



MEXICO

SUBMISSION TO THE COMMITTEE ON THE ELIMINATION OF
DISCRIMINATION AGAINST WOMEN

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AMNESTY
INTERNATIONAL



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1. INTRODUCTION

Amnesty International has prepared the following submission to the United Nations Committee on the Elimination of Discrimination against Women (hereinafter, the Committee) prior to its review of the Ninth Periodic Report submitted by Mexico under Article 18 of the Convention on the Elimination of all Forms of Discrimination against Women (hereinafter, the Convention).¹

This document sets out Amnesty International's concerns regarding the Mexican state's failure to comply with the Concluding observations of the Committee on the combined seventh and eighth periodic reports² in relation to violence against women, in particular murders of women for gender-based motives, also known as "femicides" [paragraphs 12(d), 16(a), (c) and 19(a)(c), 5 and 6 of the Sustainable Development Goals], the gender alert mechanism [paragraph 16(d)], disappearances of women [paragraph 19(b)] and torture and other cruel, inhuman and degrading treatment of women during detention, which is exacerbated in contexts of a militarization of public security [paragraph 12(a), (b)]. This analysis has been conducted in line with the obligations set out in Articles 1 and 2 of the Convention.

2. GENDER-BASED VIOLENCE AGAINST WOMEN (ARTICLES 1 AND 2)

2.1 MURDERS OF WOMEN AND GIRLS FOR GENDER-BASED MOTIVES OR "FEMICIDES" [ARTICLE 2(C), 2(F); PARAS 12(D), 16(A)(C), 19 (A)(C), 5 AND 16 OF THE SUSTAINABLE DEVELOPMENT GOALS]

There is no standard information system in Mexico that can provide accurate and reliable data on the number of murders of women for gender-based motives ("femicides"). This lack of clear and accurate

¹UN Committee on the Elimination of Discrimination against Women. *Consideration of reports submitted by States parties under article 18 of the Convention on the Elimination of all Forms of Discrimination against Women Ninth periodic report of States parties due in 2016. Mexico*. 21 December 2016, CEDAW/C/MEX/9 [Hereinafter: State Party Report].

²UN Committee on the Elimination of Discrimination against Women. *Concluding observations of the Committee on the Elimination of Discrimination against Women. Mexico* 7 August 2012, CEDAW/C/MEX/CO/7-8. [Hereinafter: CEDAW. *Concluding observations*].

information hinders an understanding of the true extent of the problem and prevents focused, evidence-based public policy actions from being implemented.

Judicial statistics began to record femicides in 2012 but they are impossible to compare because there is no standard definition of the crime across the different state and federal criminal codes and, moreover, these statistics do not show how many cases the Public Prosecutor's Office has defined as femicide and how many were accepted as such by the court.³The administrative statistics drawn up by the National Statistics and Geography Institute (INEGI) on the basis of records of female deaths classified as presumed homicide (DFPH) offer an approximation of the problem⁴ but also suffer from deficiencies by failing to distinguish femicides from other violent female deaths classified as presumed homicide on death certificates.

INEGI data from 2016 indicate that 2,746 women were considered to have been murdered, in the absence of further investigation.⁵The federal government published a report containing information on crime incidence rates and this included reported cases of femicide.⁶ In 2017, the report listed: 1) 2,573 women presumed victims of intentional homicide,⁷ 2) 678 presumed victims of femicide⁸ and 3) 61,040 women presumed victims of wilful injury. The report shows a 31.7% increase in the number of women presumed victims of intentional homicide and a 42.6% increase in presumed cases of femicide between 2015 and 2017.

Investigations into murders of women for gender-based motives ("femicides") are inadequate, and this is a factor that contributes to their impunity. There is an inability to investigate the violent deaths of women as femicide: the prosecutorial authorities do not have adequate training to identify whether the motive may be related to the fact that they are a woman and/or due to gender-based motives, and investigations are frequently clouded by harmful prejudice and/or gender stereotypes that re-victimize the victims. Moreover, families have only limited access to the file, they are not informed of progress in the case and start-up of investigations is often delayed, resulting in essential forensic evidence being lost.⁹ This is despite a ruling from the Supreme Court of Justice of the Nation (SCJN) in 2015 establishing specific obligations on the authorities when investigating any violent death of a woman.¹⁰

Lastly, it is notable how few cases actually result in a conviction, and how rarely reparation is made, and this is according to the report of the state party itself.¹¹ This raises serious concerns as to whether the federal and state authorities are fulfilling their duty of due diligence in terms of using all available means to put an end to impunity.

³UN Women, Ministry of the Interior and National Institute for Women. [La violencia feminicida en México, aproximaciones y tendencias 1985-2016](#) [Femicide in Mexico, approximations and trends 1985-2016], 2017, p.121.

⁴*Ibidem*. p. 17. This study indicates that it uses the notion of female deaths classified as presumed homicide "as the best available method to date of obtaining an empirical approximation of feminicide, given the lack of adequate information on the phenomenon".

⁵National Statistics and Geography Institute, [Consulta de Defunciones por homicidio, por año de ocurrencia y sexo](#) [Deaths due to murder, by year and sex], date consulted: 8 March 2018.

⁶Information Centre of the Executive Secretariat of the National Public Security System, [información delictiva y de emergencias con perspectiva de género](#) [information on crimes and emergencies from a gender perspective] Date consulted: 7 April 2018.

⁷Mexico, Guerrero, Chihuahua and Baja California states report the highest absolute number of female deaths classified as presumed intentional homicide, while Baja California Sur, Colima, Zacatecas and Baja California have the highest rates per 100,000 women.

⁸In the case of the presumed crime of feminicide, Sinaloa, Veracruz, Oaxaca and Mexico states record the highest absolute numbers, and Sinaloa, Oaxaca, Morelos and Tabasco the highest rates.

⁹Different civil society organizations (CSOs) and victims' family members have denounced the deficiencies in investigations relating to feminicide. CONAVIM. [Informe del Grupo Interinstitucional y Multidisciplinario conformado para atender la solicitud de Alerta de Violencia de Género contra las Mujeres para el Estado de México](#) [Report of the Interinstitutional and Multidisciplinary group set up to address the gender violence alert request in Mexico State], 3 November 2016, pp. 71-72.; CONAVIM. [Grupo Interinstitucional y Multidisciplinario conformado para atender la solicitud de Alerta de Violencia de Género contra las Mujeres para el Estado de Chiapas](#) [Interinstitutional and Multidisciplinary group set up to address the gender violence alert request in Chiapas State], 3 November 2016, pp. 58-60; CONAVIM [Grupo Interinstitucional y Multidisciplinario conformado para atender la solicitud de Alerta de Violencia de Género contra las Mujeres para el Estado de Morelos](#) [Interinstitutional and Multidisciplinary group set up to address the gender violence alert request in Morelos State], 30 July 2014, pp. 17, 27 and 39; CONAVIM [Grupo Interinstitucional y Multidisciplinario conformado para atender la Solicitud de Alerta de Violencia de Género contra las Mujeres para el Estado de Michoacán](#) [Interinstitutional and Multidisciplinary group set up to address the gender violence alert request in Michoacán State], 13 February 2015, pp.24, 60 and 65; CONAVIM. [Grupo Interinstitucional y Multidisciplinario conformado para atender la solicitud de Alerta de Violencia de Género contra las Mujeres para el Estado de Nuevo León](#) [Interinstitutional and Multidisciplinary group set up to address the gender violence alert request in Nuevo León State], 3 November 2016, pp. 26, 29 and 62.

¹⁰Supreme Court of Justice of the Nation. Amparo Judgment in Review 554/2013, Issue resolved in the session of Wednesday 25 March 2015, para. 132.

¹¹State Party Report. Annexes 24 and 24a.

RECOMMENDATIONS

Amnesty International therefore recommends that the Mexican state:

- Improve efforts to develop a standardized and regular system for reporting statistical data on violence against women, including women murdered for gender-based motives, broken down by type of violence and the circumstances in which the violence was committed, and which includes information on the perpetrators and victims of these acts and the relationship between them.
- Conduct exhaustive, independent and impartial investigations into murders of women for gender-based motives (“femicides”), ensuring that those responsible are brought to justice and guaranteeing comprehensive reparation for victims and their families.
- Improve institutional capacities within the federated states with regard to criminal investigation and justice administration from a gender perspective.
- Adopt guidelines at state level for investigating the crime of femicide from a gender perspective and, in those states where these already exist, ensure that they are effectively implemented by the law enforcement and justice administration staff.

2.2 GENDER ALERT MECHANISM [ARTICLE 2(C), 2(F); PARAGRAPH 16 (D)]

Activation of the Gender Alert Mechanism (hereinafter, the GAM) as set out in the General Act on Women’s Access to a Life Free from Violence (LGAMVLV) has been requested in 28¹² of the 32 federated states of the country. This mechanism comprises a set of emergency government actions, for which the Ministry of the Interior is responsible at federal level in coordination with the federated states and municipalities, to address and eradicate femicide¹³ in a specific region of the country.¹⁴ This demonstrates the serious situation of gender-based violence against women in Mexico.

Despite reforms to the Regulations governing the LGAMVLV in 2013,¹⁵ which removed some of the barriers to activating the GAM, primarily those of a political nature which meant that civil society organizations had to take legal proceedings against unjustified obstacles on the part of the authorities involved in the National System for Preventing, Addressing, Punishing and Eradicating Violence against Women (SNPASEM),¹⁶ the GAM is still far from being an effective and coordinated public policy for tackling gender-based violence against women and girls at federal, state or municipal level.

At the start of 2018, an analysis of the information available in the states where it has been activated showed that it is impossible to objectively ascertain whether its implementation has reduced gender-based violence against women and girls or not, in particular murders of women for gender-based motives or femicides. This is due to a lack of impact assessment mechanisms for the prevention, security and justice actions implemented by the state and municipal authorities. In addition, there are weaknesses both in the design of the mechanism anticipated in the Regulations governing the LGAMVLV and in its implementation, and these need to be overcome if the state party is to be able to comply with the recommendation of paragraph 16(d) of the Concluding observations adopted by the Committee.

¹²It has been activated in 12 states (Mexico, Nuevo León, Chiapas, Morelos, Michoacán, Colima, Veracruz, San Luis Potosí, Nayarit, Quintana Roo, Sinaloa, Guerrero, Veracruz for comparable injury), and is in the process of being activated in a further nine (Jalisco, Zacatecas, Oaxaca, Campeche, Yucatán, Coahuila, Durango, Mexico City, Puebla). It has been declared inadmissible in seven more (Guanajuato, Baja California, Sonora, Querétaro, Puebla, Tlaxcala, Tabasco). Date last consulted: 13 March 2018.

¹³Mexico. *General Act on Women’s Access to a Life Free from Violence*, Official Journal of the Federation, date of last publication: 22 June 2017. Article 21. Femicide is the extreme form of gender violence against women, a product of the violation of their human rights, in both public and private, formed by the misogynistic set of behaviours that can lead to social and state impunity and may culminate in murder or other forms of violent death of women.

¹⁴Mexico. *General Act on Women’s Access to a Life Free from Violence*, Official Journal of the Federation, date of last publication: 22 June 2017. Article 22. And *Regulations governing the General Act on Women’s Access to a Life Free from Violence*, Official Journal of the Federation, date of last publication: 14 March 2014. Article 30.

¹⁵State Party Report. Para. 34 and Annex 13.

¹⁶Mexico state was the first to request the GAM in 2010; however, politicization of the mechanism led to it being decreed only four and a half years later, in 2015, when amparo proceedings were underway against the authorities’ unjustified delay in issuing the GAM. At the end of the case, a federal court ordered the SNPASEM to issue a public apology for the delay in dealing with the matter, and to state that it would no longer claim that requests for a Gender Alert amounted to a political attack on the government. See Judgment in amparo proceedings 429/2015, Second District Administrative Court in the Federal District, 25 November 2015. Nuevo León. (2014) and Chiapas (2014).

- The Regulations governing the LGAMVLV fail to establish specific deadlines for implementation of or compliance with the different stages of the procedure. This has resulted in a wide margin of discretion and thus unjustified delays in activating the GAM on the part of the federal and state authorities. The deadline for adopting what should be urgent actions is thus not immediate and often extends to more than a year. There is also uncertainty over the scope of the GAM once activated. The Regulations do not state a deadline for complying with the measures nor for following up the actions implemented by a state involved in the GAM. Moreover, they do not clearly or accurately define how this monitoring and evaluation of compliance should be undertaken, either in relation to the conclusions issued by the Working Group in its Report¹⁷ or to the prevention, security and justice actions required by the GAM.

Inefficiencies in the GAM activation procedure have been exacerbated by a combination of other obstacles common to implementation processes and which have had a negative impact on the institutional response to gender-based violence against women in the states, such as: 1) The design of general and virtually standard interventions for all states and municipalities, regardless of the local context, any intercultural perspective or a differentiated approach; 2) The lack of a detailed work plan specifying the strategies for implementing the actions set out in the GAM, short-, medium- and long-term activities, designation of those responsible, allocated budgets, goals and objective means of verification; 3) Lack of institutional financial and technical capacities at state and municipal level; 4) Lack of active civil society participation in decision-making spaces on the implementation and evaluation of actions taken; 5) Poor involvement of the municipalities in terms of coordinated and comprehensive implementation of the GAM's actions; and 6) Lack of accountability and transparency mechanisms for the actions undertaken, and for the budget allocated.

The lack of adequate monitoring and evaluation mechanisms opens the door to the mechanism's use for political ends and raises serious concerns over the federal and state authorities' compliance with their duty of due diligence in preventing, investigating, punishing and providing reparation for gender-based violence against women.

Amnesty International notes with particular concern that Mexico has submitted a number of isolated actions to the Committee,¹⁸ primarily the training of public officials and the creation of victim care units but that it has not been possible to fully or objectively evaluate the impact of these in terms of whether they are effective public policies or even good practices at the local level to prevent and address violence against women. These actions are insufficient to eliminate the widespread impunity occurring in cases of gender-based violence against women and girls.

RECOMMENDATIONS

Amnesty International therefore recommends that the Mexican state:

- Review and amend, in full consultation with civil society, the procedure for activating the GAM as set out in the Regulations governing the LGAMVLV. Obstacles to its efficiency will need to be eliminated, in particular by limiting the scope for discretion, which leads to undue delays in its activation. A specific and reasonable timeframe needs to be established for fulfilling this stage, along with clear procedures for monitoring and evaluating compliance with the actions mandated by the GAM. Active involvement of civil society organizations and of victims will need to be ensured throughout the whole GAM process.
- Design and implement an evaluation of the effect and impact of the GAM, based on a methodology that has quantitative and qualitative indicators that will enable periodic monitoring of implementation status and efficiency of actions implemented, objectively and independently of the state and municipal authorities. The methodology must be public and replicable.
- Implement an effective and accessible information system on Gender-based violence Alerts that shows the processes, budget, actions and results and ensures accountability.

¹⁷ Mexico. *Regulations governing the General Act on Women's Access to a Life Free from Violence*, Official Journal of the Federation, date of last publication: 14 March 2014. Articles 37 and 38.

¹⁸State Party Report. Para. 39, Annexes 18 and 19.

2.3 TORTURE AND OTHER CRUEL, INHUMAN AND DEGRADING TREATMENT OF WOMEN [ARTICLE 1, 2 (C); PARAGRAPHS 12 (A)(B) AND 19(G)]

Women are frequently subjected to sexual violence at the hands of the security forces in order to obtain forced confessions in the context of the “war on drugs”. They are often arrested and accused of complicity in criminal acts, sometimes with no solid evidence to back up these accusations.¹⁹The authorities seem to consider women the weak link in the chain, an easy target for arrest, as drug cartels often engage women to undertake the lowest level and most dangerous of tasks and consider them expendable if they are arrested.²⁰

Investigations are seriously inadequate in terms of detecting and documenting torture and other ill-treatment, as initial medical examinations of those detained tend to be highly deficient, and often under-estimate the severity of injury. In addition, official medical/forensic expert reports tend to be undertaken only months or even years after the torture took place and with no gender perspective.²¹ Almost one year after the entry into force of the General Law against Torture²² that provided tools for preventing and investigating torture, there are still weaknesses in the practice of recording torture and investigating and providing medical care to victims. These issues not only represent barriers to accessing justice but also re-victimize women survivors.

There are numerous complaints from women of acts of torture and other ill-treatment with sexual violence during detention and yet the authorities’ response is sorely lacking. The Ministry of National Defence (SEDENA) informed Amnesty International that not one soldier had been suspended from duty for rape or sexual abuse between 2010 and 2015, while the Ministry of the Navy (SEMAR) had only suspended four marines over the same period.²³ Of the thousands of complaints of torture made since 1991, only 17 have resulted in federal convictions,²⁴ resulting in widespread impunity.

The *Monitoring Mechanism for Cases of Sexual Torture against Women* was established in 2015.²⁵It is coordinated by CONAVIM, comprises various government institutions and has the aim of reviewing cases in which women report sexual torture and issuing opinions with recommendations for progressing their investigation and punishment. Opinions have only been issued in two cases to date, resulting in serious doubts as to the authorities’ real commitment to put an end to this practice.

The state party stated that the Mexican police and armed forces had been provided with training on gender and violence against women;²⁶ however, this has been insufficient to prevent torture and ill-treatment by the security forces and, in stark contrast, the strategy of a militarization of public security has intensified and exacerbated already existing discrimination and violence against women. In this context, enactment of the Law on Interior Security²⁷ in December 2017, which institutionalizes the use of the armed forces for regular police duties, tasks for which they are neither trained nor accountable, represents a serious setback.²⁸

RECOMMENDATIONS

Amnesty International therefore recommends that the Mexican state:

¹⁹Amnesty International, [Surviving death. Police and military torture of women in Mexico](#), Index: AMR41423716, 26 July 2016. p. 5.

²⁰Corina Giacomello, *Mujeres, delitos de drogas y sistemas penitenciarios en América Latina*. [Women, drug crimes and prison systems in Latin America]. International Drug Policy Consortium (IDPC), London, October 2013.

²¹Amnesty International, [Surviving death. Police and military torture of women in Mexico](#), Index: AMR41423716, 26 July 2016. p. 40.

²²Mexico. [General Law to Prevent, Investigate and Punish Torture and other Cruel, Inhuman or Degrading Treatment or Punishment](#), Official Journal of the Federation, 26 June 2017.

²³Amnesty International, [Surviving death. Police and military torture of women in Mexico](#), Index: AMR41423716, 26 July 2016. p. 6.

²⁴Inter-American Commission on Human Rights, [Situation of Human Rights in Mexico](#), 31 December 2015, (OEA/Ser.L/V/II), para. 11. This notes 15 convictions. In addition, in 2016 and 2017 there were two convictions for torture by federal judges, noted by Amnesty International in: [Amnesty International Report 2016/17: the State of the World's Human Rights, 2017. p. 309; and Amnesty International Report 2017/18: the State of the World's Human Rights](#), Index: POL 10/6700/2018, 2018. p.314.

²⁵State Party Report. Para. 35. Annex 15.

²⁶State Party Report. Para. 63.

²⁷Mexico. [Internal Security Act](#). Official Journal of the Federation, 21 December 2017.

²⁸Mexico. *Amnesty International submission for the UN Universal Periodic Review, 31st session of the UPR Working Group, November 2018*, Index: AMR 41/8372/2018, March 2018.

- Order the immediate withdrawal of the armed forces from public security tasks for which they have received no training and for which they are not accountable.
- Immediately initiate exhaustive, independent and impartial investigations into complaints of torture and ill-treatment, and bring those responsible to justice.
- Adopt effective measures to adequately implement the General Law against Torture, in particular the National Register of Crimes of Torture, which should contain, as a minimum: cases in which torture or other ill-treatment are reported and investigated; the authorities indicated as possibly being responsible; the status of the investigations; and the sex/gender of the victims.
- Guarantee the immediate implementation of medical/forensic examinations in line with the Manual on Effective Investigation and Documentation of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (“Istanbul Protocol”) in all cases where torture or other ill-treatment is reported, with an adequate gender perspective.

2.4 DISAPPEARANCE OF WOMEN [ARTICLE 2(C), 2(F); PARAGRAPH 19 (B)]

Enforced disappearances and those perpetrated by non-state actors continue to be a common occurrence, with those responsible enjoying almost absolute impunity.²⁹

The National Database of Missing or Disappeared Persons (RNPED) indicates that the fate or whereabouts of 8,987 women remains unknown.³⁰ The actual numbers are much higher because this figure excludes federal cases prior to 2014 as well as cases classified under different crimes, such as kidnapping or human trafficking. The RNPED contains no information on how many women have been located or, where appropriate, if they were found dead or alive; nor does it break down how many were presumed enforced disappearances or perpetrated by non-state actors.³¹ Added to these deficiencies, most crimes in Mexico go unreported,³² and so the real magnitude of the problem is unknown and the official figure could be underestimating the severity of the issue.

Despite different federal³³ and state³⁴ protocols having been issued in the search for and location of disappeared girls and women, some of the federated states still do not have guidelines for undertaking investigations from a gender perspective³⁵ and, where these are available, the state and municipal authorities responsible for implementing them are often unaware of them,³⁶ which has an impact on the authorities’ negligent actions when dealing with reports of women’s disappearances.³⁷

²⁹Le Clercq Ortega, J.A. and Rodríguez Sánchez Lara, G. (Coord.) Índice Global de Impunidad México IGI-MEX 2016, [Global Index of Impunity Mexico IGI-MEX 2016], Puebla, Fundación Universidad de las Américas Puebla, 2016.

³⁰National Database of Missing and Disappeared Persons (RNPED). Available at: <https://rnped.segob.gob.mx/>, date consulted: 3 May 2018.

³¹For more information on the RNPED’s failings, see: [Amnesty International. Mexico: Follow-up Report for the Committee on Enforced Disappearances](#), Index: AMR 41/4336/2016, 28 June 2016.

³²The so-called “black figure” is the number of crimes that go unreported or which, on being reported, do not result in a preliminary investigation or in an investigation file being opened. For 2016, the black figure in Mexico was 93.6%. INEGI. *Encuesta Nacional de Victimización y Percepción sobre Seguridad Pública*, [National Survey of Victims and Perceptions of Public Safety], Envipe 2017, Basic tabulation, estimates of crime reporting. Date consulted: 7 March 2018.

³³State Party Report. Para. 40.

³⁴State Party Report. Annex 20.

³⁵CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud Alerta de Violencia de Género contra las Mujeres en el Estado de Nayarit](#) [Report of the Working Group established to address the gender violence alert request in Nayarit State], 17 August 2016, p. 62.; CONAVIM. [Informe del Grupo de Trabajo conformado para estudiar la Solicitud de Alerta de Violencia de Género contra las Mujeres en el Estado San Luis Potosí](#) [Report of the Working Group established to study the gender violence alert request in San Luis Potosí State], 31 December 2015, p. 93.; CONAVIM. [Informe del Grupo de Trabajo conformado para estudiar la Solicitud de Alerta de Violencia de Género contra las Mujeres en el estado de Quintana Roo](#) [Report of the Working Group established to study the gender violence alert request in Quintana Roo State], 5 February 2016, p. 65.; CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud de Alerta de Violencia de Género contra en el Municipio de Torreón, Coahuila](#) [Report of the Working Group established to address the gender violence alert request in Torreón Municipality, Coahuila], 23 October 2017, pp. 63 and 77.; and CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud Alerta de Violencia de Género contra las Mujeres en el Estado de Zacatecas](#) [Report of the Working Group established to address the gender violence alert request in Zacatecas State], 17 March 2017, p.87.

³⁶Cf. CONAVIM. [Informe del Grupo de Trabajo para atender la Solicitud de Alerta de Violencia de Género contra las Mujeres para el Estado de Michoacán](#) [Report of the Working Group established to address the gender violence alert request in Michoacán State], 13 February 2015, p.76.; CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud Alerta de Violencia de Género contra las Mujeres en el Estado de Zacatecas](#) [Report of the Working Group established to address the gender violence

In cases where girls, adolescents or women have disappeared, it is common for the authorities to state that the victim is with “her boyfriend”,³⁸ or to limit the lines of investigation to domestic issues.³⁹ The perpetuation of gender stereotypes that are harmful to victims has meant that investigations are not commenced promptly and that action to find them is initiated only 72 hours later⁴⁰ or, failing this, the complaint is abandoned.⁴¹

Amnesty International notes with concern that the information provided by the Mexican state to the Committee on Enforced Disappearances⁴² shows that only ten convictions were noted⁴³ for this crime at federal level between 2001 and 2018; however, there is no information as to how many of these corresponded to disappearances of girls, adolescents or women. The above shows that those responsible are not being brought to justice⁴⁴ and comprehensive and adequate reparation of victims is therefore not guaranteed.

In October 2017, the Congress of the Union approved the General Law on Disappearances,⁴⁵ and this could form an important step towards tackling this problem, although it will require sufficient resources allocated for its implementation.

RECOMMENDATIONS

Amnesty International therefore recommends that the Mexican state:

- Exhaustively take all necessary action to immediately search for and find girls and women reported disappeared, and ensure the adequate investigation and punishment of those responsible for their disappearance.
- Implement a single national register of disappearances containing relevant and sufficient information. This should record disappearances and enforced disappearances and could be used as a tool for supervising, evaluating and designing strategies and public policies on disappearances, with information broken down by sex/gender.

alert request in Zacatecas State], 17 March 2017, p.67.; CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud Alerta de Violencia de Género contra las Mujeres en el Estado de Nayarit](#) [Report of the Working Group established to address the gender violence alert request in Nayarit State], 17 August 2016, p. 68.

³⁷CONAVIM. [Informe del Grupo de Trabajo conformado para estudiar la Solicitud de Alerta de Violencia de Género contra las Mujeres en el Estado San Luis Potosí](#) [Report of the Working Group established to study the gender violence alert request in San Luis Potosí State], 31 December 2015, p. 92.; CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud Alerta de Violencia de Género contra las Mujeres en el Estado de Zacatecas](#) [Report of the Working Group established to address the gender violence alert request in Zacatecas State], 17 March 2017, p.67

³⁸CONAVIM. [Informe del Grupo de Trabajo conformado para estudiar la Solicitud de Alerta de Violencia de Género contra las Mujeres en el Estado San Luis Potosí](#) [Report of the Working Group established to study the gender violence alert request in San Luis Potosí State], 31 December 2015, p. 68.; CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud Alerta de Violencia de Género contra las Mujeres en el Estado de Jalisco](#) [Report of the Working Group established to address the gender violence alert request in Jalisco State], 7 April 2017, p. 61.

³⁹CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud Alerta de Violencia de Género contra las Mujeres en el Estado de Veracruz](#) [Report of the Working Group established to address the gender violence alert request in Veracruz State], 14 January 2016, pp. 25, 60 and 76.

⁴⁰CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud Alerta de Violencia de Género contra las Mujeres en el Estado de México](#) [Report of the Working Group established to address the gender violence alert request in Mexico State], p. 64; and CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud Alerta de Violencia de Género contra las Mujeres en el Estado de Quintana Roo](#) [Report of the Working Group established to address the gender violence alert request in Quintana Roo State], p. 65

⁴¹CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud Alerta de Violencia de Género contra las Mujeres en el Estado de Veracruz](#) [Report of the Working Group established to address the gender violence alert request in Veracruz State], 14 January 2016, pp. 69 and 90.

⁴²The Federal Judicial Council indicated that, in line with the information gathered from the Case Monitoring System (SISE), there were 10 convictions for forced disappearance between 1 June 2001 and 15 January 2018. See Committee on Enforced Disappearance. [Informe de México sobre el seguimiento a las recomendaciones del Comité de Naciones Unidas contra las Desapariciones Forzadas](#) [Mexico's Report on follow-up to the recommendations of the UN Committee on Enforced Disappearances], 13 February 2018. Pg. 29. [Annex 7](#).

⁴³State Party Report. Annex 24. Pg. 6.

⁴⁴CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud Alerta de Violencia de Género contra las Mujeres en el Estado de Jalisco](#) [Report of the Working Group established to address the gender violence alert request in Jalisco State], 7 April 2017, p.73.; CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud de Alerta de Violencia de Género contra en el Municipio de Torreón, Coahuila](#) [Report of the Working Group established to address the gender violence alert request in Torreón Municipality, Coahuila], 23 October 2017, p. 52.; and CONAVIM. [Informe del Grupo de Trabajo conformado para atender la Solicitud de Alerta de Violencia de Género contra en el Estado de Nuevo León](#) [Report of the Working Group established to address the gender violence alert request in Nuevo León State], 3 November 2016, pp. 72 and 86.

⁴⁵Mexico. [General Law on Enforced Disappearance of Individuals and on the National Search System](#), Official Journal of the Federation, 17 November 2017.

- Ensure that the protocols for finding women and investigating their disappearance include a gender perspective and meet international human rights standards; ensure that these protocols are applied in practice, and appropriately, by staff responsible for law enforcement.

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info@amnesty.org



+44 (0)20 7413 5500



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MEXICO

SUBMISSION TO THE COMMITTEE ON THE ELIMINATION OF DISCRIMINATION AGAINST WOMEN

70TH SESSION, JULY 2018

Amnesty International has prepared the following for submission to the United Nations Committee on the Elimination of Discrimination against Women (hereinafter, the Committee) prior to its review of the Ninth Periodic Report submitted by Mexico under Article 18 of the Convention on the Elimination of all Forms of Discrimination against Women.

This document sets out Amnesty International's concerns regarding the Mexican State's failure to comply with the Concluding observations of the Committee on the combined seventh and eighth periodic reports in relation to violence against women, in particular murders of women for gender-based motives, also known as "femicides" [paragraphs 12(d), 16(a), (c) and 19(a)(c), 5 and 6 of the Sustainable Development Goals], the gender alert mechanism [paragraph 16(d)], disappearances of women [paragraph 19(b)] and torture and other cruel, inhuman and degrading treatment of women during detention, which is exacerbated in contexts of a militarization of public security [paragraph 12(a), (b)]. This analysis has been conducted in line with the obligations set out in Articles 1 and 2 of the Convention.

