



The direct governmental costs of violence against women in Ecuador

Executive summary

Dr. Arístides A. Vara-Horna

PreViMujer Program, GIZ / Universidad de San Martín de Porres



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PLAN TODA UNA VIDA



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PreViMujer Program
Whymper N28-39 and Orellana
Quito, Ecuador
T + 593 2 3815810
F + 593 2 381810 Ext. 200

School of Administrative Sciences
and Human Resources
Universidad de San Martín de Porres
Jr. Las Calandrias 151, Santa Anita, Lima, Perú
T + 51 1 3620065
F + 51 1 3625474
I www.usmp.edu.pe

Supervision

M.S. Viviana Maldonado Posso
PreViMujer Program Director
viviana.maldonado@giz.de

Dr. Daniel Valera Loza
Dean
School of Administrative Sciences and Human
Resources
dvaleral@usmp.pe

Prepared by

Mónica De las Casas Alegre

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Dr. Arístides A. Vara-Horna.

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Erika Valeria Hidrovo Sánchez

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Daniel Rea Constante

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► Foreword

Violence against women is a serious violation of human rights, negatively affecting women's well-being and impeding their participation in society. It also impacts their families, communities, businesses, the state, and society in general, which represents an obstacle to development.

In Ecuador, approximately 7 out of 10 women have experienced some type of gender-based violence (INEC, 2019). This figure indicates the chronic social problem faced by society as a whole and therefore also by state institutions.

A key element in making violence against women visible in all its forms and spheres of occurrence is the generation of statistical information, which makes it possible to quantify, characterize, and measure this social problem.

The collaboration established between GIZ, through its Program for the Prevention of Violence against Women (Prevención de la Violencia contra las Mujeres - PreViMujer) and the Technical Secretariat of the *Toda una Vida* Plan, with the support of the Universidad de San Martín de Porres in Peru, has made it possible to carry out this task that seeks to demonstrate the state's investment in prevention, care, and sanction of violence against women.

This document synthesizes the main results of the study which indicates that state institutions directly invested almost US\$76.2 million in prevention and care of violence against women in 2017. Most of the expenses came from the justice sector (US\$41.8 million), followed by the health sector (US\$19.7 million), and education (US\$14.2 million). Only 1.73% of the total was invested in prevention of violence against women, specifically in the health sector (US\$529,000), justice sector (US\$267,000), and education sector (US\$11,000).

We invite you to read this document in the hope that the results of this research will mark a milestone in strengthening the actions of the Ecuadorian state, aimed at addressing the structural causes of violence against women, through effective prevention that contributes to its true eradication.

Viviana Maldonado Posso
Director
PreViMujer Program

► Introduction

Violence against women (VAW) is a serious public health problem and an obstacle to development that threatens the freedom and integrity of millions of women around the world. Ecuador is no exception.

States are affected by the decrease in human capital, the loss of taxes, and the budgetary allocations they must make to deal with it. Every year, governments invest huge amounts of money to prevent, address, and punish VAW. A budget for its eradication is necessary and desirable, as it quantifies the level of intervention and available resources. However, it should be noted that states often assume indirect - unplanned - costs in various situations as a consequence of it. For example, they assume the intergenerational costs of violence, the impact on the school performance of children who witness violence in their homes, the medical care of physical and emotional damage, not only of the assaulted women, but also of their families. They assume the costs of criminal punishment, incarceration, tax and criminal proceedings, police protection and intervention, public defense for aggressors who do not have the means to pay for their defense, among others.

Calculating the governmental costs of VAW is a necessary task to determine its magnitude and real impact. It also helps to make visible a problem that is underestimated for cultural and historical reasons and facilitates the justification of budget allocations planned to eradicate it. It also reveals the level of government commitment to its eradication and makes it possible to observe the amounts allocated to each component of the system, including prevention. Although states have made commitments to act with due diligence in the face of VAW, these commitments are often not translated into resources and investments, which significantly limits the effectiveness and impact of their interventions. Calculating the level of spending/investment in VAW prevention is an important first step in addressing this challenge and accountability with transparency. Determining government costs also helps to understand the priority given by each institution in the system and the approach employed, which may be more oriented toward primary prevention (eliminating the causes) or response (care or punishment). An imbalance in one direction or the other may mean neglecting the rehabilitation and protection needs of survivors, or perpetuating violence by not addressing its root causes.

Methodology

Measuring the direct government costs of VAW is always a challenge for low and middle-income countries. State cost reports are usually based on the direct cost methodology, meaning, the amount of money spent by the government to address it, with a view to eradicating it. In this case, the basic equation is usually: prevalence of VAW x individual cost = government cost. However, this methodology requires that the services provided be well structured (which tends to be the norm for high-income countries). In middle and low-income countries, service provision is not yet adequately systematized, which restricts the collection of accurate data.

The situation is equally problematic for the measurement of government costs in Ecuador. Therefore, the sources of information for estimating government expenditures must be multiple, both because of the need for budgetary information (salaries, consultancies, inputs, infrastructure, among others) and because of the need for information on services rendered. Since the various data provision systems, management reports, and other documents do not have complete and updated information, we resorted to interviews with qualified referents, on-site observation, and requests for information from the authorities or through the mechanism proposed in the 2004 Ley Orgánica de Transparencia y Acceso a la Información Pública (Organic Law on Transparency and Access to Public Information).

Although the estimates correspond to the year 2017, exceptionally, estimates for the year 2018 are included in order to have a supplementary reference. Governmental costs include those directly assumed by the health, justice, education, and administration sectors. The methodology consisted of reviewing and analyzing in detail the 2017 Presupuesto General de la República (General Budget of the Republic) to identify those expenditures aimed at preventing or addressing violence against women, based on the Clasificador Orientador de Gasto en Políticas de Igualdad de Género (guiding classifier of expenditure on equality policies), especially category 5, referring to the promotion and guarantee of a life free of violence. In addition, an inventory was made of all activities, campaigns, and processes of public knowledge in each sector related to VAW. To reinforce the process, an intersectoral consultative committee (Comité Consultivo Intersectorial - CCI) was set up, led by the Technical Secretariat of the Toda una Vida Plan, made up of authorities or institutional representatives from all governmental sectors. The CCI provided guidance and advice throughout the process, in addition to reviewing and validating the results for each sector through technical roundtables.

More detailed information on information sources, indicators, and cost calculations can be found in the complete study.

Main Results

Costs recorded in the general state budget

Within the 2017 general state budget (Presupuesto General del Estado - PGE), only four institutions (Ombudsman's Office, Public Defender's Office, Ministry of Justice, and Decentralized Autonomous Governments) reported expenses in category 5, "Promotion and guarantee of a life free of violence", with an allocation of US\$1,902,738.31. The same institutions have made additional expenditures of US\$1,705,412.85, destined to programs that combat violence against women, but which are not included in category 5 of the classifier, but rather in non-categorized items. In total, using the classifier, it was possible to identify US\$3,608,151.16 spent.

Table 1. Budget accrued by institution for the fight against violence against women 2017 (US\$).

Institution	Classifier in the budget document	Expense US\$
Ministry of Justice	Promotion and guarantee of a life free of violence (transferred to shelters)	1,676,899.00
	No category	5,179.27
Public Defender's Office	Promotion and guarantee of a life free of violence	2,000.00
	No category	1,341,255.04
	No category	123,721.23
Ombudsman's Office	Promotion and guarantee of a life free of violence	12,013.49
	No category	235,827.31
Decentralized Autonomous Governments (GAD)	Promotion and guarantee of a life free of violence	211,255.82
Total accrued expenses US\$		3,608,151.16

Source: MEF – Clasificador Orientador de Gasto en Políticas de Igualdad.
Prepared by: Gustavo Camacho.

Ministry of Justice

The Ministry concentrates the accrual of PGE resources, US\$1,676,899.00, in transfers to shelters for the protection of women in vulnerable situations, as well as for their rehabilitation and social reintegration. In addition, it was identified that the Ministry of Justice spent US\$5,179.27 (uncategorized) to carry out training or supervision of processes in the interior of the country.

Public Defender's Office

The Public Defender's Office accrued US\$2,000.00 for primary prevention of violence. However, the amount recorded does not reflect the total expenditure, since it should also include legal advice and sponsorship services for survivors, provided free of charge by public defenders nationwide. After the respective calculations, it was determined that US\$1,341,255.04 was used to attend to 13,768 defenses in a legal process; while US\$123,721.23 was used to attend to 1,270 cases that only required legal advice.

Ombudsman's Office

The Ombudsman's Office accrued US\$12,013.49 related to the program "Defense of human rights and nature", and to the activity "implementation of gender strategies". As in the previous case, the amount reported in the classifier does not correspond to the total expenditure. There is an additional amount of US\$235,827.31, corresponding to counseling provided in cases of domestic violence.

Decentralized Autonomous Governments

There are eleven GADs that register programs in category 5, with an accrued budget of US\$211,255.82 in 2017. In general, the GADs allocated resources for the development of training and public events, as well as for dissemination materials.

► Costs in the health sector

Violence against women is considered a serious public health problem because it causes physical or mental harm to women, and results in a series of necessary costs to the health systems to deal with these consequences.

In 2017, health sector institutions did not use the *Clasificador Orientador de Gasto en Políticas de Igualdad de Género* (guiding classifier of expenditure on equality policies) to record their health care actions in cases of VAW. However, it is undeniable that they have allocated a large amount of human, logistical, and infrastructure resources that need to be made visible.

To determine the costs in the sector, the care routes for cases of VAW were identified through an analysis of all the documents designed, elaborated, and implemented by the Ministry of Public Health. These routes were subsequently validated through meetings established with the National Undersecretariat for Health Promotion and Equality and the National Directorate for Human Rights, Gender, and Inclusion.

The details of the costs of care for abused women were defined by the values established in the Tarifario Nacional de Prestaciones para el Sistema Nacional de Salud (National tariff of benefits for the national health system) (2014) and by the health services determined in the *Norma Técnica de Atención Integral en Violencia de Género* (Technical standard for comprehensive care in gender-based violence). The total cost of violence against women assumed by the Ministry of Public Health in 2017 ranges from US\$7,659,896.21 to US\$20,729,944.39, depending on the number of health benefits used. It should be noted that these costs correspond to all officially registered cases and do not contemplate the costs of care for other agents involved who may also have consequences on their health, such as aggressors or children witnessing violence, and other family members or acquaintances indirectly affected.

Table 2. Costs of violence against women assumed by the Ministry of Public Health of Ecuador (2017).

Description		Total value US\$ (minimum)	Total value US\$ (maximum)
First reception rooms	Infrastructure	946,050.00	946,050.00
	Equipment	45,990.00	45,990.00
	Training	6,086.00	6,086.00
Prevention of gender-based violence and promotion to eradicate gender-based violence	Programs, projects, guides, standards, and protocols	492,123.92	492,123.92
	Educommunication material	36,900.00	36,900.00
Health care benefits	First level	303,323.15	1,281,048.17
	Second level	4,393,150.38	13,574,137.93
	Third level	1,436,272.76	4,347,608.37
Total		7,659,896.21	20,729,944.39

Source: Ministerio de Salud Pública del Ecuador.
Prepared by: Denisse Calle Celi.

First reception rooms

These are physical spaces implemented in health facilities to provide specialized care to women assaulted due to gender-based violence, thus guaranteeing comprehensive care and the procedures required by the judicial system. There are fifteen of these rooms located in Esmeraldas, Manabí, Guayas, El Oro, Pichincha, Chimborazo, Tungurahua, Azuay, Loja, Orellana, and Morona Santiago. The investment in their implementation and the training of their personnel was US\$998,126.00 in 2017, distributed in infrastructure, training, and equipment.

Prevention and promotion

The total amount of investment in the development of standards, implementation of services for women assaulted due to gender-based violence, and fairs for the promotion of gender equity and prevention of violence, in 2017, was US\$529,023.92.

Services rendered

The total cost of health care benefits by level of care ranges from US\$6,132,746.29 to US\$19,202,794.47, depending on the number of benefits used. Disaggregating expenses, the cost for first level of care benefits per user would be approximately between US\$274.25 and US\$1,158.27, depending on the number of benefits received according to the standard; that is, between US\$303,323.15 and US\$1,281,048.17, depending on the number of benefits received according to the standard.

In the case of the second level of care, the cost would be approximately between US\$4,393,150.38 and US\$13,574,137.93. The services provided are considered according to their level of resolution and complexity. The costs related to hospitalization are increased, but not those related to procedures or medications, since no information is available. In the case of benefits, the cost per user would be approximately between US\$552.71 and US\$1,737.97, depending on the number of benefits received

according to the standard. In the case of hospitalization, the cost would be approximately US\$230.53 additional per user, for a total of US\$111,857.17.

In the case of the third level of care, the cost would be approximately between US\$1,436,272.76 and US\$4,347,608.37. This considers the services provided according to their level of resolution and complexity. As in the previous case, the costs related to hospitalization are increased, but not those related to procedures or medications. The cost of benefits per user would be approximately between US\$639.96 and US\$1,955.52. The cost related to hospitalization would add approximately US\$476.39 per user.

► Costs in the education sector

Education sector institutions also did not use the *Clasificador Orientador de Gasto en Políticas de Igualdad de Género* (guiding classifier of expenditure on equality policies) to record their actions for prevention or attention in cases of VAW during 2017. In order to determine the direct costs of VAW in the education sector, the amounts disbursed by the Ministry of Education were taken into account. The reports of the annual investment plan of the institutions involved and the investment amounts related to the prevention or care of VAW, whose information comes from official documents, were reviewed. Adding the costs of prevention and care, we are then talking about a total sector cost of US\$14,163,207.92 for the year 2017.

Cost of care

Secondly, the care route for cases of students treated for intrafamily violence is identified, information that comes from in-depth interviews with representatives of the sector, from the “Protocolos de actuación frente a situaciones de violencia detectadas o cometidas en el sistema educativo” (“Protocols for action in situations of violence detected or committed in the educational system”) and from interviews within Planning Zone 9 (Metropolitan District of Quito). Although a relatively standardized procedure of attention was found, there were significant differences with respect to the time used and the occurrence of the cases. The remuneration costs of the personnel who attend the care route were also calculated.

Regarding the number of cases attended to, calculating them was a very difficult task. Beyond the cases of sexual violence, there is no record of all the cases of children treated for violence against their mothers by their partners. However, two criteria emerged from the interviews: 1) that all interventions identified as “intrafamily violence” should be treated as “violence against women in intimate partner relationships”, since of the cases they had in mind, they could not recall any in which violence against children did not start with violence against mothers; 2) that some of the interventions identified with other types of violence (particularly sexual violence by fathers against their children) should be treated as a consequence of cases of domestic violence not detected in time.

Therefore, we would be talking about approximately 308,752 students, of which 6,175 would require face-to-face counseling by DECE district officials. In addition, a total of 40,759 serious cases were estimated to be referred to the courts and 6,793 students requiring home visits to parents.

Thus, the total cost of care by the Ministry of Education for survivors of intrafamily violence (which, based on in-depth interviews with members of the sector, is assumed to be VAW) is US\$14,152,156.80 for 2017.

Prevention costs

The main prevention program is “Educando en familia” (“Educating in the family”), which has been in operation since 2016. Although the program is not available to all educational units, if each educational district allocates one day per quarter to address this topic in three educational institutions, it means that resources of US\$5,583.96 are allocated annually. No other resources directly and explicitly allocated to the prevention of violence against women have been identified.

In some districts, there has been a need to generate a “cuidado del cuidador” (“care of the caregiver”) program, which is a three to four-hour workshop, taught by two SP5 staff members in groups of thirty DECE staff members. It appears to be a one-time program, however, in the district where it is implemented with certainty, it would allocate resources of about US\$5,467.16 annually. Similarly, there are other specific activities that may have been carried out at the initiative of each district or educational institution, but are not registered.

Table 3. Remunerations associated with the intrafamily violence care route in the educational environment.

Steps	Staff member in charge	Remuneration per minute	Time per case (minute)	Number of cases	Total in US\$	
1	Teacher identifies and reports	Teacher	0.10	10	308,752	318,750.69
2	Report of violence / Approach to the student	Institutional DECE	0.12	25	308,752	956,516.64
3	Institutional DECE conducts outreach with parents includes follow-up with parents who do not attend (b)		0.12	60	308,752	2,295,639.95
			0.12	30	6,793	25,253.73
4	Referral (includes referral report)	Institutional DECE	0.12	10	308,752	382,606.66
		Maximum authority of the institution (b)	0.25	240	40,759	2,445,540.00
5	Institutional DECE follow-up Follow-up with family (b) Follow-up with student	Institutional DECE	0.12	30	308,752	1,111,507.20
			0.12	80	308,752	2,964,019.20
6	Evaluation at course meetings	Institutional DECE	0.12	80	308,752	3,060,853.26
Parallel	District DECE advisories	District DECE	0.15	60	40,759	366,831.00
	Face-to-face counseling from the district DECE (b)	District DECE	0.15	240	6,175	224,638.47
Total					14,152,156.80	

Source: Calculations described in the document.
Prepared by: Diego F. Ramos F.

► Costs in the justice sector

The justice sector is made up of a series of institutions that allow women who have been assaulted to file a complaint, receive care, be referred for psychosocial care, medical care, medico-legal services, access to legal advice and sponsorship services, administrative protection measures, and others, such as lodging in shelters or comprehensive care centers.

As a response to violence against women, the justice sector has spent, in 2017, US\$41,506,658.43. The percentage that represents the expenditure on VAW, of the total budget of the justice sector for that year, amounts to only 1.99%, a tiny value for attention, considering that this problem affects at least 6 out of 10 women in the country.

Table 4. Costs of justice as a consequence of violence against women in Ecuador: 2017

Institution	Expenditure per VAW (US\$)	% of the cost of the institution	% of the cost of the total
Judiciary Council	13,990,090.32	3.33	0.67
Public Defender's Office	1,464,976.27	4.07	0.07
State Attorney General's Office	15,505,416.00	10.99	0.74
Ministry of Justice	2,564,696.49	2.09	0.12
Ministry of the Interior	353,392.86	0.21	0.02
National Police	7,628,086.49	0.64	0.37
Total	41,506,658.43		1.99

The calculations presented in the table reflect government spending on salaries, office supplies, transportation, travel expenses, contributions to the operation of shelters, and maintenance of persons deprived of liberty. In the case of the Judiciary Council, the Public Defender's Office, the Attorney General's Office, the Ministry of the Interior, and the National Police, it includes salaries, office supplies, transportation, travel expenses, and preparation of care protocols and other documents that contribute to prevention and care with regard to VAW. In the case of the Ministry of Justice, in addition to the aforementioned items, the calculation also includes contributions for the operation of shelters and maintenance of persons deprived of liberty.

Judiciary Council

For the specific purposes of this research, the analysis focuses on the judicial units specialized in violence against women or members of the nuclear family, existing in 17 of the 24 provinces of the country in 2017. This group includes personnel specialized in attention to survivors who are medical professionals, psychologists, social workers; administrative personnel who work in the judicial units and who enable the normal performance of these units; and jurisdictional personnel, which is composed of first-level court judges, criminal judges, and civil judges. All this represents an expenditure of US\$13,990,090.32 per year.

Public Defender's Office

Expenditures in this sector were already described in the *Clasificador Orientador de Gasto en Políticas de Igualdad de Género* (guiding classifier of expenditure on equality policies), and amount to a total accrued budget of US\$1,466,976.27 for care for victims of violence against women in 2017.

State Attorney General's Office

It has two areas in which issues related to VAW are dealt with: *Unidades de Atención en Peritaje Integral* (Integral Expertise Attention Units - UAPI), and specialized prosecutor's offices on gender-based violence. At the national level, there are 82 specialized prosecutor's offices and 47 UAPIs, which provide interdisciplinary services in 23 provinces of the country. In addition, the country has 301 prosecutor's offices that hear and process cases of crimes related to gender-based violence at the national level. These prosecutor's offices have had a workload of 265,690 reports of gender-based violence and femicide crimes from 2015 to 2018. Of these, 66,277 correspond to the fiscal year 2017. The 47 UAPIs that exist in the country generate a cost of US\$6,906,486.00 and attend to women survivors of all kinds of violence, not only of VAW. However, there are no figures disaggregated by type of crime. The annual expenditure of the 82 specialized prosecutor's offices was estimated at US\$8,598,930.00. It is determined, then, that the total value is US\$15,505,416.00, including expenses for the *Protocolo de Atención a Víctimas de Violencia de Género en Delitos Flagrantes* (Protocol for Attention to Victims of Gender-Based Violence in Flagrant Crimes) and the *Protocolo de Atención a Niñas, Niños, y Adolescentes Víctimas de Delitos Contra la Integridad Sexual* (Protocol for Attention to Children and Adolescent Victims of Crimes against Sexual Integrity).

Ministry of Justice, Human Rights, and Religious Beliefs

Said ministry became the Secretariat of Human Rights, but in 2017 it bore this name and there were two directorates that provided care, referral, and reference of cases of VAW. On the one hand, the Directorate of Domestic Violence and Gender and, on the other, the Directorate of Citizen Relations. Both served women survivors of VAW, although the former was exclusively for survivors. For this care, the Directorate of Domestic Violence and Gender required US\$85,270.87 and the Directorate of Citizen Relations required US\$227,456.13, which means that an estimated 11.4% of its care was directed to cases of VAW, i.e. US\$26,033.41. The Directorate of Domestic Violence and Gender is also responsible for US\$7,473.48 of the project "Fortalecimiento de centros de atención y protección a niñas, niños, adolescentes y mujeres víctimas de violencia intrafamiliar y/o sexual y explotación sexual en el Ecuador" ("Strengthening of care and protection centers for children, adolescents, and women victims of domestic and/or sexual violence and sexual exploitation in Ecuador").

The Ministry of Justice allocated US\$1,513,276.00 for the integral care centers and shelters, in an alliance it has established with civil society for their operation. Its counterparts allocated US\$2,788,366.26, so that the resources used exceeded US\$4,301,642.26.

Regarding the attention to persons deprived of liberty (PDL), for crimes related to VAW, the estimate of the total cost in 2017 for maintenance and rehabilitation of 2,096 PDL was US\$932,642.73. It is important to mention that 62% of the total cost corresponds to the maintenance of PDL sanctioned by Article 159 of the Organic Integral Penal Code (Código Orgánico Integral Penal - COIP). That is to say, the state allocates US\$574,465.45 to cover the costs of 1,797 PDL who committed violence against women or family members.

Ministry of the Interior

The cost calculation of the Ministry of the Interior (currently the Ministry of Government) is based on information gathered through interviews with officials from the Directorates of Gender, Human Rights, and Domestic Violence; Evaluation and Economics of Security; and Studies. In sum, we can appreciate that in an approximate cost calculation a total amount of US\$353,392.86 was disbursed

during 2017. The Directorate of Human Rights of the Ministry of the Interior has used US\$193,661.46 in expenses that can be attributed to the preventive management of crime and education to modify the sociocultural patterns that impact VAW. The Directorate of Studies has developed an early warning system (Sistema de Alertas Tempranas - SAT), a “procedure aimed at the management of public intervention, through risk assessment that allows, in advance, to protect the victims in an individualized manner and thus prevent the committing of a femicidal aggression.”

National Police

It has a Domestic Violence Department (Departamento de Violencia Intrafamiliar - DEVIF), which is in charge of informing the aggressor about the notifications and protection measures requested by the assaulted woman. It also implements prevention programs for both uniformed personnel and the public. The DEVIF is part of the National Directorate of Judicial Police and Investigations and represents an annual expenditure of US\$5,714,035.40.

In 2017, 106 femicides were registered, in which DINASED (Dirección Nacional de Delitos Contra la Vida, Muertes Violentas, Desapariciones, Extorsión y Secuestros - National Directorate of Crimes against Life, Violent Deaths, Disappearances, Extortion, and Kidnappings) carried out 27 interventions. The total cost of DINASEP interventions is US\$65,696.41 for the year 2017.

ECU911 is an immediate and comprehensive emergency response service. In order to fund ECU911, the operational flow of services was considered, without duplicating or omitting steps and times dedicated to the attention of VAW emergencies. For 2017, the total number of ECU911 services was 3,334,156 cases. Of this amount, 98,566 correspond to VAW, i.e. 2.95%, adding up to a total amount of US\$845,381.69.

In relation to the elaboration of the online registry (14,497 reports of VAW in 2017), an amount of US\$983,892.63 was obtained.

Finally, in relation to the events of effective VAW alarms, by means of security buttons (n = 8,224 security buttons activated in 2017, as reported by the National Police), the total cost amounts to US\$19,080.36 for the year 2017.

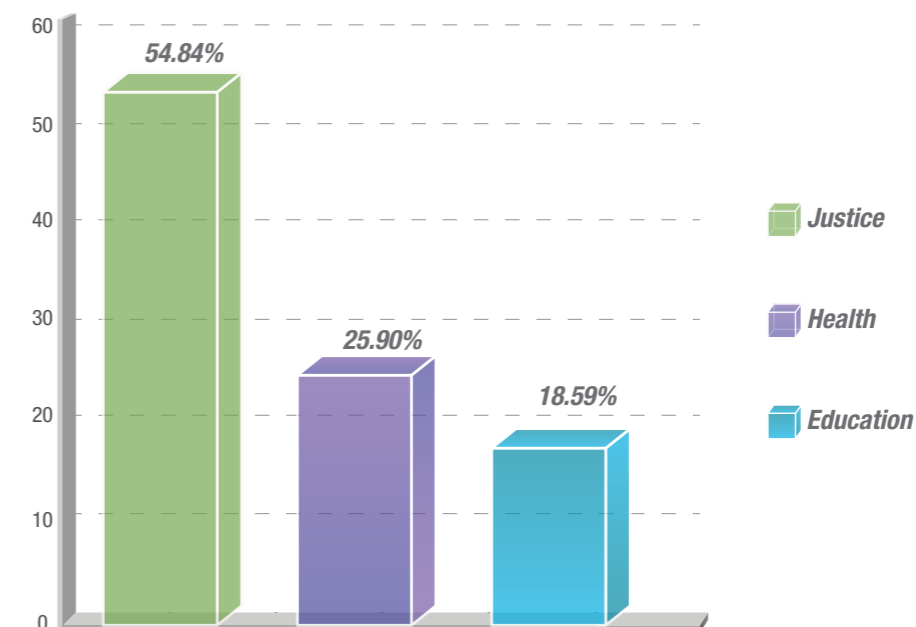
Conclusions

The direct governmental expenditures of the institutions involved - directly or indirectly - in the prevention of and response to violence against women have been calculated based on the general state budget and the allocation of each institution involved in the prevention of and response to VAW.

Integrating all direct costs identified in each sector, a cumulative cost for 2017 of US\$76.17 million is calculated. This figure only represents 0.2% of the total 2017 general state budget.

Most expenses come from the justice sector (54.84%), followed by the health sector (25.90%), and education (18.59%).

Figure 1. Percentage of direct governmental costs of violence against women, by sector



In terms of spending strategy, 43.79% is allocated to address the health consequences of assaulted women and their school-age children; 54.49% to respond to legal action; and only 1.73% to prevention.

Figure 2. Percentage of spending strategy (prevention, care, sanction)

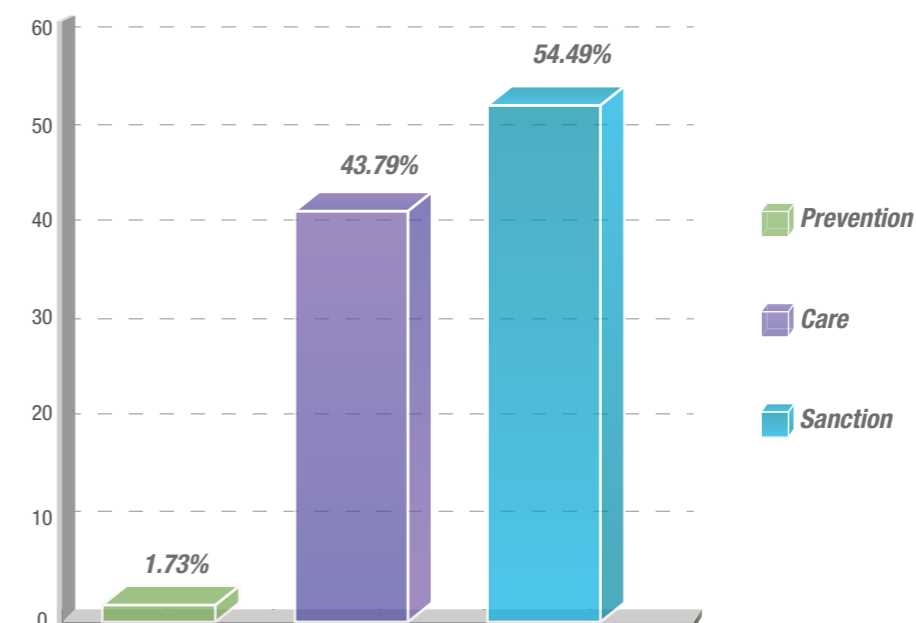


Table 5. Direct government costs of violence against women, by sector and level of prevention in Ecuador: 2017

Sector	Prevention	Care	Sanction	Total US\$	Percentage
Justice	267,168.00	-	41,506,658.43	41,773,826.43	54.84
Health	529,023.92	19,202,794.47	-	19,731,818.39	25.90
Education	11,051.12	14,152,156.80	-	14,163,207.92	18.59
Administration	508,969.93	-	-	508,969.93	0.67
Total	1,316,212.97	33,354,951.27	41,506,658.43	76,177,822.67	100.00
Percentage (%)	1.73	43.79	54.49	100.00	

Elaboration: Dr. Aristides A. Vara-Horna.

It should be noted that these figures only reflect the lower limit, and that some costs and associated expenses are not included due to a lack of information. The assumptions and calculations used are very conservative, so that a minimum cost value is obtained.

Even though since 2012 the law established the mandatory use of the *Clasificador Orientador de Gasto en Políticas de Igualdad de Género* (guiding classifier of expenditure on equality policies), to facilitate the recording of resources that public institutions allocate to the implementation of gender policies, only 2.49% of all costs detected have been recorded.

But the use of the classifier is not the only challenge detected. The spending strategy is also of concern. Only 1.73% of spending has been oriented to the prevention of VAW, with legal sanctions still accounting for more than half of spending.

The issue here is not to redirect resources to prevention. On the contrary, care and sanction actions also need to be sustained by a larger budget. What this result shows is that by 2017, there was no real primary prevention strategy, aimed at preventing it from occurring, focusing on transforming the sociocultural patterns that justify it. Hopefully, with the new *Ley Orgánica para Prevenir y Erradicar la Violencia contra las Mujeres* (Organic Law to Prevent and Eradicate Violence against Women - LOIPEVM), this panorama will change, with a priority budget allocation for prevention.

It is worth mentioning that for both 2018 and 2019, the budget allocated to the eradication of VAW has been significantly reduced. This situation is worrisome in that it violates the LOIPEVM and jeopardizes the integrated strategy of the prevention system. Based on the results of this study, it should be understood that the money allocated to prevention is an investment that translates, in the medium and long term, into reduced costs of care and sanction.

To prevent violence from occurring is also to prevent all its consequences. Indeed, allocating fewer resources will only result in greater direct invisible costs in education, health, and justice, not to mention the enormous losses in human capital and taxes due to lower productivity as a result of violence against women.

Three lessons can be drawn from the above:

1. Assuming direct costs will reduce indirect costs

More spending on prevention and comprehensive care will decrease the loss of human capital and the loss of taxes due to decreased labor productivity. In the end, what is invested in comprehensive care will be recovered in taxes from productive citizens.

2. Allocating resources to primary prevention will reduce the costs of care, sanction, and remediation

More investment in primary prevention will prevent violence from occurring, which will lessen the burden on health and justice services. The most efficient way to reduce care costs in the medium and long term is to prevent new incidents of violence.

3. Having a planned spending strategy will reduce the emergence of large unstructured expenses

The needs for care and the direct and indirect consequences of violence against women are a reality that cannot be postponed. Failure to provide adequately planned resources under a sustainable strategy will only result in resources being “subtracted” from other activities and services, which will not ensure that the care provided is of high quality.

Another important limitation that has emerged from the study is the heterogeneity of records on violence (in some cases, intrafamily violence; in others, gender-based violence; in others, violence against women), without sufficient disaggregation capacity to be able to consolidate the statistical data intersectorally, which makes it difficult to collect, analyze, and consolidate the information. This limitation poses a challenge for the *Nuevo Sistema Nacional Integral para Prevenir y Erradicar la Violencia contra las Mujeres* (New Comprehensive National System to Prevent and Eradicate Violence against Women) and the 22 entities that comprise it.

In the specific case of the health sector, the following has been observed for 2017, for example: 1. Different information collection instruments with the same objective, but different indicators. For example: the EPI-2 form, *Registro Diario Automatizado de Consultas y Atenciones Ambulatorias* (Automated Daily Record of Consultations and Outpatient Care), and the *Registro de Indicadores Hospitalarios* (Hospital Indicator Record). 2. When cases of violence are identified, the type of violence is not always recorded, nor who causes it, which prevents the analysis of other important determinants in decision-making at the judicial level. 3. Diagnoses of gender-based violence are not adequately recorded. For example, a woman who has suffered polytrauma due to violence may be admitted with a diagnosis of polytrauma and be discharged with the same diagnosis, without adding

the cause of the polytrauma. 4. Since the admission and discharge diagnoses are not known, it is not possible to evaluate the costs of the procedures performed during the care received by the assaulted woman nor the treatment prescribed for her recovery. These costs are high because they include specialized clinical and surgical procedures, in addition to medical fees and specific treatment for each person according to their health condition.

In the specific case of the education sector, the care route for cases of students treated for intrafamily violence is not systematically recorded in all the cases detected, nor with sufficient detail to disaggregate by type of violence. Nor are all activities accounted for, both in terms of human resources and inputs used to attend to each case. In the present investigation, a considerable percentage of hidden costs in human resources (18.5%) has been made visible. However, other categories of mobility or materials still remain unknown.

Three specific recommendations emerge from the study:

1. The first - methodological - consists of standardizing criteria for the identification and registration of cases in order to make unreported direct costs visible. It is clear that without a reliable registry of all cases of violence against women that have been identified and attended to, there will be no certainty as to how much the state spends.
2. A second - strategic - recommendation is to increase the budget allocation for investment in prevention. In the second case, the most effective prevention is that which attacks the causes of violence and not only addresses its consequences. Responding to VAW is important and necessary, but primary prevention cannot be neglected. Such a low level of spending on prevention reflects a serious omission.
3. Strict monitoring and follow-up of public policies, programs, norms, and protocols implemented on issues related to gender-based violence is required in order to develop specific indicators to measure their impact and thus strengthen and complement inter-institutional work.

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