



Situation of lesbian, bisexual, transsexual, transgender and intersex women in Costa Rica in regards to discrimination.

Shadow Report

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Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)

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Introduction and Executive Summary

Violence against lesbian, bisexual, transgender, transsexual and intersex (LBTTI) women is both omnipresent in Costa Rican and utterly neglected in public policy.

- LBTTI population is denied basic civil, political, social and economic rights, both
 in the laws and in practice. The LBTTI population does not ask for special or
 additional rights but respect for the same rights enjoyed by the general
 population
- Transgender people are not full recognition under the law.
- Transgender women are routinely and arbitrarily arrested.
- Many LBTTI persons are denied employment and/or lose their jobs because of their sexual orientation or gender identity.
- The discriminatory policies and of some medical practitioners partially due to lack of proper training that all patients are heterosexual and result in violations of the right to health.
- The government denies LBTTI persons the right to form a family because it does not recognize same-sex couples as families.

Today Costa Rica is at a crossroad, some sectors to make their voices heard. Some refuse to be pushed to the side and remain silent. These organizations and advocates are demanding that the proposed constitutional reforms would ensure the full democratization and 'humanization' of Costa Rican laws.

The struggle to overcome discrimination does not merely aim to add the LBTTI population's rights to currently recognised rights. It alsoaspire to have them recognised by the international community, countries and civil society as an integral and inalienable part of universal human rights.

Main violations to the Convention on the Elimination of All Forms of Discrimination Against Women - CEDAW

Violations to the guiding principles of the Convention: equality, non-discrimination and State obligations – Articles 1,2,3 and 4.

Articles 1 and 6: "Discrimination against women", trafficking in women, exploiting prostitution of women.

Marginalization Chain and Arbitrary detentions

All too often, transgender women suffer from a "marginalization chain" over the course of their lives that leads to a series of human rights violations.

Because of their gender identity and expression, even their own parents may reject them, confronted with a reality that is different from what they had expected, a reality that they can't face. Parents may force their children out of the family home, causing homelessness. Lacking the economic and emotional support of their families, these children may be forced to leave school. The consequence can become unemployment, underemployment and concentration in the informal labor market. While unemployment is high in Costa Rica generally, transgender women experience unemployment at heightened levels. As a result, many transgender women face the need to engage in sexual commerce in the streets, where they suffer other forms of abuse, violations and attacks.

Lesbian and gay people are subjected to harassment, fines and arbitrary detention by police; however transgender women most often report that they are targeted for abuse by police for simply being on the streets. Their identities are enough to mark them as visible targets. Stereotypes of transgender women as sex workers increase their vulnerability whether or not they are sex workers; transgender women who actually are sex workers become easy targets for police looking to fill arrest quotas, looking for sex, looking for bribes.

Police have been known to arrest transgender women by invoking laws prohibiting "public scandal," laws prohibiting "indecorous dress," complaints by neighbors and/or defiance of authority. These are ambiguous laws that define what are considered to be "good manners" and can be applied at the discretion of the police. (Human rights advocates argue it is not discretion but arbitrary and discriminatory treatment). For instance, there is a misinterpretation of Article 385 of the Penal Code, which speaks of exhibitionism, drunkenness and touching others and are used as an excuse to arrest transgender women.

The gay, lesbian and trans populations (and particularly the latter) are constantly vulnerable to arbitrary detentions by the police. Trans girls engaging in sexual commerce usually refer to how they are being harassed, fined and even arbitrarily arrested for simply being on the streets. Police arrest them invoking "public scandal", "indecorous dress", complaints by neighbours or defiance of authority. This is an ambiguous legislation that defines what is considered good manners and is therefore interpreted arbitrarily by the police. There is a misinterpretation of Article 385 of the Penal Code, which speaks of exhibitionism, drunkenness and touching others and are

used as an excuse to arrest transgender women. Even though they fear reprisals, some of these girls have_reported that once in the police stations, they are forced to perform sexual acts on police officers, to be naked in their jails or imprisoned overnight without any charges. On July 16, 2010, the Costa Rican newspaper <a href="https://exception.org/reported-theory.com/reported-theory.

The UN Committee Against Torture, in its concluding observations on Costa Rica in its 48th session, expressed its concerns at cases of abuse of immigrants and citizens, especially on the grounds of their sexual orientation and/or transsexual identity. The Committee considered that, in particular, the rules on public morals can grant the police and judges discretionary power which, combined with prejudices and discriminatory attitudes, can lead to abuse against this group (arts. 2, 11 and 16). The Committee advises training and awareness creation among those concerned, it also asks State party to foster a policy of respect for human rights for all without discrimination and to take steps to ensure continuous monitoring and periodic evaluation of the impact of the training and awareness creation provided for police officers, border guards and prison personnel.

Besides arbitrarily arresting trans women, police subject them to forced sexual acts in exchange for favours or early release. An illustration of this is the story published in the Telenoticias website on July 13, 2010, where *travestis* from the Heredia area expose these acts and show pictures of a police officer having sex with a *travesti* through the bars². Like many others, this action is against Articles 193 and 195 of the Penal Code dealing with "Coercion" and "Aggravated Threats" respectively. This topic has also been a concern to the UN Committee against Torture, who expressed it well in its concluding observations on Costa Rica in its 48th session.

In its 2009-2010 report, the *Defensoria de los Habitantes* (Ombudsman Office) mentions an increase in complaints submitted by *travestis* due to an escala<u>tion</u> in arrests and *razzias* on the part of the police forces.

The Ombudsman Office put <u>forth</u> the following recommendation in regards to the situation of *travesti* persons in situations of sexual commerce:

In these cases, it is <u>essential</u> that State actions aim at adequate regulation of the activities of travesti persons engaging in prostitution, establishing tolerance zones where these activities can be carried out without affecting the legitimate rights of third parties, but at the same time acknowledging these activities as the legitimate way found by travestis to obtain the necessary income to satisfy their basic needs.

Unfortunately the recommendations of the Ombudsman's Office are not binding and are taken only as recommendations that the State complies or not.

² Story published on July 13, 2010, by Telenoticias, Costa Rica TV Channel 7 under the heading "Investigan video de supuesto policía con travesti" (Video of an alleged policeman with a travesti being investigated). This story shows one example of the degrading acts_travestis are subjected to in Costa Rican police stations and by police officers. It can be viewed at: http://www.teletica.com/noticia-detalle.php?id=54996&idp=1

¹ Story published in Costa Rica's *Diario Extra* on the complaints submitted by *travestis* to OIJ (Judicial Investigate Body), about police abuse. It can be viewed at: http://www.diarioextra.com/2010/julio/16/sucesos14.php

On the other hand, trans women from the metropolitan area in Costa Rica exposed the harassment they suffer on the part of organized groups calling themselves "Costa Rica *Vigilantes*", who photograph them and their clients, produce videos and pictures of the cars approaching the trans women which are later uploaded to websites or sent to the media. These trans women are threatened by these groups and denied their freedom of movement which constitutes a human rights violation⁴. This creates a hostile environment for trans women, and also greater bias and discrimination by the police.

Article 28: of the Political Constitution of Costa Rica guarantees that nobody can be arrested or persecuted unless s/he has broken a law. However, discriminatory practices affecting our community include persecution based on the sole fact of being a *travesti*, transgender or transsexual woman⁵.

Article 33: of the same Constitution guarantees equality before the law to all persons, prohibiting all kinds of discrimination going against human dignity.

Article 37: of the Political Constitution of the country and Article 192 of the Penal Code refer to the prohibition of arbitrary arrests or "not for profit aggravated forms of deprivation of freedom", something that unfortunately is still happening in Costa Rica.

It is worth mentioning that engaging in commercial sex on the part of adult persons is not a crime in Costa Rica, unlike procuring, aggravated procuring and pandering, that are mentioned in Articles 169, 170 and 171 of the Costa Rican Penal Code. These articles punish those profiting from the sexual work of others with imprisonment up to 10 years, particularly if the exploited person is underage, regardless of her/his sex.

Article 385: of the Penal Code that punish infringements against morality , exhibitionism, drunkenness and touching others is loosely interpreted. And used as an excuse to arrest transgender women.

We request the Honourable Committee to recommend to the Costa Rican state,

To modify the social and cultural patterns of conduct of men and women with a
view to achieving the elimination of prejudices and customary and all other
practices which are based on the idea of the inferiority or the superiority of
either of the sexes or on stereotuped roles for men and women, regardless of

³ Channel 7's Telenoticias produced a story on what the "Costa Rica Vigilantes" are doing in the streets of Alajuela. It can viewed at; http://www.youtube.com/watch?v=e8F4NXefSTg&feature=related

⁴End of term assignment, TV Journalism (Neighbours vs *Travestis*) http://www.youtube.com/watch?v=q1EzV6_kQK0&feature=related

⁵Travesti: *Travesti* persons are those that, for different reasons, not only wear clothes that are socially coded as belonging to "the other sex" but also assume a correlated gender identity. They do not want to undergo surgery on their body (even though on many occasions they resort to cosmetic interventions); in other words, they do not want to undergo sex reassignment surgery or what is commonly known as "a sex change"...

Transsexual: Unlike the *travesti*, transsexual persons do undergo a series of treatments and interventions to bring their body into conformity with the sex with which they identify.

Transgender: This term is of Anglo-Saxon origin and refers to those who, without having undergoing sex reassignment surgery, live fully in the way they have chosen, that is, in their chosen gender identity and expression.

their sexual orientation, and/or gender identity as stated in article 5 of the convention.

- To provide training on sexual orientations, gender identity and expressions for the public security (police) staff_to raise their awareness on how to treat these populations.
- To put an end<u>to</u>, eradicate or stop the practice of arbitrary detentions <u>by police</u> of women engaging in sexual commerce.

Articles 2, 3, 4 and 5: Policies and laws aimed at eliminating discrimination, ensuring full development and advancement of women and modifying socio-cultural patterns.

Discrimination against transsexual women by the lack of relevant legal documents

Article 9: acquire, change or retain their nationality...

Article 15: equality with men before the law...

One of the most fundamental rights of all human beings is recognition before the law. Recognition of the true and accurate identities of transgender people is at the foundation of the fulfilment of all of their human rights. Without legal documents that reflect consistency between how a person expresses their gender and their officially recognized sex (i.e. female or male) and names (i.e. masculine or feminine), transgender people are accused of falsifying their identities. The perception of falsification prevents transgender women from receiving essential public services and from being perceived as authentic when seeking, among other things, employment, housing and education. As a last resort, transgender people without accurate documents may be forced to "come out" as transgender, even when it is unsafe to do so

Until recently, it was very difficult for transgender women to be issued identity papers reflecting their gender expression⁶. However, in response to action taken by a trans woman, Natalia Porras⁷, the Costa Rican Civil Registrar issue Article 2 of the Regulations on Photographs in Identity Documents by *Tribunal Supremo de Elecciones* (Supreme Electoral Court) to allow the photograph in official identity documents to reflect the appearance of persons in their daily life. This means that transgenders can appear in their identity papers with make-up, clothes and accessories socially coded as "feminine", if they so desire⁸.

http://www.teletica.com/7dias/reportaje-detalle.php?id=9114

Gender identity is understood as the notion that each individual has about the-sulf, that does not necessarily depend on the culturally assigned gender at birth. Gender expression refers to how individuals show their identity through their appearance.

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⁸ Article 2 of the Regulations on Photographs in Identity Documents by *Tribunal Supremo de Elecciones* (Supreme Electoral Court), Decree 08-2010, Published in The Gazette, No. 127, July 1, 2010, states: Every person has the right to have her/his image and sexual identity respected at the time of taking the photograph to be inserted in the identity document. This right needs to be conciliated with the public interest of having a suitable, safe and reliable identification document. This requires that facial features are shown in the photograph in such a way that allows identifying the carrier of the identity document.

This case arose from a transphobic comments made by the Director of Civil Registry, where he said he would not allow men came up like clowns to request proof of identity. Natalia was appealed so that she had the right to request his identity with a photograph that reflects their gender expression, and indeed had already done on other occasions and had not denied it. This act created a precedent that led to change the Rules of photographs of the Civil Registry.

However the Civil Registrar does not yet allow transgender people to use the option of adding "CC/conocido como" (known as) their chosen names, even though Article 90 of its regulations says nothing in this regard. Procedures for a legal name change are practically inaccessible because of their cost and the bureaucracy.

This results in lack of access to rights protected by articles 10 on the right to education, 11 on the right to work, 12 on the right to health, 13 on the economic life participation all forbidden because of the inability to provide documentation in accordance with gender identity or the risk to expose themselves to ridicule and abuse if they do.

Thus transgender women are denied full recognition before the law.

We request the Honourable Committee to recommend to the Costa Rican State,

- That the Civil Register policies are reframed so that gender identity and expressions can be respected, and trans persons can have access to legal identity documents reflecting the names chosen by them.
- Ensure that the inadequate legal documentation does not cause exposure of transgender women to any kind of discrimination or abuse in access to education, employment, health or any other right guaranteed by this Convention

The Right to Health

Article 12: Fair, dignified and egalitarian medical treatment

Article 14b: rural women and healthcare

Intersex People⁹ and the Right to Health:

An intersex condition is much more common than most people are aware. instance, 1.7% of the world population is intersex; 1 of every 200 births is of an intersex person; and there are as many intersex people in the world as people with red hair.¹⁰ The typical medical response to an intersex condition is medical intervention. Yet, sex assignment surgeries performed in intersex persons create feelings of betrayal, mistrust and depression¹¹.

 $^{^9}$ Intersex Persons: Some babies are born with genitalia and reproductive organs that do not fit with the patterns culturally accepted as defining "female" or "male" anatomy. The older term for this disease -hermaphroditism- blends together the names of a Greek god and goddess, Hermes and Aphrodite. Hermes was the god of male sexuality (among other things) and Aphrodite the goddess of sexuality, love and female beauty.

¹⁰ Fausto-Sterling, Anne (2000) Sexing the body: gender politics and the construction of sexuality.Basic Books.NewYork.

¹¹ Cabral, Mauro (2009) Interdicciones

In the past, the prevailing opinion in medical circles was that it was best to assign a sex to an intersex child as soon as possible, often on the basis of the child's external genitalia and not even related to their chromosomal make-up. Parents were instructed that there should be no ambiguity in their minds about their child's sex. Surgery was quickly scheduled to extirpate the testicular or ovarian tissue of the "undesirable" sex with irreparable consequences in relation to reproductive capacity.

The aim of surgery was allegedly to normalize the genitals and prevent suffering later in life because of lack of conformity with binary sexual standards

As a general rule, female genitals were considered more easily "rebuildable" than functional male ones, so whenever the "right" choice was not evident, a child was assigned to the female sex.

Most intersex children in Cost Rica <u>undergo surgical intervention</u> before reaching two years of <u>age</u>. The most common manifestation of intersexuality treated at the *Hospital Nacional de Niños* (National Children's Hospital) is congenital adrenal hyperplasia, detected through tests performed four days after a baby is born. ¹² But in spite of the good intentions of the interdisciplinary team of the National Children's Hospital, intersex persons suffer as a result of the scars and insensitivity produced by surgery (among other consequences)

In 2006, the American National Academy of Paediatrics recommended that sex assignment surgeries cease to be performed on intersex children.

Yet the Assistant Director of the National Children's Hospital stated in an interview with newspaper *Al Día* that the notion that intersex persons could choose their gender and sex when reaching adolescence was inaccurate and solely promoted by extremists ¹³. Mulabi / Latin American Space for Sexualities and Rights, the International Gay and Lesbian Human Rights Commission and others are concerned that the hospital has disregarded the recommendation of the national authority on pediatric care and is performing discredited surgeries. Furthermore, these organizations argue for the right to self-determine one's own body and for the need to stop the practice of surgeries that attempt to "normalize" bodies, particularly on children who cannot consent, based on subjective criteria.

Though experts the National Children's Hospital report that five to ten children per year are born with genital ambiguity, there are few documented cases. However the Urology Journal of San Juan de Dios Hospital, reported the account of 16 year old boy with congenital adrenal hyperplasia (one of many manifestations of intersexuality). Doctors wanted to perform a bilateral orchidectomy (the surgical removal of both testicles) on him and then insert a prosthesis but the boy himself and his family did not allow the procedure ¹⁴.

Urology Journal at BINASS (Biblioteca Nacional de Salud y Seguridad Social de la Caja Costarricense de Seguro Social) http://www.binasss.sa.cr/revistas/rmcc/563/art11.htm

¹² **Congenital Adrenal Hyperplasia** refers to a group of hereditary disorders affecting the adrenal glands. Congenital suprarenal hyperplasia can affect both boys and girls. People suffering this condition lack an enzyme required by the suprarenal gland to produce the cortisol and aldosterone hormones. Without these hormones, the body produces more androgens, a type of male sexual hormone, causing the early (or inappropriate) onset of male characteristics. About 1 of every 10,000-18,000 children are born with congenital suprarenal hyperplasia.

¹³ Interviewed by journalist Franklin Arroyo, from newspaper Al Día. (http://www.mentesana.net/tag/genitalidad-ambigua/)

This kind of interventions for the sole purpose of conforming the bodies of intersex people to social standards of gender binary, and their implications for the reproductive, psychological and physical integrity are a clear violation of Article 12 of the convention.

Transgender People and the Right to Health:

As a result of discriminatory policies and practices, expressed through the transphobic attitudes among lack of adequate training for medical professionals with regard to LGBT healthcare needs well as the underlying general assumption that all patients are heterosexual means that transgender people in Costa Rica do not enjoy the full right to health ¹⁵. In Costa Rican hospitals and clinics, these aggressions translate into denial of services, regardless of the seriousness of their health conditions.

Raquel, a *travesti* described the attention she receives at health institutions:

"Always with discrimination, regardless of my having health insurance or not. Always foreigners are better treated than trans or *travesti* persons. There are always problems, one thing or another, obstacles at the time of being treated 16."

There is a need for health campaigns that are specifically developed to address those situations affecting LBTTI populations apart from HIV/AIDS or STI (sexually transmitted infections), such as the use and abuse of hormones (male and female) and anti-androgens, the use of industrial oils and silicones and their effects on physical, mental and emotional health.

Discriminatory treatment in health centers causes transsexuals or transvestites women self-medicating to avoid using their services. This is also reflected in the use of hormones to alter their gender appearance without adequate medical supervision. For this same reason the use of oils or hazardous industrial silicone is common in the community of transgender women. All these reasons lead to the lack of access to the right to health guaranteed in Article 12 of the convention.

HIV/AIDS and Healthcare:

According to the *Dirección de Vigilancia de la Salud* (Health Monitoring Board), 2,093 HIV and 1,720 AIDS cases were reported for the 2002-2009 period. In 2009, 141 new AIDS and 243 HIV cases were reported, at a rate of 3.1% and 5.4% for 100,000 inhabitants respectively. The age group that is the most affected by HIV and AIDS is 20-54 year olds, as 83.8% of cases occur in that life stage¹⁷.

¹⁷ Data provided by the Costa Rican Health Minister through their Factsheet issued on December 1, in the context of World AIDS Day 2010

¹⁵ Transphobia is the obsessive aversion, reject, hatred and violence towards *travestis*, transsexual and transgender persons, or to anyone assuming a gender identity that differs from the hegemonic social dictates because it breaks the dichotomic patterns of sex and gender as assigned at birth.

¹⁶ Interview with Raquel (*travesti* woman)

The epidemiological situation of HIV/AIDS in the country is considered to be concentrated and of low prevalence. It shows a tendency to feminization and is mostly in urban areas. Iransmission occurs mainly through sex, and the epidemic most commonly appears among vulnerable populations such as, "men who have sex with men" and commercial sex workers, two epidemiological terms that include trans women.

Violence against women constitutes a serious human rights and public health issue. Violence against women also increases women and girls' vulnerability to HIV. The links between HIV/AIDS and violence against women, as revealed by a series of studies, show that sexual violence victims are more likely to get HIV/AIDS due to psychological, economic and socio-cultural factors. Research findings also show that women who reveal their status as HIV-positive are often abandoned by their families, discriminated within their communities and subjected to violence, including sexual violence, by their partners.

Violence against women and gender inequalities are increasingly mentioned as risk factors for women in relation to HIV/AIDS.

For this reason, violence against women must be seen as a fundamental factor forbidding to access to the right to health guaranteed by Article 12 of the convention.

We request the Honourable Committee to recommend to the Costa Rican State,

- To implement a care protocol in health centres including respect for the specific needs of populations whose sexual orientations, gender identities or expressions fall outside the norm, and to integrate this protocol into a public policy on sexual health and reproductive health care.
- That corrective or sex assignment surgeries cease to be the preferred option for treating intersex <u>children</u> at the National Children's Hospital, and that the parents of these children are supported by specific counselling and orientation groups that will provide them with the necessary tools to deal with this situation in the best way possible, always having the <u>best interests</u> of the intersex person as <u>a guiding principle</u>. One way to achieve this is by implementing a care policy for the intersex population that will allow them to decide in the future the best way to be followed because it is their lives that are being affected.
- Take all necessary measures for the elimination of violence against women and subsequent effects on access to the right to health guaranteed by Article 12 of the convention.

Article 16: Marriage and Family Relations

Article: 13c: The right to family benefits.

Article 15: equal to men before the law (?)

Article 16: Marriage

Discrimination based on family status

In Costa Rican law, those laws and policies that are the most effective in perpetuating the legal and social inequality of lesbians are the ones that make no reference to sexuality, sexual orientation, or lesbian identity. What they do is affirm that the State will protect only one form of family. By defining family in a narrow and exclusionary way, the states effectively all possibilities for recognition, support and/or access to benefits and services for persons in other forms of intimate relationships.¹⁸

Discriminatory definitions of the family can be found in several Costa Rican laws, but they all are based on the definition found in the constitution (articles 51 - 52) and in Law 5476 and its amendments (Family Code). Both documents state that marriage forms the basis of society, and that the union between a man and a woman constitute a marriage, while Chapter II of the Family Code explicitly prohibits marriage between two persons of the same sex. ¹⁹

Thus, the government denies the right to form a family to some Costa Rican citizens because it fails to recognize same-sex unions as families.

Last year, the Supreme Electoral Court called for a public referendum on legal. This referendum was instigated by the most conservative sectors of the Costa Rican Catholic and the Protestant Church.

Toward this end, the churches gathered signatures in favour of the referendum among their parishioners.

The Constitutional Court ruled against the proposed referendum on the basic that human rights could not be subjected to a vote²⁰. Now the decision rest with the Legislative Assembly of Costa Rica, where about four proposals aimed at granting equal rights to same-sex couples are pending for consideration.

Although Costa Rica's legislation does not allow to recognize marriage between same sex, the failure to implement any other type of recognition to de facto couples or families, which are so formed, represents a clear violation of Article 13 and 16 of the convention.

We request the Honourable Committee to recommend the Costa Rican State,

• Ensure some form of legal recognition for couples or families conformed by members of the same sex to allow their legal and social equality without any discrimination.

 $^{^{18}}$ CIPAC: Situación legal de las mujeres lesbianas en Costa Rica, Chapter III. Published by IGLHRC (International Gay and Lesbian Human Rights Commission)

Article 11: Marriage is the essential basis of the family, having as its purpose life in common, mutual cooperation and aid (Family Code)

 $^{^{20}}$ Constitutional Court sentence 2010-13313, 16:31 pm, August 10

Summary of Recommendations

- To provide training on sexual orientations, gender identity and expressions, for the public security (police) staff, to raise their awareness on how to treat these populations.
- To put an end, eradicate or stop the practice of arbitrary detention by police of women engaged in sexual commerce.
- That the Civil Register policies are reframed so gender identity and expressions can be respected, and trans persons can have access to legal identity documents reflecting the names chosen by them.
- To implement a care protocol in health centres including respect for the specific needs of populations whose sexual orientations, gender identities or expressions fall outside the norm, and to integrate this protocol into a public policy on sexual health and reproductive health care.
- That corrective or sex assignment surgeries cease to be the preferred option for treating intersex <u>children</u> at the National Children's Hospital, and that the parents of these children are supported by specific counselling and orientation groups that will provide them with the necessary tools to deal with this situation in the best way possible, always having the <u>best interests</u> of the intersex person as <u>a guiding principle</u>. One way to achieve this is by implementing a care policy for the intersex population that will allow them to decide in the future the best way to be followed because it is their lives that are being affected.
- To guarantee social and legal equality to same-sex couples.

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