibling, son/daughter, relative, friend or acquaintance, other)

[end extract]

A minor modification to this classification to include *grandparents, partner, grandchildren, relative* and *state authority* would facilitate compliance with the Friends PIs and the proposed PIs for Jamaica. Consider the revision to the ICVIS and JCF reporting forms shown in Figure 7, where the reporting person would include (a) the type of violence by checking the appropriate box (i.e., Physical, Sexual, Economic or Psychological), (b) the sex and age of the perpetrator/aggressor as well as the relationship to the victim and (c) the sex, age and root cause of the violence for the victim. This straightforward modification of the current forms would also allow the assessment of gender-based violence for females and males.

Gender-Based Violence

Many have attempted to define gender-based violence with varying degrees of success. The Declaration on the Elimination of Violence against Women (1996) provides a definition of gender-based violence as “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”. However, this definition fails to consider any form of economic violence. In a similar vein, the United Nations Secretary-General’s coordinated database on violence against women, Questionnaire to Member States of April 2012 suggests that all violence against women is gender based. Although taking this perspective facilitates data gathering, it does not recognize the fact that there is violence against both women and men that is not necessarily gender based. Developing data acquisition techniques that allow for the assessment of gender-based, domestic and intimate partner violence can, in the long term, better serve the various users of the information.

The BWA proposes that gender-based violence be considered to be any act of violence that is attributable to the sex of the victim. This definition would include all sexual violences including rape, carnal abuse, sex with child under 16, incest, buggery and sexual assault, while also including violence against sex workers, gay bashing, withholding of marital funds or property, genital mutilation, neglect, emotional abuse. A Venn diagram (see Figure 8) is used to illustrate that gender-based violence is not restricted to female or male victims and can manifest itself in any of the four defined violences: physical, sexual, economic, and psychological.

The United Nations Population Fund's (UNFPA) State of World Population 2005 report suggests that "gender-based violence is perhaps the most widespread and socially tolerated of human rights violations." The report goes on to say that "gender-based violence may involve intimate partners, family members, acquaintances or strangers." Similarly, the UN Special Rapporteur on Violence Against Women defines domestic violence "as violence that occurs within the private spheres, generally between individuals who are related through intimacy, blood or law."

The UNFPA suggests that gender-based violence includes all cases of domestic violence, but that there are situations where gender-based violence is not considered to be domestic violence. Examples include violence against an unrelated sex worker and gay bashing. Allowing domestic violence to include, but not be limited to spousal/partner abuse, permits violence against children and the elderly also to be forms of domestic violence. Figure 8 illustrates this concept by including all forms of intimate partner violence within domestic violence, while allowing other violence including child and elderly abuse to be considered domestic violence.

Figure 8 attempts to describe the four adopted violences perpetrated against either sex in a fashion that allows the relationship among gender-based violences to be refined in such a way to allow domestic violence and intimate partner violence to be assessed using the revised ICVIS reporting form.

Consider the report shown in Figure 9, where the victim of economic violence is identified as a 64-year-old female, the perpetrator a 19-year-old male and the perpetrator relationship to the victim being grandson/granddaughter. The relationship of the perpetrator to victim in the report would indicate this was a case of domestic violence.

In a second example, the victim of sexual violence is a 38-year-old female, the perpetrator a 44-year-old male and the perpetrator relationship to the victim identified as partner (spouse/common law). Since the perpetrator relationship to the victim is identified as partner (spouse/common law) the report would be identified as a case of intimate partner violence.

In the third example, the incident is identified as a case of sexual violence with the victim a 15-year-old female, the perpetrator a 16-year-old male and the perpetrator relationship to the

victim being friend or acquaintance. The report would be classified as a case of gender-based violence, but neither domestic nor intimate partner violence.

Figure 10 illustrates where the three examples would fall when using the proposed violence performance indicators. Recall that Example 1 (depicted as **Ex. 1** in Figure 10) was identified as a case of domestic violence (economic) against a female. Example 2 was a case of intimate partner sexual violence against a female (depicted as **Ex.2** in Figure 10). Example 3 was a case of gender-based sexual violence against a female (depicted as **Ex.3** in Figure 10).

Exercises and Discussion Questions

1. The United Nations Economic and Social Council's *Friends of the Chair of the United Nations Statistical Commission on the Indicators on Violence Against Women* document proposes the "severity" of a particular violence be assessed as either "moderate" or "severe". Discuss quantitative or qualitative methods that might be used to assess the severity of an economic, physical, psychological, or sexual violence. If applicable, indicate how you might revise the ICVIS form (Figure 7) to include your proposed measure or assessment.
2. The Jamaican government (as well as several other countries) considers sexual violence (in particular, rape) as having only female victims. Discuss any shortcomings and potential impacts of this policy with respect to assessing gender-based violence on a countrywide basis.
3. Consider an ICVIS report where the report indicates that the victim of physical violence was a 24-year-old male, the perpetrator a 19-year-old male and the perpetrator relationship to the victim being "Other" and has the added input that the recorder indicated the "root cause of the violence was gender based". Where would the case appear in the Venn diagram shown in Figure 8?
4. Written in 1979, the United Nation's *Convention on the Elimination of All Forms of Discrimination Against Women* document was a groundbreaking document. Locate, read and discuss the current relevance of this document.
5. Based on the findings illustrated in Figure 5, how many incidences of economic violence would you predict for males, females and in total for the year 2013? Please discuss your comfort (or discomfort) level associated with your prediction.

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