



Convention on the Elimination of All Forms of Discrimination against Women

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Committee on the Elimination of Discrimination against Women

Concluding observations on the tenth periodic report of Mexico*

1. The Committee considered the tenth periodic report of Mexico (CEDAW/C/MEX/10) at its 2151st and 2153rd meetings (see CEDAW/C/SR.2151 and CEDAW/C/SR.2153), held on 17 and 18 June 2025. The list of issues and questions prior to the submission of the tenth periodic report raised by the pre-sessional working group is contained in CEDAW/C/MEX/QPR/10, and the responses of Mexico are contained in CEDAW/C/MEX/10.

A. Introduction

2. The Committee appreciates the submission by the State Party of its tenth periodic report and follow-up report to the previous concluding observations (CEDAW/C/MEX/FCO/9). It welcomes the oral presentation by the delegation and the further clarifications provided in response to the questions posed during the dialogue.

3. The Committee commends the State Party on its high-level delegation, which was headed by the Secretary for Women, Citlalli Hernández Mora, Secretariat for Women of the Government of Mexico, and comprised representatives of the Secretariat for Women, the Ministry for Foreign Affairs and the Ministry of Health, the Institute of Social Security of Mexico, the Senate, the Supreme Court of Justice of the Nation, the Federal Judiciary Council, the Electoral Tribunal of the Federal Judiciary, the National Electoral Institute, the National Council of Indigenous Peoples, the National Institute of Statistics and Geography and the Permanent Mission of Mexico to the United Nations Office and other international organizations in Geneva.

B. Positive aspects

4. The Committee commends the State Party on the historic election of its first woman president, representing a significant milestone for women and girls nationally and regionally.

* Adopted by the Committee at its ninety-first session (16 June–4 July 2025).



5. The Committee welcomes the progress achieved since its consideration in 2018 of the State Party's ninth periodic report ([CEDAW/C/MEX/9](#)) in undertaking legislative reforms, including:

(a) Constitutional reform of 15 November 2024, incorporating the right to substantive equality and to a life free from violence;

(b) New article 209 quintus of the Federal Criminal Code, criminalizing conversion therapies to suppress or alter sexual orientation, gender identity or gender expression, in 2024;

(c) Amendments to articles 343 bis and 343 quater of the Federal Criminal Code, strengthening criminalization of domestic violence through expanded definitions and aggravating circumstances for vulnerable persons, in 2024;

(d) New article 343 ter 2o. of the Federal Criminal Code, criminalizing vicarious violence through intermediary persons, in 2024;

(e) National Code for Civil and Family Procedures, promoting women's access to justice and gender-responsive proceedings, in 2023;

(f) Amendments to articles 52 and 54 of the General Law on Women's Access to a Life Free from Violence, enhancing accessibility rights for Indigenous women and women with disabilities, in 2023;

(g) Constitutional reform of 29 May 2023, known as the "3 de 3 contra la violencia" (3 out of 3 against violence) law, amending articles 38 and 102 of the Constitution to bar from public office individuals sanctioned for gender-based violence, alimony default or sexual crimes;

(h) New articles 199 septies, 199 octies and 199 nonies of the Federal Criminal Code, criminalizing cyberviolence against women, including sexual content communication with minors and non-consensual intimate content creation and distribution, including falsified intimate content, in 2021;

(i) Constitutional reform of 6 June 2019, known as "Paridad en Todo" ("Parity in everything"), amending articles 2, 4, 35, 41, 52, 53, 56, 94 and 115 of the Constitution to establish gender parity requirements across all branches and levels of government;

(j) Amendments to federal laws to incorporate gender-neutral and inclusive language.

6. The Committee welcomes the State Party's efforts to improve its institutional and policy framework aimed at accelerating the elimination of discrimination against women and promoting gender equality, such as the adoption and establishment of the following:

(a) Supreme Court rulings in *amparo* 267/2023 on 6 September 2023 declaring the criminalization of abortion unconstitutional at the federal level, while abortion remains criminalized in nine states;

(b) First national action plan on women and peace and security for the implementation of Security Council resolution [1325 \(2000\)](#) and subsequent resolutions, in 2021;

(c) National Programme for Equality of Women and Men 2020–2024;

(d) Feminist foreign policy, in 2020;

(e) Establishment of the Inter-agency Group for Strategies to Combat Violence against Women and Girls, in 2020;

(f) Establishment of the Commission for the Follow-up of the Concluding Observations of the Committee, in 2018.

C. Sustainable Development Goals

7. The Committee calls for the realization of de jure (legal) and de facto (substantive) gender equality in the implementation of the 2030 Agenda for Sustainable Development, recalls the importance of Goal 5 and of the mainstreaming of the principles of equality and non-discrimination throughout all 17 Goals and urges the State Party to recognize women as the driving force of sustainable development in Mexico and to adopt gender-responsive policies and strategies to that effect.

D. Parliament

8. The Committee stresses the crucial role of the legislative power in ensuring the full implementation of the Convention (see [A/65/38](#), part two, annex VI) and invites the Congress of the Union of Mexico to implement, in line with its mandate, the present concluding observations between now and the submission of the next periodic report under the Convention.

E. Principal areas of concern and recommendations

Status and visibility of the Convention, the Optional Protocol thereto and the Committee's general recommendations

9. The Committee commends the State Party on measures taken to give visibility to the Convention, the Optional Protocol and the Committee's general recommendations, notably the establishment of the Commission for the Follow-up of the Concluding Observations of the Committee, in 2018. However, it notes with concern that the Convention, the Optional Protocol and the Committee's general recommendations are rarely invoked in court proceedings in the State Party.

10. The Committee recommends that the State Party:

(a) **Continue to raise awareness among women of their human rights under the Convention and the legal remedies to claim them and ensure that information on the Convention, the Optional Protocol and the Committee's general recommendations is accessible to all women in appropriate formats and Indigenous languages;**

(b) **Ensure that the Convention, the Optional Protocol, the Committee's jurisprudence and general recommendations form an integral part of systematic capacity-building for judges, prosecutors, law enforcement officials and lawyers, enabling them to apply the provisions of the Convention in court proceedings and interpret national legislation accordingly.**

Legislative framework and definition of discrimination against women

11. The Committee commends the State Party on its comprehensive legislative framework to advance women's rights. However, it reiterates its previous concluding observations ([CEDAW/C/MEX/CO/9](#), para. 11) and notes with concern:

(a) The absence of a definition of discrimination against women, in accordance with article 1 of the Convention, that explicitly recognizes indirect, as well as multiple and intersecting forms of discrimination, limiting the scope and enforceability of anti-discrimination legislation;

(b) The limited justiciability of the Federal Law to Prevent and Eliminate Discrimination, as reflected in the low number of successful complaints based on this law.

12. Recalling its previous concluding observations ([CEDAW/C/MEX/CO/9](#), para. 12) and its general recommendation No. 28 (2010) on the core obligations of States Parties under article 2 of the Convention, the Committee recommends that the State Party:

(a) Amend its legislation to incorporate a comprehensive definition of discrimination against women, in accordance with article 1 of the Convention, covering both direct and indirect discrimination, as well as multiple and intersecting forms of discrimination in the public and private spheres;

(b) Strengthen the Federal Law to Prevent and Eliminate Discrimination to enhance its justiciability and ensure effective legal remedies for women experiencing discrimination.

Women and peace and security

13. The Committee notes the State Party's participation as Co-Chair of the Informal Expert Group on Women and Peace and Security of the Security Council. However, it is concerned about:

(a) The lack of meaningful participation of women's organizations, in particular those representing Indigenous women, Afro-Mexican women and women with disabilities, in the design, implementation and monitoring of peace and security policies and in peacebuilding committees;

(b) The limited intersectional approach in peace and security policies for considering how identity, socioeconomic status and geographical location affect women;

(c) The inefficient accountability mechanisms and monitoring frameworks for the national action plan on women and peace and security, with an overreliance on training activities without measurable outcomes or transparent resource allocation;

(d) The lack of dedicated funding for the implementation of the national action plan.

14. The Committee recalls its general recommendation No. 30 (2013) on women in conflict prevention, conflict and post-conflict situations, and recommends that, in the implementation of the national action plan on women and peace and security and the development of future national action plans, the State Party:

(a) Ensure the meaningful and systematic participation of women and diverse women's organizations in all peace and security mechanisms, including peacebuilding committees, with formal representation at the national, state and local levels;

(b) Adopt intersectional and victim-centred approaches in all peace and security policies, with a specific focus on marginalized women;

(c) Establish concrete accountability frameworks with specific, time-bound indicators and transparent budget allocation to measure the gender impact of peace and security measures and women's participation in peace processes;

(d) Allocate adequate human, technical and financial resources with transparent budget lines for the implementation of the national action plan on women and peace and security.

Women's access to justice

15. The Committee acknowledges the adoption of protocols to incorporate a gender perspective in judicial proceedings and the State Party's efforts to guarantee access to justice for Indigenous women and women with disabilities. However, it notes with concern:

(a) The fragmentation of criminal legislation at the federal and state levels, the inconsistent application of gender-sensitive protocols and the use of abbreviated criminal procedures in cases of gender-based violence against women and girls;

(b) That the use of mandatory pretrial detention can disproportionately affect vulnerable groups of women, especially Indigenous women, poor women and women engaged in sex work;

(c) The insufficient accessibility measures, including the provision of reasonable accommodations and procedures, available to Indigenous women and women with disabilities, as well as limitations on justice for legally incapacitated women.

16. Recalling its general recommendations No. 33 (2015) on women's access to justice and No. 35 (2017) on gender-based violence against women, updating general recommendation No. 19, the Committee recommends that the State Party:

(a) Continue to harmonize criminal legislation across the federal and state levels to ensure the consistent application of gender-sensitive protocols, and abolish abbreviated criminal procedures in cases of gender-based violence against women and girls, including femicide;

(b) Review the use of mandatory pretrial detention, especially against vulnerable groups of women, including Indigenous women, poor women and women engaged in sex work, and ensure the presumption of innocence and their right to liberty and security of person;

(c) Take practical measures to guarantee access to justice for women, ensuring the provision of accessibility measures, including reasonable accommodations and procedures, as well as in Indigenous languages, and guarantee access to justice for legally incapacitated women.

17. The Committee notes that, in the context of the ongoing judicial reform, training and performance evaluation for elected judges has been announced; however, it is concerned that this may not be sufficient, and that judicial independence and the capacity to guarantee gender-mainstreaming in case handling and justice may be affected.

18. The Committee recommends that the State Party ensure that the ongoing judicial reform includes specific safeguards to preserve judicial independence, including improving the minimum requirements for candidates, and the capacity to guarantee case handling that takes into account gender issues and ensures the rights enshrined in the Convention, strengthen training and performance evaluation mechanisms for elected judges to ensure the strict application of criminal law provisions in cases of femicide, forced sterilization and enforced disappearance of women, address judicial gender bias and continue to prioritize systematic training on women's human rights, with a particular focus on Indigenous, Afro-Mexican, lesbian, bisexual, transgender and intersex (LBTI) women and those with disabilities.

National machinery for the advancement of women

19. The Committee recognizes the elevation of the National Institute for Women (INMujeres) to a ministerial-level Secretariat for Women (SEMujeres), demonstrating a commitment to articulating and mainstreaming gender equality policies. However, it notes with concern:

(a) The challenges to the institutional independence of the Secretariat for Women and the insufficient meaningful consultation with civil society organizations in such reform processes;

(b) The risk of reduced funding and expertise dedicated to women's rights and gender equality programmes;

(c) Limitations on women's access to information on public programmes, gender-responsive budgeting and justice processes following reforms that effectively dismantled the National Institute for Transparency, Access to Information and Personal Data Protection as an autonomous body.

20. The Committee recommends that the State Party:

(a) **Strengthen the national machinery for the advancement of women by ensuring sufficient institutional independence to coordinate gender equality policies across government departments, in collaboration with diverse civil society organizations;**

(b) **Ensure effective and sustainable human, technical and financial resources for women's rights and gender equality programmes and ensure gender-responsive budgeting and transparent reporting on budget allocations;**

(c) **Ensure transparent structures to guarantee all women's access to public information, including on the prevention of and response to gender-based violence against women.**

National human rights institution

21. The Committee notes with concern reports about the limited effectiveness of the National Commission on Human Rights in protecting women's human rights, despite its accreditation with A status by the Global Alliance of National Human Rights Institutions, in line with the principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles). It notes in particular:

(a) The limited technical capacity and interaction with civil society of the National Commission on Human Rights, which may undermine its independence and ability to effectively protect women's rights;

(b) The limited information available on concrete measures taken by the State Party to strengthen the Commission's independence and its mandate to protect women's human rights;

(c) The insufficient attention paid by the Commission to *buscadoras* (women searching for disappeared family members) and women victims of threats, disappearances or murder, and the lack of adequate safe dialogue with these groups.

22. The Committee recommends that the State Party:

(a) **Strengthen the independence, technical capacity and interaction with civil society of the National Commission on Human Rights, and provide it with adequate human, technical and financial resources to carry out its mandate, in line with the principles relating to the status of national institutions for the**

promotion and protection of human rights (the Paris Principles, General Assembly resolution 48/134 of 20 December 1993, annex), and seek the advice and technical support of the Office of the United Nations High Commissioner for Human Rights;

(b) Strengthen the Commission's effectiveness in protecting women's rights, including through adequate funding and by ensuring its independence;

(c) Ensure that the Commission prioritizes and supports women searching for disappeared persons and women victims of threats, disappearances or murder, and their families, including through dedicated units, protocols and measures tailored to their specific protection needs.

Temporary special measures

23. The Committee applauds the achievement of parity in political representation at the federal level, with women comprising 50 per cent of the Senate and the Chamber of Deputies. However, it is concerned about the limited application of temporary special measures to accelerate substantive equality between women and men beyond electoral representation, in particular in municipal leadership, the judiciary and economic decision-making, especially for marginalized women, such as rural, Indigenous, Afro-Mexican and LGBTI women and those with disabilities.

24. The Committee recommends that the State Party strengthen the use of temporary special measures, in line with article 4, paragraph 1, of the Convention and its general recommendation No. 25 (2004) on temporary special measures, as a strategy necessary to accelerate the achievement of the substantive equality of women and men in all areas where women are underrepresented or disadvantaged, including in municipal governance, the judiciary and economic decision-making, including by promoting parity on boards of State-owned enterprises and companies and in management positions in the private sector.

Gender stereotypes and harmful practices

25. The Committee remains concerned about the persistence of deeply rooted patriarchal attitudes and stereotypes, which continue to undermine women's social status and constitute the root cause of gender inequality. It notes with particular concern:

(a) The normalization of patriarchal attitudes through media portrayals and social practices that perpetuate stereotyped views about gender-based violence and women's autonomy and decision-making capacity;

(b) The prevalence of harmful traditional practices, including early and forced marriages, customs that restrict women's participation in community decision-making, forced sterilization, coercive abortions, non-consensual infertility treatments and female genital mutilation, in particular affecting Indigenous, Afro-Mexican women and women with disabilities.

26. The Committee recommends that the State Party:

(a) Strengthen regulatory frameworks for ensuring gender equality and combat stereotypes in media representations, including those related to gender-based crimes and the political participation of women;

(b) Implement targeted awareness-raising campaigns against harmful practices, including early and forced marriages, customs that restrict women's participation in community decision-making, forced sterilization, coercive

abortions, non-consensual infertility treatments and female genital mutilation, with a focus on Indigenous, Afro-Mexican and rural communities, while respecting cultural diversity, and strengthen legal frameworks to prevent such practices.

Gender-based violence against women and girls

27. The Committee welcomes the legislative advances related to gender-based violence against women but remains concerned about its pervasiveness in the State Party. It notes with deep concern:

(a) The increase in gender-based violence against women and girls committed by state and non-State actors, including criminal organizations, such as disappearances, torture, sexual violence and femicide, often involving firearms, aggravated by ineffective and insufficient responses, including in arms control and security policies, and data collection;

(b) The limitations of approaches focused solely on criminal law responses to gender-based violence, including restrictive scope of responses to digital violence, and the varied definitions of femicide across the State Party, distorting statistical data and risking a disproportionate impact on criminalized LGBTI women;

(c) That, despite the criminalization of violence against children in the context of gender-based violence against their mothers, also called vicarious violence, civil and family courts still fail to apply the principle of the best interest of the child with a gender perspective, and mothers who report domestic violence may face loss of custody, while their children are instrumentalized to perpetuate abuse against them;

(d) The insufficient consideration of families and intersectional discrimination in gender-sensitive investigative protocols and the lack of supervision of their uniform application across all federal states, contributing to widespread impunity for gender-based violence;

(e) The need to ensure a transparent and comprehensive national reparations policy for survivors of all forms of gender-based violence, including sexual torture, within the existing legal framework;

(f) Budget reductions for essential protective services, including shelters and justice centres, which remain largely inaccessible to women with disabilities and women in remote areas;

(g) The inadequate implementation of emergency response protocols and significant delays in the Alba Protocol and Amber Alert activation processes.

28. Recalling its general recommendation No. 35 (2017) on gender-based violence against women, updating general recommendation No. 19, the Committee recommends that the State Party:

(a) **Ensure comprehensive data collection on all forms of gender-based violence against women committed by State and non-State actors, including against women human rights defenders, Indigenous, Afro-Mexican and LGBTI women and women with disabilities, including prosecution and conviction rates, protection measures and reparations provided, and conduct comprehensive multisectoral reviews of serious cases to identify gaps and failures in institutional responses and strengthen prevention measures;**

(b) **Strengthen legal responses to all forms of digital violence, including administrative and civil responses involving online platforms and distributors of online content, and harmonize the definition and classification of femicide across**

all federal states, ensuring the collection of reliable statistical data and addressing any indirect discrimination against LGBTI women;

(c) **Ensure the strict enforcement of legislation criminalizing violence against children in the context of gender-based violence against their mothers through comprehensive implementation protocols, ensure that civil and family courts apply the principle of the best interest of the child with a gender perspective, implement review mechanisms for cases where children have been separated from their mothers without due process, and provide comprehensive support services for affected mothers and children;**

(d) **Ensure the consideration of families and intersectional approaches in all investigation protocols for gender-based crimes against women, and establish independent supervision mechanisms for their uniform application across all federal states;**

(e) **Ensure a transparent and comprehensive national reparations policy for victims and survivors of all forms of gender-based violence, including sexual torture, with transformative reparations programmes, prioritizing the agency, wishes, decisions, safety, dignity and integrity of victims/survivors;**

(f) **Increase funding for essential protective services, including shelters and justice centres, and ensure their accessibility for women with disabilities and women in remote areas through universal design and mobile services;**

(g) **Ensure the coordination and consistent application of emergency response protocols and eliminate delays in the Alba Protocol and Amber Alert activation processes, ensuring adequate resources for their effective implementation across all states.**

29. The Committee recognizes the security challenges faced by the State Party due to organized crime violence, with differential impacts on women, including gender-based violence. However, it notes with concern the increased involvement of military personnel in public security and other areas, leading to rising reports of gender-based violence against women committed by such forces.

30. **The Committee recommends that the State Party ensure that public safety tasks are carried out, as a rule, by civilian law enforcement personnel, with any military personnel involved in such roles operating under civilian supervision, and establish civilian court jurisdiction over all cases of gender-based violence against women, including those committed by military personnel.**

Trafficking and exploitation of prostitution

31. The Committee notes the State Party's efforts to strengthen its legal and institutional framework to combat trafficking in persons, including women and girls. It notes with concern, however, the persistent deficiencies in the enforcement, coordination and monitoring of anti-trafficking measures, which are compounded by impunity, corruption and the infiltration of trafficking networks into local structures. It notes in particular:

(a) That Indigenous, Afro-Mexican, rural, migrant and LGBTI women and women with disabilities, and especially adolescent girls, are at disproportionately high risk of trafficking, in the absence of intersectional approaches to policy implementation;

(b) That traffickers operate with impunity in border regions, tourist areas and migration corridors;

(c) Reports of corruption, collusion and complicity of law enforcement officers with organized crime networks engaging in trafficking and exploitation of prostitution of women and girls;

(d) The criminalization of prostitution and inadequate measures to distinguish between voluntary and exploitative prostitution, leading to institutional violence, arbitrary detention and limited access to health, justice and social protection services for women in prostitution;

(e) Inadequate data collection and monitoring to assess the effectiveness of anti-trafficking interventions and the lack of reparations provided to victims.

32. Recalling its general recommendation No. 38 (2020) on trafficking in women and girls in the context of global migration, the Committee recommends that the State Party:

(a) Implement effective anti-trafficking protection strategies for disadvantaged groups of women, such as adolescent, migrant, displaced, poor, LGBTI, Indigenous and Afro-Mexican women, ensuring their meaningful participation in policy design and implementation;

(b) Address the nexus between trafficking and organized crime networks by strengthening law enforcement coordination and implementing comprehensive prevention strategies;

(c) Investigate, prosecute and adequately punish law enforcement officials involved in trafficking and strengthen accountability mechanisms to prevent corruption and collusion with traffickers;

(d) Eliminate the criminalization of women in prostitution, prevent institutional violence and arbitrary detention against them, ensure clear distinctions between voluntary and exploitative prostitution, and guarantee access to health, justice and social protection services for all women in prostitution;

(e) Strengthen comprehensive support services for women and girl victims of trafficking, including immediate access to shelters, medical care, psychosocial counselling and legal aid, and strengthen and systematically monitor the effectiveness of anti-trafficking interventions and reparations provided, based on disaggregated data on trafficking patterns and victim demographics.

Equal participation in political and public life

33. The Committee welcomes the achievement of gender parity in the Chamber of Deputies and the Senate, as well as the establishment of observatories on women's political participation. Nevertheless, it notes with concern:

(a) That, while formal parity has been achieved in some areas, it has not translated into substantive equality in access to power and decision-making;

(b) The persistent exclusion of Indigenous, Afro-Mexican, rural and LGBTI women and women with disabilities from political and public life and the frequent circumvention of affirmative action measures through the simulation or usurpation of candidacies by men linked to political parties, families or communities;

(c) The prevalence of gender-based political violence and high levels of impunity;

(d) Discriminatory practices by political parties, including the denial of equal campaign financing and inadequate use of funds for women's political leadership skills development;

(e) Women's underrepresentation in the diplomatic service, especially in leadership positions.

34. Recalling its general recommendations No. 25 (2004) on temporary special measures and No. 40 (2024) on the equal and inclusive representation of women in decision-making systems, the Committee recommends that the State Party:

(a) **Establish concrete goals and timetables to ensure substantive equality in political leadership positions;**

(b) **Implement effective measures to guarantee the meaningful political participation of Indigenous, Afro-Mexican, rural and LGBTI women, young women and women with disabilities, with robust safeguards to prevent simulation or usurpation by men linked to political parties, families or communities;**

(c) **Strengthen measures to combat political violence against women by ensuring effective investigations, prosecutions and sentencing of perpetrators;**

(d) **Ensure that political parties provide equal access to campaign financing and effectively use designated funding for women's political leadership skills development;**

(e) **Effectively implement parity policies in the diplomatic service, especially at the Ambassador level.**

Nationality and statelessness

35. The Committee welcomes the constitutional recognition of equal nationality rights for women and men, including the transmission of nationality to descendants. However, it notes with concern the lack of compliance with constitutional guarantees in practice, barriers to universal birth registration, in particular in remote and Indigenous communities, and limited access to documents for disadvantaged groups of women, including homeless, rural and transgender women.

36. Recalling its previous concluding observations ([CEDAW/C/MEX/CO/9](#), para. 36) and its general recommendations No. 28 (2010) on the core obligations of States Parties and No. 32 (2014) on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women, the Committee recommends that the State Party ensure universal birth registration by strengthening registry offices and mobile units in remote areas, and remove obstacles preventing disadvantaged groups of women from accessing identity documents.

Education

37. The Committee welcomes the adoption of the General Law of Education and acknowledges the positive impact of national programmes such as "Jóvenes construyendo el futuro" (Young people building the future) and the Benito Juárez scholarship programme in improving educational access for girls in deprived urban and rural areas. However, recalling its previous concerns ([CEDAW/C/MEX/CO/9](#), paras. 37 and 38), the Committee notes with concern:

(a) The high incidence of sexual and gender-based violence against girls and women in educational institutions, especially in universities, and the need for standardized national protocols to prevent and respond to such violence;

(b) The continued high rate of school dropout due to gender-based violence, unplanned pregnancies, and the absence of a binding national protocol to guarantee re-entry into and retention in the education system;

(c) The uneven implementation of comprehensive sexual and reproductive health education across federal states owing to political and ideological opposition;

(d) The absence of a comprehensive national strategy to eliminate gender stereotypes in school curricula and educational orientation;

(e) The limited digital infrastructure in rural and Indigenous communities, which disproportionately affects girls' access to quality education, and barriers that prevent or limit the access of girls with disabilities to education in inclusive, safe and accessible environments.

38. Recalling its general recommendations No. 28 (2010) on the core obligations of States Parties and No. 36 (2017) on the right of girls and women to education, the Committee recommends that the State Party:

(a) Establish standardized and mandatory national protocols to prevent and address gender-based violence in educational settings, including universities, including effective complaint mechanisms, accountability frameworks and support services for survivors;

(b) Adopt a binding national protocol to guarantee the re-entry into and retention in education of pregnant adolescents, with adequate support services;

(c) Ensure nationwide implementation of comprehensive age-appropriate sexual and reproductive health education in accordance with international standards, including adequate gender education for teachers and monitoring mechanisms;

(d) Adopt a comprehensive national strategy to eliminate gender stereotypes in curricula and educational orientation, ensuring the systematic integration of human rights education and promoting girls' participation in science, technology, engineering and mathematics fields;

(e) Bridge the digital divide by investing in infrastructure and Internet access in deprived urban and rural areas, and Indigenous and marginalized communities, and ensure that girls with disabilities have access to inclusive, safe and accessible educational environments.

Employment

39. The Committee welcomes the 2019 labour reform extending protection to domestic workers and establishment of public childcare programmes. However, it notes with concern:

(a) That women workers continue to face challenges in accessing social and labour protection owing to their concentration in informal and part-time employment, exacerbated by persistent gender pay gaps;

(b) The limited economic opportunities for women, which increase their risk of economic dependency, exploitation, trafficking and forced labour, especially for marginalized groups of women;

(c) The prevalence of gender-based violence and harassment in the workplace, its underreporting and the inefficiency of accountability mechanisms;

(d) The inadequate resources for labour inspections and the lack of a gender perspective in monitoring compliance with labour laws.

40. The Committee recommends that the State Party:

(a) **Promote women's access to formal employment and social protection, enforce the principle of equal pay for work of equal value through mandatory wage audits and pay transparency, and finalize the development of the National Care System;**

(b) **Develop targeted economic empowerment programmes and sustainable income alternatives for marginalized groups of women to reduce their risk of economic dependency, exploitation, trafficking and forced labour;**

(c) **Implement effective measures to prevent gender-based violence against women and sexual harassment in the workplace, including independent and confidential complaint mechanisms, protection from reprisals, victim support services and employer accountability frameworks;**

(d) **Strengthen labour inspections by allocating adequate human, technical and financial resources, strengthening the capacity of labour inspectors on gender-responsive monitoring of compliance with labour laws.**

Health

41. The Committee reiterates its previous concerns about persistently high rates of maternal mortality, in particular among Indigenous women, obstetric violence by health personnel and the forced sterilization of women and girls ([CEDAW/C/MEX/CO/9](#), para. 41). It notes with concern women's limited access to adequate health services, in particular for marginalized women. It is concerned:

(a) That the dismantling of the Seguro Popular national health insurance programme in 2020 and challenges with its replacement scheme, the "Bienestar" (Well-being) programme of the Mexican Social Security Institute, disproportionately affect vulnerable groups of women, in particular poor, rural and Indigenous women and women with disabilities;

(b) The significant decline in preventive health services, including breast cancer screening and cervical cancer prevention programmes, and shortages of essential medicines, including cancer treatment and contraceptives, in public health clinics;

(c) The detention and sentencing of women who have had abortions on charges of homicide and infanticide in states that have not legalized abortion, despite federal legislative advances;

(d) That, despite legal reforms, access to abortion continues to be obstructed by stigma, procedural hurdles and resistance by health providers, who often require survivors of sexual violence to produce police reports or judicial evidence of rape contrary to Mexican Official Standard 046-SSA2-2005;

(e) The limited access to sexual and reproductive health services for Indigenous women, institutionalized women and women with disabilities, who continue to face coercion and obstetric violence, including forced sterilizations conducted without free and informed consent, despite legislative progress criminalizing obstetric violence.

42. The Committee recommends that the State Party:

(a) **Ensure universal health coverage through a comprehensive, adequately funded national health system providing affordable access to essential health services, in particular for poor, rural and Indigenous women and women with disabilities;**

(b) **Strengthen preventive health services by increasing budget allocations for cervical and breast cancer screening programmes, and ensure adequate procurement and distribution of essential medicines including contraceptives and cancer treatment;**

(c) **Review and dismiss existing cases in which homicide or infanticide charges have been brought against women or girls for having abortions, prevent such charges in the future, and immediately release and compensate those currently detained or convicted on such grounds;**

(d) **Harmonize criminal law provisions with legislative advances on abortion access, ensure the consistent application of Mexican Official Standard 046-SSA2-2005 without requiring survivors of sexual violence to produce police reports or judicial evidence of rape, and address stigma and resistance by healthcare providers through mandatory training;**

(e) **Eliminate obstetric violence through strict law enforcement and accountability mechanisms for healthcare providers, ensuring free and informed consent for sterilizations and other medical procedures, and provide specialized training on respectful maternity care, including for Indigenous and LGBTI women and those with disabilities.**

Economic empowerment of women

43. The Committee welcomes the State Party's initiative to enhance women's economic empowerment, including microcredit programmes and the ongoing development of a National Care System pending Senate approval. However, it notes with concern the persistent structural barriers limiting women's full economic rights protections, exacerbated by:

(a) **Unequal pensions for older women, unequal distribution of care work and limited access to leadership positions in corporate settings;**

(b) **The absence of a comprehensive national strategy to ensure tailored, collateral-free loans for women-led enterprises, affirmative procurement laws and policies, and a dedicated women's development bank;**

(c) **The limited consideration given to gender-sensitive fiscal policy, including through gender-responsive budgeting, as well as in the National Care System, and the creation of economic opportunities for rural women and women living in areas affected by organized crime.**

44. The Committee recommends that the State Party:

(a) **Strengthen access to pensions for older women and to affordable childcare facilities, and establish binding corporate governance frameworks requiring gender diversity in leadership positions with enforcement mechanisms for non-compliance;**

(b) **Develop a comprehensive national strategy for women's economic empowerment that includes legislation and policies on affirmative procurement, the establishment of a dedicated women's development bank and the provision of low-interest loans without collateral to women entrepreneurs;**

(c) **Integrate the National Care System into fiscal policies through gender-responsive budgeting, and ensure that in all economic empowerment policies an intersectional approach is adopted, with targeted measures for marginalized women, including reparative mechanisms in contexts of displacement or livelihood disruption.**

Rural women

45. The Committee is concerned that women in rural areas continue to face systemic discrimination in access to land ownership and agricultural resources. It notes with particular concern:

(a) That women are disproportionately excluded from land ownership in communal agrarian settings (*ejidos*), where patriarchal inheritance systems and social customs deny women equal access to land titles, and their limited access to affordable legal assistance for claiming land rights;

(b) That land inherited by women is often dispossessed by family members or community assemblies, and that privatization of *ejido* lands through agrarian certification programmes risks further excluding rural women from formal land titles.

46. Recalling its general recommendation No. 34 (2016) on the rights of rural women, the Committee recommends that the State Party:

(a) Strengthen measures to ensure women's equal access to land ownership and inheritance within *ejido* systems, including through targeted legal aid programmes, documentation campaigns and gender-responsive agrarian reform;

(b) Eliminate discriminatory practices in communal assemblies that prevent women from exercising their land rights, and ensure that privatization programmes include gender-responsive safeguards.

Women facing intersecting forms of discrimination

Indigenous and Afro-Mexican women

47. The Committee notes the September 2024 constitutional reform recognizing Indigenous and Afro-Mexican communities as public law subjects. However, it is concerned that Indigenous and Afro-Mexican women:

(a) Experience significant economic marginalization, with disproportionately high numbers living below the poverty line, participating in informal economic activities without social security and lacking access to formal credit and land ownership documentation;

(b) Face barriers to access to culturally appropriate legal and health services;

(c) Remain “invisibilized” owing to a persistent lack of disaggregated data on gender-based violence against Indigenous and Afro-Mexican women and girls, preventing culturally appropriate prevention and response strategies.

48. Recalling its general recommendation No. 39 (2022) on the rights of Indigenous women and girls, and highlighting the importance of further strengthening meaningful collaboration with civil society organizations working to promote the rights of Indigenous and Afro-Mexican women, the Committee recommends that the State Party:

(a) Expand programmes to promote their economic empowerment, including the formalization of employment and access to social protection, financial credit and land ownership documentation;

(b) Continue to strengthen culturally appropriate health and justice services through enhanced training on intercultural approaches, the free provision of interpretation in Indigenous languages and expanded mobile services in remote areas;

(c) Continue to improve the systematic collection of disaggregated data on gender-based violence against Indigenous and Afro-Mexican women and girls, and further develop culturally appropriate prevention and reparation mechanisms with their meaningful participation.

Displaced, refugee, asylum-seeking and migrant women

49. The Committee recalls its previous concluding observations (CEDAW/C/MEX/CO/9, paras. 47 and 48) and notes with concern intersectional discrimination and gender-based violence against internally displaced, refugee, asylum-seeking and migrant women, and their disproportionate risk of exploitation, trafficking and kidnapping. It expresses particular concern about:

(a) The sharp increase in migration detention of women, forced internal transfers and documented abuses against migrant women and girls by military and civilian personnel;

(b) The barriers to regularization and protection services owing to delays in document issuance and the reported halt to humanitarian visitor permits since 2023;

(c) That documentation barriers increase the exposure of internally displaced, refugee, asylum-seeking and migrant women and girls to organized crime groups and traffickers, as well as to sexual and other severe forms of gender-based violence;

(d) Disparities in maternal health outcomes owing to barriers faced by refugee, asylum-seeking and migrant women and girls in accessing sexual and reproductive health services;

(e) The limited effectiveness of gender-impact assessments under the State Party's immigration policies.

50. The Committee recommends that the State Party:

(a) **Implement alternatives to detention for migrant women and girls, eliminate forced internal transfers, and ensure that migration enforcement is conducted by trained civilian personnel with independent oversight to prevent abuses;**

(b) **Ensure timely and non-discriminatory issuance of documentation, restore humanitarian visitor permits, and implement comprehensive regularization programmes for migrant women;**

(c) **Strengthen efforts to dismantle organized crime networks targeting internally displaced, refugee, asylum-seeking and migrant women and girls, and enhance protection measures along migration routes;**

(d) **Dismantle economic and other barriers faced by refugee, asylum-seeking and migrant women and girls in accessing sexual and reproductive health services and ensure accessible services for women with disabilities;**

(e) **Improve the effectiveness of systematic gender-impact assessments of all immigration policies.**

Lesbian, bisexual and transgender women and intersex persons

51. The Committee is concerned about persistent gender-based violence and discrimination faced by LBTI women despite recent legislative reforms. It also notes with concern that:

(a) Transphobic killings are specifically criminalized only in Mexico City (2024) and Nayarit (2024) but not at the national level;

(b) Despite the Supreme Court ruling in *amparo* 1317/2017 (17 October 2018) establishing the right to legal gender recognition based on self-identification as a fundamental right, 10 states have not yet implemented gender recognition procedures;

(c) LGBTI women face barriers to access to justice and gender-affirming healthcare and experience discrimination in education and employment;

(d) The enforcement of anti-hate crime legislation remains inadequate.

52. The Committee recommends that the State Party:

(a) **Adopt national anti-hate crime legislation protecting LGBTI women, and ensure its uniform enforcement;**

(b) **Guarantee that administrative procedures for legal gender recognition are available nationwide, and provide training to civil registry officials;**

(c) **Provide comprehensive training to officials on LGBTI women's rights, ensure equal access to justice and healthcare, and eliminate stereotypes and discrimination against LGBTI women in education and employment;**

(d) **Strengthen systematic collection of disaggregated data on gender-based violence against LGBTI women, and monitor protective legislation effectiveness.**

Women and girls with disabilities

53. The Committee is concerned about the intersectional discrimination faced by women and girls with disabilities and the lack of specific policies, services and measures to combat it. It further notes with concern:

(a) The low representation of women with disabilities in civil society consultative bodies for the design and development of public policy;

(b) The lack of gender-responsive disability assessment and certification processes, in particular affecting Indigenous women and survivors of gender-based violence, limiting their access to rehabilitation, social protection and healthcare, including mental health services;

(c) Higher rates of violence against them, including sexual violence in families, institutions and other closed and segregated spaces;

(d) The persistence of institutionalization in psychiatric centres for women with psychosocial disabilities;

(e) The deprivation of child custody by reason of the mother's disability.

54. The Committee recommends that the State Party:

(a) **Ensure the meaningful participation of women with disabilities in civil society consultative bodies for the design and development of public policy, especially in gender equality and disability;**

(b) **Develop gender-responsive disability assessment and certification processes accessible to all women, in particular in remote areas and for survivors of gender-based violence, ensuring adequate access to rehabilitation, social protection and specialized healthcare, including mental health services;**

(c) **Take comprehensive measures to combat violence against women and girls with disabilities, strengthening detection, protection, care for victims and effective access to justice;**

(d) **Ensure that mental health services for women with psychosocial disabilities are community-based, safe and gender-sensitive;**

(e) **Repeal laws and policies that permit the removal of child custody solely on the basis of the mother's disability status.**

Women human rights defenders and buscadoras

55. The Committee is concerned about the escalating violence towards and targeting of women journalists and women human rights defenders in the State Party. It is alarmed:

(a) By the high numbers of women human rights defenders and journalists murdered, attacked or disappeared;

(b) That women journalists and women human rights defenders face attacks including threats, physical violence, surveillance, digital attacks and criminalization, with a significant proportion of such aggressions perpetrated or tolerated by State actors;

(c) By the serious deficiencies of official protection mechanisms and that women human rights defenders are suffering attacks even when they are under protection measures.

56. The Committee recommends that the State Party:

(a) **Strengthen the Protection Mechanism for Human Rights Defenders and Journalists by implementing gender-responsive and intersectional risk assessments, ensuring adequate funding and effective coordination between federal and State institutions;**

(b) **Conduct prompt, thorough and impartial investigations into all attacks against women human rights defenders and journalists, ensuring the effective investigation and prosecution of perpetrators, as well as comprehensive reparations for victims;**

(c) **Address the serious deficiencies in official protection mechanisms to ensure their effectiveness and prevent attacks against women human rights defenders and journalists, including when they are under protection measures.**

57. The Committee is particularly concerned about the situation of *buscadoras*, noting that most of those searching for disappeared persons are women, predominantly mothers, daughters and wives, and that the violence and discrimination they face constitutes gendered persecution that reinforces patriarchal structures. It observes that this manifests through institutional dismissal, discouragement and disbelief rooted in gender-based discrimination and stereotypes about women's credibility and roles. The Committee is alarmed that the work of *buscadoras* is frequently not recognized as human rights defence, creating barriers to protection mechanisms despite truth and justice initiatives. It is further concerned that the crisis of enforced disappearances coincides with escalating lethal violence faced by *buscadoras*.

58. The Committee recommends that the State Party:

(a) **Formally recognize *buscadoras* as a special category of human rights defenders, establishing nationwide minimum standards for the definition and protection measures of *buscadoras*, ensuring consistent minimum protection across all states, and extend the protection accorded to human rights defenders to *buscadoras* to ensure their inclusion in protection mechanisms;**

(b) **Establish data collection and monitoring to track violence patterns and assess protection needs;**

(c) **Implement gender-sensitive protection measures addressing the inherently gendered nature of violence against *buscadoras*;**

(d) **Establish gender-sensitive reparations programmes in which *buscadoras* are recognized as victims of various types of violence, including adequate mental health care and psychosocial support addressing the psychological impacts of prolonged uncertainty regarding the fate of their disappeared family members and preventing secondary victimization;**

(e) **Ensure the systematic inclusion of *buscadoras* in truth-seeking and memorialization processes.**

Climate change and disaster risk reduction

59. The Committee welcomes the State Party's adoption of the National Action Plan for Gender, Human Rights and Climate Change in 2022. However, it is concerned that climate change and environmental degradation disproportionately affect women, in particular rural and Indigenous women, who face increased vulnerabilities owing to their dependence on natural resources, limited access to land ownership, exclusion from climate decision-making processes and the adverse impacts of climate change, including natural disasters, crop loss and food and water insecurity.

60. **Recalling its general recommendations No. 34 (2016) on the rights of rural women and No. 37 (2018) on the gender-related dimensions of disaster risk reduction in the context of climate change, the Committee recommends that the State Party ensure the meaningful participation of women, in particular rural and Indigenous women, in all climate change adaptation and disaster risk reduction policies and programmes, and strengthen their access to climate-resilient livelihood opportunities, early warning systems and post-disaster recovery resources.**

Marriage and family relations

61. The Committee is concerned about discriminatory practices in family law proceedings. It notes with concern:

(a) That mediation and conciliation procedures are routinely applied in family courts, even in cases involving domestic violence resulting in revictimization, the normalization of abuse and impunity for perpetrators;

(b) The persistence of informal unions involving girls under 18, in particular in rural and Indigenous areas, despite legal prohibitions, and reports that girls are sometimes exchanged for money or goods in ways that may amount to human trafficking;

(c) The absence of information and data to track such unions;

(d) The insufficient awareness of and adequate training for local authorities on women's equal rights in family relations.

62. **The Committee recommends that the State Party:**

(a) **Prohibit mediation and conciliation procedures in family law cases involving domestic violence;**

(b) **Enforce the prohibitions of marriage and cohabitation for girls under 18, prosecute forced marriage or coercive unions, and consider establishing a national registry to track early and informal unions;**

(c) **Harmonize and monitor the implementation of family laws at all jurisdictional levels to prevent discriminatory practices;**

(d) **Provide adequate training to local authorities on women's equal rights in family relations.**

Data collection and analysis

63. The Committee welcomes the State Party's efforts to collect disaggregated data for policy development at the federal, state and local levels. However, it is concerned about persistent challenges in data disaggregation, state-level comparisons and public accessibility of data in accessible formats, in particular regarding violence against women, trafficking and the socioeconomic status of marginalized women.

64. **The Committee recommends that the State Party continue to strengthen data collection systems by establishing standardized indicators across states for measuring gender-based violence and trafficking, implementing mandatory reporting mechanisms for disaggregated data, and to conduct regular quality assessments to ensure accuracy and comparability for evidence-based policymaking and gender-responsive budgeting.**

Beijing Declaration and Platform for Action

65. **In view of the thirtieth anniversary of the Beijing Declaration and Platform for Action, the Committee calls upon the State Party to reaffirm its implementation and to re-evaluate the realization of the rights enshrined in the Convention in order to achieve substantive equality between women and men.**

Dissemination

66. **The Committee requests the State Party to ensure the timely dissemination of the present concluding observations, in the official languages of the State Party, to the relevant State institutions at all levels (national, regional and local), in particular to the Government, the ministries, the parliament and the judiciary, to enable their full implementation, as well as to civil society, including non-governmental organizations, in particular women's organizations, to raise awareness within the State Party.**

Follow-up to the concluding observations

67. **The Committee requests the State Party to provide, within two years, written information on the steps taken to implement the recommendations contained in paragraphs 20 (b), 28 (e), 42 (c) and 58 (a) above.**

Preparation of the next report

68. **The Committee will establish and communicate the due date of the eleventh periodic report of the State Party in line with a future clear and regularized schedule for reporting by States Parties (General Assembly resolution [79/165](#), para. 6) and following the adoption of a list of issues and questions prior to reporting, if applicable. The report should cover the entire period up to the time of its submission.**

69. **The Committee requests the State Party to follow the harmonized guidelines on reporting under the international human rights treaties, including guidelines on a common core document and treaty-specific documents ([HRI/GEN/2/Rev.6](#), chap. I).**