

# STATUS OF COMPLIANCE OF INTERNATIONAL RECOMMENDATIONS ON GENDER-BASED VIOLENCE:

## THE CASE OF OAXACA



**CONSORCIO**

◆ OAXACA ◆

TRABAJANDO POR UNA VIDA  
EN LIBERTAD PARA  
LAS MUJERES



# **STATUS OF COMPLIANCE OF INTERNATIONAL RECOMMENDATIONS ON GENDER-BASED VIOLENCE:**

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## **THE CASE OF OAXACA**



# **Status of compliance of international recommendations on gender-based violence: The case of Oaxaca**

**August 2020 – May 2025**

**Citizens' Report to the CEDAW Committee**

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# PRESENTATION AND METHODOLOGY

The elaboration of this report arises in the context of the tenth evaluation of the Mexican State by the CEDAW Committee regarding compliance with the recommendations issued by this Committee on Gender Violence Alerts against Women, Femicide and Disappearance of girls, adolescents and women.<sup>1</sup>

In this context, and given the dramatic increase in violence against women in the State of Oaxaca, the feminist organisation Consorcio para el Diálogo Parlamentario y la Equidad Oaxaca A.C. (Consorcio Oaxaca) presented a shadow report to the CEDAW Committee in the framework of the 'Tenth Periodic Report of Mexico' to provide specific information on the situation of violence against women and the status of compliance with the recommendations in Oaxaca.

The information presented here has been systematised from our work accompanying victims of femicidal violence, from our Platform on Femicidal Violence<sup>2</sup> and from investigations carried out through requests for access to information to the responsible bodies in the State of Oaxaca.

<sup>1</sup>The evaluation of the Mexican State was carried out in June 2025 in relation to compliance with four recommendations issued in the following report: Committee on the Elimination of All Forms of Discrimination Against Women (CEDAW). Concluding Observations on the ninth periodic report of Mexico, CEDAW 31 July 2018. Available for consultation at: <https://docs.un.org/en/CEDAW/C/MEX/CO/9>

<sup>2</sup>Plataforma Violencia Femicida en Oaxaca de Consorcio Oaxaca: <https://violenciafemicida.consorciooaxaca.org.mx/>

# INTRODUCTION

## The CEDAW Committee and its recommendations to the Mexican State

The United Nations Committee on the Elimination of All Forms of Discrimination against Women (CEDAW) is a body of independent experts responsible for monitoring the implementation of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Countries, such as Mexico, which have acceded to the Convention, are obliged to submit to the Committee periodic reports on its implementation.<sup>3</sup> Mexico submitted its tenth report and was last assessed in June 2025 for compliance and implementation of the Committee's recommendations in its Concluding Observations on Mexico's ninth periodic report of July 2018. For the tenth periodic report, the Committee requested the Mexican State to provide information on the measures taken to implement four priority recommendations<sup>4</sup>:

- Assess the impact of the gender-based violence alert mechanism, in order to ensure comprehensive and harmonised use and coordination at federal, state and municipal levels, and ensure the participation of non-governmental organisations, experts from academia and gender and human rights defenders, and women victims of violence.
- Harmonise legislation on femicide throughout the country and ensure that femicide is criminalised in all state criminal codes in accordance with the General Law on Women's Access to a Life Free of Violence.
- Effectively implement the National Action Plan on Women, Peace and Security, adopted in 2021, with the participation of women's civil society organisations.
- Fully implement the federal mechanism for the protection of women human rights defenders and journalists, with effective gender mainstreaming in all states.

<sup>3</sup>Committee on the Elimination of Discrimination against Women. Information on its mandate, available for consultation at: <https://www.ohchr.org/es/treaty-bodies/cedaw/introduction>

<sup>4</sup>Committee on the Elimination of All Forms of Discrimination Against Women (CEDAW). List of issues and questions prior to the submission of the tenth periodic report of Mexico, CEDAW 14 November 2023. Questions: 9 (d), (e); 10 (b) and 11 (a). Available for consultation at: [https://tbinternet.ohchr.org/\\_layouts/15/treatybodyexternal/Download.aspx?symbolNo=CEDAW%2FC%2FMEX%2FQPR%2F10&Lang=en](https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolNo=CEDAW%2FC%2FMEX%2FQPR%2F10&Lang=en)

## Women, peace, security and the phenomenon of organised crime<sup>5</sup>

The arrival of President Claudia Sheinbaum in 2024 as the first female president of Mexico was a historic moment for women with several proposals for public gender policies at the national level. However, in the state of Oaxaca, with the government of Salomón Jara Cruz since December 2022, widespread violence has increased exponentially. Official data from the Executive Secretariat of the National Public Security System obtained by the National Citizen Observatory show, for example, an increase in both homicides and femicides, with 852 violent deaths registered in 2023, 1005 in 2024 and 275 in the first four months of 2025<sup>6</sup> alone. This, together with the increased presence of organised crime groups, a situation that in turn increases insecurity and extreme violence, which affects women in a differentiated way<sup>7</sup>.

The state's response to this situation, instead of promoting the real participation of women's organisations and collectives in the construction of proposals and policies to address violence and insecurity, as recommended by this Committee<sup>8</sup>, has been to inmtalise a discourse of peace, using narratives that legitimise a militarist, machista and cultural appropriation policy.

<sup>5</sup>Tenth periodic report of Mexico: <https://docstore.ohchr.org/SelfServices/FilesHandler.ashx?en-c=TCvgW2%2FkdyD%2BP23Pw%2Fm%2Bp00EQbW8LL5vj1y7%2B0yyCImDun3AyibIGGUos4T7t5Knhj4s40kDqPji6Ypk0jbqMg%3D%3D>

<sup>6</sup>Secretariado Ejecutivo del Sistema de Seguridad Pública: [https://delitosmexico.onc.org.mx/tendencia/oaxaca?unit=victims&indicator=researchFolders&group=anual&crime=1120&states=0&domain=.](https://delitosmexico.onc.org.mx/tendencia/oaxaca?unit=victims&indicator=researchFolders&group=anual&crime=1120&states=0&domain=)

<sup>7</sup> Comisión Interamericana de Derechos Humanos. (2023). Impacto del crimen organizado en mujeres, niñas y adolescentes:

[https://www.oas.org/es/cidh/informes/pdfs/2023/NorteCentroamerica\\_Mujeres\\_ES.pdf](https://www.oas.org/es/cidh/informes/pdfs/2023/NorteCentroamerica_Mujeres_ES.pdf)

<sup>8</sup>Concluding Observations on the ninth periodic report of Mexico, CEDAW 31 July 2018. Available for consultation at: <https://docs.un.org/en/CEDAW/C/MEX/CO/9>

In Oaxaca, for example, the State Programme for Peace with Justice and Wellbeing was created with the figure of Peace Delegates<sup>9</sup> with its coordinator D. V., who has been denounced for domestic violence and is accused of participating in pornographic digital groups to the detriment of indigenous women<sup>10</sup>. Despite condemnation and social rejection, he continues in this role. On the contrary, the situation escalated and the Ayuuk defender from Oaxaca, S. D., who denounced domestic violence and the participation of D. V. and other local and state officials in the digital groups, was disappeared in October 2024, and was found dead along with her partner six months later, in April 2025.

At the same time, Oaxaca is experiencing an unprecedented deployment of the armed forces and an unprecedented increase of force, particularly in indigenous territories, which is expressed in repression against social protests, especially of indigenous defenders who fight against the imposition of megaprojects and extractivism<sup>11</sup>; and repression against feminist protests such as on International 11Women's Day on March 8, 2025, where a high level of force was used against demonstrators.<sup>12</sup> This deployment has also been accompanied by an increase in complaints against members of the armed forces, in particular against the National Guard.<sup>13</sup>

**This situation implies a high risk to the life and integrity of women, particularly indigenous women who have historically been the main victims of violence and military impunity in the country.<sup>14</sup>**

<sup>9</sup>Coordinación de Delegados de Paz Social en la Secretaría de Gobierno: [https://www.finanzasooaxaca.gob.mx/-transparenciapresupuestaria/pdf/rendicion\\_cuentas/POA/AG/2023/1erTrimestre/AvanceGestionT1\\_2023\\_562.pdf](https://www.finanzasooaxaca.gob.mx/-transparenciapresupuestaria/pdf/rendicion_cuentas/POA/AG/2023/1erTrimestre/AvanceGestionT1_2023_562.pdf)

<sup>10</sup>Consortio Oaxaca (2023) Exigimos la destitución del funcionario del Gobierno del Estado de Oaxaca: Donato Vargas Jiménez:

<https://consorciooaxaca.org/2023/04/exigimos-la-destitucion-del-funcionario-del-gobierno-del-estado-de-oaxaca-donato-vargas-jimenez/>

<sup>11</sup>EDUCA (2024) Corredor Interoceánico: <https://www.educaoaxaca.org/corredor-interoceanico-tres-anos-de-criminalizacion-y-violencia-hacia-personas-y-comunidades-defensoras-de-la-tierra-y-el-territorio-y-pueblos-indigenas-en-el-istmo-de-tehuantepec/>

<sup>12</sup>Consortio Oaxaca (2025) Gobierno de salomón Jara reprime a mujeres durante marcha: <https://consorciooaxaca.org/2025/03/en-pleno-8m-gobierno-de-salomon-jara-reprime-a-mujeres-durante-marcha-en-el-zocalo-de-la-ciudad-de-oaxaca/>

<sup>13</sup>Comisión Nacional de Derechos Humanos. Sistema nacional de alerta de violación a los Derechos Humanos: <https://appweb2.cndh.org.mx/sna/inicio.asp>

<sup>14</sup>Comisión Mexicana de Defensa y Promoción de los Derechos Humanos (2021). La SCJN debe proteger a las mujeres frente a la militarización: <https://cmdpdh.org/2021/11/23/la-scjn-debe-proteger-a-las-mujeres-frente-a-la-militarizacion/>

# Public gender policy in Oaxaca

## State Development Plan 2022-2028

The State Development Plan (PED) is the instrument that governs public policy in Oaxaca. One of its cross-cutting policies is gender equality; however, in both the current PED (2022 - 2028)<sup>15</sup> and the 15 previous one (2016-2022<sup>16</sup>) this mainstreaming is merely enunciative. Reference is made to women, from a welfarist approach focused on economic support, with no mention of addressing violence against them.<sup>17</sup> The same is true of the strategic gender equality indicators<sup>18</sup>.

## Budgets

The most serious deficiency in relation to gender policy is budgetary simulation. Indeed, although the allocation referred to in this area in the Expenditure Budget over the last seven years has been huge, constituting between 10 and 23% of the total budget,<sup>19</sup> it is not possible to track how it is executed, despite the fact that since 2022, the transitional provisions of the Expenditure Budget decree establish the obligation for the Secretariat of Women of Oaxaca (SMO) to publish it<sup>20</sup>.

<sup>15</sup>Gobierno del Estado de Oaxaca. Plan Estatal de Desarrollo 2022-2028: <http://www.ped.oaxaca.gob.mx/ped/Archivos/inicio/PLAN%20DE%20DESARROLLO%20ESTATAL%202022-2028-web.pdf>

<sup>16</sup>Gobierno del Estado de Oaxaca. Plan Estatal de Desarrollo 2016-2022: [https://www.finanzasoxaca.gob.mx/pdf/planes/Plan\\_Estatal\\_de\\_Desarrollo\\_2016-2022.pdf](https://www.finanzasoxaca.gob.mx/pdf/planes/Plan_Estatal_de_Desarrollo_2016-2022.pdf)

<sup>17</sup>Programas: Programa de atención a Jefas de Familia Tarjeta Margarita Maza; Programa de Microcréditos para Mujeres y Programa de Formación Empresarial de Mujeres: <http://www.ped.oaxaca.gob.mx/ped/Archivos/inicio/PLAN%20DE%20DESARROLLO%20ESTATAL%202022-2028-web.pdf>

<sup>18</sup>Indicadores: Porcentaje de mujeres en situación de pobreza y brecha salarial de género: <http://www.ped.oaxaca.gob.mx/ped/Archivos/inicio/PLAN%20DE%20DESARROLLO%20ESTATAL%202022-2028-web.pdf>

<sup>19</sup>Gobierno Constitucional del Estado de Oaxaca. Poder Legislativo. (2025). Anexo 4 del Decreto 762 que expide el Presupuesto de Egresos del Estado de Oaxaca para el ejercicio fiscal 2025: [https://www.finanzasoxaca.gob.mx/pdf/cumplimientos/2025/Ini-](https://www.finanzasoxaca.gob.mx/pdf/cumplimientos/2025/Iniciativa%20PROYECTO%20DE%20PRESUPUESTO%20EGRESOS%20DEL%20ESTADO%20DE%20OAXACA%202025.pdf)


[ciativa%20PROYECTO%20DE%20PRESUPUESTO%20EGRESOS%20DEL%20ESTADO%20DE%20OAXACA%202025.pdf](https://www.finanzasoxaca.gob.mx/pdf/cumplimientos/2025/Iniciativa%20PROYECTO%20DE%20PRESUPUESTO%20EGRESOS%20DEL%20ESTADO%20DE%20OAXACA%202025.pdf)  
<sup>20</sup>Decreto 762 que expide el Presupuesto de Egresos del Estado de Oaxaca para el ejercicio fiscal 2023: <http://www.periodicooficial.oaxaca.gob.mx/files/2022/12/EXT-DEC762-2022-12-22.pdf>



## Gender Violence Alert against Women (AVGM)<sup>21</sup> in Oaxaca

Regarding the **AVGM Declaration**<sup>22</sup>, its implementation has been uncoordinated and simulated, evidencing the structural causes of violence against women and the lack of interest in the matter; hence, progress is practically nil, as illustrated by the following examples. Firstly, **impunity** continues in the majority of the **52 cases that gave rise to the AVGM Declaration**, and for which Measure 1 for justice and reparation was ordered. Seven years on, the State reports only 9 convictions<sup>23</sup> and most of the other cases remain under initial investigation (11) or without information (22). Nor does obtaining a conviction necessarily result in full reparation of the harm.

In addition, serious failures in terms of registration and databases are evident, as official sources do not coincide with each other and denote under-registration in comparison with citizen data. For example, in 2019, the CONAVIM granted a subsidy of 1.2 million pesos to the SMO<sup>24</sup> to carry out a study<sup>25</sup> which mainly consists of the presentation of general data from various official sources.



By way of conclusion, they state that it is not possible to determine the effects of organised crime on violence against women in the regions studied, as the official data and records available to them are deficient and provide different information depending on the source consulted.<sup>26</sup> The conclusion of the study demonstrates the lack of methodology and own research to carry it out. It also fails to explain how the 1.2 million pesos allocated by CONAVIM were spent. It is worth mentioning that the State Bank of Data and Information on Cases of Violence against Women has still not been duly integrated, as provided for in the local legal framework since 2009.<sup>27</sup>

<sup>21</sup>Concluding Observations on the ninth periodic report of Mexico, CEDAW 31 July 2018. Available for consultation at: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N18/238/03/PDF/N1823803.pdf?OpenElement>

<sup>22</sup>Resolución de la Secretaría de Gobernación respecto a la solicitud AVGM/04/2017 de Alerta de Violencia de Género contra las Mujeres en el Estado de Oaxaca: [https://www.gob.mx/cms/uploads/attachment/file/762555/32.\\_Resoluci\\_n\\_de\\_AVGM\\_OAX\\_\\_cumplimiento\\_sentencia\\_de\\_amparo\\_\\_19.08.2021.pdf](https://www.gob.mx/cms/uploads/attachment/file/762555/32._Resoluci_n_de_AVGM_OAX__cumplimiento_sentencia_de_amparo__19.08.2021.pdf)

<sup>23</sup>Gobierno del Estado de Oaxaca. (2024). Acciones realizadas por el Estado Oaxaca para el cumplimiento de la Declaratoria de Alerta de Violencia de Género, contra las Mujeres: [https://www.oaxaca.gob.mx/sm/wp-content/uploads/sites/72/2025/05/Informe\\_AVGM\\_2doSem\\_2024\\_validado\\_y\\_c\\_diseno.pdf](https://www.oaxaca.gob.mx/sm/wp-content/uploads/sites/72/2025/05/Informe_AVGM_2doSem_2024_validado_y_c_diseno.pdf)

<sup>24</sup>CONAVIM. Subsidios para las Acciones de Coadyuvancia para las Declaratorias de Alerta de Violencia de Género contra las Mujeres en Estados y Municipios (DAVGM) para el ejercicio fiscal 2019: [https://www.gob.mx/cms/uploads/attachment/file/490744/Subsidios\\_aprobados\\_AVGM\\_2019\\_\\_2\\_.pdf](https://www.gob.mx/cms/uploads/attachment/file/490744/Subsidios_aprobados_AVGM_2019__2_.pdf)

<sup>25</sup>Secretaría de las Mujeres de Oaxaca (2021). Estudio de los efectos de las dinámicas de la delincuencia organizada en la violencia contra las mujeres y estrategias para su prevención para los municipios de las regiones Costa y Papaloapan: [https://drive.google.com/drive/folders/1ghyUgd2d2k8wdnx\\_00jRHC5QNAV\\_5EgG](https://drive.google.com/drive/folders/1ghyUgd2d2k8wdnx_00jRHC5QNAV_5EgG)

<sup>26</sup>Ídem, pp. 87-89

<sup>27</sup>Ley Estatal de Acceso de las Mujeres a una Vida Libre de Violencia: [http://docs64.congreso-oaxaca.gob.mx/documentos/legislacion\\_es-](http://docs64.congreso-oaxaca.gob.mx/documentos/legislacion_es-tatales/Ley+Estatal+de+Acceso+de+las+Mujeres+a+una+vida+libre+de+violencia+de+Genero+(Ref+Dto+1510+LXIV+Legis+aprob+28+may+2020+PO+22+4a+Secc+30+may+2020).pdf)

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## Femicidal violence and access to justice<sup>28</sup>

### Femicide

The situation of femicidal violence continues to worsen in Oaxaca, placing it among the states with the highest rates of femicide in Mexico.<sup>29</sup> Since the six-year term of Salomón Jara Cruz, which began on 1 December 2022, until 7 May 2025, 242 femicides have been reported in Oaxaca,<sup>30</sup> with 27 cases only in the first four months of this year. In addition, an increase in viciousness and cruelty has been documented. 67% of women and girls were killed with firearms; other particularly cruel methods of femicide documented were calcination (9) strangulation (8) and asphyxiation (7).

The majority of these cases **are still being investigated for a different type of crime than femicide**. From 2018 to 2022, the FGEO thus opened 453 investigation files for intentional homicide of women, three times more than for femicide (173).

The Protocol for the Investigation of Femicide is also not applied,<sup>31</sup> mainly due to the lack of a gender perspective and due diligence in the actions of the responsible authorities from the moment investigations begin.

<sup>28</sup>Concluding Observations on the ninth periodic report of Mexico, CEDAW 31 July 2018. Available for consultation at: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N18/238/03/PDF/N1823803.pdf?OpenElement>

<sup>29</sup>Statista (2024). <https://www.statista.com/statistics/979224/mexican-states-highest-number-femicides/>

<sup>30</sup>Consortio Oaxaca Contador de Femicidio: <https://consorciooaxaca.org>

<sup>31</sup>Acuerdo por el que se determinan las bases para la aplicación del Protocolo de Actuación Ministerial, Pericial y Policial en el Delito de Femicidio en el Sistema de Justicia Penal (2017): <http://www.periodicooficial.oaxaca.gob.mx/files/2017/03/SEC11-02DA-2017-03-18.pdf>

In the framework of the Feminist Tribunal against Femicide in Oaxaca, international experts documented<sup>32</sup> the following patterns responsible for the reproduction of femicide in the state:

### **Collusion, corruption and cover-up**

Failure to implement protection and warning orders for aggressors when women report

Lack of due investigation by omitting primary and essential actions such as the due processing of the scene, the securing of evidential material, the identification and interviewing of possible witnesses

Failure to execute arrest warrants

Discriminatory and sexist actions, and making women responsible for the violence they suffer.

All these factors explain the dramatic impunity and lack of access to justice that exists in cases of femicide. Based on official data, from 2018 to March 2023, only 42 convictions were handed down for femicide (29) and intentional homicide of women (13)<sup>33</sup>, representing just 6.6% of the 631 femicides recorded during this period.<sup>34</sup>

## **Disappearance of girls, adolescents and women**

The exponential growth of the phenomenon of disappearances of girls, adolescents and women in Oaxaca requires **priority attention**. From 1 January 2018 to 31 August 2020, there were 780 disappearances compared to 893 cases in a shorter period, from 1 January 2023 to 10 May 2025, **56%** of which were **girls and adolescents**.<sup>35</sup>

<sup>32</sup>Resolución del Tribunal Feminista contra el Femicidio en Oaxaca. (2021): <https://consorciooaxaca.org/2021/11/resolucion-del-tribunal-feminista/>

<sup>33</sup>Respuesta del Tribunal Superior de Justicia de Oaxaca a solicitudes de información registrada con n° de folio: 00432621 y 00432321 y Tarjeta Informativa de la FGEO de fecha 8 de marzo 2023

<sup>34</sup>Consortio Oaxaca. Plataforma Violencia Femicida: <https://violenciafemicida.consortiooaxaca.org.mx/>

As in the case of femicide, institutional simulation and disinterest define the response to disappearances. It should be noted that, although the Law on Disappeared Persons for the State of Oaxaca<sup>36</sup> came into force in 2019, it does not include specific measures or provisions for cases of missing women.

Furthermore, the focus of the prosecutors continues to **fail to recognise the magnitude of the phenomenon** by continuing to focus primarily on 'unlocated' or "lost" persons rather than 'disappeared persons' and by operating through the Unit for Search of Unlocated Persons (DNOL)<sup>37</sup> rather than through a specialised prosecutor's office as mandated by law.<sup>38</sup>

In addition, it should be noted that although, after a two-year delay, a head was finally appointed to the **State Search Commission** in 2021, to date this body remains **inoperative and has been strongly criticised** by victims due to its total lack of results and lack of transparency in the execution of resources.<sup>39</sup>

A similar situation occurs with the **State Commission for Victims' Care in Oaxaca**, which, despite having been created in 2018, did not have a head and therefore did not function until February 2023, when, after a three-day 'fast track' call for candidates, a candidate was imposed who was rejected by the victims' movements.<sup>40</sup>

<sup>35</sup>Idem

<sup>36</sup>Ley en materia de desaparición de personas para el Estado de Oaxaca.: [https://docs64.congresoootaxaca.-gob.mx/documents/decrets/DLXIV\\_0785.pdf](https://docs64.congresoootaxaca.-gob.mx/documents/decrets/DLXIV_0785.pdf)

<sup>37</sup>On 10/09/2011, the 'Agreement creating the department for assistance to missing persons of the Attorney General's Office of Oaxaca' was published.

<sup>38</sup>Law on the disappearance of persons for the State of Oaxaca, art. 53: [https://docs64.congresoootaxaca.-gob.mx/documents/decrets/DLXIV\\_0785.pdf](https://docs64.congresoootaxaca.-gob.mx/documents/decrets/DLXIV_0785.pdf)

<sup>39</sup>Guerrero J. (2023). Por falta de resultados, removerán a titular de la Comisión de Búsqueda de Personas de Oaxaca. Pagina 3: <https://pagina3.mx/2023/09/por-ineficaz-removeran-a-titular-de-la-comision-de-busqueda-de-personas/>

<sup>40</sup>Guerrero J. (2023) Entre gritos de fraude, Morena y aliados, imponen decisión de Jara y eligen a Eduardo Vila como titular de la Comisión Ejecutiva de Atención a Víctimas. Página 3: <https://pagina3.mx/2023/03/entre-gritos-de-fraude-morena-y-aliados-imponen-decision-de-jara-y-eligen-a-eduardo-vila-como-titular-de-la-comision-ejecutiva-de-atencion-a-victimas/>



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## Situation of women human rights defenders<sup>41</sup>

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Oaxaca is one of the states with the highest number of murders and attacks against human rights defenders, particularly women defenders. From December 2018 to October 2024, Oaxaca recorded 58 murders of human rights defenders.<sup>42</sup> Around 20% of attacks on life (murders and enforced disappearances) were committed against women and people of sexual minorities,<sup>43</sup> although it should be noted that attacks on women defenders are, in many cases, invisibilised.<sup>44</sup> 'Lethal attacks are often accompanied by broader reprisals against defenders, who are subjected to violence, intimidation, smear campaigns and criminalisation by governments, companies and other actors,' says Global Witness.<sup>45</sup> In 2023, the highest proportion of attacks against women defenders came from local, state or federal public authorities in Mexico, accounting for 26%, followed by attacks perpetrated by the police (18%).<sup>46</sup> The case of the defender S. D. is alarming and paradigmatic in the context of women defenders who report gender-based violence. It shows us the criminalisation that women defenders face from the state, which is itself a perpetrator of gender-based violence and an aggressor against the defenders who denounce it. With regard to the specific situation of **women defenders**, it should be noted that **attacks against them take different forms and have different impacts** due to the context of gender-based violence and historical inequalities.

<sup>41</sup>Observaciones finales sobre el noveno informe periódico de México. 28: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N18/238/03/PDF/N1823803.pdf?OpenElement>

<sup>42</sup>EDUCA (2024) Todos sus nombres, Todas sus luchas: <https://www.educaoaxaca.org/en-los-ultimos-seis-anos-fueron-asesinadas-225-personas-defensoras-en-mexico/>

<sup>43</sup>Idem

<sup>44</sup>CEMDA (2025) Informe 2024: <https://cemda.org.mx/informedefensores2024/>

<sup>45</sup>Global Witness (2024) Voces silenciadas: <https://globalwitness.org/es/campaigns/land-and-environmental-defenders/voces-silenciadas/>

<sup>46</sup>IM-Defensoras (2024) Registro Mesoamericano de agresiones contra defensoras: <https://im-defensoras.org/2024/04/registro-mesoamericano-de-agresiones-contra-defensoras-2023-datos-anuales-preliminares/>

There has also been an increase in attacks in the digital sphere, which has led to a greater risk of physical aggression as the identities and photos of women defenders are revealed. The most targeted defenders are those who defend women's right to a life free of violence, sexual and reproductive rights, and the right to land and territory<sup>47</sup>.

**Impunity** for attacks is one of the main factors hindering advocacy work. **Investigations are inadequate** and differentiated protocols are not applied. Neither murders nor other attacks against defenders are punished. As an example, we can mention the ten complaints of trespassing (8), threats (1) and damage to the office (1) filed by our organisation between 2011 and 2025, none of which had access to justice.

In 2022, 38 civil society organisations presented a package of local reforms in Oaxaca that seek to increase protection in a prompt and effective manner. These include provisions to reinforce and guarantee compliance with precautionary measures, as well as to strengthen the role of the Oaxaca Human Rights Ombudsman's Office in ensuring the protection of those who face attacks because of their work.<sup>48</sup> In addition, the National Mechanism 'lacks an intersectional and gender perspective, and a focus on women's human rights that would allow for understanding and analysing the structural inequalities that generate violence against women defenders,' highlights the Participatory Diagnosis: Towards a Public Policy for the Comprehensive Protection of Women Defenders and Journalists<sup>49</sup>.

<sup>46</sup>IM-Defensoras (2024) Registro Mesoamericano de agresiones contra defensoras: <https://im-defensoras.org/2024/04/registro-mesoamericano-de-agresiones-contra-defensoras-2023-datos-anuales-preliminares/>

<sup>47</sup>Consortio Oaxaca (2020) Situación de defensores y defensoras en Oaxaca 2017-2019: <https://consorciooaxaca.org/wp-content/uploads/2022/04/Situacio%CC%81n-de-Defensores-y-Defensoras-en-Oaxaca.pdf>

<sup>48</sup>More information on the website of Consortio Oaxaca: <https://consorciooaxaca.org/2022/08/buscan-protger-a-periodistas-y-activistas-de-oaxaca-organizaciones-presentan-iniciativa/> y <https://consorciooaxaca.org/2022/09/segob-y-ddhpo-respal-dan-iniciativa-de-sociedad-civil-para-fortalecer-proteccion-de-personas-defensoras-y-periodistas-en-oaxaca%EF%BF%BC/>

<sup>49</sup>Consortio Oaxaca (2024). Diagnostico Participativo: <https://consorciooaxaca.org/2024/08/diagnostico-participativo-hacia-una-politica-publica-para-la-proteccion-integral-de-las-defensoras-y-periodistas/>

## Health, sexual and reproductive rights<sup>50</sup>

In September 2019, Oaxaca became the second state to **decriminalise abortion**. However, this historic achievement has not translated into real access to affordable and adequate health services, as six years on, there are still no public policies, budgets or trained personnel in this area. To date, health authorities do not have the necessary contraceptive methods, and there are no allocated, earmarked, or sufficient budgets for women to exercise their right to make autonomous decisions about their lives. Nor have the necessary constitutional reforms been made to curb conscientious objection, one of the main obstacles women continue to face.

In addition, Oaxaca ranks among the states with the highest prevalence of **sexual and domestic violence<sup>51</sup>**, yet **Official Standard NOM-046-SSA2-2005 continues to be inadequately implemented**. The absence of a strategy and decisive actions to achieve such implementation has been repeatedly pointed out.<sup>52</sup> This, coupled with the **lack of a strategy to detect, channel, and follow up** on cases of domestic violence and sexual violence by the Oaxaca Health Services, leaves **women highly vulnerable, also violating their right to access justice and redress**. As a result, from 2018 to 2021, there has not been a single report of a conviction for sexual violence and only 25 for domestic violence.<sup>53</sup> From 2020 to 2023, there was a 14.7% increase in sexual violence, with 6,476 and 7,428 cases reported.

<sup>50</sup>Concluding Observations on the ninth periodic report of Mexico, CEDAW 31 July 2018. Available for consultation at: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N18/238/03/PDF/N1823803.pdf?OpenElement>

<sup>51</sup>INEGI (2022) Encuesta Nacional sobre la Dinámica de las Relaciones de los Hogares (ENDIREH): [https://www.inegi.org.mx/contenidos/programas/endireh/2021/doc/endireh2021\\_presentacion\\_ejecutiva.pdf](https://www.inegi.org.mx/contenidos/programas/endireh/2021/doc/endireh2021_presentacion_ejecutiva.pdf)

<sup>52</sup>Grupo Interinstitucional Multidisciplinario. (2023): [https://www.gob.mx/cms/uploads/attachment/file/832282/52.\\_Dictamen\\_GIM\\_OAX\\_2021-2022\\_27.03.2023.pdf](https://www.gob.mx/cms/uploads/attachment/file/832282/52._Dictamen_GIM_OAX_2021-2022_27.03.2023.pdf)

<sup>53</sup>Response from the Superior Court of Justice of Oaxaca to requests for information registered under file numbers: 00432621 and 00432321 and Information Card from the FGE0



# RECOMMENDATIONS

## Women, peace, security and organised crime

- Ensure the active participation of women's collectives and organisations with a track record of promoting women's human rights in the development, evaluation and monitoring of public gender policies, including the development of strategies for peace and against insecurity, violence and organised crime.

## Public policy, budgets and AVGM

- Publish comprehensive and accessible information on the projects and actions carried out by all spending agencies with budgets allocated to the Cross-cutting Gender Equality Policy and AVGM.
- Prioritise the allocation of the budget for gender equality and AVGM to agencies with a specific mandate for gender equality and the eradication of violence against women.
- Implement a single mechanism for monitoring and evaluating the impact of the AVGM, including precise and measurable indicators.
- Implement a single, specialised methodology for systematising data on femicide in order to feed the State Data Bank and BANAVIM with reliable, up-to-date and easily accessible data.




## Femicide and access to justice

- Investigate all violent deaths of women as femicide.
- Impose administrative and criminal sanctions on FGEO personnel who conduct negligent investigations of femicide and fail to comply with the Investigation Protocol.
- Guarantee the prompt search and investigation of all missing girls, adolescents, and women.
- Ensure a search approach that does not stigmatise victims.

## Situation of women human rights defenders

- Reform the state regulatory framework by increasing penalties against officials who impede or obstruct freedom of expression and the defence of human rights.
- Recognise, disseminate and guarantee the work of women human rights defenders.
- Increase the budget for the National Mechanism for the Protection of Human Rights Defenders and Journalists, create bodies at the state level, and improve coordination with other authorities. Provide the necessary protection measures, in accordance with the particular case and context, from an intersectional and collective perspective, taking into account gender, indigenous, and community issues.

## Health, sexual and reproductive rights

- Guarantee free and full access to abortion by providing health authorities with trained personnel and sufficient technical and human resources.
  - Promote constitutional reforms to curb conscientious objection.
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## **Citizens' Report to the CEDAW Committee**

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August 2020 – May 2025