



**Convention on the Elimination
of All Forms of Discrimination
against Women**

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**Committee on the Elimination of Discrimination
against Women**

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**Responses to the list of issues and questions for
consideration of the sixth periodic report**

Mexico*

**Convention on the Elimination of All Forms of
Discrimination against Women**

**List of issues and questions for the consideration of the periodic
report CEDAW/C/MEX/Q/6**

Mexico

Constitution, laws, plans of action and national machinery

1. The report indicates that there is an initiative to classify murder of women as a separate offence in the Penal Code. What is the status of this initiative? If it has been approved, please specify the measures that will be taken for its effective dissemination and application and whether a special unit has been established to investigate murders of women.

The initiative, which adds to the Federal Penal Code a 28th section, entitled "Gender-related offences", classifying femicide or murder of women as an offence, was proposed on 7 December 2004 and is currently under review in the Chamber of Deputies.

* Annexes to the report will be made available to members of the Committee on the Elimination of Discrimination against Women in the language in which they were received by the Secretariat. Issued without formal editing.



Femicide is also classified as an offence in the proposed General Act on Access of Women to a Life without Violence, approved by the Chamber of Deputies and currently under review in the Senate, which provides for between 30 and 60 years' imprisonment irrespective of penalties incurred for the commission of other offences.

As regards a specialized unit, on 16 February 2006 the Office of the Attorney General of the Republic (PGR) issued Agreement A/003/06, setting up the Office of Special Prosecutor for Offences related to Acts of Violence against Women. This Office is attached to the Office of the Attorney General and incorporates the Office of the Special Prosecutor for Offences related to Murders of Women in the Municipality of Juárez, Chihuahua. The Special Prosecutor is vested with the authority of the Office of the Attorney General of the Republic and is empowered to deal with ordinary offences in accordance with the applicable legal provisions.

Moreover, the Special Prosecutor may, inter alia, give a final ruling on: non-institution of criminal proceedings; archiving; lack of jurisdiction; consolidation and separation of pre-trial investigations; and cancellation or reclassification of arrest warrants in accordance with the stipulations of the Federal Code of Criminal Procedure. The Special Prosecutor also participates, in coordination with the competent bodies, in the formulation and implementation of federal and local programmes for the prevention and eradication of violence against women, and in follow-up and implementation of the recommendations made by international bodies to the Mexican State for the prevention of violence against women.

2. *The results of the study "Legislation with a gender perspective", which covers 31 states, recognizes that in some states, discriminatory laws that exclude women still exist. Indicate the specific areas in which such discriminatory provisions predominate, the main obstacles faced in achieving harmonization of national legislation and short-term measures planned to overcome them.*

Distribution of the publication *Legislar con Perspectiva de Género: Evaluación legislativa en materia de derechos humanos de mujeres, niñas y niños* (Legislation with a gender perspective: legislative evaluation in regard to the human rights of women, girls and boys), combined with workshops under the same title that have been publicized in various Local Congresses of states have served to advance legislative action to harmonize the national legal system with international legal commitments.

Notwithstanding the foregoing, it must be acknowledged that various states still have discriminatory laws that exclude women, as in articles of the Civil Codes of Aguascalientes, Campeche, Chiapas, Jalisco, Nuevo León and Puebla, in particular, where women are still forbidden to contract marriage within a period of 300 days following dissolution of a previous matrimonial bond.

Federal legislation includes affirmative action for public appointments to elective office; however, 13 states do not envisage any such action within the framework of their electoral laws for any elective office. In other cases, affirmative action is limited to particular posts (Guanajuato, Hidalgo, Jalisco, San Luis Potosí, Sinaloa, Sonora and Yucatán).

In federal criminal law, domestic violence is classified as an offence, but the Criminal Codes of six states do not contain any provision to that effect. Furthermore, federal criminal legislation extends to the rape of a spouse or

concubine, but this is not recognized as an offence in the Criminal Codes of 20 states, including Baja California, Campeche, Colima, Guerrero, Puebla and Zacatecas.

The main obstacles to achieving harmonization of national legislation include the persistence of cultural and legal practices in the various regions of the country, ignorance of international conventions and treaties in which the human rights of women are enshrined, and the scant importance attached to gender issues by local legislators.

Among short-term measures to overcome these obstacles, the National Institute for Women (Inmujeres) plans to continue publicizing workshops on "Legislation with a gender perspective" in State Congresses and to disseminate a Framework Act on Domestic Violence with a view to approving legal and technical legislative criteria in laws to prevent domestic violence and give assistance to its victims in the states. It also plans to maintain and strengthen dialogue with the legislature and the judiciary, as it has been doing since its inception.

In addition, as noted in the sixth periodic report, three Regional Round tables were held with a view to strengthening the human rights of women in social rehabilitation centres, in the light of international instruments ratified by Mexico.

The Committee has also been informed about the *International Conference to Support Harmonization of Local Legislations with International Instruments Dealing with Women's Human Rights* organized by the Ministry of Foreign Affairs in 2004 in order to publicize international instruments on women's human rights and ensure that such instruments are harmonized, applied and invoked as part of the responsibilities and functions of civil servants.

3. *The report states that the Senate of the Republic is analysing the Protection of Migrants and Immigrants Act initiative. What is the status of this initiative? If it has been adopted, please indicate the measures planned for its effective dissemination and application.*

On Tuesday, 4 April 2006, the Protection of Migrants and their Families Act was approved by the Senate. It is currently under review in the Chamber of Deputies.

4. *Please provide information on progress in reform of the Federal Penal Code and Code of Criminal Procedure, the adoption of the law to prevent and punish trafficking in persons approved by the Senate in 2005 and initiatives to adopt legislation at the state level.*

The Senate Record, which includes a draft decree for promulgation of the *Prevention and Punishment of Trafficking in Persons Act*, with the addition of the Federal Act against Organized Crime and the Federal Code of Criminal Procedure, has been under review in the Chamber of Deputies since 1 February 2006.

While there is little basis for this in national legislation, it may be pointed out that some states classify trafficking in persons as an offence, namely, Baja California, Coahuila, Mexico State, Guerrero, Hidalgo, Morelos, Querétaro, Quintana Roo, San Luis Potosí, Sinaloa, Tabasco, Veracruz and Yucatán. However, these legislations address only one form of trafficking: sexual exploitation.

5. *What have been the challenges in the implementation of the National Programme for Equal Opportunities and Non-Discrimination against Women 2001-2006, and how do you plan to address them in the next plan? Are there mechanisms to ensure their effective application in each state?*

It is essential to maintain and to continue establishing and strengthening municipal mechanisms for the advancement of women and to consolidate the work done with state mechanisms for the advancement of women through the incorporation of government policies in state development plans, as a key strategic tool, and the use of gender training methodologies.

It is similarly essential to intensify gender mainstreaming and to broaden the range of its impact to take in other stakeholders and policies and also the highest levels of decision-making.

It is also necessary to translate into public policy innovative and effective models and programmes, such as the Gender Equity Model and the Gender Mainstreaming Programme.

In the field of education, the theme of gender equity requires greater attention within the Ministry of Public Education. To this end, an administrative structure needs to be set up to serve as a gender unit.

In family life, the challenge is to change family structures through equitable distribution of both financial responsibilities and child care functions between men and women, in a violence-free environment.

In the field of human rights, the challenge is to succeed in harmonizing national legislation with international women's human rights instruments. It is also necessary to ensure improved access to justice, without distinction as to social status, hand in hand with a cultural change that secures awareness of the rights of women on an equal footing with men.

Challenges in respect of health are described in the response to question 24.

In the field of employment, the reform of labour legislation pending before the legislature needs to be put into effect so as to empower women through productive employment and full equality of opportunity with men, including access to high-ranking posts and decision-making.

In the same vein, the challenge in respect of social policy is to develop a welfare system that recognizes the unpaid role of women in reproduction and their contribution to social welfare.

With regard to political participation, the central challenge is to build on changes making for the empowerment and human and political development of women.

In accordance with the mandate given to it by law, the goal of Inmujeres is to promote and foster conditions that pave the way for non-discrimination, equality of opportunity and treatment between men and women, full exercise of all women's rights and equitable participation of women in the political, cultural, economic and social life of the country, adopting a cross-cutting and federalist approach with enhanced linkage. For 2006, it is planned to consolidate Proequidad programming and implementation along three strategic lines: human rights of women, violence and gender mainstreaming.

It may be noted that the recently adopted General Act on Equality between Women and Men (27 April 2006) requires the Federation, states, the federal district and municipalities to establish a coordinating framework for the integration and operation of the National System for Equality between Women and Men. The Act accordingly provides for the possibility of coordination arrangements or agreements in order, in particular, to set up coordinating mechanisms to achieve gender mainstreaming in the national civil service.

The Act provides in particular that the National Commission on Human Rights shall be responsible for following-up, evaluating and monitoring national policy in respect of equality between women and men.

6. The report states that, while fully respecting federalism, the national machinery has established working networks with state and municipal governments that consist of state institutes, councils, programmes and a secretariat. Please indicate whether the federal-state linkage is regulated, whether there is any type of normative or methodological regulation, and/or whether the linkages are based on voluntary cooperation. Also please indicate if there are initiatives to harmonize the operation and work of all the bodies.

In accordance with the Act on the National Institute for Women, the Institute has the authority to propose the National Programme for Equality of Opportunities and Non-discrimination against Women (Proequidad), designed “to promote policies, actions and programmes and to conclude conventions and agreements in the three branches of government”. This has enabled Inmujeres to promote cooperation conventions and agreements with units of the Federal Civil Service and state and municipal administrations.

The objective of the conventions and agreements depends on the type of entity, institution or body. The topics covered include: gender mainstreaming, environment and sustainable development, eradication of poverty, publicity on the rights of women and girls, violence, gender training and capacity-building.

Actions strengthening the link between Inmujeres and state mechanisms for the advancement of women:

Federal Civil Service

(a) Implementation of the gender mainstreaming programme in 20 mechanisms

(b) Establishment of the Gender Equity Model in seven institutions

(c) Implementation of the gender equity self-evaluation

(d) Use of the gender equity questionnaire

(e) Intra-institutional gender round tables in agencies and entities

(f) Organization of 16 working meetings, technical assistance and training with:

- Gender liaison officers
- Heads of gender units
- Intra-institutional gender round tables

- (g) Organization of three meetings with female civil servants (one a year)
- (h) Establishment of links with mechanisms for the advancement of women
- (i) Organization of training workshops

States

- (a) Conclusion of cooperation agreements with 23 state governments
- (b) Organization of 13 national working meetings with mechanisms for the advancement of women
- (c) Creation of a microsite on the Inmujeres server with direct links to the websites of the mechanisms for the advancement of women
- (d) Creation of a Fund for the strengthening of 16 mechanisms for the advancement of women in 2004
- (e) Establishment of links with mechanisms for the advancement of women
 - Organization of training workshops

Municipal Governments

- (a) Conclusion of cooperation agreements with 67 male and female municipal mayors
- (b) Establishment of 96 municipal mechanisms for the advancement of women
- (c) Preparation of the Guide to Initiate and Strengthen a Municipal Mechanism for the Advancement of Women
- (d) Organization of 13 regional meetings and national gatherings with the municipal mechanisms for the advancement of women, municipal women mayors, women *regidores* and women *síndico* councillors.
- (e) Creation and operation of the Fund for the strengthening of 57 mechanisms for the advancement of women (2005)
- (f) Creation and operation of the Fund for the strengthening of 95 mechanisms for the advancement of women (2006)
- (g) Organization of training workshops

The state and municipal mechanisms for the advancement of women have been provided with various publications to improve their methodologies, including: methods of training in gender issues and masculinity; migrant women and the gender implications of migration; a gender awareness and training manual for trainers; the ABCs of gender issues; methodologies to strengthen women community leaders.

Prior to 27 April 2006, the federal-state linkage was based primarily on voluntary cooperation, which led to the development of a number of successful projects. With the adoption of the General Act on Equality between Women and Men, the linkage is now obligatory. The Act requires the State Congresses to draw up the necessary legal provisions to promote the gender equality principles, policies and objectives embodied in the Political Constitution and the Act. In addition, the

heads of state governments must promote gender equality in local policies; establish and strengthen institutional mechanisms; and develop medium-term and long-term local public policies in line with national programmes.

The Act also imposes obligations on the municipalities; they must implement municipal gender equality policies that are consistent with the corresponding national and local policies and help the federal and state governments to strengthen gender equality programmes. The municipalities must indicate their budget requirements for the implementation of these programmes as well as design and implement awareness and development programmes for their particular region.

7. The report indicates that one challenge is the need to strengthen inter-institutional mechanisms that collaborate in the monitoring of gender equality policies. Please indicate what measures have been taken in that regard.

The agreements concluded with state and municipal governments within the framework of the Fund for the Strengthening of Mechanisms for the Advancement of Women aim to promote equality of opportunities and treatment between the genders in the different sectors and to strengthen the mechanisms for gender mainstreaming in public policies and programmes, within their respective jurisdictions. They also aim to strengthen the organizations by promoting programmes or projects aimed at achieving gender equality in topics, groups or regions requiring priority attention.

The progress report presents results based on the Proequidad commitments, reflecting short-term, medium-term and long-term targets. It should be noted that government units and bodies established their own commitments, based on the Programme objectives. The report is prepared annually and contains data provided by units heads. The data are analysed to measure the improvement in gender equity in each institution. This is done using a methodology called the “Proequidad indicator”, which weights institutional programmes according to their contribution to the achievement of the Programme targets and goals. The report is distributed to all units for information.

As stated in the sixth periodic report, the State Gender Indicator System was developed by Inmujeres to enable state officials to conduct their own diagnostic studies of the status of women in the different social environments. Inmujeres holds working meetings with representatives of the state mechanisms for the advancement of women, during which the project is presented. The Institute also holds a workshop on the development of gender indicators to explain to participants not only the data but also their usefulness.

The General Act on Equality between Women and Men provides that, in order to follow up, assess and monitor the national policy on equality, the National Commission on Human Rights will develop a database to monitor gender equality and the impact of gender equality policies. This oversight must be performed by persons with recognized qualifications, specialized in gender equality issues; they will collect information; assess the impact of policies; propose studies and technical reports and disseminate information.

The monitoring unit on gender and poverty of the Ministry of Social Development offers a wide range of information on topics related to poverty and gender issues, including indicators and data sources for the most relevant aspects of family relations, access to resources and gender roles. The goal of the monitoring

unit is to produce, organize, analyse and disseminate information on poverty from a gender perspective. Its website contains a series of tables with data disaggregated by sex, poverty level and place of residence (urban/rural) relating to topics such as the home, work, income, financial participation, education and housing.

Stereotypes and education

8. *The report contains broad and extensive information on initiatives to eliminate stereotypes. Please indicate if studies have been conducted on the impact of these activities and provide additional information on the specific programmes that have been implemented in rural areas and areas where indigenous populations live.*

The Media Monitoring Unit on the Image of Women and Girl Children was relaunched on 14 March 2006. The monitoring unit is an electronic tool that involves citizens in the monitoring of advertising, with a view to combating the sexism, discrimination and gender stereotyping still found in most advertising strategies. Data have been collected on the number of male and female users of the microsite but studies have not yet been conducted on the site's impact.

The National Institute for Adult Education (INEA) reports that pilot tests among users of educational materials such as "Your Home, My Employment", "Learning to be" (for mothers who are educators) and "Pregnancy, a Life Project" indicate that they are perceived to have had a positive impact with regard to stereotypes, roles and behaviour changes to eliminate gender stereotyping. The pilot tests also show that empowerment is an important factor in changing stereotypes. Male and female users of the materials indicated that the modules enabled them to analyse their own experiences and background; reassess their personal qualities; reflect on the way they were treated as children and their own parenting methods; and consider what they have done and what they have failed to do both as family members and in a personal capacity.

As stated in the reply to question 13, the Campaign on Violence against Women promoted by Inmujeres has had a positive impact, reflected in the increased number of calls to the Phone Line for a Life without Violence. This Campaign and others such as the campaign against sexual harassment have placed the problem of violence on the national agenda.

The implementation of Proequidad revealed that inequality is widespread in both society and Government and that there is a need for comprehensive policies, as demonstrated by the adoption of the General Act on Equality between Women and Men.

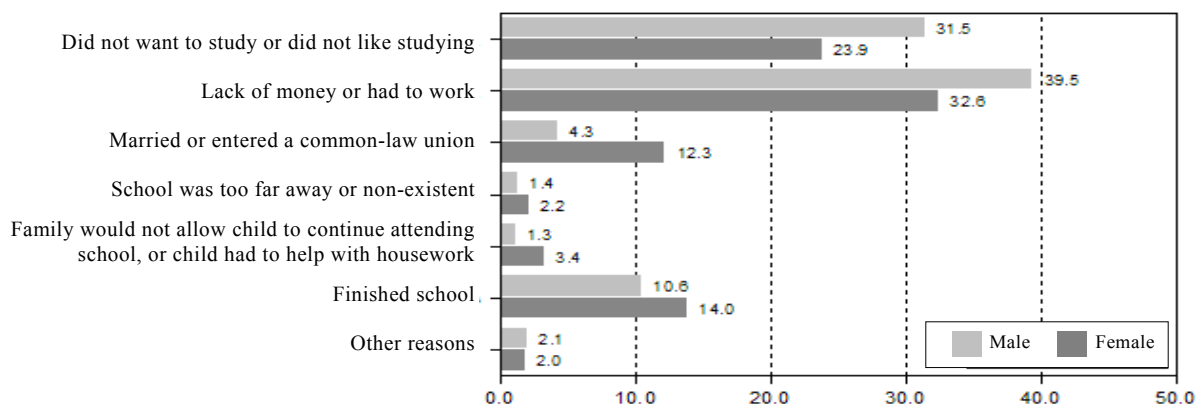
With respect to specific programmes in rural areas and areas where indigenous populations live, the National Commission for Development of Indigenous Peoples broadcasts programmes on the importance of gender equality via the Indigenous Culture Radio Broadcasting System (SRCI), comprising 20 radio stations. The programming is analysed to avoid airing programmes that present stereotypes of women. However, studies of the impact of this type of programme have not yet been conducted.

9. *Please provide additional statistics on school enrolment and dropout rates disaggregated by gender and comparing urban and rural areas. Also, please include information on the main reasons girls and youth drop out of school and programmes to overcome this problem.*

Data on school enrolment and dropout rates by gender and by urban and rural areas are included in annexes 1 to 4. The tables show a similar percentage of boys and girls attending school at basic education level, and a slight increase in the annual growth rate in enrolment at secondary level (annex 5).

Many more girls than boys enrol in upper secondary education, for the baccalaureate (annex 6). In higher education there is also a significant increase in the number of women enrolling in professional training courses and for postgraduate studies (annex 7). It is hoped that the growth rate will continue to increase and that women graduates will have access to posts in academia, research and management on an equal footing with men. It is also hoped that both women and men will become increasingly aware of gender equality.

Percentage distribution of population aged between 10 and 29 that dropped out of school, disaggregated by reason for dropping out and by gender, 2000



Does not include unspecified reasons for dropping out.

Source: INEGI, Twelfth General Population and Housing Census, 2000, Census Sample.

Measures to prevent dropping out and to promote enrolment

As detailed in the sixth periodic report, the *Oportunidades* human development programme is designed to counteract the lower enrolment of girls in upper secondary education by awarding scholarships. They provide different amounts of money according to school grade and gender, and give greater support to girls. In 2004-2005, about 50 per cent of all scholarships were awarded to girls for both primary and secondary education (annex 8).

About 50 per cent of the National Council for Educational Development (CONAFE) scholarships that were awarded to the indigenous population went to girls in primary education, and about 40 per cent to girls at the secondary level (annex 9). As previously reported, the Council also awards scholarships to former young teachers in rural communities, most of them women, to enable them to continue studying once they have completed their social service. The Council also gives economic incentives to community instructors to discourage students from dropping out and to guarantee continuity of education.

Compensatory programmes also provide assistance for schoolchildren at risk of dropping out, supplying them with equipment and educational programmes. In addition, the Community Education Directorate provides education services for the rural and indigenous populations and for isolated, marginal and remote communities.

Information is provided in the sixth periodic report on the Rural Education Funding Programme, which helps children who have to travel to different communities to attend primary or secondary school (see table in annex). The report also gives details of the National Programme of Scholarships for Higher Education, which has awarded most of its scholarships to female students. The Network of Education Actions on behalf of Equity coordinates measures both within and between States to promote a gender perspective in education.

The National Council for Educational Development developed the “Path to Secondary” Project to encourage girls to go on to secondary education. The Programme of Scholarships for Young Mothers and Pregnant Girls, which has similar aims, awarded 3,462 scholarships in the 2004-2005 school year.

10. According to the Special Rapporteur on the situation of human rights and fundamental freedoms of indigenous people, 25 per cent of the indigenous population over 15 years of age is illiterate, women in a greater proportion than men (see E/CN.4/2004/80/Add.2). The report mentions a programme of indigenous educational hostels. Please indicate what other measures have been taken to ensure access to education for indigenous girls from various regions of the country, and also what measures are planned or have been taken to address the high level of illiteracy among adult indigenous women.

As is clear from table 10, education, which is both a constitutional right and an opportunity for individual and collective development, is still inaccessible to indigenous women for reasons of class, ethnicity and gender, despite differences within and between indigenous groups.

Measures to improve indigenous women’s access to education

1. Twelve intercultural bilingual baccalaureate courses have been set up in Oaxaca, with 90 per cent federal funding and 10 per cent State funding.
2. The National Commission for the Development of Indigenous Peoples has a Project for the Academic Development of Indigenous Youth (higher education scholarships). The project has nationwide coverage and responds to applications from the Commission’s 23 State delegations. There are currently 368 students studying with scholarships, 47.83 per cent of whom are women.
3. In September 2004, the Intercultural University of the State of Mexico opened, offering a new approach to teaching that addresses the needs not only of indigenous groups, but of the entire population, while respecting the fundamental right to education in one’s native language. A total of 271 students aged between 17 and 21 have registered at the University. Some 70 per cent of them are indigenous and, of that group, 66 per cent are women. They are from 23 municipalities in Mexico State, Michoacán, Veracruz, Chihuahua, Puebla, Querétaro, Tlaxcala and the Federal District. Other measures Mexico has taken have included establishing the Mochicahui Autonomous Indigenous University of Mexico in Sinaloa, the University of

Totonacapan in Veracruz, and the Intercultural Community University of San Luis Potosí.

4. The Commission has held three workshops on indigenous rights, targeting indigenous women with different language backgrounds. They were awarded monthly scholarships to cover travel and subsistence. The workshops promote indigenous women's participation in all levels of school education.

In providing for the needs of the indigenous population, the Commission carried out a review and validation of initial and secondary bilingual education programmes and of primary and secondary programmes for students of higher than average age. The programmes were delivered under the framework of education services for the indigenous population, at 52 community education centres in 15 States in the 2005-2006 school year. This project will involve a total of 1,857 students — children, young people and adults — taught in 17 different indigenous languages. It represents a comprehensive bilingual education package that covers basic education needs in small indigenous settlements of fewer than 100 inhabitants, which are the target of community education.

Work is currently being coordinated to set up a single system to register and monitor learning, to ensure that agricultural migrant children's needs are met. Teachers working with the Commission have been trained to develop their skills in educational practice that uses and develops indigenous languages and Spanish in the context of multilingual schools, in the framework of intercultural education for the migrant population.

Through the e-Mexico system, the Ministry of Communications and Transport works with the Commission on "Makers of words", a website to promote biliteracy among the country's indigenous population. This teaching tool is a product of the collection of story books and histories from the communities served by the Commission. The possibilities offered by the e-Mexico system will allow additional histories and translations in different languages to be added to the website.

To address the high level of illiteracy among adult indigenous women, the National Institute for Adult Education has taken the following initiatives:

- (a) Qualitative research was conducted with various ethnic groups. The findings showed that, regardless of the external factors that effect educational development (economic and political situation, migration, dispersion of communities, rugged terrain, etc.), the education strategy required a model that could offer continuity of education and use of the written language that corresponds to the social, cultural and linguistic situation of the people. Often, the materials used to teach literacy are irrelevant to their needs and interests and in many communities the majority of women speak one language or are just beginners in a second language.

- (b) Integration into the Education for Life and Work Model. There are currently two basic education curricula for the indigenous population (young people and adults), teaching those with an indigenous mother tongue and those with Spanish as a second language. Three innovative approaches are used: a functional communicative approach, a differentiated focus depending on whether the student is monolingual or bilingual, and educational materials supplied by the communities themselves, which therefore reflect the cultural reality and specific interests of the students.

These educational modules are already in use in ethnic groups such as the Tseltal, the Mixe and the Rarámuri. Local leaders report an average increase of 6 per cent in the number of people enrolling and staying in the courses, particularly women. Although the outcomes have yet to be quantified, the results in written language learning appear to be satisfactory.

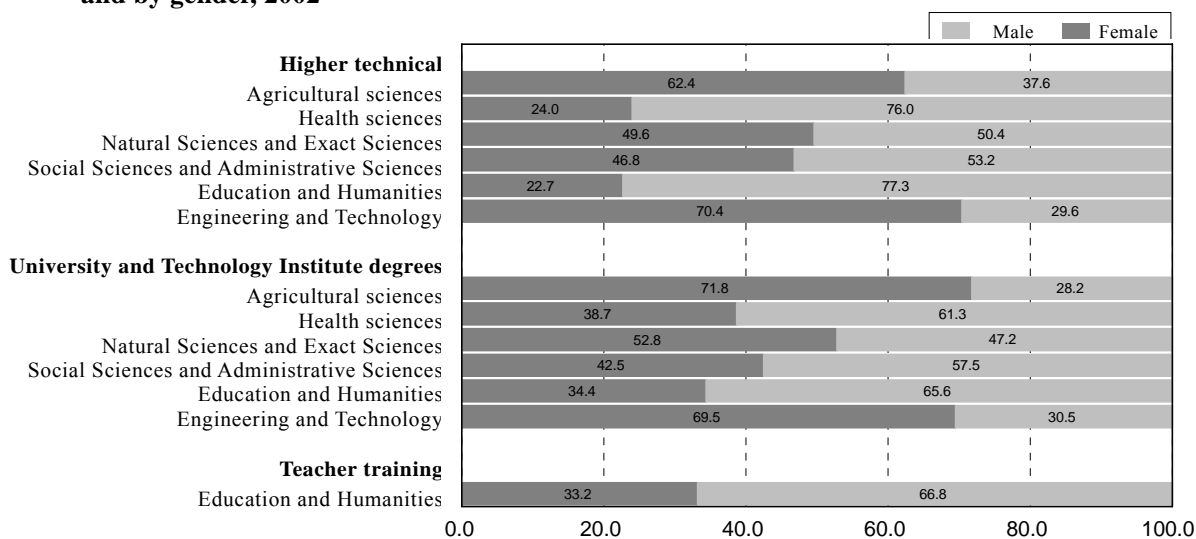
In terms of planning, the intention is to continue developing materials for the education modules for the indigenous population and to encourage organization of an intensive literacy programme which would include a strategy that targets the indigenous population.

The National Commission for Development of Indigenous Peoples works with the National Institute for Adult Education on adult literacy issues. Three million people are currently receiving assistance. The National Institute’s literacy programme reaches 25 indigenous communities working in 56 languages and dialectical variants in 14 States. The development of the programme has led to more effective coordination between indigenous and social groups and institutions and various experiments in developing educational materials.

Since 2002 work has been done in five States on an indigenous literacy pilot project called “Bridges to the future”. The experiment focuses on developing educational resources locally, with the active participation of members of the communities concerned, including adult indigenous women.

11. Please provide gender-disaggregated statistics on enrolment and completion of studies at the university level, specifically in technical areas.

Percentage distribution of student population at higher technical level and university and technology institute degree level by field of study and by gender, 2002



Source: National Association of Higher Education Institutions (ANUIES), 2004 Statistical Yearbook. Student population at degree level in universities and technology institutes. Historical summaries and series. Mexico. Statistics Directorate-ANUIES.

Enrolment for university and technology degrees by field of study and gender, 1993-2003

<i>Field of study and gender</i>	<i>Annual growth rate 1993-2003</i>
Total	6.3
Male	5.0
Female	7.7
Agricultural sciences	1.8
Male	0.6
Female	5.9
Health sciences	4.3
Male	3.3
Female	4.9
Natural Sciences and Exact Sciences	4.9
Male	4.0
Female	6.0
Social Sciences and Administrative Sciences	5.0
Male	3.9
Female	5.9
Education and Humanities	22.2
Male	21.1
Female	22.8
Engineering and Technology	6.1
Male	5.2
Female	8.2

Note: The figures differ from those provided by the Ministry of Public Education (SEP) owing to data collection on different dates.

The information for the 2003 academic year includes 34,763 students at the higher technical level.

Source: ANUIES. Statistical Yearbook. Undergraduate Population in Universities and Institutes of Technology, 1993 and 2003.

Researchers by field of knowledge according to gender, 2002¹

<i>Field</i>	<i>Total</i>	<i>Male</i>	<i>Female</i>
Total	100.0	70.3	29.7
Physical, mathematical and earth sciences	100.0	75.6	24.4
Biology and chemistry	100.0	69.1	30.9
Humanities and behavioural sciences	100.0	61.1	38.9
Engineering	100.0	77.4	22.6
Social sciences	100.0	65.4	34.6
Biotechnology and agricultural sciences	100.0	77.3	22.7
Medicine and health sciences	100.0	67.0	33.0

Note: Including research applicants and level I, II and III researchers.

¹ Preliminary figures.

Source: CONACYT. General Information on the State of Science and Technology, 2002.

Violence against women

12. The report does not provide a clear overview of the scope of violence against women, especially taking into account the diversity, size and political structure of Mexico. Please provide detailed information on the causes and forms of violence, disaggregated by State and age of the women. In your reply please give information on the functioning of the system of indicators for measurement of family violence in Mexico and the results.

The results of the National Survey on the Dynamics of Household Relationships (ENDIREH, 2003), conducted by Inmujeres and INEGI, are attached (annex 11), together with information compiled from the National Survey on Violence against Women, 2003 (ENVIM) conducted by the Ministry of Health in collaboration with the National Institute of Public Health (annexes 12, 13 and 14).

The cause of violence is abuse of power and physical strength, although there are factors that may trigger or lend themselves to situations of violence, such as poverty, overcrowding, poor or non-existent communication, addiction, alcoholism, unemployment, infidelity, etc.

It emerges from the National Survey on the Dynamics of Household Relationships, 2003 conducted by Inmujeres and INEGI, that:

(a) Among women who have suffered some form of violence, alcoholism seems to be a contributing factor in their spouses' ill-treatment of them. Such is the case for 15 per cent of those who suffer psychological and/or financial violence and for 42.2 per cent of those who also suffer physical and/or sexual violence.

(b) Women who reported suffering psychological violence (40 per cent) consider that the violence by their spouse or partner stems from his current economic problems or loss of employment.

(c) For one in five of the women who reported suffering physical and/or sexual violence in addition to psychological and/or financial violence, the fact of her partner's having an "affair" was what led him to ill-treat her.

The persistence and legitimization of domestic violence are largely due to cultural practices affecting relations between men and women, commonly based on myths and stereotypes of domination, self-denial and men's control over women. Such ideas are learned through verbal and non-verbal communication, the use of words and images that invisibly shape our way of thinking about people and their actions.

Thus the messages received from early childhood by way of formal and non-formal education and through the media generally legitimize and justify the continued exercise of violence. For example, boys and girls who experience or witness abuses in their family grow up thinking that they are "natural" and that they form part of the educational process and of discipline. On reaching adulthood, they will tolerate ill-treatment and consider it to be a form of interpersonal relationship, while in addition the climate of violence that reigns in society is perpetuating and spreading down through the generations this attitude of tolerance, acceptance and reproduction of ill-treatment.

With regard to the system of indicators for measurement of family violence, it should be stressed that no unified system yet exists for Mexico. As the Committee was informed in the periodic report, the main sources of information are ENDIREH, ENVIM and the Phone Line for a Life without Violence, the result of which is shown in the following response.

Previously, ENVIM and its findings were used as a basis for drawing up the work programme of the Ministry of Health. Under Official Mexican Regulation NOM-190-SSAI, health institutions are required to register cases of domestic violence that they treat and to report them to the epidemiological surveillance system and to institutional health systems. In 2005 a total of 17,780 cases of domestic violence treated in State health services were reported at national level, of which 12,809 involved women (72 per cent). An effort is being made to improve the registration of cases through an overhaul of the outpatient services information system and through close monitoring in health services, irrespective of the actual demand for care for injuries. It is expected that this will lead to a larger number of cases being reported in coming years without this necessarily entailing an increase in the phenomenon itself.

The report of the *National Programme for a Life without Violence* also deals with statistical and evaluation data compiled by the National Commission on Human Rights regarding court proceedings involving domestic violence; the National System for Comprehensive Development of the Family, in respect of reports and situations of domestic violence; the National Institute of Statistics, Geography and Information Technology (INEGI), with regard to the National Survey on Domestic Violence and other activities, including in particular the ongoing development of a national data subsystem on gender violence, based on a series of special surveys, within the framework of the System of Sociodemographic Indicators.

13. The report presents information on the various programmes and plans implemented for the prevention, protection, assistance to and elimination of violence against women and girls. However, the effectiveness of these activities is not clear, in view of the persistently high rates of violence against women. Please include an analysis of the impact of the measures taken.

Initial activities to put in place the programme of the Ministry of Health on services to combat domestic and sexual violence include awareness-raising for decision makers, training of primary health care personnel in the use of the operating manual of the integrated model for prevention and services in relation to domestic and sexual violence, training of specialized teams, adaptation of facilities for the work of the teams, and publicity on the topic so that users seek help. All this is a process that will take time.

On the other hand, for there to be a reduction in rates of violence against women there must be a change in behaviour not only on the part of women but also among all those involved. This means a different attitude on the part of the physician who must regard domestic and/or sexual violence as a public health issue; of officials in the Office of the Attorney General, who must receive complaints and act on them where necessary by responding to the requests of women; of educators, who must incorporate the topic into the system and into curricula and learn how to foster in their pupils a new kind of behaviour. In the final analysis, what we are talking about is a cultural change which cannot be achieved overnight.

The impact of the programme on services to combat domestic and sexual violence will start to be seen in terms of statistical indicators for the population after it has been established nationally for at least three to five years. The first impact that can be expected is a drop in women's murders associated with domestic violence, in particular spousal violence; this can be expected to be followed by a separate decline in the current nationwide prevalence of spousal violence against women through a reduction in the proportion of women remaining in a violent relationship. In other words, what may be achieved through health sector measures is the earlier identification of women living in situations of violence, who may then be helped to emerge from the cycle of violence, either because they manage to change the relationship — if it is in the initial phase of the cycle of violence — or because they manage to extract themselves from a violent relationship that cannot be changed. Reducing the incidence of gender violence requires the participation of other social actors, both at government level and in civil society, outside the health sector; although this sector may contribute, its impact will be more long term.

Bearing in mind cultural specificities, we can say, however, that different degrees of success have been achieved by the programme of prevention and services in relation to domestic and sexual violence against women, which has been implemented in all States, and that the topic has already begun to be talked about in most sectors of society. In a nutshell, it already pervades the public arena, which is a form of progress.

It is also important to mention that all States have inter-institutional coordination mechanisms, which help to provide services for female victims of violence. These take the form of councils on the treatment and prevention of violence, which serve as mechanisms to coordinate the actions of government bodies.

The National Programme for a Life without Violence, which coordinates federal Government action for the prevention and treatment of violence against women and girls, and which is described in detail in Mexico's periodic report, leaves a legacy of fruitful work in Mexico. Its greatest impact has been the awareness that the State as a whole needs to translate into reality the right of women and girls to a life without violence. This is reflected in the fact that in the current

year, 2006, 16 States adopted their own *State Programmes for a Life without Violence* in order to coordinate actions under programmes and plans carried out by States at local level.

Furthermore, in May 2006 the Special Commission to Supervise and Follow up Investigations on Femicide presented the results of an investigation on femicidal violence in 10 States. It is also issuing a series of recommendations to the three branches of the federal Government and to the State Governments.

The detailed impact of actions under each of the plans and programmes of the different bodies and entities will be apparent in the medium term through measurements showing whether there has been any change in indicators of violence. The campaigns conducted so far have for their part had a positive impact on the public. This is true of the campaign to combat violence against women “*El que golpea a una nos golpea a todos*” (“Violence against one woman is violence against all of us”), launched by Inmujeres in November 2005, which led to an increase of 540 per cent in the number of calls to the Phone Line for a Life without Violence.

14. Although the phenomenon of violence is general and affects all social classes and educational levels, studies consulted indicate that young disadvantaged women are more vulnerable. Are there programmes for the elimination of violence against women directed at this specific group of women, especially in those States with a higher incidence of violence?

While the Health Ministry’s *Programme on Services to Combat Domestic and Sexual Violence and Violence against Women* is not directed specifically at young disadvantaged women, women form its target population, particularly those aged 15 and over who are not covered by social security, given that they come under the responsibility of the Ministry of Health and are indeed the poorest women in the country. It is noteworthy that in most of the country social security institutions do not cater to specific groups and, where they do, women can receive services in units of the Ministry of Health.

The *Habitat Programme* run by SEDESOL seeks to offer opportunities to households subject to asset poverty. Through its operation “Security for women and their communities”, it promotes efforts to combat violence in all its forms, with special attention to violence against women. Actions planned include the rehabilitation and/or fitting out of specialized centres to provide psychological, medical and legal services for victims of domestic violence, as well as refuges and shelters for victims of spousal violence and social services directed towards the prevention of domestic violence and the care of victims.

Within this framework, the development of campaigns of awareness-raising, education and prevention in relation to all forms of violence, encouragement of participation by various sectors in the monitoring of violence and implementation of public safety measures helping to prevent violence form a key part of the aforementioned actions.

Inmujeres, for its part, is carrying out *Campaigns for the prevention of violence in courtship and for the prevention of violence against migrant women*. In coordination with the Ministry of Health and the National Commission for Development of Indigenous Peoples, Rural and Indigenous Youth Brigades are deployed in various localities, where they address such topics as sexual and reproductive health, sexual and reproductive rights and violence.

Furthermore, in the field of education, Inmujeres has also sought to introduce a prevention-of-violence dimension through the use of materials put together jointly with the Ministry of Public Education, such as “Identity-building and gender at secondary school” and “To know more about gender and education”. March 2006 was marked by the event “Forum on gender and youth”, targeting students in higher secondary education and providing them with information about sexual and reproductive health, human rights, elimination of violence and international conventions (Belem do Pará and CEDAW).

Exploitation of prostitution and trafficking in women and girls

15. What efforts have been made to compile statistical data and surveys on trafficking that include information on its causes and consequences and the profile of the victims in each state? What progress has been made by the Subgroup on Trafficking in Persons towards its objective of an integral vision for addressing this matter?

As part of the project on trafficking in women, adolescents and children in the Americas for the purpose of exploitation — a joint initiative by the Inter-American Commission of Women (IACW), a specialized organization of the Organization of American States (OAS), and the International Organization for Migration (IOM), with the participation also of the National Migration Institute and Inmujeres — a public information pamphlet, *Human Trafficking. Basic aspects*, was prepared, and two analytical studies were done on the human trafficking situation on our country’s northern and southern borders. A document containing both studies is being edited and will soon be published.

It should be noted that these are among the first inter-institutional research projects on the subject of human trafficking in Mexico. As they studied the question, the scholars involved and their working groups had to deal with major difficulties such as: widespread ignorance of the subject on the part of local authorities and civil society itself, the clandestine nature of the activity and the total lack of any court records, given the absence of complaints and the non-existence of laws that make it a crime, all no doubt crucial factors that allow trafficking to take place.

As of this year, the Subgroup on Human Trafficking is being coordinated by the Ministry of Public Security, working through the Federal Preventive Police. Part of its work is to review the draft law for preventing and punishing human trafficking.

16. Please provide additional information on the exploitation of prostitution in Mexico, its incidence, causes and consequences and relevant legislation. In addition, please provide information on any programmes to address this problem.

1. The Federal Criminal Code establishes a penalty of from two to nine years’ imprisonment for the crime of procuring;

2. Only in Aguascalientes does the criminal legislation not provide penalties for procuring;

3. The minimum penalty is six months in 10 states (Campeche, Coahuila, Nuevo León, Oaxaca, Querétaro, Quintana Roo, Sinaloa, Sonora, Tlaxcala and Zacatecas). In the rest of the country, the minimum is one to five years’ imprisonment.

4. The maximum penalty in the various states is as follows: Baja California Sur (5 years), Campeche (8 years), Chiapas (8 years), Chihuahua (8 years), Coahuila (5 years), Colima (5 years), Federal District (10 years), Durango (8 years), Mexico State (8 years), Michoacán (8 years), Morelos (8 years), Nayarit (7 years), Nuevo León (8 years), Oaxaca (8 years), Puebla (10 years), Querétaro (8 years), Quintana Roo (6 years), San Luis Potosí (8 years), Sinaloa (8 years), Sonora (6 years), Tabasco (6 years), Tamaulipas (10 years), Tlaxcala (8 years), Veracruz (10 years), Yucatán (7 years), and Zacatecas (3 years).

The Committee was told in the sixth periodic report about the invitations extended by Inmujeres, through the Proequidad Fund, to civil society organizations to submit projects for the social, political, economic and/or cultural advancement of women at different levels of society. One of the fields selected for the fourth fund issue of the Proequidad Fund in 2005 was “Human trafficking: Sexual exploitation of women, girls and boys”. The table in annex 15 gives detailed information on the projects, which will end officially on 30 June 2006. There is a proposal to make the Proequidad Fund financing of projects a regular programme through which Inmujeres can continue to support non-governmental organizations in this field.

Political and public life

17. The report states that, with regard to posts held by women, the most noticeable gaps can be observed in high-level posts like under-secretaries and secretaries of State. Indicate what measures are planned or have been adopted to ensure women's access to those levels.

18. Provide additional information on the causes of the low representation of women at the decision-making level of the State administration and data by state and municipality. Have temporary special measures been considered at the various decision-making levels, in accordance with article 4.1 of the Convention and the Committee's general recommendation No. 95?

The main obstacles to women's access to decision-making levels are:

(a) The existence of a discriminatory culture in the Government machinery, the political parties, the trade unions and other social organizations, which fosters resistance to allowing women to accede to positions of power;

(b) The frequent underestimation of the capacities and contributions of women in the exercise of political power, in business management and in the various social organizations;

(c) The lack of regular mechanisms to promote the participation of women, and the failure to develop a civic and political culture that takes into account the actual differentiated situations unique to men and women;

(d) The fact that women assume greater responsibility in the community and in the private sphere (primarily in the family) restricts their participation in public life.

As of 3 April 2006, the National Institute for Federalism and Municipal Development had compiled a list of 2,438 municipalities in 79 of which (3.24 per cent) women served as municipal mayors, in 21 different states: 2 in Campeche, 4 in Chiapas, 3 in Chihuahua, 2 in Guerrero, 4 in Hidalgo, 6 in Jalisco, 10 in Mexico State, 3 in Michoacán, 1 in Nayarit, 3 in Nuevo León, 6 in Oaxaca, 3 in Puebla, 1 in

Querétaro, 3 in San Luis Potosí, 1 in Sinaloa, 1 in Sonora, 2 in Tamaulipas, 5 in Tlaxcala, 13 in Veracruz, 4 in Yucatán and 2 in Zacatecas. So far, there is only one woman governor, in the State of Zacatecas.

The table in annex 16 gives statistics by state on the local deputies in the most recently elected legislatures. It will be seen, the percentage of women ranges from 8 to 38.1 per cent. The two states with the highest percentage of women deputies are Baja California Sur, with 38.1 per cent and Campeche, with 31.4 per cent, while the two states with the lowest percentages are Baja California Norte and Durango, with 8 per cent.

One of the more notable activities has been the Gender Equity Model (MEG) developed by Inmujeres, as discussed in the report. The Model seeks to encourage the ongoing mainstreaming of gender policies aimed at promoting equal opportunities for women and men in job access, fair wages, training, professional development and participation in decision-making. At present, 58 public and private enterprises have identified themselves as MEG enterprises, 12 of them being government departments. Approximately 60 more, among them seven public institutions thus far, will join them in the course of 2006.

Also noteworthy are the two editions of the book *Institutional Culture and Gender Equity in Public Administration* and the Programme on Gender Mainstreaming in the Federal Civil Service, which will analyse the situation of both women and men in the civil service. The line of action, Posts and structure in middle and senior management levels in the civil service, aims to create equitable conditions of service for women and men. The line of action, Promotions, seeks to eliminate discrimination in performance evaluations and ensure transparent, objective and non-discriminatory criteria in the review and appraisal procedures for promotion.

Since 2005, Inmujeres has, as described in the report, been conducting a programme to help women become active in municipal politics, the general goal of which is to encourage and promote the formation of political and social leadership among women in their towns, basically in the places where elections are to be held. The programme begins by sensitizing the leadership of the women's groups in national political parties, and organizes workshops attended by women leaders and representatives of the Federal Electoral Institute and the state electoral council.

The 2005 workshop involved 331 women leaders in five states where local elections were held. In 2006, the workshop was given for 312 women leaders in eight states scheduled to hold elections. The workshops have been non-partisan, attended by all national and local political parties, and at all of them information material was distributed on subjects related to political action, international agreements and the *Guide to Power*.

Follow-up evaluations indicate that the workshops are meeting the stated objectives and the expectations of the participants, who describe the experience as essential and conducive to personal growth. After having attended a workshop, the women say that they:

- Are more tolerant and open-minded about the different political parties;
- Are able to identify their strengths, opportunities, weaknesses and challenges when running for office;

- Have better tools for functioning in politics in a socially responsible way that is fair to both sexes;
- Will undertake to incorporate a gender perspective into their political agendas;
- Are making the most of their knowledge, ability and outlook both for personal growth and for competition on a level playing field.

Among the various activities to develop procedures, tools, initiatives and mechanisms that will allow women to accede to senior posts and remain in them, Inmujeres has produced and printed various publications giving statistics that highlight the participation of women in power structures and in decision-making, among them *Gender Perspective in the Production of Statistics on Political Activity and Decision-making in Mexico* and the *Guide to Power, 2004*. Excerpts from these publications were cited during the discussion of the reasons why the Act on the Career Civil Service in the Federal Public Administration should be amended.

On 9 January 2006, the amendments to the Act were published in the *Official Gazette*. The text establishes legal norms for facilitating the promotion of more women to senior posts in the Federal Public Administration. Accordingly, it determines that a gender perspective must enter into the operation and regulation of the career civil service.

Along the same lines, Inmujeres has for five years been working on various projects aimed at guaranteeing gender equality and ensuring that women exercise their citizens' rights and leadership at the local level. These include a skills training project and the establishment of the Fund for the Strengthening of Municipal Mechanisms for the Advancement of Women, the aim of which is to support the founding and strengthening institutions and to further non-discrimination, equal opportunities and equal treatment for men and women, the full exercise by women of their rights and their equitable participation in the political, cultural, economic and social life of the country.

Also, Inmujeres and INSTRAW have, since 2006, been working together on the project, Strengthening of governance with a gender focus and political participation at the local level, which aims to encourage local governments to include in their planning and management the promotion of the rights of women, gender equality and political leadership among women. At the same time, a guide entitled "Women in Local Politics", will be published.

Employment

19. The report indicates that, regarding the requirement of a negative pregnancy test for women in the garment industry, Inmujeres has proposed legislative reform. Please indicate whether this reform has been approved, what other measures have been taken to eliminate discrimination against women working in the garment industry and whether there are mechanisms to monitor compliance with the labour laws in that industry.

A bill for the complete overhaul of the Federal Labour Act was introduced on 25 November 2002 and it is currently in committee in the Chamber of Deputies.

A bill to amend article 133, part I, of the Federal Labour Act by eliminating the negative pregnancy test requirement was introduced in the Senate on 6 December 2001; the amendment was adopted on 12 December 2002 by the full

Senate and sent to the Chamber of Deputies, where it is under consideration. Regarding any measures taken to eliminate discrimination against women working in the garment industry and any mechanisms to monitor compliance with labour laws in that industry, the General Labour Inspection Directorate is responsible for monitoring working conditions in the firms that are listed in the branches of industry and business activity and other areas regulated by article 123 of the Constitution and articles 527 to 529 of the Federal Labour Act. Listed among such firms are garment industry centres that, depending on their production process, may come under federal jurisdiction.

This type of business has for several years been deemed to be one of the critical sectors, and as such is subject to unscheduled inspection visits that have been designed, planned and carried out without warning throughout the country, in order to ensure that the workplace conditions there, and health and safety in general, meet minimum standards.

20. Aside from the distribution of printed material to raise awareness of the salary gap between women and men, what sanctions exist in labour law for employers who do not observe those regulations and the existing mechanisms for implementation and monitoring? Please indicate if other measures have been taken as well and describe them.

The Federal Labour Act imposes fines on employers who violate the norms article in 995 regarding women:

“Article 995. An employer who violates the norms governing the employment of women and minors shall be liable to a fine equivalent to three to 155 times the minimum general wage, calculated in the manner specified in article 992.”

As stated in the previous response, the General Labour Inspection Directorate monitors working conditions in the branches of industry, business activity and other areas regulated by the Constitution and the Federal Labour Act.

21. What are the monitoring and oversight mechanisms to ensure that working women have access to maternity leave at the state level?

The review of the conditions of labour, security, hygiene and occupational environment for women workers, with emphasis placed on those who are pregnant or nursing, is addressed within the framework of the inspections carried out by the General Labour Inspection Directorate under the Ministry of Health, and Labour and Social Security (see above).

22. Provide detailed information on the participation, conditions of access to social security and benefits for women in the informal sector and the garment industry.

On 27 February 2006, the Official Gazette published a decree creating the System for Popular Social Security (*Sistema de Seguridad Social Popular*; SISSP), as the third pillar of social security in Mexico. It will cover self-employed workers and their families, who represent 50 per cent of farmers and small business owners, independent entrepreneurs, and non-wage and fee-based workers.

The decree creates the Commission on Labour and Social Protection, which will coordinate the work of SISSP and will include the Ministries of Finance and Public Credit, Social Development, Health, Labour and Social Security, and Agriculture, Livestock, Rural Development, Fishing and Food. The SISSP does not increase bureaucracy or administrative costs, but is a coordinating body to facilitate existing programmes.

The SISSP offers beneficiaries a Retirement and Pension Savings System through the “Opportunities” programme; housing subsidies through the National Commission for Housing Promotion (CONAFOVI); and medical services provided by Popular Health Insurance.

The main objective of the study on *Reconciliation of Work and Family Life* conducted by the Ministry of Labour and Social Security, was to contribute, through a reconciliation model to the implementation of public policies and cross-cutting action plans and to the search for alternative solutions to the problem of balancing work and family in Mexican society. To that end, a qualitative and quantitative study was conducted to determine the main factors causing the imbalance for men and women, and for the formal and informal sectors (leave, flex time, social security, union representation, etc.).

As noted in the periodic report, in order to prevent gender violence in Ciudad Juárez, Chihuahua, and to improve working conditions for women in the garment export industry, the last stage of the Programme for More and Better Jobs for Women in Mexico was continued, and was also applied to maquila firms in Yucatán. Outstanding achievements have been obtained at 20 maquila firms by training 413 women social advocates who work to humanize the assembly line, act as lobbyists vis-à-vis the firm, and refer other women to mechanisms that can deal with their problems. Other key achievements of this programme include the commitment by participating firms to continue the programme; formation of a network of instructors, facilitators and consultants on gender equity; generation of synergies between institutions at all levels of government to promote similar projects; the contribution of the creation of decent work; high economic and social profitability of resources allocated; and wide-ranging willingness of actors to improve the employability of women.

See attached figure with information on the employment rate in the informal sector by gender (1998-2004) (annex 17).

23. *The report includes information on job creation programmes and training for women in rural and indigenous areas. Please describe the impact of those programmes.*

The Programme for the Productive Organization of Indigenous Women does not measure impact only in terms of the amount of resources allocated to the development of a productive project; while this is an important part of what indigenous women are requesting, it is not crucial to the achievement of the objectives. The targeted population can, with these two elements, begin a process of skills acquisition and capacity-building which allows them to improve their standard of living and to access better opportunities in all areas.

By combining the issues of gender, equity and empowerment, the Programme encourages psychological and psychosocial processes and changes in order to develop self-confidence and self-esteem, not only in thinking but also in the ability

to act. Almost all the women interviewed feel motivated and, above all, demonstrate a greater level of self-confidence when being considered to design productive projects that allow them to explore their own potential.

Participating in their own meetings and receiving visits from technical personnel from the implementing institutions are motivations that grant them new options and greater mobility within their localities. Likewise, the prospect of marketing their products makes the women self-motivating, so that their groups can be more closely knit. They have even requested assistance to become legal entities.

This Programme is undoubtedly helping indigenous women, and the support it offers favourably impacts communities of up to 60 families. Despite its complexity, the Programme is worth the effort because there are no others that target these indigenous women with the same flexibility.

Over the last five years, Inmujeres has promoted *gender mainstreaming* in the institutions that participate in the design of government policies on gender and the environment. It collaborates with the Ministry of the Environment and Natural Resources (SEMARNAT) and SAGARPA, and their decentralized bodies, including the National Commission for Protected Natural Areas (CONANP) and the Trust Fund for Shared Risk (FIRCO), and also with state and municipal mechanisms for the advancement of women throughout Mexico. The following initiatives and programmes are highlighted:

- Disseminating and applying methodologies for gender-based management of women's microenterprises for groups of women who live in communities of at least 30 Protected Natural Areas (PNAs);
- Gender training has been provided to approximately 100 men and women technical workers of 26 PNAs, to act as management trainers in microenterprises;
- Enhanced technical training in gender-based management processes has been provided to approximately 1,000 male and female microentrepreneurs, representing on average over 5,500 men and women working in such productive units;
- Including men in work and community projects by raising awareness for greater equity and appreciation of women's participation in the work, family and community environments, and to illustrate masculine roles other than those played traditionally;
- Identifying 185 micro-watersheds (of a total of 1,358) across the country for pilot studies on comprehensive development with a gender perspective;
- Raising awareness of gender issues at 27 state-level divisions of FIRCO;
- Raising awareness for gender equity among inhabitants of 119 micro-watersheds (77 per cent of the pilot micro-watersheds);
- Gender mainstreaming in 175 "Guiding Programmes" of pilot micro-watersheds. Gender equity projects were also generated in 391 micro-watersheds.

The Programme for More and Better Jobs for Women has offered 600 women in conditions of vulnerability and/or poverty in the informal sector opportunities for entrepreneurship and gainful and sustainable employment, by developing their entrepreneurial and managerial skills so that they can establish and/or administer their businesses in a cost-effective manner.

Work projects were supported in Chiapas, Veracruz and Yucatán, and training was provided in human development, technical specialization, business management and supervision, and organization. Funding was provided for office construction, equipment purchases and product marketing, and sales have increased. Technical courses have also been provided in Chiapas.

Support was provided for literacy training through the Veracruz Institute for Adult Education, and the *Tarjeta Mujer Amiga* card of the State Programme for Women was distributed for discounts in grocery stores, clinics, shoe stores, etc. Work was carried out in close collaboration with promoters of state popular cultures who will continue the project and help in marketing the products. Sixteen marketing groups were formed, each one representing seven communities. An agreement for marketing dye paste was signed and purchase of the product for display and sale by the National Fund for the Promotion of Handicrafts (FONART) is being arranged.

In Yucatán, women in the community are always employed to develop and market the products. Among the achievements and benefits of this programme are the following:

1. Opportunities for entrepreneurship and gainful and sustainable employment, by developing women's entrepreneurial and managerial skills so that they can establish and/or administer their businesses in a cost-effective manner.
2. Training to give women in conditions of vulnerability and/or poverty in the informal sector the necessary knowledge, skills and support services to establish and/or administer their businesses.
3. The creation and start-up of microenterprises for women who use their training for entrepreneurship.

The experience gained with the Programme for More and Better Jobs for Women in Mexico will facilitate implementation of programmes for the creation of government intervention models, through improved public policies for the work of women, creation of businesses that are socially and family-responsible at the business level and improvement of the employability of women at the level of women workers' organizations. In all three cases, there will be full commitment to gender equity.

Workshops to raise the awareness of women leaders of indigenous communities were also held in Guerrero, Puebla and Morelos, with the goal of drawing attention to the project of community development advocates.

Health

24. Describe the results of the programme of action with the objective of guaranteeing universal access to sexual and reproductive health care at the state level, for urban and rural regions. In your reply, indicate whether there is a follow-up and evaluation mechanism and identify the greatest challenges to access to health care for women and measures planned to overcome them.

The programme of action has strategies for granting access to reproductive health services and progress (targets achieved) is measured using several indicators:

<i>Indicator</i>	<i>2000</i>	<i>2005</i>	<i>Expected 2006</i>
Active contraceptive use across the country (millions of women)	11.26	12.5	12.9
Prevalence of contraception among women of childbearing age (%)	70.8	73.7	73.9
Crude birth rate (per 1,000 inhabitants)	21.14	18.4*	↓
Total fertility rate (number of children per fertile woman)	2.41	2.11*	2.06
Natural population growth rate (%)	1.66	1.39*	↓
Total population growth rate (%)	1.27	1.02*	↓
Prevalence of contraception in sexually active women under 20 (%)	47	51	54
Fertility rate in women under 20 (per 1,000 women)	70.1	46.4*	61
Unmet demand for contraceptives by women of childbearing age	12.1		6.5
Cervical-uterine cancer deaths (per 100,000 women)	19.1	16.5**	

* National Population Council (CONAPO) estimates.

** 2003 mortality statistics.

It is estimated that between 2000 and 2005 there will be a 21 per cent decrease in the number of births to women of 15 to 19 years of age. The number dropped from 316,000 in 2000 to 259,000 in 2004, and the expected 2005 number is 247,668 (CONAPO estimates). An 11 per cent decrease in total teenage births in 2006 compared with 2000 is expected.

According to data provided by Twelfth General Population and Housing Census, 2000 (INEGI), there were a total of 4,310 deaths from cervical-uterine cancer. Between 2000 and 2003, the death rates were 19.23 and 16.54, respectively, per 100,000 women aged 25 years and older. This demonstrates a cumulative decrease of 13.98 per cent between 2000 and 2003, and 2.6 per cent in the last year.

In an effort to strengthen the strategy targeting women in municipalities earmarked as being at high risk for this disease, as well as those with the greatest backlog in medical care, 30 equipped mobile units (five federal and 25 state) with qualified personnel providing detection, diagnosis and treatment services.

A cooperation agreement among the National Centre for Gender Equity and Reproductive Health (CNEGSR), the ministries of health in southern Mexico (Chiapas, Guerrero, Nayarit, Oaxaca, Puebla, Yucatán and Veracruz), and the Japan International Cooperation Agency was signed on 4 October 2004, in an effort to support the impact goal — which is to reduce by half the differences in death rates from this neoplasia among the five states with the highest rates and the five states with the lowest rates. The agreement provides for a three-year cooperation project to

improve cytology, colposcopy, and screening coverage for the population in these states.

Training was provided for 90 per cent of the staff at colposcopy clinics and cytology and pathology laboratories at national and international courses in 2004 and 2005, with the objective of standardizing technical procedures and identifying new strategies for sample collection and cytology fixation.

According to the National Reproductive Health Survey (ENSAR 2003), 72.6 per cent of women between 15 and 49 years of age had had at least one Papanicolaou smear in their lives (73.4 per cent in urban areas and 70 per cent in rural areas).

Universal coverage from the fund for protection against catastrophic expenses (*Fondo de Protección contra Gastos Catastróficos*) was introduced in 2005 for the treatment of invasive cervical-uterine cancer, so that fees are waived for low-income women with no health insurance.

With regard to breast cancer, in accordance with the target set in the six-year programme of action (maintain the rate at under 17 per 100,000), the 2003 death rate was 14.83 per 100,000 women aged 25 and older. As expected, the medium-term trend towards a rise in the death rate from this neoplasia (in 1990: 13.06 deaths per 100,000 women aged 25 years and older) has been confirmed, but in the short term this trend seems to have stabilized (in 2000: 14.44 deaths per 100,000 women aged 25 years and older).

In 2005, 155,000 mammograms were performed, which is a 33 per cent increase compared to the previous period (116,652 studies). The National Cancer Institute (*Instituto Nacional de Cancerología*) and the General Hospital of Mexico (*Hospital General de México*) permanently offer courses in imagenology and pathology of the mammary gland and, in an effort to improve material resources in the different states, in particular with regard to equipment, five mammography and six high-resolution ultrasound machines have been provided, which will complement the studies for patients who need them and will considerably improve diagnostic accuracy with respect to this neoplasia. Supplies (radiographic film, liquid fixatives, developing agents, and biopsy needles) have also been provided to the medical units performing mammograms.

Cancer drugs specific to the treatment of this malignancy have been provided to the country's state oncology centres in order to assist women diagnosed with breast cancer; to date 2,058 women with this disease have benefited from this assistance.

Challenges

One of the Mexican Government's biggest challenges is to eliminate the socio-economic barriers that prevent women from obtaining comprehensive health care. Specifically, strategic measures must be taken to ensure that all Mexican women enjoy access to the *Seguro Popular de Salud* (Popular Health Insurance), especially in respect of treatment for illnesses that are preventable or treatable, such as cervical-uterine cancer, breast cancer and diabetes, which have had a significant impact on the female population in recent years.

Another challenge for the Mexican State is to provide the inputs necessary to ensure that the country's indigenous women do not die as the result of problems relating to their sexual and reproductive health. Specifically, the maternal mortality rate must be reduced, particularly in states with a large indigenous population, such as Chiapas, Oaxaca and Veracruz, which account for 75 per cent of all deaths due to this cause.

A further challenge is to ensure that all Mexican women, of all ages, are fully able to exercise their sexual and reproductive rights in accordance with the laws and regulations enshrined in the regulatory framework of the State of Mexico.

25. Provide information on measures taken or planned to address clandestine abortions, which represent the fourth leading cause of death for women.

The Family Planning Programme focuses on risk prevention in the area of women's health, by promoting every individual's right to make a responsible and informed choice as to the number and spacing of children. The programme is designed to encourage people to adopt responsible attitudes and behaviour and improve their quality of life by spacing out pregnancies, thereby helping to reduce maternal and infant mortality and morbidity.

Under the current Government, emergency contraception has been included in both the official regulation on family planning (amended NOM-005-SSA2, of 1993) and the basic medicines chart. The main reason for its inclusion is the desire to prevent unplanned pregnancies. Provided that sufficiently comprehensive information is disseminated about the effects and the proper use of this contraceptive method, it will help prevent unplanned pregnancies (e.g. pregnancies resulting from rape) and thereby prevent potential abortions.

26. The report provides abundant information on health programmes, plans and activities for women. Please include additional information on women's morbidity-mortality indicators, basic causes and behaviours in urban and rural areas, and for indigenous women.

A chart is attached, showing the percentage distribution of hospital morbidity in terms of the number of discharges due to malignant tumours (annex 18). Also attached are a number of tables, containing data on the leading causes of mortality among women (annex 19), hospital mortality broken down by gender and cause (annex 20), and the number of hospital discharges, broken down by gender and cause (annex 21). The data in annex 21 are for 2004, the most recent year for which such data were published.

Leading causes of morbidity

The health problems most often treated in hospitals differ according to the gender of the patient. Female patients seek hospital treatment mainly for causes relating to the reproductive system, including pregnancy, delivery and the post-partum period, direct obstetric infections, single spontaneous delivery and abortions. The next most common causes are trauma and poisoning and diseases of the circulatory system. Among males, the five leading causes are trauma and poisoning, certain illnesses originating in the perinatal period, fractures, and diseases of the urinary system.

Malignant tumours are found mainly in the adult population, and the risks of contracting diseases are different for women and men. Among women, breast cancer and cervical-uterine cancer were the leading causes of hospital discharges due to malignant tumours, while among men, leukaemia was the most frequent cause. A chart is attached, showing the percentage distribution of hospital morbidity, in terms of the number of hospital discharges due to malignant tumours, broken down by gender (2002).

Morbidity and mortality in rural areas and among indigenous women

Mexico's indigenous population, and especially indigenous women, present high levels of general, infant and maternal mortality, as well as high levels of malnutrition. The epidemiological profile of the indigenous population is very different from that of the population as a whole. According to the country's epidemiological surveillance system, the 10 leading causes of illness among indigenous people are infectious in origin, which means that they are curable in 80 per cent of cases. The most common illnesses are acute respiratory infections, followed by illnesses of the digestive system.

In municipalities with an indigenous language-speaking population of more than 69 per cent, the maternal mortality rate is double the national rate, while for the nation as a whole, the rate of those dying after receiving medical treatment is half the rate in towns with an indigenous language-speaking population of more than 69 per cent.¹ This means that women from indigenous communities are twice as likely to die from childbirth-related causes. With respect to haemorrhaging during pregnancy, delivery and the post-partum period, the mortality rate in municipalities with a low rate of marginalization is one per 100,000 women aged between 15 and 49. By contrast, the rate in highly marginalized municipalities is 4.8 per 1,000 [sic], which means that indigenous women are 5.5 times more likely to die from this cause.

The available data for malnutrition clearly demonstrate the urgent need to address the overall issue of health among indigenous peoples, particularly during childhood and throughout women's lives. It is well known that many of the chronic illnesses affecting women are caused by the malnutrition that they suffer from birth, which gradually leads to a significant weakening of their immune response.

Poor nutrition, limited access to medical services, lack of knowledge about their own bodies, frequent pregnancies and heavy workloads are also factors that contribute to a particular pattern of poverty-related illnesses among indigenous women.

In rural areas, the infant mortality rate is higher than in urban areas. According to the results of the 1997 National Survey of Demographic Trends, during the five-year period 1990-1994, the rate was 40.2 infant deaths per 1,000 live births in rural areas and 27.3 per 1,000 in urban areas. Infant mortality afflicts indigenous women in many different ways: grief at the loss of a child, the need to continue conceiving children in order to build a numerically balanced family that will ensure the continuation of the family unit during the parents' reproductive phase and their old age, and the health risks associated with short intervals between pregnancies.

¹ FUNDAR, John D. and Catherine T. MacArthur Foundation (2003), p. 1.

The indigenous population is also characterized by high fertility rates and short intervals between pregnancies. According to data for the year 2000, the fertility rate in predominantly indigenous communities (those with an indigenous population of 70 per cent or higher) was 4.7 children per woman, and in towns with indigenous language-speaking populations of between 40 per cent and 69 per cent, the rate was 3.8 children per woman. These rates contrast sharply with the national fertility rate of 2.8 children per woman.

These figures are also associated with a very high infant mortality rate. For mothers aged between 25 and 29 living in towns with a high-density indigenous population, the infant mortality rate is 8.5 per cent, which is almost twice the national rate of 4.7 per cent. Although in some states with a large indigenous population the rate was below 6.0 per cent, in 32.1 per cent of municipalities with a high density of indigenous people (Oaxaca, Veracruz, Chihuahua, Chiapas and Puebla), the infant mortality rate is above 10 per cent.

Migrants

27. The Special Rapporteur on the human rights of migrants included in her report (E/CN.4/2003/85/Add.2) information on cases of abuse and sexual violence against migrant women day labourers in the agricultural sector, as well as the maltreatment that migrant women domestic workers are subjected to. Aside from the Beta Groups initiative mentioned in the report, please describe measures taken to study in depth the incidence of violence against women and girls. Please include additional information and statistics on the profile of migrant women and girls, the occupations in which they are concentrated, their nationalities and demographic profile and indicate whether there are plans to establish an integral policy.

Attached are charts illustrating the profile of migrant women and girls, shown by main reason for migration (annex 22), average education level (annex 23), marital status (annex 24) and migrant population by gender (annex 25).

Also included are data from the 2004 Survey on Migration across the Guatemala-Mexico Border, which show the number and type of migrants crossing from Guatemala into Mexico by land and by air. The data refer to the number of migratory events and movements, not to the number of people (annexes 26 to 33).

The National Institute of Migration, in conjunction with the Ministry of Labour and Social Security, is developing a new migration form, designed to facilitate the documenting of men and women border workers — engaged not only in the agricultural sector, but also in a number of other activities — in the states of Chiapas, Tabasco, Campeche and Quintana Roo. This will ensure legal clarity and improve the judicial migration status of these women workers, who are currently working without the immigration documents required by Mexico's southern states.

The efforts of the National Institute of Migration to improve the documenting of women workers engaged in various economic activities will enhance their ability to assert their labour and human rights and to bring complaints to the authorities concerning any abuses and violations, without fear of being deported.

A draft State migration policy is currently being developed, based on the assessments and proposals of the Institute's 32 regional directors, deputy directors of border posts, Government offices, and academics from each state. One of the

policy's main focuses is the protection of migrants' rights, with a special emphasis on women and minors.

The Institute developed a draft comprehensive migration policy for Mexico's southern border, which involved more than 800 participants, including officials from the three branches of government, representatives of civil society, and academics. This policy stipulates the need for coordination with other government institutions, organizations of civil society and international agencies in the provision of assistance to victims of trafficking in migrants, with a particular focus on minors and women. One of the policy's aims is to improve the mechanisms for ensuring orderly and safe repatriation to and from countries of Central America, through the revision of agreements in accordance with international standards, paying special attention to women, children, the sick and the differently abled.

As stated in Mexico's sixth periodic report, Inmujeres, working with the Ford Foundation, sponsored the publication of the leaflet *Violence and Women Migrants in Mexico*, prepared by the organization *Sin Fronteras*, which presents the results of the project on *Services and Empowerment for Women Migrants and Children at Risk of Domestic Violence* carried out by the same organization with a view to gaining a deeper understanding of violence in that population group, and helping them to win recognition as persons with legal rights. In the same vein, Inmujeres also sponsored publication of the leaflet *Violence and Women Migrants* produced by the same organization. More recently, it has been conducting a campaign for the prevention of violence against migrant women, by raising their awareness of their rights (through brochures and leaflets), referring complaints to the competent mechanisms (directories) and promoting the Phone Line for a Life without Violence.

In 2005 the Ministry of Foreign Affairs conducted a radio campaign aimed at migrant women who are victims of violence, advising them to seek the assistance of Mexican Consulates in the United States.

Marriage and family

28. *The Human Rights Committee, in its concluding observations, urged the State party to remove all remaining discriminatory provisions in regard to marriage, divorce and remarriage (see CCPR/C/79/Add.109). Please indicate the status of the reforms of the following provisions of the Federal Civil Code: provisions establishing the minimum age of marriage at 17 years for boys and girls; provisions concerning the regime for separation of property, proof of maternity and paternity and the requirement that women must wait 300 days after finalizing a divorce to contract a new marriage. The Committee stresses that, under the Convention on the Elimination of All Forms of Discrimination Against Women and the Convention on the Rights of the Child, the minimum age of marriage for men and women is 18 years.*

The reform of the Federal Civil Code regarding the requirements for marriage, which was submitted in October 2002, has been transmitted to the Justice and Human Rights Commission, together with a recommendation from the Equity and Gender Commission of the Chamber of Deputies, and is still under consideration.

The initiatives to reform the regime for separation of property, which were submitted in 2003 and 2004, propose that domestic work and child care should be regarded as contributions to the maintenance of the household and that, in the event

of divorce, both spouses may claim 50 per cent of the value of the property. The initiatives are currently under consideration in the Chamber of Deputies.

In July 2003 an initiative was submitted recommending that federal legislation should be amended to allow DNA tests for paternity and maternity. This initiative is currently being considered in the Senate.

In this regard, it should also be mentioned that in January 2006 the National Supreme Court issued an opinion establishing that article 5 of the Act on the Rights of Children in the Federal District, on the right of children to know the identity of their parents and their genetic origin, entitles minors to request the Court to order proof by DNA testing in order to identify their progenitors.

In 2003 the state of Nuevo León added an article to its Civil Code covering maternity and paternity testing. The article stipulates that DNA testing is valid when performed by certified institutions and that, if the test is proposed and the presumed progenitor either does not take part or refuses to provide the DNA sample, paternity shall be presumed unless evidence to the contrary is provided.

With respect to the requirement to wait 300 days after a divorce before remarrying, the initiatives submitted in April 2003, with a view to eliminating this requirement for women, are under consideration in the Senate. The initiatives note that effective and rapid means are now available for testing and determining children's paternity.

Violence against women in Ciudad Juárez

29. The report presents ample and extensive information on the legislative, institutional and training measures, among others, that have been taken. Please provide a concrete analysis of the positive impact of those measures. Describe the inter-institutional links and the effective application of the 40-point plan of action for the prevention of violence, emphasizing Ciudad Juárez, approved in 2003.

The Government Policy Commission on Human Rights of the Ministry of the Interior established the Subcommission on Coordination and Liaison for the Prevention and Eradication of Violence against Women in Ciudad Juárez. The following ministries are represented on the Subcommission: Foreign Affairs, Public Security, Social Development, Public Education, Health, Finance and Public Credit, the Economy, Labour, and Social Security. Additional members include representatives of the Office of the Attorney General of the Republic, the National System for the Comprehensive Development of the Family, the National Institute of Statistics, Geography and Informatics, the National Council for Science and Technology, the National Commission on Human Rights and the National Institute for Women (Inmujeres). Civil society organizations also are members of the Subcommission.

Thus, the State policy established by the Federal Government to prevent murders of women in Ciudad Juárez has led to an increased federal presence in this border area under a programme of actions reflecting its determination to accord high priority to the problem, as demonstrated by the establishment of the Commission for the Prevention and Eradication of Violence against Women in Ciudad Juárez and the Special Office for the Investigation of Murders of Women in Ciudad Juárez.

The 40-action programme was reviewed. It was evaluated and discussed; consensus was reached among the leading stakeholders in Ciudad Juárez; and coordination with local organizations was improved with their gradual inclusion in the implementation of the programme, which at the outset had been solely a Federal Government initiative.

Half of the first 40 actions were continued and others were designed, with the aim of developing various approaches to solving and clarifying the current situation in Ciudad Juárez. Actions were set within three lines of operation:

1. Prosecution and enforcement of justice and promotion of respect for women's human rights;
2. Services for victims; and
3. Strengthening of the social fabric.

30. The Committee was dismayed to learn that the number of women murder victims during 2005 is similar to the number during 2004 and notes with concern that, while many measures have been adopted, they do not appear to have stemmed the wave of violence against women. Please provide additional information about the characteristics and causes of these new cases and specify whether they are different types of cases with different motives.

According to information from the Special Office for the Investigation of Murders of Women in Ciudad Juárez, Chihuahua, 32 women were murdered in 2005. The causes of death were as follows: blows to the head; gunshots; asphyxiation by strangling; stab wounds; multiple trauma; and one case involved an overdose. The causes were similar to those responsible for murders of women in 2004.

31. The rapporteur of the Council of Europe on equity and gender, who visited Ciudad Juárez in April 2005, stated her concern at the "incompetence, negligence, and corruption, among other characteristics of the actions to solve the murders", referring to the actions of the authorities. Please provide the official evaluation of the actions of the authorities at various levels.

Four hundred and twenty-nine state civil service employees were identified as having played a role in the 139 pretrial investigations that were analysed, and irregularities were found in 120 cases. The irregularities involved 177 individuals with possible administrative and/or criminal responsibility, i.e., 35.8 per cent of the persons who supplied statements.

The civil servants occupying various posts in the Office of the Attorney General of the Republic of the State of Chihuahua who may be liable are as follows: 8 prosecutors; 43 agents in the Public Attorney's Office; 15 deputy agents in that Office; two persons serving as office supervisors and heads of conciliation processes; 59 court police agents; and 50 experts.

It was determined that employees of the Office of the Attorney General of the Republic of the State of Chihuahua may have committed the offence of abuse of power.

It is important to emphasize that, in administrative and criminal cases alike, the local authorities are responsible for holding to account civil servants whose case files in the preliminary investigation were incomplete.

32. *The Committee is aware of the existence of programmes and resources to provide care and compensation to the victims. Describe how these programmes have been put into effect and the criteria applied for just compensation for the harm caused to victims and their families.*

1. Model for Comprehensive Services for Families of Murder Victims: The Office of the Attorney General of the Republic (PGR) and officials from the Office of the Attorney General of Chihuahua (PGJECH), the Chihuahua Institute for Women and the Municipal Public Security Department coordinate their efforts to provide guidance and legal advice in criminal cases involving murders and disappearances of victims.
2. Establishment of the Shelter for Women Victims: The shelter provides victims with legal advice, medical and psychological care and social support. Between May and December 2005 the shelter cared for a total of 457 relatives of victims of murder and gender violence.
3. Establishment of a forensic genetic database. The 114 biological samples that were collected will help PGJECH to identify bone fragments and bodies.
4. Establishment of a national register of crime victims to compile and store data.
5. Economic Support Fund for Families of Female Murder Victims in the Municipality of Juárez, Chihuahua.

The Mexican State recognizes that giving financial help to victims' families is not a substitute for assumption of responsibility on the part of perpetrators of crimes. The Fund is guided by the principles of due process, equity, social justice, solidarity and transparency; by national legislation reflecting the country's civil law system and federal law; and by the so-called *corpus juris* of international human rights law, which lays down particularly important criteria for awarding generous compensation to victims of crime.

Under the Federal Expenditure Budget 2004, as an act of restorative justice 30 million pesos were allocated to PGR for the Support Fund for Families of Female Murder Victims in the Municipality of Juárez, Chihuahua. An Advisory Council on the use of the Fund was established comprising civil servants (men and women) from PGR and PGJECH and specially invited members of the Congress of the Union and the Congress of the State of Chihuahua. Financial support in the amount of 13,230,253 pesos was provided to family members of 63 victims.

In 2005, 31 million pesos were earmarked to establish a trust fund for compensation for the harm caused to family members of women murdered in Ciudad Juárez. However, by agreement with the Advisory Council, the funds had to be restored to the Treasury of the Federation because they could not legally be disbursed under the item under which they had been allocated to PGR in the Federal Expenditure Budget.

33. *With regard to the group of unidentified bodies and cases closed for lack of evidence, please describe the measures taken to ensure the proper use of resources for the identification of victims, securing evidence, preservation of crime scenes and the relevant forensic and police investigations.*

The most important measures taken by the Government of the state of Chihuahua include the following: construction of the Criminology and Forensic Genetics Laboratory in Chihuahua was begun with an investment of over 38 million pesos; human identity testing of bones stored at the Forensic Medicine Service of Ciudad Juárez was initiated; an agreement was signed with Bode Laboratories of Virginia to conduct DNA analyses of samples obtained for bone identification purposes; and the Argentine Forensic Anthropology Team was hired to manage the samples during the various stages of the identification process and conduct expert forensic analyses of the human remains and bones stored at the Office of the Attorney General. With assistance from the National Commission on Human Rights, the Comprehensive Network for Services for Victims of Crime and Abuse of Power was established. Moreover, with support from PGR, Chihuahua became one of the first states to contextualize the Istanbul Protocol by basing investigations of cases of possible torture and/or ill-treatment on international standards.

Of the 379 women murdered, 345 victims were positively identified and 34 cases are pending identification. Evidence in the latter cases consists of 13 bones and 21 human remains. A group of experts in forensic anthropology is currently conducting tests. Accordingly, the competent authorities, using information already available to it, such as the forensic genetics database, will be in a position in due course to identify the remains and bones yet to be classified.

34. Please provide additional information on the measures taken with regard to public security and their impact, as well as actions to prevent violence and disappearances of lower-income people who use public transportation.

The Ciudad Juárez Public Security Programme, coordinated by the Federal Preventive Police, was launched with the participation of the three branches of government and civil society.

The response time in public emergencies was reduced from 20 minutes to 4 minutes and the city was divided into five sectors, 23 quadrants and 109 patrols. In addition, the local police received assistance with surveillance from the Federal Preventive Police, which set up 84 posts in high-crime areas manned by federal police support officers, and a number of raids were conducted with agents from the Intelligence Coordination for Prevention unit, the Tactical Support Department, the Special Operations Group (GOPES) and the Alamo unit.

Operation Alba was established. The programme monitors the transportation of passengers and workers, women and men alike, to and from maquila facilities, with a view to protecting them from all types of violence. In addition, a police training course was organized to develop an emergency search and rescue capability to locate missing persons. The course, which was given by Chilean *carabineros*, was attended by police officers of the Federal Ministry of Public Security, the Municipal Department of Public Security and the Transit Department.

Between 2005 and 2006, approximately 109,211 public transport vehicles were inspected, resulting in the arrest of 770 individuals for various criminal and administrative offences. Training on the prevention of sexual harassment and gender violence was provided to 69,075 women.

35. *Describe the methodology applied to the classification of violent deaths and the exhaustive determination of the causes, in order to avoid erroneously classifying as “domestic violence” those cases that may result from economic, social and cultural motives for women’s murders.*

The Office of the Attorney General of the Republic, through its Special Office for the Investigation of Murders of Women in Ciudad Juárez, is conducting an exhaustive technical and legal analysis of case files of criminal proceedings pertaining to women’s murders.

The Real-Time Analytical Intelligence Database (RAID) was used at the outset to organize, systematize and update 339 case files containing prosecution, adjudication and guardianship documents relating to murders of women over a period of 13 years. For the first time in the history of the cases involving women’s murders in Ciudad Juárez, all the official evidentiary documents were assembled and systematized.

As a result of the efforts to systematize the accumulated documentary evidence of the National Planning, Analysis and Coordination Centre on Information to Combat Criminality in the Office of the Attorney General, very detailed data could be compiled on criminal links across the entire group of murder cases, including names, dates, domiciles, weapons used, motives, addresses, witness reports, automobile data, locations, and telephone numbers. With such information, it is possible to determine the perpetrator, the cause of death and the motive and/or objective.

The following clarification regarding methodology is important: Motives are determined by analysing evidence and findings at crime scenes and evidence and findings described in prosecution documents, as well as by analysing the manner in which the crimes were committed, as described in expert appraisals.
