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# USAID/MEXICO GENDER ASSESSMENT



May 2012

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## Country Map



Source: [https://www.cia.gov/library/publications/the-world-factbook/maps/maptemplate\\_mx.html](https://www.cia.gov/library/publications/the-world-factbook/maps/maptemplate_mx.html)

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This Gender Assessment was undertaken by a team of gender specialists both in Mexico and the United States. This report draws heavily on the field research in Mexico and information collected by Philip E. Church, PhD (Team Leader and Senior Economist at DevTech Systems), Itzá Castañeda Camey (Women and the Environment Specialist), Magda Garcia Hernández (Women and Violence Specialist) and Allison E. Rand (Gender Analyst). Support for English translation in Mexico was provided by Cintia Aguilar. In the United States, Charla Britt, PhD, and Tonya Giannoni, PhD, provided additional research, analysis and writing for the final report.

## ACRONYMS

ABA	American Bar Association
AMCHAM	American Chamber of Commerce
CBO	Community Based Organization
CDI	Commission for the Development of Indigenous Peoples
CDCS	Country Development Cooperation Strategy
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEDEHM	Centro de Derechos Humanos de las Mujeres, A.C. (Center for Women's Human Rights)
CIFS	Climate Investment Funds
CIMAC	Women's Communication and Information
COEJ	Centros de Orientación para la Empleabilidad Juvenil (Orientation Centers for Youth Employment)
COFECO	Federal Competition Commission
COFETEL	Federal Commission of Telecommunications
COLMEX	El Colegio de México, A.C. (College of Mexico)
COLEF	El Colegio de la Frontera Norte, A.C. (College of the Northern Border)
CONAPO	Consejo Nacional de Población (National Population Council)
CONAPRED	Consejo Nacional para Prevenir la Discriminación
CONAVIM	Comisión Nacional para Prevenir y Erradicar la Violencia contra las Mujeres (National Commission to Prevent and Eradicate Violence Against Women)
CSR	Corporate Social Responsibility
DO	Development Objective
DOJ	US Department of Justice
DOS	US Department of State
DUIS	Sustainable Integrated Urban Development
ENDIREH	Encuesta Nacional sobre la Dinámica de las Relaciones en los Hogares (National Survey on Household Relationship Dynamics)
FECHAC	Fundacion del Empresariado Chihuahuense (Foundation of Chihuahuan Businesspeople)
FEVIMTRA	Fiscalía Especial para los Delitos de Violencia contra las Mujeres y Trata de Personas (Special Prosecutor for Violence Against Women and Human Trafficking)
FEMAP	Federación Mexicana de Asociaciones Privadas (Mexican Federation Private Associations)
FODEIMM	Program for Strengthening Municipal Equality Policy between Women and Men
FoTeSoCJ, A.C.	Fomento del Tejido Social de Ciudad Juárez A.C. (Strengthening the Social Fabric of Ciudad Juárez)
FY	Fiscal Year

GBV	Gender Based Violence
GCC	Global Climate Change
GDI	Gender Development Index
GEF	Global Environment Facility
GenDev	Office of Women's Empowerment and Gender Equality
GEM	Gender Equality Model
GHG/GHE	Greenhouse Gas/Emissions
GGG	Global Gender Gap
GOM	Government of Mexico
HDI	Human Development Index
INDESOL	Instituto Nacional de Desarrollo Social (National Institute for Social Development)
INE	National Institute of Ecology
INEA	National Institute for Adult Education
INEGI	Instituto Nacional de Estadística y Geografía (National Statistics and Geography Institute)
INFONAVIT	Instituto del Fondo Nacional de la Vivienda para los Trabajadores (National Housing Institute Fund for Workers)
INMUJERES	Instituto Nacional de las Mujeres (National Institute of Women)
IYF	International Youth Foundation
LAC	Latin American Countries
LEDS	Low Emission Development Strategies
LGAMVLV	Ley General de Acceso de las Mujeres a una Vida Libre de Violencia (General Law for Women's Access to a Life free of Violence)
MDGs	Millenium Development Goals
ME	Ministry of the Economy
MLED	Mexico Low Emissions Development Program
MREDD	Mexico Reduced Emissions from Deforestation and Degradation Program
MSI	Management Systems International, Inc.
NAMA	National Appropriate Mitigation Actions
NDI	National Democratic Institute
NGO	Non-Governmental Organization
OUL	Observatorios Urbanos Locales (Local Urban Observatories)
OVSG	Observatorios de Violencia Social y de Género (Social Violence and Gender Observatories)
PAHO	Pan American Health Organization
PAIMEF	Programa de Apoyo a las Instancias de Mujeres en las Entidades Federativas (Support Program to Women's Organizations in Mexican States)
PES	Payments for Environmental Services
PDAPEG	Programa Diseño y Aplicación de Políticas de Equidad de Género (Program for the Design and Application of Politics for Gender Equity)
PEACC	State Programs of Action on Climate Change
PEF	Presupuesto de Egresos de la Federación

PND	Plan Nacional de Desarrollo (National Development Plan)
PROEQUIDAD	Programa Nacional de Igualdad de Oportunidades (National Program for Equality in Opportunities)
PROIGUALDAD	Programa Nacional para la Igualdad entre Mujeres y Hombres (National Program for Equality between Men and Women)
REDD	Reducing Emissions from Deforestation and Forest Degradation
ROL	Rule of Law
RNOUL	Red Nacional de Observatorios Urbanos Locales (National Network of Local Urban Observatories)
SALUD	Secretaría de Salud (Ministry of Health)
SADEC	Salud y Desarrollo Comunitario de Ciudad Juárez (Health and Community Development of Ciudad Juárez)
SEDESOL	Secretaría de Desarrollo Social (Ministry of Social Development)
SENER	Secretary of Energy
SEGOB	Secretaría de Gobernación (Ministry of the Interior)
SEMARNAT	Secretaría de Medio Ambiente y Recursos Naturales (Ministry of Environment and Natural Resources)
SEP	Secretaría de Educación Pública (Ministry of Public Education)
UACJ	Universidad Autónoma de Ciudad Juárez (Autonomous University of Ciudad Juárez)
UDEM	Universidad de Monterrey (University of Monterrey)
UN	United Nations
UNAM	Nacional Autonomous University of Mexico
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNWomen	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	U.S. Agency for International Development
USG	U.S. Government
VAW	Violence Against Women
WID	Women in Development
WDR	World Development Report

## EXECUTIVE SUMMARY

USAID/Mexico developed a three phase activity to integrate gender into its Interim Strategic Framework, with technical assistance support from the Office of Gender Equality and Women's Empowerment (GenDev). The three phases included: an initial desk study, field work by a team of Mexican and Mexico-based gender specialists coordinated by a U.S. team leader, and training conducted by an external trainer and a GenDev staff member. This report presents findings from the desk study and field work, and offers recommendations for addressing gender gaps and integrating gender in project design and implementation, as well as in monitoring, evaluation, and learning.

In some ways Mexico is edging closer to gender equality. During the last 20 years progress has been made on closing gender gaps in education, labor force participation and political representation. More women are enrolling in university courses, seeking paid employment and entering politics. Following the establishment of candidate quotas by the government of Mexico (GOM), the percentage of female representation in parliament has reached 23% and 18% for the lower and upper house, respectively.<sup>1</sup>

However, despite these gains *Mexico remains near the bottom of gender equality rankings* at 22<sup>nd</sup> out of 26 Latin American and Caribbean countries (World Economic Forum 2011), largely due to gaps in economic participation and political empowerment. Gender inequalities and the roles of women in Mexican society vary by region, state, and among ethnic groups. Though there are anomalies, inequalities (in literacy rates, rates of economic participation, and municipal leadership) are generally greater in southern states with less disparity in most northern and central states. Inequality and discrimination based on skin color is also a concern. Gender gaps are most evident in employment, occupations and income. Women's labor force participation rate is less than half that of men, even though women constitute 51% of the population. Women are single parents in one of four households, and poverty is more pronounced among females and female-headed households (54%).<sup>2</sup>

Although not calculated in the Global Gender Gap rankings and scores, violence and illicit activities also affect gender equality and citizen safety and well-being. Particularly in the northern states where USAID/Mexico is focusing much of its assistance, crime and insecurity negatively affect the life choices and gender identities of men and women, and boys and girls from a very early age. Inter-generational and stereotypical notions of "feminine" and "masculine" roles continue to hinder social and economic progress in Mexico, contributing to conflicts in families and violence in communities. Physical and sexual violence is common, and often gang and drug-related. The incidence of both physical and sexual violence is estimated at over 40%. Also, there are a disproportionate and increasing number of violent deaths among men

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<sup>1</sup> UNWomen (2011). "In Pursuit of Justice: Progress of the World's Women 2011-2012

<sup>2</sup> Based on share of women in total persons living in poor households, 1999-2008, which is the latest available data. (UN 2010:161)

and boys, with male mortality four times higher than that of women largely due to drug-related violence.<sup>3</sup>

USAID/Mexico's program strategically targets those areas that have been prioritized jointly by the governments of Mexico and the United States. Mexican organizations take the lead, with USAID providing requested support to implement programs, plans, and initiatives as partner, innovator, evaluator, provider of technical expertise and "neutral" facilitator and convener among highly-skilled Mexican organizations and individuals. In terms of attention to gender gaps and mainstreaming, this approach to programming means that USAID can identify gaps that may deter from or contribute to achievement of shared gender equality priorities.

USAID/Mexico's programs are primarily aimed at addressing key challenges to improving citizen security and well-being. Its Interim Strategic Framework (2012-2013) identifies four objectives:

**Objective #1: Support Mexico's commitment to reduce greenhouse gas emissions;**

**Objective #2: Enhance economic competitiveness to improve citizen's lives;**

**Objective #3: Develop and test models to mitigate the community-level impact of crime and violence; and**

**Objective #4: Support Mexico's implementation of criminal justice constitutional reforms that protect citizen rights.**

### **Supporting Mexico's commitment to reduce greenhouse gas emissions**

USAID/Mexico has a long history of supporting Mexico's efforts to sustainably manage its natural resources, protect biodiversity, address climate change and provide sustainable economic opportunities for communities. The current Mission program focuses on clean energy and reducing emissions from deforestation and forest degradation (REDD).

The GOM has declared climate change to be a top national priority, including substantial efforts at the policy level and pledges to reduce Mexico's yearly GHG emissions by 30% by 2020 and 50% by 2050, in relation to 2000 levels. To be effective, climate change and low carbon development strategies need to be linked to context-specific understandings of inequalities in vulnerabilities and capacities – including gender-differentiated assets. The fewer assets an individual has, the greater the insecurity and vulnerability. As discussed in the report, women in Mexico tend to have fewer available assets than men.

The assessment recommends that gender-sensitive social safeguards and gender-integration guidelines or requirements be included in policies and frameworks, and monitored for enforcement (particularly for indigenous communities and women). Given the extent of insecurity in Mexico and the prevalence of violence against women (VAW), these guidelines will need to reflect socio-cultural sensitivities and security issues in order to minimize backlash.

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<sup>3</sup> World Bank. World Development Report 2011: <http://wdr2011.worldbank.org/>

7There are gender differences that affect energy budget costs and/or labor savings, and how and where that time and money is spent. Understanding these differences can help to prioritize the design and scale of low-carbon and renewable energy policies and projects. For example, given that women work from home more than men, women's priorities and feedback will be critical to making certain that home-based energy efficient technologies save time and labor, as well as increase income or reduce expenses. Appropriate and cost-effective labor-saving technologies, especially those that benefit both men and women, could also support changes in the division of household responsibilities as well as shifts in gender relations and the status of women.

Studies demonstrate that projects that consult women and succeed in creating safe space for them to voice their opinions and assume positions of leadership have better development outcomes and sustainability results. The assessment recommends that design guidelines (particularly for REDD+ projects) need to include strategies for empowering women, reserving spaces for more-balanced representation of stakeholders, and increasing women's participation in decision-making and access to benefits. Furthermore, in terms of training workshops and extension services for natural resource management and reducing GHG emissions through clean energy and low-carbon development, these should be offered at times, in places and in languages that accommodate women's needs or constraints.

### **Enhancing economic competitiveness to improve citizen's lives**

The USAID/Mexico competitiveness program supports the GOM National Development Plan (2007-2012) call for enhanced international competitiveness and economic growth through systemic reforms to increase private investment, sustained economic growth, and employment generation. Four principal constraints to competitiveness have been identified: security concerns that increase the costs of doing business; barriers to domestic competition in the energy and telecommunications sectors; weakness in the quality of education; and, inefficiencies in the labor market.

The overall approach of the competitiveness program is necessarily macro-economic with the primary emphasis on policy reform. The importance of gender relations for macro-economic program results, and the differential impacts of policy changes and institutional reform on men and women are not as visible as for programs directed to individual beneficiaries or organizations. However, gender – the roles of men and women in the market economy and in the household, access to economic resources, and relations of power in the household, business, and government – is a fundamental part of the context for economic growth and of the enabling environment for business.

These differences can impede competitiveness and are best overcome by inclusive intervention strategies. As suggested by USAID's recent Competitiveness Assessment, USAID Mexico can support broad-based discussions and/or consultations that can help Mexico apply resources effectively to overcome important barriers to competitiveness. A key starting point for inclusive policy reform will be advocating for the incorporation of leaders in business who can articulate women's interests and positions into the design and implementation process. However, it is also important to understand the long-range and often gender specific implications of policy

implementation. These implications are not always evident. Requiring that draft policies and laws be thoroughly reviewed and vetted by gender specialists is an opportunity to avoid potential bias in the legislation.

Private sector initiatives also may provide important tools. Firms that adopt and implement anti-discrimination measures on the basis of sex are in a position to seek certification of their products and services as being socially responsible and thus more attractive to the growing market of consumers concerned about the “social quality” of the products and services they purchase. A promising practice recognized by the World Bank is third-party certification. Firms in Mexico now advise businesses on how to conduct gender equity programs and achieve gender equality as part of corporate social responsibility activities. Fostering these types of certification firms offers a method for making Mexican markets more competitive both domestically and internationally.

### **Mitigating the community-level impact of crime and violence**

In Mexico, gang violence and criminal enterprises trafficking drugs and persons are daily concerns for both rural and urban citizens. USAID/Mexico programs aim to strengthen federal civic planning capacity to prevent and reduce crime; support local-based efforts to build stronger and more resilient communities; and increase youth capacity to play a productive role in their community. Some of the key risk factors for gang activity are environmental, and include too few educational and economic opportunities for youth who live in high crime neighborhoods and other marginalized areas. Gangs also thrive in areas with high inter- and intra-familial violence, where families are disintegrating (often due to migration) and justice systems are weak.

Men and women are affected by crime and violence differently. Men face negative health outcomes, such as post-traumatic stress, and have reduced opportunities for legal employment because crime and violence tends to drive away legal economic activity. For women, as crime and violence escalates, their levels of fear increase and ability to participate actively in civil society and engage in economic activities becomes limited due to personal security concerns. Moreover, violence tends to beget violence and can sometimes be linked to gender norms around masculinity and femininity which, particularly in the case of “machismo,” may condition male victims of violence to perpetrate revenge or abuse those who are weaker or more vulnerable (i.e., female partners and children).

To better address factors affecting women’s security, sex-disaggregated data on decision-making and gender mapping in municipal crime prevention programming will be critical. Security audits that also map where men and women feel safe, what kinds of activities occur in those areas, and the incidence and types of crimes perpetrated in these spaces can provide important gender-aware information for efforts to recoup public spaces.

Moreover, a review of promising practices from the region needs to be undertaken by USAID/Mexico or an implementing partner organization. Examples from Nicaragua and Brazil include policing programs that have recruited women (and include family violence units) and are linked to preventing intimate partner violence, as well as models that have effectively changed

behaviors and attitudes about GBV and gender norms that perpetuate risk factors for violence. INMUJERES has demonstrated its effectiveness in conducting analysis as well as disseminating information and keeping the attention on gender at the national level. The establishment of the Women's Institutes in the states and at the municipal level is the next step. In each community, coordination and linkages should be made with the Women's Institutes.

Strengthening communities is not just about ending violence but also building local economic opportunities and citizen engagement. In Mexico, as in much of the Latin American Countries (LAC) region, self-employment and entrepreneurship is a key area of growth, increasing the scope for activities that strengthen business skills beyond those that focus on employers, internships and partnerships. In terms of increasing opportunities for women and youth, Community Business Centers are offering business development and support services that are amenable to women's productive, reproductive and community-based activities. Other key concerns for youth programming include: adapting youth programming to reach young women who are increasingly being drawn into the culture of gangs and delinquency; challenging gender stereotypes and segregation in the labor market that leave women vulnerable to continued wage gaps and reduce employment options for men; and integrating intimate partner violence prevention and information strategies as well as parenting and positive discipline skills into existing and future programs for young adults.

### **Supporting Mexico's implementation of criminal justice constitutional reforms that protect citizen rights**

The GOM is transforming its criminal justice system with the objective of increasing transparency, strengthening rule of law, and improving protection of citizen's rights. These reforms have the potential to address the root causes of impunity in Mexico. USAID is supporting this transition to a new criminal justice system through capacity building of justice sector institutions, improved criminal procedure codes and enhanced accountability structures (including governmental monitoring and evaluation capacity, citizen monitoring, and protections for journalists).

USAID/Mexico is in a unique position to promote gender equality and female empowerment by strengthening the organizations with which it is working to integrate gender analysis into activities that support these reforms. This will require improving the collection and analysis of sex-disaggregated quantitative data and gender-sensitive qualitative data, as well as better integration of gender in policy formulation and implementation.

Furthermore, introducing sustainable and locally-based accountability mechanisms are central to enhancing rule of law in Mexico. As part of its support to state-level civil society organizations, USAID can include the dissemination of information about gender-based barriers and approaches to addressing this discrimination. The "Citizen Observatory" process is an effective example. A Citizen Observatory focused on the new oral accusatorial system has been discussed in Monterrey, and should include a gender perspective that helps to identify gender-based constraints. At a minimum, it is important to have clear sex-disaggregated data about who reports a crime and perception data on public security (including confidence levels). Support should also

be considered at the national level, to conduct research identifying procedural reforms that will continue the process of strengthening the legislative framework in accordance with international conventions, such as Committee on the Elimination of Discrimination against Women (CEDAW).

Finally, as part of its training programs for police, prosecutors and judges, USAID can incorporate gender modules. There are ongoing or emerging promising practices for improving rule of law and the integration of gender analysis into the Mexican legal system that can be evaluated and included in the training as examples. Moreover, the creation of Women's Justice Centers should continue to be supported at the state level through the federal government, to improve justice for victims of GBV.

### **Key Action Items for USAID/Mexico**

USAID/Mexico has taken important steps to integrate gender into its activities. There are three priority actions that are recommended for the near-term to be undertaken by the Mission:

- Develop an internal gender strategy that expressly includes men's engagement.
- Establish a professional gender consultative group with internal and external members.
- Continue supporting on-the-job gender training modules for Mission and implementing partner staffs.

In addition, USAID/Mexico stands to broaden and deepen the impact of its development assistance cooperation with the GOM by: (1) Enhancing awareness of Mission and implementing partner staff about the gender dimensions of the Mission's strategic framework; and (2) More explicitly including gender equity measures into the programs and projects implementing that framework.

In conclusion, effective evidence-based programs, projects and policy making in support of gender equality will require consistent and robust gender-related data. As it moves forward with the implementation under its Interim Strategic Framework and prepares for a new five year strategy, USAID/Mexico has the opportunity to systematically incorporate gender strategies and approaches in planning, design and implementation (especially in consultations with local stakeholders), as well as sex-disaggregated indicators for monitoring, evaluation and learning.

## 1. INTRODUCTION AND OVERVIEW

USAID/Mexico recently began implementing its Interim Strategic Framework for 2012-2013. This Framework bridges the time period between when a longer-term Country Development Cooperation Strategy (CDCS) can be prepared and the installation of the new Presidential Administration in December 2012 (upcoming Mexican presidential, legislative, and certain state and local elections are set for July 2012). The 2014-2018 CDCS is expected to be completed by mid to late 2013.

USAID/Mexico's programs are strategically targeted and prioritized jointly in cooperation with the Government of Mexico (GOM) across all technical areas. Mexican organizations take the lead, with USAID providing requested support to implement programs, plans, and initiatives as partner, innovator, evaluator, provider of technical expertise and "neutral" facilitator and convener among highly-skilled Mexican organizations and individuals. USAID/Mexico also coordinates its work with other USG agencies, including the Department of Justice, the Department of State (Narcotic Affairs, Public Affairs, Economic and Political Sections), and the Peace Corps.

USAID/Mexico's programs are primarily aimed at addressing key challenges to improving citizen security and well-being. Its Interim Strategic Framework identifies four Objectives:

- Objective #1: Support Mexico's commitment to reduce greenhouse gas emissions;**
- Objective #2: Enhance economic competitiveness to improve citizen's lives;**
- Objective #3: Develop and test models to mitigate the community-level impact of crime and violence; and**
- Objective #4: Support Mexico's implementation of criminal justice constitutional reforms that protect citizen rights.**

These Objectives are underpinned by the following cross-cutting themes: promoting youth and civil society engagement, gender considerations, and the development of U.S.-Mexico institutional linkages.

USAID/Mexico Objectives also contribute directly to four (out of the seven) goals of bilateral cooperation in the FY 2013 US Embassy Mexico Mission Strategic and Resource Plan, namely:

- Ensure the security of both country's borders by developing institutions that will deter the activities of organized crime;
- Promote the resilience and social cohesion of our crime-challenged border communities;
- Increase jobs and the competitiveness of both country's economies; and
- Sustain both countries through joint efforts on energy, natural resources and climate change.

## 1.1 Purpose of the Gender Assessment

This gender assessment identifies gender-based constraints to participate fully in and benefit from USAID/Mexico programs and projects, and different strategies and approaches for improving access and equity for men and women. It analyzes the potential impacts of the Mission's proposed programs on men and women in Mexico, including social inclusion concerns (ethnicity, youth, and other key variables), and reviews key GOM gender-related policies and programs to identify opportunities for collaboration and mutual strengthening of gendered approaches.

USAID/Mexico developed a three phase activity to integrate gender into its Interim Strategic Framework, with technical assistance support from the Office of Gender Equality and Women's Empowerment (GenDev). The three phases included: an initial desk study, field work by a team of Mexican gender specialists coordinated by a U.S. team leader, and training conducted by an external trainer and a GenDev staff member. The gender analysis undertaken will help inform USAID/Mexico's implementation of its Interim Strategic Framework and the preparation of the CDCS.

## 1.2 Structure of this Report

This report presents findings from the desk study and field work, and offers recommendations for addressing gender gaps and integrating gender in project design and implementation, as well as in monitoring, evaluation, and learning. The remainder of this introductory section presents an overview of significant gender issues in Mexico, concentrating on gender disparities and key indicators in economic growth, health, education, and political representation, as well as institutions and policy frameworks aimed at supporting gender equality and female empowerment.

**Section 2**, summarizes gender gaps and gender-based constraints that may impede the achievement of the Mission's four Objectives, identifying recommendations to apply context-appropriate promising practices that integrate gender. **Section 3** identifies opportunities to integrate gender into the results framework. **Section 4** identifies priority actions for USAID/Mexico to be in a position to better integrate gender into USAID/Mexico's activities. **Section 5** presents conclusions focusing on gender gaps, promising practices for reducing and eliminating those gaps, and cross-sectoral recommendations for their application in the USAID/Mexico program.

## 1.3 Overview of Gender Dynamics and Trends in Mexico

In some ways Mexico is edging closer to gender equality. During the last 20 years progress has been made on gender gaps in education, labor force participation and political representation. More women are enrolling in university courses, seeking paid employment and entering politics. The Global Gender Gap Report (2011) notes gains in women's labor force participation (46%), estimated earned income (US\$8,813) and enrolment in tertiary education (28%). Girls' education has reached enrolment parity in primary and secondary schooling, and begun to exceed boys in vocational training (UN 2010). In some states, women have greater access to formal employment than men (World Bank 2011). Furthermore, following the establishment of

candidate quotas by the GOM, the percentage of female representation in parliament has reached 23% and 18% for the lower and upper house, respectively, and 16% of ministers (UN 2010). For the very first time, a female candidate is a serious presidential contender for the next election in July 2012.

However, despite these gains *Mexico remains near the bottom of gender equality rankings* at 22<sup>nd</sup> out of 26 Latin American and Caribbean countries (World Economic Forum 2011), largely due to gaps in economic participation and political empowerment. Although not calculated in the Global Gender Gap rankings and scores, violence and illicit activities also affect gender equality and citizen safety and well-being. Particularly in the northern states where USAID/Mexico is focusing much of its assistance, crime and insecurity negatively affect life choices and gender identities of men and women, and boys and girls from a very early age.

### **1.3.1 Socio-Economic Context**

Mexico is an upper middle income country with a majority urban population (78%).<sup>4</sup> Its human development indices compare favorably with other Latin American and Caribbean (LAC) countries. The Human Development Index (HDI), which is based on a well-being composite measure of health, education and income, places Mexico above the regional average.<sup>5</sup> Positive social indicators include high rates of adult literacy (93%), declining fertility rates, and high life expectancies.<sup>6</sup> There are more females than males in Mexico, with about 95 men to every 100 women.<sup>7</sup> Almost all women are receiving prenatal care (94%) and attended by skilled health staff at births (93%) (World Bank 2011). Maternal and under-age five mortality rates are relatively low at 85 (per 100,000 live births) and 17 (per 1,000 live births), respectively.<sup>8</sup> However, inter-generational and stereotypical notions of “feminine” and “masculine” roles continue to hinder social and economic progress in Mexico, contributing to conflicts in families and violence in communities.

Physical and sexual violence is common, and often gang and drug-related. As discussed in detail in Section 2.3, the incidence of both physical and sexual violence are estimated at over 40%, with intimate partner physical and sexual violence estimated at over 20% and 10%, respectively (UN 2010).<sup>9</sup> Nearly one-quarter (23%) of people believe that it is sometimes justifiable for a man

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<sup>4</sup> See <http://hdrstats.undp.org/en/countries/profiles/MEX.html> Accessed April 8, 2012.

<sup>5</sup> Mexico's HDI is 0.770, giving it a rank of 57 out of 187 countries with comparable data and placing it well above the 0.731 LAC region average. In 1980 and 1995 Mexico had a HDI of 0.593 and 0.674, respectively. Mexico's HDI demonstrates a slow and steady upward trend. See <http://hdrstats.undp.org/en/countries/profiles/MEX.html> Accessed April 8, 2012.

<sup>6</sup> Life expectancy is 78 for women and 73 for men. Total fertility rates declined from 3.4 in 1990 to 2.1 in 2009. (World Bank 2011:145).

<sup>7</sup> See <http://geo-mexico.com> Accessed April 8, 2012.

<sup>8</sup> See <http://hdrstats.undp.org/en/countries/profiles/MEX.html> Accessed April 8, 2012.

<sup>9</sup> For the report “The World's Women 2010: Trends and Statistics” the UN Statistical Division compiled VAW information from statistical surveys (to the extent available) drawn from the past 15 years and based on the percentage of women subjected to physical and sexual violence at least once in their lifetime (usually after age 15) and in the 12 months prior to data collection. The data for Mexico are from a 2007 report by Eva Gisela Ramirez, based on a survey done in 2003 (data on the previous 12 months were not available or not collected). As noted in Section 2.3, GOM surveys from 2006 offer that the extent of physical, sexual and emotional violence is as high as 40% nationally and over 50% in some states of Mexico.

to beat his wife.<sup>10</sup> Also, there are a disproportionate and increasing number of violent deaths among men and boys, with male mortality four times higher than that of women largely due to drug-related violence (WDR 2012).

Gender inequalities and the roles of women in Mexican society vary by region, state, and among ethnic or indigenous groups. A spatial analysis of inequalities demonstrates differences in patterns of gender disparities and quality of life. Gender inequalities (in literacy rates, rates of economic participation, and municipal leadership) are generally greater in southern states with less disparity in most northern and central states. However, there are some anomalies. Gender disparities are relatively low for females in the three states comprising the Yucatan peninsula, but women and girls have a comparatively lower quality of life in comparison with other parts of the country. In central Mexico, this pattern is somewhat reversed. In and around Mexico City the quality of life is relatively high for women, but gender disparities in the broader central Mexico region remain considerable.<sup>11</sup> There are also a few matriarchal societies, such as the indigenous Zapotec community of Juchitan in Oaxaca, where women dominate trading and decision-making.<sup>12</sup>

*The urgent need to address gender concerns in Mexico is most evident in high rates of gender-based violence (GBV), pervasiveness of gang and drug-related violence, the excess of male mortality rates (four times that of women), large numbers of “femicide,” dissolution of families and the “care economy,” rising rates of poverty among females and female-headed households, and inequalities in employment and leadership opportunities and in incomes.*

Gender gaps are most evident in employment, occupations and income. Wage gaps remain high, and women’s labor force participation is constrained by unpaid domestic household and care economy responsibilities. Women’s labor force participation rate is less than half that of men, even though they constitute 51% of the population. Just 6% of children under age 3 are in formal care or preschools, limiting opportunities for formal employment among mothers (UN 2010).

Women are single parents in one of four households, and poverty is more pronounced among females and female-headed households (54%).<sup>13</sup> Thirty percent of female-headed businesses are operated from home, which is about three times more than the 11% of male-headed businesses similarly situated (World Bank 2012). Women are twice as likely to be contributing family workers (10% versus 4.9% for men), and nearly three times less likely to be employers (2.5% as compared to 6.5% for men) (UN 2010). Moreover, women are predominantly employed in services (77%), which tend to have fewer benefits or security (UN 2010). And, in manufacturing, they earn just 72 cents on the dollar in comparison to men (though this is a 22% increase on the 50 cents women earned for manufacturing work in 1990) (UN 2010). With education levels taken into account, the difference in earnings by occupation is even more pronounced. For example, the female median wage in comparison to what males earn is just 76.6% for professionals and 68.4% for industrial supervisors.<sup>14</sup>

<sup>10</sup> UNWomen (2011). “In Pursuit of Justice: Progress of the World’s Women 2011-2012.”

<sup>11</sup> See <http://geo-mexico.com> Accessed April 8, 2012.

<sup>12</sup> See <http://www.mexconnect.com/articles/3577-female-quality-of-life-in-mexico> Accessed April 8, 2012.

<sup>13</sup> Based on share of women in total persons living in poor households, 1999-2008, which is the latest available data. (UN 2010:161)

<sup>14</sup> See <http://www.mexconnect.com/articles/3577-female-quality-of-life-in-mexico> Accessed April 8, 2012.

4Inequality and discrimination based on skin color is also a concern. A 2010 study found that individuals with darker skin tones may face discrimination in the labor market and are more likely to have lower status jobs, less education, and to live in poverty.<sup>15</sup> Based on a national survey (with more than 2,000 participants) respondents who are light brown have 29.5% lower odds of having a college education compared to those who are white, while those who are dark brown have 57.6% lower odds. Differences in occupation status were substantially reduced when education was included as a predictor. Nevertheless, the study concluded that the disparities in access to education among respondents could explain a large part, but not all, of the observed differences in occupational status and categories.

### **1.3.2 Governance and Policy Frameworks**

Mexico is a federal republic with a wide range of institutions, policies, and procedural approaches targeted to increase stakeholder participation and address human rights and gender equality. In the past decade, several important national laws and changes to the Constitution have helped to bolster efforts to address both *de facto* and *de jure* (formal and substantive) inequality between women and men. On paper, the responsibility for this lies with the federal government and within legal frameworks at the state level. One of the greatest challenges, however, remains effective implementation – including the lack of consistent harmonization of legislation and other regulations at the federal, state, and municipal levels; the lack of capacity to execute reforms; and low confidence in governmental authorities among average citizens.

The Mexican Constitution guarantees human rights for all Mexicans and prohibits all forms of discrimination, including on the basis of gender. Furthermore, the 2008 constitutional reform mandates that by 2016 all Mexican states and federal jurisdictions must transition from an inquisitorial to an oral, accusatorial criminal justice system. This shift is expected to increase transparency, improve the rule of law, and protect citizen rights.<sup>16</sup> Equal rights for men and women are an implicit expected outcome of this significant reform that includes a provision that allows the victim to challenge a decision to prosecute. However, it is unclear if a gender analysis of this reform has been completed. Such an analysis could answer questions of whether existing inequalities (e.g., in language, finances, mobility and knowledge) that tend to impede access to the justice system for women may be exacerbated under this new legal framework, and what measures may be necessary to address potential gender biases.

A number of laws address the prevention, treatment, punishment and eradication of violence against women (VAW) as well as different forms of gender-based discrimination. In 2003, the Parliament adopted laws to promote the right of women to own land and to protect women's reproductive rights. In 2006, Parliament adopted the General Act on Equality between Women and Men to establish a mandatory link between the federal and state level in the formulation of policies and legal provisions. This was closely followed, in 2007, with the passage of the General Law on Women's Access to a Life Free of Violence. This law strengthened the coordination and cooperation between the federal and state authorities in response to VAW cases. It provides a

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<sup>15</sup> See [http://www.utexas.edu/news/2010/10/06/social\\_inequality\\_mexico](http://www.utexas.edu/news/2010/10/06/social_inequality_mexico) Accessed April 8, 2012.

<sup>16</sup> <http://www.usaid.gov/mx/ruleoflaweng.html>

framework for revising state penal codes, developing government policies and establishing multi-sector institutional arrangements. By the end of 2009, all 32 states in Mexico had adopted the law, making it fully enforceable across the country. Notwithstanding this achievement, in a recent report the Inter-American Court of Human Rights critiqued the law for only providing a maximum of 72 hours as the period of time for a protection/restraining order.<sup>17</sup>

While laws on the books offer the means to address crime and violence, the rule of law remains weak in Mexico. Impunity persists for crimes involving both male and female victims. Statistics on rates of impunity vary, but exceed 95% for all crimes.<sup>18</sup> For the most egregious crime against women, femicide, the rate is 99%.<sup>19</sup> The reasons for such high rates of impunity can be viewed from two sides. On the one hand, the system does not take the steps to make an arrest, because of corruption and lack of resources. When arrests do occur the conviction rate is relatively high (85%). But the judicial process is inefficient and very slow, with 40% of the prison population awaiting a verdict.<sup>20</sup> On the other hand, due to lack of confidence in the system, over three-fourths (78%) of the victims of crimes choose not to report.<sup>21</sup> Of those that do report nearly two-thirds (63%) received no services. Women and men tend to be victims of different kinds of crime, with men more likely to be victims of car theft and women of house robbery and sexual crimes.

Government development priorities have also included mechanisms for increasing female empowerment and gender equality in addressing VAW. In 2001 the National Institute of Women (INMUJERES) was established. It is a public, autonomous and decentralized entity with the objective to establish a culture of equality and equity that supports integrated development and the full exercise of rights for Mexican women and men. There are now more than 1200 municipal women's bodies, covering almost half of Mexico's 2,435 municipalities.

Efforts to end VAW were augmented in 2004 with the creation the Attorney General's Special Prosecutor's Office for Violence Against Women and Trafficking (FEVIMTRA) and the 2009 establishment of the National Commission to Prevent and Eradicate Violence Against Women (CONAVIM) to execute the actions of FEVIMTRA. Citizen observatories focused on collecting information on gender issues were sponsored by the Chamber of Deputies and conducted by the Comptroller General in 2008, 2009 and 2011. These observatories have provided civil society and government agencies much better data and understanding of gender relations in Mexico, particularly the severity of VAW. Observers believe that many civil society organizations have been strengthened by this process, with citizen observatories used as a tool to improve civic-governmental coordination and collaboration.

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<sup>17</sup> <http://www.cidh.oas.org/pdf%20files/MESOAMERICA%202011%20ESP%20FINAL.pdf>

<sup>18</sup> <http://www.fas.org/sgp/crs/row/R41349.pdf>

<sup>19</sup> Femicide is defined as the killing of a woman because she is a woman. Statistic reported by National Citizen Observatory of Femicide. <http://observatoriofeminicidio.blogspot.com/>

<sup>20</sup> A statistic used in a Trans-Border Institute of the University of San Diego report is 85%. Justice in Mexico Project 2010 (May). "Judicial Reform in Mexico: Change & Challenges in the Justice Sector." San Diego: Trans-Border Institute, p. 7.

<sup>21</sup> <http://www.icesi.org.mx/documentos/encuestas/encuestasNacionales/ENSI-7.pdf>

Political representation is trending toward greater gender balance, with the percentage of seats held by women in parliament tripling since 1990 from 12% to a high of 26% (WDR 2011). However, men retain most decision-making positions in Mexico. For example, 89% of all ministerial positions are held by men (World Economic Forum 2011). Moreover, political gains for women remain limited and tenuous at the local level. Just 5% of mayors are female. Similarly low levels of representation exist in the justice system (e.g., 16% of circuit magistrates and 24% of district judges).<sup>22</sup> Although it cannot be assumed that women will consistently advocate for women's issues once in positions of power, this under-representation at the political and policy levels does have implications for democracy and governance and can make the effective integration of gender concerns into policy and planning more difficult. Barriers to the political participation of women include: a lack of community support, lack of family co-responsibility within households, little recognition and legitimacy attributed to their contributions within the public sphere, and the lack of economic resources to pursue a candidacy (INMUJERES 2006, cited in UN 2010). Similar problems with a lack of support and family co-responsibility, as well as more subtle forms of discrimination in the workplace also tend to discourage the advancement and influence the career choices of women working in the judicial sector.

Mexico is a signatory to international and regional agreements focused on ending discrimination against women and promoting gender equality. The two most important treaties in this regard are the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (aka: the "Convention of Belem do Para"). Mexico has also ratified seven major international human rights instruments<sup>23</sup> and committed to the Beijing Platform for Action, which all help to reinforce the provisions of CEDAW and the Convention of Belem do Para. Yet, a study completed by Nacional Autonomous University of Mexico (UNAM) in eight Mexican states found that in three states (Oaxaca, Querétaro and the Yucatán) only 20 percent of governmental employees were aware of international treaties and conventions related to women's rights.<sup>24</sup>

CEDAW establishes an agenda for ending sex-based discrimination, by requiring governments to remove all discriminatory laws and enshrine principles of gender equality in national legislation. The GOM has provided fairly regular and detailed reports to the UN Committee on the Elimination of Discrimination against Women, and the Committee has noted some commendable progress since Mexico ratified CEDAW in 1981. Mexico's most recent report was submitted in September 2010. The key concerns raised by the CEDAW Committee that seem to remain most

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<sup>22</sup> [http://estadistica.inmujeres.gob.mx/formas/fichas\\_inm.php?modo=v&dirUrl=tooltipayudas.php%3FIDpag%3D6](http://estadistica.inmujeres.gob.mx/formas/fichas_inm.php?modo=v&dirUrl=tooltipayudas.php%3FIDpag%3D6)

<sup>23</sup> In addition to CEDAW these include: the International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights, the International Convention on the Elimination of All Forms of Racial Discrimination, the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment, the Convention on the Rights of the Child and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

<sup>24</sup> Comisión Interamericana de Derechos Humanos 2011. "Acceso a la justicia para mujeres víctimas de violencia sexual en Mesoamérica." Organization of American States, p. 55

applicable include:<sup>25</sup> the need for coordination and monitoring mechanisms to ensure implementation of gender equality programs and policies, as well as enforcement of the General Act on Equality between Women and Men at the federal, state, and municipal levels; the pervasiveness of patriarchal attitudes that impede women's human rights and are a "root cause" of VAW; and the need to use "special measures" to address the disparities that indigenous and rural women face in accessing social services (e.g., education, health, and participation in decision-making processes).

Although gender equality gains have been realized in Mexico much more needs to be done. Gender gaps persist in many areas and sectors, affecting citizen security and well-being as well as livelihood opportunities for both women and men. Important steps have been taken in legislation and institutional mechanisms. However, for these to take hold and achieve what they were designed to do and reduce gender inequalities, budgeting to ensure sufficient resources and follow-through in implementation, harmonization and monitoring and evaluation in the next decade will be critical.

## 2. USAID MISSION STRATEGIC PRIORITIES AND ASSOCIATED GENDER ANALYSIS

USAID/Mexico's program strategically targets those areas that have been prioritized by both countries, and includes activities where its involvement provides a comparative advantage. They employ the following approaches to working with public and private sector institutions:

- **Catalyze and leverage resources** (developing and testing pilot projects and models that can be expanded and replicated)
- **Improve institutional capacity** (for GOM agencies as well as non-governmental organizations (NGOs) and/or community-based organizations (CBOs) that implement programs and projects)
- **Strengthen and support policy and legal frameworks**

USAID/Mexico's relationship with the GOM is fairly unique, and does not fit within a "typical" development profile of USAID partner countries.<sup>26</sup> Rather, it reflects Mexico's status as an upper middle income country, the 2,000 mile border shared, and the extensive social, economic and cultural ties between the two countries. In terms of attention to gender gaps and mainstreaming, this approach to programming means that USAID can identify gaps that may deter from or contribute to achievement of shared gender equality priorities.

The current USAID/Mexico Annual Program Statement (issued 30 January 2012) identifies the need to "recognize gender roles" as part of the overall approach in cross-cutting practices.<sup>27</sup> It

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<sup>25</sup> The following concerns and recommendations were drawn from "Concluding comments of the Committee on the Elimination of Discrimination against Women: Mexico," (advance unedited version), August 26, 2006. See <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N06/220/44/PDF/N0622044.pdf?OpenElement> Accessed April 10, 2012.

<sup>26</sup> The nature and approach of USAID's relationship with GOM is discussed in greater detail in the "Interim Strategic Framework FY2012-2013," USAID/Mexico 30 January 2012.

<sup>27</sup> USAID/Mexico Annual Program Statement, Mexican Partnership Program (30 January 2012).

notes that proposed interventions and programs should be based upon a gender analysis that considers how men and women's roles could impact implementation and/or results, and how they might be affected differently. The Interim Strategic Framework (2012-2013) is now in the early stages of implementation, providing an excellent opportunity to encourage or require partner organizations and institutions to implement gender-aware programs and projects grounded by evidence-based gender analysis. This will help to identify gender-based constraints and power imbalances among stakeholders as well as capture changes in gender relations and the relative status of women and men.

In the following sections (2.1, 2.2, 2.3 and 2.4) each of USAID/Mexico's Objectives are analyzed through a gender lens, concentrating on ongoing USAID/Mexico and GOM programs and projects, as well as gender gaps and recommendations that are pertinent for each sector and the kinds of activities likely to be implemented to achieve key results.

## **2.1 Objective #1 - Support Mexico's Commitment to Reduce Greenhouse Gas Emissions**

USAID/Mexico has a long history of supporting Mexico's efforts to sustainably manage its natural resources, protect biodiversity, address climate change and provide sustainable economic opportunities for communities.<sup>28</sup> New program efforts are now focusing on clean energy and reducing emissions from deforestation and forest degradation (REDD).

From 1990 to 2006 Mexico's GHG emissions grew by 40%, with emissions from the generation of electricity growing by 68% from 1990 to 2009.<sup>29</sup> The Global Climate Change Program aims to support GOM's commitment to reducing GHG emissions by concentrating on mitigation efforts in the energy and forestry sectors. USAID/Mexico will use USG Global Climate Change (GCC) funding to implement two main complementary programs: Mexico Low Emissions Development Program (MLED)<sup>30</sup> and Mexico Reduced Emissions from Deforestation and Degradation program (MREDD).<sup>31</sup>

Mexico's low-carbon future will be achieved by strengthening policies that promote low-emissions growth, improving institutional and technical capacity to support low-emissions development and establishing financial models that will help leverage resources. As outlined by the Interim Strategic Framework, USAID/Mexico will work with government entities and other stakeholders (local and indigenous communities, conservation and forestry organizations, and research and education institutions) to increase capacity to participate in the design and implementation of climate change mitigation initiatives. More specifically, these will include:

- Formulating and implementing of a national low emissions development strategy (LEDS);

<sup>28</sup> See <http://www.usaid.gov/mx/environmenteng.html> Accessed 17 April 2012.

<sup>29</sup> Mexico's Fourth Communication to the UNFCCC, cited in USAID/Mexico Clean Energy and Climate Change Opportunities Assessment (30 April 2010).

<sup>30</sup> Implemented by a consortium of firms and organizations: Tetra-Tech ES, Inc., World Wildlife Fund, and Center for Clean Air Policy, CySTE,S.A, Det Norske Veritas USA, Inc. and MGM Innova Consulting LLC.

<sup>31</sup> Implemented by a consortium of Mexican and international organizations: The Nature Conservancy (TNC), Rainforest Alliance (RA), Fondo Mexicano para la Conservación de la Naturaleza (FMCN), and Woods Hole Research Center.

- Designing and implementing internationally robust GHG monitoring, reporting and verification systems;
- Strengthening the policy and regulatory framework in order to expand the adoption of renewable energy and energy-efficient technologies and reduce GHG emissions from deforestation and forest degradation; and
- Creating financial mechanisms to facilitate investment necessary to reduce emissions from both clean energy and the forestry sector.

In addition, USAID/Mexico will leverage private sector resources (ideally through the Global Development Alliance) to develop and adopt renewable energy and energy efficient technologies as well as carbon markets.

Mexico has made climate change a top national priority, integrating climate change mitigation and adaptation priorities into development strategies. It signed both the United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol, and submitted a detailed inventory of its greenhouse gas emissions (GHG) in its Third and Fourth National Communication to the UNFCCC. In December 2010, Mexico hosted COP-16 in Cancun and Mexico's Vision for REDD+ was presented by President Calderon.

The GOM has made substantial efforts at the policy level to reduce GHG emissions by increasing the generation and use of renewable energy and improving energy efficiency. In 2007 it published its National Climate Change Strategy, followed by new legislation to remove barriers to advancing renewable energy and energy efficiency in 2008. The Special Program for Climate Change (2009-2012) was adopted in 2009 and pledges to reduce Mexico's yearly GHG emissions by 30% by 2020, and 50% by 2050 in relation to 2000 levels.

In terms of attention to gender issues, the GOM is beginning to incorporate gender into different frameworks for activities and programs. Steps are being taken to integrate gender considerations into different tools and social safeguard guidelines, as demonstrated and required by international climate investment funds (CIFs).<sup>32</sup> CIFs aim to: increase international cooperation on climate change; leverage private and public resources for low carbon investments; promote environmental and developmental co-benefits; and provide concessional financing with a grant element. The focus for investments are energy efficiency, low-carbon and renewable energy, and forest investments and new approaches to building climate resilience. In terms of gender integration, the Global Environment Facility (GEF) recently drafted a social safeguard framework (in 2011) that includes gender mainstreaming, and the Green Climate Fund has integrated gender into its objectives, guiding principles, and operational modalities (including gender balance on its board and secretariat).

At the federal level in Mexico, el *Presupuesto de Egresos de la Federación 2012* (PEF) has budgeted resources for gender equality and climate change. Several national development

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<sup>32</sup> CIFs were established jointly by the World Bank and regional Multilateral Development Banks, and designed by a range of stakeholders (including developed and developing countries, UN agencies, the Global Environment Facility (GEF), NGOs, indigenous peoples, and private sector).

programs also provide resources and incorporate actions for promoting gender equity with respect to climate change, including the Program for Strengthening Mainstreaming a Gender Perspective (PROEQUIDAD), the Program for Strengthening Municipal Equality Policy between Women and Men (FODEIMM), and the Gender Equality and Environmental Sustainability Program (PROIGESAM). PROIGESAM's objectives include: establishing gender equality criteria in defining new norms, guidelines and operation rules that guarantee women's access to the use, management and control of the benefits that derive from natural resources ownership and use, and promoting actions that comply with the conventions and international treaties to which Mexico is a signatory in matters to do with the environment and gender equality.

In October 2011 the Secretary of Energy (SENER) produced the "Agenda for Equality between Women and Men (SENER PROIGUALDAD) which is beginning to generate sex disaggregated data to better monitor and evaluate National Equality Policy programs and projects. In addition, the National Institute of Ecology (INE) is including gender criteria in its programs and activities – particularly in terms of training of human resources, information dissemination, participation in decision-making and the sustainable use of natural resources and protection of the environment.

At the state level, guidelines for the preparation of State Programs of Action on Climate Change (PEACC) include consultations to integrate gender. The rationale underpinning PEACCs is that adaptation and mitigation policies will have a better chance of success if they are designed and implemented at the state level by authorities, communities and researchers who have the best understanding of local problems and capacities. The states of Chiapas, Quintana Roo, Tabasco, Veracruz and Oaxaca are beginning to include gender considerations in their respective PEACCs. These efforts are particularly noteworthy for National Appropriate Mitigation Actions (NAMA) at the state level.<sup>33</sup>

### **2.1.1 Gender Gaps**

Climate Change, like gender, is a cross-cutting issue. Men, women, children and the elderly will be affected differently by changing weather. The United Nations Development Programme (UNDP) (2007) notes that climate change is likely to magnify existing patterns of gender disadvantage unless specific steps to address those gaps are taken. To be effective, climate change and low carbon development strategies need to be linked to context-specific understandings of inequalities in vulnerabilities and capacities – including gender norms and gender-differentiated assets. The fewer assets an individual has, the greater the insecurity and vulnerability. In Mexico, women tend to have fewer available assets than men.

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<sup>33</sup> NAMAs are policies and actions that UN member countries undertake as part of a commitment to reduce greenhouse gas emissions. The term recognizes that different countries may take different actions on the basis of equity and in accordance with common but differentiated responsibilities and respective capabilities. It also emphasizes financial assistance from developed countries to developing countries to reduce emissions. NAMAs were first introduced as part of the Bali Road Map agreed at the United Nations Climate Change Conference in Bali in December 2007, and also formed part of the Copenhagen Accord issued following the United Nations Climate Change Conference in Copenhagen (COP 15) in December 2009.

As USAID/Mexico considers different strategies for supporting Mexico’s commitment to low-carbon development and the reduction of GHG emissions through natural resource management and energy efficiency, key gender-related issues fall within four main areas of concern:

1. Limited gender-informed data
2. Unequal assets and resource allocations
3. Under-valued and unreported labor contributions
4. Unequal voice, agency, and attention

Gender-related gaps, examples of promising practices and recommendations are discussed below.

### **Data and information gaps**

Assessments of climate change and low carbon development tend to provide little information on how women and men may be affected differently due to respective productive and reproductive roles and responsibilities. The World Bank’s (2010) “Low Carbon Development Plan for Mexico” has no mention of gender, and refers to women only in the context of respiratory concerns from incomplete combustion of biomass (smoke inhalation). Similarly, a recent assessment covering forests, land use and climate change for USAID/Mexico offered no mention of gender other than noting that “integrating gender and community considerations” is one of 15 “main tasks” identified for the preparation of state level PEACCs.<sup>34</sup> There was no differentiation by sex or gender analysis in the entire report. Unfortunately, this kind of “gender neutral” language tends to result in “gender blind” assessments and recommendations.<sup>35</sup>

#### **Box 1: Promising Practice: Improving M&E in GOM’s Equality Policy**

*The Agenda for Equality between Women and Men (SENER PROIGUALDAD) and USAID/Mexico’s MLED program are now generating additional statistical information aimed at improving monitoring and evaluation of the GOM’s National Equality Policy programs and projects.*

In Mexico data from forestry, energy and transport sectors are mostly not disaggregated by sex.<sup>36</sup> However, recent household surveys available from the GOM Statistics Institute (INEGI) are sex-disaggregated and reveal expenditure patterns of men and women. Information from these surveys could help to inform mechanisms for increasing access for poorer households (especially the one in four female-headed households) to carbon-reducing energy-efficient technologies.<sup>37</sup> Similarly, information now exists on the distances that women and men travel from their residences to work and offers insights into what might be done to design and promote policies

<sup>34</sup> CIFOR Team (15 April 2010) “Forests, Land Use, and Climate Change Assessment for USAID/Mexico.

<sup>35</sup> Ibid. The assessment did not use any key words, such as “women,” “men,” “male” and “female” anywhere in the report.

<sup>36</sup> The team found studies from the 1990s by international organizations (including USAID, FAO, UNDP, and the World Bank) as well as academic institutions and civil society (UNAM, ECOSUR, the Graduate College, and several state universities) on the intersections between gender and forestry, agriculture, land tenure, water and food security. Many of these contain valuable detailed documentation and case studies. However, this information is dated and for the energy sector gender dimensions were narrowly focused on the use of fuelwood and wood-saving stoves in rural areas.

<sup>37</sup> Sex disaggregated data are available from the GOM Statistics Institute (INEGI), especially the data collected and reported in its most recent household surveys: (Encuesta Nacional de Ocupación y Empleo, ENOE, and *Encuesta Nacional de Ingresos y Gastos de los Hogares* (ENIGH). Also in the publication, *Mujeres y Hombres de México* (2010), prepared jointly by INEGI and INMUJERES.

that reduce transportation costs and emissions from vehicles by fostering flexible work schedules and/or options to work from home. These kinds of policies could have the added benefit of saving time and labor by reducing commutes, and encouraging a more equal division of labor within the in-home care economy.

### ***Unequal access to resources and asset allocations***

Land tenure, inheritance rights and *ejido* memberships in Mexico are frequently skewed toward male beneficiaries because of traditional customs and practices that discriminate against women.<sup>38</sup> Tenure rights are relatively secure throughout most of Mexico. About 85% of land properties have been geo-referenced by the government with official property titles handed over to *ejidos*, communities and private land owners; however, an estimated 2 million hectares are disputed among indigenous groups or between indigenous and non-indigenous communities, and women are less likely to have land title or tenure.<sup>39</sup>

Inheritance laws in Mexico treat men and women equally, but a review of wills showed land inheritance patterns for partners (39%), sons (39%) and daughters (9%) (WDR 2011). The 1992 Land Reform, which allowed privatization and market transfers of *ejido* lands, allocates tenure to individuals rather than households. This has eroded women's *ejido* rights. Both men and women may be *ejidatarios*; however, in practice, women are only a small number of *ejido* members and leaders. One study of 283 *ejidos* offered that women members and leaders amount to just 16.3% and only 4.9%, respectively.<sup>40</sup> Weak representation of women in *ejidos* is likely to affect consultative processes and outcomes, especially for Mexico's Vision to promote REDD+ in the wider context of sustainable rural development and strengthened governance at the local levels.<sup>41</sup>

For indigenous groups, especially indigenous women who are two times more likely than men to not speak Spanish, the land registration system can be difficult to use and access thereby compromising their ability to claim and hold onto land.<sup>42</sup> Out of the estimated 12 to 13 million people living in forest areas in Mexico, about 5 million are indigenous people. Indigenous populations in Mexico frequently inhabit lands with greater biodiversity and forest cover which are important sites for REDD+.

### ***Unequal participation (qualitative and quantitative) in consultations and negotiations***

Benefit flows cannot be taken for granted. Women are discouraged from exercising land title and inheritance rights, and participating in public forums. Participation in decision-making and access to benefits and control over land and natural resources as well as benefit streams from REDD+ and Payments for Environmental Services (PES) can be sub-optimal because of gender issues, stigmatization and the under-representation of women, indigenous groups, and the very poor. Constraints include: the lack of self confidence and adequate representation of various

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<sup>38</sup> FAO (2007).

<sup>39</sup> See <http://www.forestcarbonpartnership.org/fcp/MX> Accessed 22 April 2012; cited originally in CIFOR (2010).

<sup>40</sup> Katz 1999, cited in FAO 2002.

<sup>41</sup> See <http://www.forestcarbonpartnership.org/fcp/MX> "REDD Readiness Progress Fact Sheet: Country Mexico (March 2012)." Accessed 22 April 2012.

<sup>42</sup> According to INEGI (2010) 12% of the 6.9 million people who speak an indigenous language are monolingual, and indigenous women are twice as likely as men to be monolingual.

stakeholders; limited knowledge about legal rights; conditions of poverty and scarcity that result in short-term thinking and environmental degradation; limited mobility; language barriers; and the stereotyping of women's roles and contributions to domestic domains. These have implications for implementation strategies and approaches – particularly in terms of participatory processes, conflict and dispute resolution, resource management priorities and approaches, and access to benefits and services.

The failure to include women and indigenous groups in decision-making processes is likely to exacerbate inequalities and undermine the effectiveness of activities. This is especially critical for REDD+ and PES negotiations. There is early evidence that benefit flows are not reaching women and children, and that women's perspectives remain largely absent at all stages of design and implementation.

### ***Constraints in labor elasticity, employment opportunities, and access to credit, information and extension services***

Women's knowledge, business acumen and labor contributions are often unrecognized or undervalued. Women tend to be concentrated into informal, unskilled and low-wage activities; available "free" time and formal workforce participation is limited by care economy responsibilities (both childcare and eldercare). Lower literacy rates, constrained mobility or personal safety issues, and limited access to credit and extension services also restrict women's ability to absorb new labor-saving technologies, move into new value-adding activities and take on managerial and supervisory positions.

Moreover, the gender inequalities in incomes and employment prospects are being replicated in green-technology jobs and businesses. A recent analysis of the uptake of green jobs in the LAC region suggests that women are not being offered (or not pursuing) opportunities in renewable energy or low carbon technologies, possibly because they lack information or the necessary skills and education.

### ***2.1.2. Recommendations***

Climate change vulnerability and/or resiliency reflect historically- and culturally-specific gender disparities. Women and girls, men and boys have different assets – physical, financial, natural, and social – and these tend to translate into inequalities in resources, knowledge, and decision-making capabilities.

The recommendations outlined below highlight ways for USAID/Mexico to address key gender-based constraints in its work with government entities and other stakeholders in the design and implementation of climate change mitigation activities, focusing on:

- Strengthening policies and regulatory frameworks to expand the adoption of renewable energy and energy-efficient technologies and reduce GHG emissions from deforestation and forest degradation;
- Improving institutional and technical capacity for robust GHG monitoring, reporting and verification; and
- Establishing financial models for climate change mitigation.

***Recommendation #1: To strengthen policies and frameworks that support low emissions development and the reduction of GHG emissions from deforestation and forest degradation, support more-effective integration of gender-sensitive safeguards and guidelines.***

Men and women will have different responses to environmental stresses and low-carbon development. Women, in particular, are often disproportionately affected by or less able to benefit from mitigation strategies because of their gender roles and responsibilities, unequal access to resources, muted voice in shaping decisions and sometimes limited mobility. However, if given the opportunity, women can also be essential resource managers and change agents. Mainstreaming gender-sensitivity into energy and climate-related policies and projects will require a paradigm shift that recognizes women's contributions to climate change mitigation and promotes the development of new opportunities for women in energy sector.

Gender-sensitive social safeguards and gender-integration guidelines or requirements (informed by gender-based realities and constraints) should be included in policies and frameworks, and monitored for enforcement (particularly for indigenous communities and women). Given the extent of insecurity in Mexico and the prevalence of VAW, these guidelines will need to reflect socio-cultural sensitivities and security issues in order to minimize backlash from men who may feel threatened or excluded, and maximize on opportunities for improving relations among men and women. Feelings of loss of status or exclusion can provoke fear, anger and resentment. One way to reduce this possibility is to emphasize the ways that the policy and/or project and activities benefit all community members.

There are gender differences that affect energy budget costs and/or labor savings, and how and where that time and money is spent. Understanding these differences can help to prioritize the design and scale of low-carbon and renewable energy policies and projects. Given that women work from home more than men, women's priorities and feedback will be critical to making certain that home-based energy efficient technologies save time and labor, as well as increase income or reduce expenses. For example, solar thermal heaters for heating water and translucent glass bricks inserted into roofs can save energy and money. Appropriate and cost-effective labor-saving technologies, especially those that benefit both men and women, could also support changes in the division of household responsibilities as well as shifts in gender relations and the status of women.

MREDD and MLED are still in the early stages of development, and the degree to which they include gender considerations will largely be determined by evolving operational program and project guidelines. MREDD is taking action to comply with international and national social safeguards. The MLED Grants Manual and Grants Management Plan include women in both evaluation and grants criteria. Gender integration strategies and gender-sensitive indicators should be incorporated into policies and frameworks, and included as an integral part of all in monitoring and evaluation.

***Recommendation #2: To improve institutional and technical capacity for robust GHG monitoring, reporting and verification address gender-based barriers to participation and training, as well as gaps in data and information.***

From the earliest stages of planning and design, it is essential to build a better understanding of how and why women's and men's priorities conflict and/or concur, and how policies and programs can best respond based on differences in vulnerabilities, needs and priorities. This will help to identify gender impacts, coping strategies and mitigation priorities of men and women in both urban and rural households.

Though the sector, scale and level of analysis will depend on the program and project, gender analysis and gender-differentiated assessments could help to improve planning, implementation, and results because they will shed light on the ways that men and women are interdependent, as well as their relative rights, resources, and responsibilities. Assessments could also explore tools and methods for: ensuring the qualitative and quantitative participation of women and other marginalized groups (including female-headed households, indigenous groups, and the ultra poor); identifying activities and technologies that might promote greater social and economic resilience, especially given the affects of climate change and strategies for low carbon development; mapping the full-compliment of land and natural resource use in areas preparing for REDD; and understanding gender roles (productive, reproductive, and community) in pilot project areas to better identify risks, safeguards and mitigation strategies.

*Address barriers to participation in stakeholder consultations and communication*

Studies have demonstrated that projects that consult women and succeed in creating safe space for them to voice their opinions and assume positions of leadership have better development outcomes and sustainability results. Design guidelines for projects should include strategies for empowering women, reserving spaces for more-balanced representation of stakeholders, and increasing women's participation in decision-making and access to benefits. Strategies could include: (1) "people mapping" to identify respected (perhaps informal) leaders; (2) establish women-only cluster groups; (3) conduct meetings in places, time periods, languages and intervals that are conducive for women and indigenous groups. This will help expand opportunities for women leaders to participate in climate change and environmental governance dialogues at the community, municipal, state and federal levels.

Language and communication barriers in consultative processes can adversely affect negotiations and outcomes. Careful attention to the need for interpreters and the inclusion of both women and men can help to address some of the issues related to language fluency and women's participation.

**Box 2: Promising Practice:  
Interpreters Reduce Language Barriers**

*In Mexico there are networks of female interpreters of indigenous languages, who have extensive experience working with indigenous women who may be monolingual and/or illiterate. The Commission for the Development of Indigenous Peoples (CDI) tracks data for these human resources across the different states. UNDP has a roster of indigenous women interpreters for Yucatan, Chiapas and Veracruz. Las Instancias Municipales de la Mujer are an important resource in this area.*

*Address constraints in identifying appropriate technology and extension services or outreach activities*

Gender-based constraints affect labor and consumption patterns, and the applicability or appropriateness of energy efficient and renewable energy technologies. In terms of training workshops and extension services, these should be offered at times, in places and in languages that accommodate women's needs or constraints. Support strategies that include: (1) training and hiring of female extension agents or community-level facilitators for outreach activities; (2) workshops for agricultural extension services or other outreach that reduce male-dominated orientation and increase flexibility in timing and approaches; (3) consultations with all household members in deciding appropriate renewable energy or energy efficient technology – to improve uptake, adoption, and placement considerations.

*Improve the definition, collection and analysis of gender-informed data and information*

The extent, accuracy, and applicability of data can depend on the quality of national statistical systems, data definitions and analysis, and the consistency and reliability of the data reported. Unfortunately, in Mexico, gender-informed data (gender-sensitive and sex disaggregated indicators) are non-existent or weak for many sectors, including those most closely aligned with low carbon development and climate change.

The collection and analysis of solid data is essential to informed decision-making and problem solving and for measuring current conditions and progress. To address data and information gaps, sector-based gender assessments could document gender-sensitive baseline criteria, inform performance metrics, and identify indicators for measuring changes in women's status and gender relations. Gender analysis and gender-differentiated assessments would improve planning, implementation and results because they will help to inform understandings of the ways that men and women are interdependent in responding to low-carbon development, NRM and climate change.

***Recommendation #3: To strengthen financial models to leverage resources for climate change mitigation, gender-sensitive criteria should be integrated into all mechanisms and approaches.***

Government policies and financial models for climate change mitigation and the energy sector planning should expand women's overall opportunities for economic empowerment. Innovative financing and credit schemes for expansion of energy services could help establish for new energy-related income-generating opportunities for women. Women could learn to build, sell, maintain or repair energy technologies. Technical training in the operation, management, and marketing of green and energy efficient technology and equipment could also help women gain greater confidence and expertise in business management and build their capacity to undertake new economic activities.

In the design of carbon offset schemes the Mission should promote gender equity in forest restoration employment and technical training programs. Carbon offsets offer opportunities in the reforestation and restoration of degraded forests and to monitor carbon capture. Reforestation requires a large number of tree seedlings on a regular basis providing employment in tree planting and in the operation of tree seedling nurseries. The important aim is to ensure equal pay

for equal work. Women can also play a role – given the opportunity to learn technical skills – in monitoring forest growth and quality in order to assess the amounts and rates of carbon capture and sequestration.

## **2.2 Objective #2 – Enhance Economic Competitiveness to Improve Citizen’s Lives**

National economic competitiveness refers to the capacity of the Mexican economy to foster private sector and business development for economic growth. Numerous factors contribute to this capacity including public sector infrastructure and policy. The USAID competitiveness program (2008-2013)<sup>43</sup> supports the GOM National Development Plan (2007-2012) call for enhanced international competitiveness and economic growth through systemic reforms to increase private investment, sustained economic growth, and employment generation.

The objective of the USAID/Mexico Competitiveness Program is to “help increase private sector competitiveness in Mexico by supporting Mexican-led efforts to improve the business enabling environment in the short term and by building sustainable support for continued policy reforms and systemic changes over the medium term.” The Mexican-led efforts include initiatives emerging from civil society in addition to the policies and institutions of the public and private sectors. The USAID strategy targets improved public policy and joint public-private resources to expand socio-economic activities. Four principal constraints to competitiveness have been identified: security concerns that increase the costs of doing business; barriers to domestic competition in the energy and telecommunications sectors; weakness in the quality of education; and, inefficiencies in the labor market.

The USAID Competitiveness Program includes both support for more sustainable environmental governance and management as well as the more traditional competitiveness activities focused on more effective and efficient government, and more efficient productive factor and precursor markets. The dual focus will allow USAID to utilize earmarked funding for biodiversity, water conservation, clean energy, and microfinance activities, by implementing the overall objective to improve the business enabling environment through these specific sectors. Furthermore, USAID’s interventions under this Objective are linked to and support efforts to expand socioeconomic opportunities in the priority states of Objective #3.

The overall approach of the competitiveness program is macro-economic with the primary emphasis on policy reform. According to the documentation of government competitiveness priorities and USAID Mexican Competitiveness Program implementation,<sup>44</sup> gender relations and impacts have not been significant considerations in setting the policy agenda or in carrying out specific activities. The cross-cutting mandate of the GOM and of the National Development Plan

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<sup>43</sup> USAID will continue competitiveness activities through the 2013 period as part of the interim strategic framework. The program for the period 2008-2012 included both support for more sustainable environmental governance and management as well as more traditional competitiveness activities focused on more effective and efficient government, and more efficient productive factor and precursor markets. The requirements of earmarked funding and the fact that the agenda is essentially demand-driven (based on the priorities of GOM and civil society), has contributed to some fragmentation in activities and diversions from the initial design of the program.

<sup>44</sup> USAID/Mexico Competitiveness Program Assessment, March 2012.

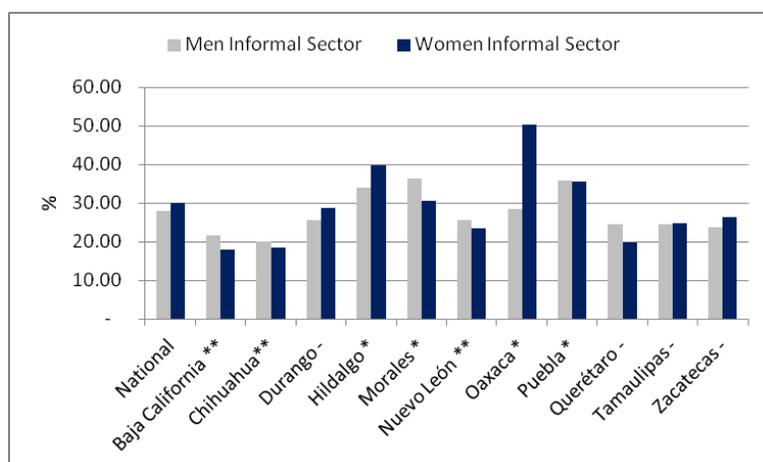
to examine issues from a gender perspective provides a basis for integrating gender;<sup>45</sup> however, the implementation has been essentially “gender blind” – wherein gender relations and/or differences are simply systematically part of the strategy or the analytic framework.

Part of the explanation for the lack of gender integration is that the differential impacts of policy changes and institutional reform on men and women are not as visible as for programs directed to individual beneficiaries or organizations. Nevertheless, gender – the roles of men and women in the market economy and in the household, access to economic resources, and relations of power in the household, business, and government – is a fundamental part of the context for economic growth and of the enabling environment for business. The following section highlights priority gender gaps for the focus areas of this objective.

### 2.2.1 Gender Gaps

Improving competitiveness includes various elements. The labor market is one area in which gender analysis is an important tool. Gender gaps and informality in the labor market means that the economic system is unable to fully utilize the available human capital resources of more than half the population, negatively affecting Mexico’s international competitiveness. In terms of the socio-economic context for competitiveness activities and the impact of macro-level policies, the gender gaps – differences between men and women – are sharp. The most recent World Economic Forum’s Global Competitiveness Index ranks Mexico as 120<sup>th</sup> out of 142 countries on “women in the labor force.”

**Figure 1: Labor Force Participation in the Informal Sector, 2010**



The participation of adult women in the labor force is 43% versus 81% for adult men and low compared to other countries in the region (only Guatemala has a larger gap).<sup>46</sup> According to GOM 2010 occupation survey data, women dominate (> 60%) the education and personal services sectors and represent 55% of office workers and 54% of retail workers, but are significantly

under-represented in the industrial and transport sectors, and appear to be invisible in the agricultural sector.<sup>47</sup> Of those women working they are grouped in the lowest end of the wage-

<sup>45</sup> As per PROIGUALDAD (National Program for Equality between Men and Women). See CEDAW 7 y 8 Informes consolidados de Mexico sobre el cumplimiento de la Convención sobre la eliminación de todas las formas de discriminación contra la mujer (CEDAW), septiembre 2010.

<sup>46</sup> UN Women 2011. Progress of The World’s Women: In Pursuit of Justice 2011-2012, Annexes, pp 127-29.

<sup>47</sup> INEGI, Encuesta Nacional de Ocupación y Empleo 2010. Accessed INMUJERES

scale with the most significant gaps at the mid- to upper income levels.<sup>48</sup> According to the September 2010 Mexico report to CEDAW, multiple factors contribute to this situation including direct and indirect discrimination in employment contracting, differences in remuneration, barriers to labor mobility and advancement, lack of flexibility in work conditions, deficiencies in the “care economy” (daycare centers and care for the sick and elderly), and the unequal burden of women and men in household tasks. Likewise, Mexico is distinguished as being among the countries that believe if work is scarce that the jobs should go to men (World Bank 2010)

Another dimension to labor market reform is the problem of informality in the economy. This informality manifests itself by the sector of employment and employment arrangements. According to the International Labor Organization (ILO), the share of men and women working in the informal sector in 2011 is 36% and 32% respectively.<sup>49</sup> Statistics from GOM’s 2010 labor and employment survey illustrates the gaps among men and women by state (see Figure 1).

**Table 1: Youth (14-29) without access to formal employment, 4<sup>th</sup> Quarter 2011**

	Youth, 4th Semester 2011		
	Total	Men	Women
	% of Youth	% of Men	% of Women
<b>National</b>	62.75	63.89	60.89
Baja California **	47.89	51.27	42.60
Chihuahua**	42.98	46.39	36.41
Durango -	54.45	52.10	59.11
Hidalgo *	74.98	76.00	73.22
Morales *	67.84	70.38	63.73
Nuevo León **	44.86	43.82	46.54
Oaxaca *	79.14	78.78	79.71
Puebla *	74.78	74.47	75.27
Querétaro -	54.30	57.84	48.95
Tamaulipas -	54.00	54.50	53.22
Zacatecas -	67.24	68.95	63.63
Definition: Proportion of population 14-29 employed or unemployed without health benefits of total economically active population			
Source: Encuesta Nacional de Ocupación y Empleo Database			

The percentage of the workforce in informal employment arrangements is also important to labor market reform. According to the ILO in Mexico, on average 58% of women and 51% of men are

<sup>48</sup> Ibid. Only 10% of women working are in the highest income bracket (compared to 14% of men. Of the women working 65% are in the lowest three income brackets (compared to 57% of men).

<sup>49</sup> International Labor Organization 2011. Statistical Update on Employment in the Informal Economy. [Accessed April 19, 2012: [http://laborsta.ilo.org/sti/DATA\\_FILES/20110610\\_Informal\\_Economy.pdf](http://laborsta.ilo.org/sti/DATA_FILES/20110610_Informal_Economy.pdf)]

employed with informal labor contracts.<sup>50</sup> According to GOM statistics, the problem of limited access to formal employment (with benefits) is particularly acute for economically active youth and varies by state (see Table 1) with the problem being greater for young men in some states and young women in other states.

The gender gaps in education are nuanced and linked to age and residence. In 2010 across age groups nationally in 2010, years of schooling for 15 years and older are 8.79 for males and 8.45 for females on average. In contrast, for youth (15-29 years old), the gap is reversed with males having 9.73 years and females 9.94 years.<sup>51</sup> Mexico's rural populations average much lower rates of schooling (6.13 years for males and 5.94 for females), reflecting a significant gap for rural and indigenous women. These geographic-based gaps in education also mirror gaps in the levels of labor force participation. In most urbanized areas, 58% of the women who are economically active participate in the labor force, compared to a 50-50 split for men.<sup>52</sup>

In higher education, young women participate at the same or higher rates than young men, but women are less successful than men in translating this education into employment, particularly in professional and technical fields. The payoff for additional years of schooling in terms of remuneration also is less for women than for men. An important explanatory factor in these differences stems from the continuing segmentation and stereotyping of "appropriate" careers for men and women. Again, in terms of competitiveness, these gaps signal deficiencies in human capital development and utilization. Reforms directed to the education system and workforce development may include equity measures to close these gaps. (See 2010 CEDAW report, Article 10).

Private sector development and growth is central to international competitiveness and job creation. In Mexico, 85% of women in business own micro- or small businesses. Compared to their counterparts in the LAC region, women in Mexico own the smallest proportion of medium-sized firms (e.g., only 12% of the female-owned firms are considered medium compared to 23% in Honduras and Peru, World Bank 2010). Policy change often affects micro and small enterprises differently than large businesses, and may have differential impacts across economic sectors. While in Mexico there are not significant differences in the employment practices by sex and size of the employer, business size has a significant effect on women entrepreneurs (who as noted are micro-and small-business owners clustered in particular economic sectors). These gender differences in the private sector mean that policy change has a clear gender dimension, and that impacts may be compounded by other economic factors associated with gender (e.g., access to credit, property ownership, and time and mobility constraints).

An important factor for private sector development and entrepreneurship is the composition of the households in the economy. Like other countries in the region, in Mexico, women are increasingly becoming heads of household. This changes the dynamics of the market and

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<sup>50</sup> Ibid.

<sup>51</sup> INEGI, Censo Población y Vivienda 2010, Accessed INMUJERES database.

<sup>52</sup> INEGI, Encuesta Nacional de Ocupación y Empleo 2010. Accessed INMUJERES database.

according to research by the World Bank affects entrepreneurship (World Bank 2010). As of 2005, female-headed households represented 23% of all households. As summarized in Table 2, the composition of a female headed household is distinct from a male-headed household, and varies by state.

**Table 2: Type and Composition of Household by USAID Priority States, 2005**

	Female-Headed Households (FHH)				Male-Headed Households (MHH)			
	Family	Nuclear	Extended	Single/Non-related	Family	Nuclear	Extended	Single/Non-related
	% of Households	% of FHH	% of FHH	% of FHH	% of Households	%MHH	%MHH	%MHH
<b>National</b>	23.05	50.24	33.25	16.28	76.95	73.64	20.75	5.47
Baja California **	24.23	52.09	31.78	15.58	75.77	70.06	20.06	9.41
Chihuahua**	23.09	51.10	31.22	17.42	76.91	74.23	18.47	7.12
Durango -	22.60	73.41	21.23	5.30	77.40	73.41	21.23	5.30
Hidalgo *	22.76	49.69	33.08	17.06	77.24	71.81	23.46	4.63
Morales *	26.07	50.24	32.61	17.00	73.93	73.17	20.74	6.02
Nuevo León **	17.94	45.59	36.07	17.95	82.06	74.22	20.66	4.88
Oaxaca *	24.54	47.33	33.84	18.67	75.46	71.75	23.39	4.80
Puebla *	23.64	48.07	35.34	16.45	76.36	71.73	23.78	4.43
Querétaro -	21.97	54.55	29.55	15.75	78.03	78.04	17.21	4.66
Tamaulipas -	22.66	48.42	33.20	18.05	77.34	72.24	20.45	7.09
Zacatecas -	20.04	51.39	28.78	19.72	79.96	77.78	17.79	4.37

Source: INEGI. [II Censo de Población y Vivienda 2005.](#)

The “care economy” in Mexico is relatively undeveloped in Mexico (compared to Western Europe), with a continuing reliance on young and older women in the household for unremunerated care of children, elderly, and sick or incapacitated family members. The lack of these services in the market place coupled with the lower earnings of women than men in paid employment reduces the incentive for women to participate in the labor market and increases the time and resource burden for those who must have paid work. Across the board, the burden of household management and housework also falls disproportionately to women so that on average, the time women dedicate to paid employment is less than men. The inverse link between reproductive functions and labor force participation is particularly strong in Mexico for young mothers. For instance, according to the 2010 National Labor and Employment survey, the greatest proportion of economically active women in the 20-29 age range are without children. Women in same age cohort with 1-2 children tend to not work. This ratio reverses for those ages 30-39 as 50% of women in this age cohort with 1-2 children are active economically.

### 2.2.2 Recommendations

The recommendations offered in this section are focused on key areas for consideration as USAID implements the activities under Objective #2 (given the linkage between Objective #2 and Objective #3).

***Recommendation 1: To strengthen the effectiveness of the competitiveness policy programming, integrate geographic-based gender analysis at the project design stage.***

Policy and institutional reform is “political” by definition. Those advocating for reform act in their own self-interest, and often the reforms have unforeseen impacts on other parts of the population, particularly those who are excluded from or less influential in the decision-making process. A gender analysis up-front of the relative interests of men and women and potential interactions with policy change so that gender-related gaps and barriers are taken into account and resolved in the implementation design will contribute to more equality in the impacts of the new policies. In some cases, this adjustment may require “equity” measures to “level the playing field” and correct for differences that may affect the results for men and women as beneficiaries.

The USAID/Mexico Competitiveness Program Assessment conducted in early 2012 sets out a series of recommendations for future priority activities under the competitiveness Objective. The assessment notes the absence of gender considerations in project implementation to date; however, gender gaps are not one of the criteria for setting priorities. Notwithstanding, there are clear gender dimensions that will hinder the achievement of the results summarized as follows.

*Anti-corruption.* Corruption not only obstructs business but also increases costs for consumers, especially women as household managers. As the Competitiveness Assessment notes, “Corruption is the second most problematic factor for doing business in Mexico, just after crime and theft.” Due to the tendency for female-owned firms to be micro- and/or small businesses, corruption in regulation is cited by the World Bank as affecting women disproportionately (World Bank 2010). Corrupt behavior is not gender-specific although women tend to be implicated less than men because they are less often in positions of power. The benefits of successful anti-corruption activities accrue disproportionately to the poor and women. The inflated costs are a larger proportion of their budgets and they are in a weaker bargaining position vis-à-vis corrupt behavior. There are no specific gender-related recommendations for implementing this activity.

*Labor market reform.* Labor market reform is widely identified as fundamental for sustained private sector growth. Among the priority issues listed, it also is the area in which gender issues are most immediate and central to policy decisions. Gender gaps in employment and remuneration signal the priority of labor market reform for women and of attention to gender-related factors in the reform process. Labor benefits, including those related to maternity, discrimination in hiring and contracting, access to the formal sector both as entrepreneurs and as employees, and patterns for advancement are key topics. It is imperative that both government and civil society gender specialists and women advocates be included in the process of formulation and negotiation of the new labor policy and, importantly of the associated *reglamentos*. The Competitiveness Assessment also notes that labor reform efforts may be coupled with focused workforce development efforts to strengthen the human capital capacity and correct inequities in access to education and appropriate skills development. Such

programs also may be used to begin to breakdown the occupational segmentation and stereotyping by gender that restrict labor market options.

*Small and medium enterprise development.* As outlined above, women are participating economically by operating micro- and small businesses and they face barriers that are distinguished by location (rural/urban) and ethnicity which differ for men. Women can play an important role in rejuvenating the economies of the targeted geographic areas, especially in areas where large percentages of households are female-headed (e.g., in Baja California where women head 25% of the households). A gender analysis (or literature review) will be important at the initiation of the activity to identify any differences between men and women in terms of the barriers/constraints they encounter as business owners, and business incubators should take these factors into account. Quantitative as well as qualitative participation in the incubators should also be monitored to ensure that both men and women are participating effectively. If there are discrepancies steps should be taken to understand the cause of the difference and directed recruitment and communication could be used to correct it. Consideration also could be given to developing business incubators specifically for women-owned businesses. (USAID has experimented with this approach in other countries.) Again, it is important that women's business organizations be incorporated into this activity as allies, advocates and/or partners, and that INMUJERES be contacted as a potential partner.

### ***Competition Improvement***

According to the Competitiveness Assessment, improving competition is a top agenda item on everyone's list because "as of 2008, 30% of the goods the average Mexican purchased were subject to monopoly pricing, and they paid up to 40% more for these goods than they would if there was real competition." The burden on the poor, including poor female-headed households, is proportionately greater. Additional analysis of the costs of lack of competition absorbed by consumers, with particular attention to women and the poor could be a significant tool in garnering public support for the work of the Federal Competition Commission (COFECO), a successful recipient of support from the USAID Competitiveness Program. Relevant interventions that will be considered:

- Strengthen the Federal Commission of Telecommunications (COFETEL): This activity is considered a priority because of the need to expand Internet access. Women are likely to benefit more from this activity than men since women's access tends to lag behind that of men.
- Expanded Use of Public-Private Participation Contracts: There are no direct gender gaps identified in the initiative to expand the use of public-private contracts to improve overall infrastructure, with a particularly emphasis of energy supplies. Studies have shown that men and women use energy resources differently, and benefiting to women in the household and in business.

- **Financial Market Reform:** In general, women business owners and entrepreneurs have more difficulty in accessing credit than men, although gender is clearly not the principal barrier to financing in a situation where 86% of the 5.1 million businesses in the country do not have access to credit (Competitiveness Assessment). If USAID/Mexico decides to include this activity, it should be preceded by an assessment (literature review) of barriers to credit for women entrepreneurs and methods/services to counter these barriers, drawing on the extensive international experience in this arena.

***Recommendation 2: To strengthen the role of civil society in oversight and advocacy for policy changes, conduct outreach to civil society and private sector groups explicitly representing women's interests.***

Organizations include government agencies (especially INMUJERES and the municipal women's offices) and private sector and civil society groups, such as women's business organizations, consumer groups and school associations). Given the composition of the economy, it is important to seek out leaders in business who can articulate women's interests and positions as engines of growth and consumers, both to construct effective policy and to garner support. Furthermore, given the differences across the states in terms of female economic empowerment, strategies should vary across the states. Broad-based consultation is essential to understand the long-range and often gender specific implications of policy implementation. Implementers also may want to consider partnering with the GOM Women's Institute (INMUJERES) on initiatives with strong gender components (e.g., labor market reform, small and medium business development).

***Recommendation 3: To ensure that draft policies, laws, and regulations are gender sensitive, include gender analysis requirements and indicators in policy reform activities***

Any USAID supported reform effort needs to include a gender analysis and/or review of the draft policies and laws. According to the Competitiveness Assessment, if labor market reform occurs it will be a priority area for USAID assistance in preparing background documents and reports for the drafting of the regulation. Gender analysis will help to address potential discrimination. For example, under the current framework in Mexico there is no law that prevents employers from asking questions about a prospective employee's family status during a job interview.<sup>53</sup> This type of law does not specifically discriminate women; however, in practice this is an effect and other cases are even less clear. Another example in the area of trade and competitiveness is the fact that men and women consume different products and an apparently neutral policy may affect men and women differently. Moreover, as already noted, men and women tend to be segregated in the economic sectors in which they work. Thus, policies that affect the industrial sector will predominately benefit men.

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<sup>53</sup> IFC 2011. Women, Business and the Law: Creating Economic Opportunity for Women database.

***Recommendation 4: To increase citizen awareness of competition in the provision of goods and services, include targeted communications strategies for men and women.***

The private sector regularly targets advertisements to sell their products differently to men and women. Consequently, USAID interventions should include gender-sensitive communication strategies for implementing partners advocating, increasing the provision of services, or conducting public education activities. Communication strategy and methods for reaching women as stakeholders and potential beneficiaries of competitiveness initiatives are not necessarily the same as those used for reaching men. For example, women as micro- and small business owners may be less likely to belong to business associations. Men and women may have different access to print media, or to the Internet. They may watch television or listen to the radio at different times, and all these patterns are also likely to vary across geographic areas.

***Recommendation 5: To increase youth employment in selected geographic areas, consider support for initiatives supported by the GOM, private businesses or NGOs that address gender-based barriers to labor market participation.***

While recognizing the USAID/Mexico constraints on support for GOM initiatives it is important to note the presence of other initiatives (primarily INMUJERES and the Secretary of Labor or STPS), to address directly the gender gap in non-market household and “care” responsibilities as a barrier to women’s labor market participation. For example, the Secretary of Labor designates selected firms as *Distintivo Empresa Familiarmente Responsable* (a Family Responsible Firm) based on their policies to reconcile family/work conflicts, provide equal opportunities, and to combat violence in the workplace and sexual harassment. Between 2006 and 2009, 217 firms with 206,707 employees were so designated (CEDAW 2010).

Programs that promote and support diversity in Mexico have shown preliminary results of improvements in the operations of companies that have adopted such policies. The World Bank highlighted one such example from Mexico in its 2010 report on Work in Latin American.<sup>54</sup> Since 2003, INMUJERES has worked with more than 300 public and private firms and social organizations to implement its Gender Equity Model (GEM) through revision of internal policies and practices that reflect a gender perspective and development of affirmative and equitable actions that benefit their employees. Between 2003 and 2010, 304 organizations received a GEM certification. Employer-supported daycare services also are an effective tool for countering the inequality in household responsibilities, with benefits for both potential employees and the employer.

Private sector initiatives also may provide important tools. The American Chamber of Commerce in Mexico has developed a Diversity Toolkit and worked with some lead firms concerned about women’s rights and protection in the workplace. Firms that adopt and implement anti-discrimination measures on the basis of sex are in a position to seek certification of their products and services as being socially responsible and thus more attractive to the growing market of consumers concerned about the “social quality” of the products and services they purchase. A promising practice recognized by the World Bank is third-party certification. Firms

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<sup>54</sup> World Bank 2010, p. 57.

in Mexico now advise business on how to conduct gender equity programs and achieve gender equality as part of corporate social responsibility activities. Fostering these consulting and certification firms is a promising practice for making Mexican markets more competitive both domestically and internationally.

***Recommendation 6: To increase youth economic opportunities in selected geographic areas, adopt geographic-specific support for youth employment entrepreneurship skills building.***

In Mexico, young men and young women participate differently in the labor market across the various states. In some states (such as Hidalgo, Oaxaca and Puebla), both young and men do not have access to formal employment. Therefore, opportunities might be better focused on building entrepreneurial skills. In contrast, in Baja California, Chihuahua and Nuevo León, the rates of access to formal employment for youth are higher than the national average. However, in Baja California and Chihuahua, young men have less access to formal employment in contrast Nuevo León where young women have less access. A set of interventions that focus on entrepreneurship (targeting different populations) offers a more immediate opportunity in these targeted geographic areas. The World Bank 2010 report on women’s entrepreneurship identified the gender-based differences in push and pull factors for entrepreneurship in Mexico and the region. Women and men become entrepreneurs for very different reasons. Lack of opportunities in the formal labor market and poor return on education are cited as two reasons that push women into starting their own businesses. Furthermore, a pull factor is that self-employment offers flexibility for women so they can address reproductive and other “care economy” needs.

### **2.3 Objective #3 - Develop and Test Models to Mitigate the Community-level Impact of Crime and Violence**

Objective#3 and Objective#4 are inter-related and mutually reinforcing. Objective #3 primarily targets community-level violence, and activities aimed at strengthening the resilience of communities to crime and violence. In Mexico, gang violence and criminal enterprises trafficking drugs and persons affect the daily lives of both rural and urban citizens.<sup>55</sup> However, these two problems have different dynamics. While some interventions (e.g., creating safe places) may led the reduction of both types of violence, the proposed interventions for Objective #3 more directly address community-level crime and violence by gangs. Some of the key risk factors for gang activity are environmental, and include too few educational and economic opportunities for youth who live in high crime neighborhoods and other marginalized areas. Gangs also thrive in areas with high inter- and intra-familial violence, where families are disintegrating (often due to migration) and justice systems are weak.<sup>56</sup>

Objective #3 components (presented in this section) are designed to:

- Strengthen **federal civic planning** capacity to prevent and reduce crime;
- Support **local-based** efforts to build stronger and more resilient communities by working with state and municipal governments and civil society;<sup>57</sup> and

<sup>55</sup> Shifter, Michael 2012 (April). “Counteracting Criminal Violence in Central America,” Council of Foreign Relations Special Report No. 64.

<sup>56</sup> USAID Central America and Mexico Gang Assessment 2006. p 6.

<sup>57</sup> The stated purpose of the Mexico Crime and Violence Preventions Program.

- Increase **youth capacity** to play a productive role in their community.

The following section examines the gender dimensions that will affect implementation of the strategy in Mexico.

### **2.3.1. Gender Gaps**

#### ***Crime & Violence***

Gender gaps related to crime and violence have two inter-related dimensions:

- Men and women are affected by crime and violence differently; and
- Gender differences can contribute to and/or cause crime and violence in the larger society.

Violence tends to beget violence and can sometimes be linked to gender norms around masculinity and femininity which, particularly in the case of “machismo,” may condition male victims of violence to perpetrate revenge or abuse those who are weaker or more vulnerable (i.e., female partners and children).

#### ***Gender Differential Impacts of Crime and Violence***

According to the World Development Report 2011, the threat of violence and security affect men and women differently in both direct and indirect ways.<sup>58</sup> The direct impacts are clear: men have a higher likelihood of being killed (e.g., 354 per 100,000 men for 2009 in Juarez).<sup>59</sup> Yet, femicide in Mexico has become one of the most disturbing direct gender-based impacts. The significant and recent increase of femicide in Juarez has challenged prevailing norms related to women’s roles in organized crime and gang violence as 70% of those killed were killed due to their involvement in some way in organized crime.<sup>60</sup>

The indirect impacts of crime and violence are also different for men and women and represent core challenges for governmental efforts to reduce crime and violence in Latin America and the Caribbean. For men, there are two significant outcomes: men face negative health outcomes, such as post-traumatic stress, and have reduced opportunities for legal employment. Crime and violence eliminate legal economic activity in the community narrowing employment opportunities and catalyzing young men, in particular, to join gangs (see the next section).

For women, as crime and violence escalates in their neighborhoods, their levels of fear increase.<sup>61</sup> Fear reduces women’s ability to travel around cities and rural areas. This limits their ability to attend school, participate actively in civil society and engage in economic activities.

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<sup>58</sup> The 2011 World Development Report includes a table that highlights direct and indirect impacts of gender differences of violence in communities.

<sup>59</sup> See data posted on the Juarez Observatory website [Accessed April 29, 2012: <http://observatoriodejuarez.org/dnn/Estadisticas/Violenciacontramujeres.aspx>]

<sup>60</sup> See data posted on the Juarez Observatory website [Accessed April 29, 2012: <http://observatoriodejuarez.org/dnn/Estadisticas/Violenciacontramujeres.aspx>]

<sup>61</sup> Cordova, Abby 2011. Presentation: Understanding Crime and Violence in Central America’s Neighborhoods: The Case of El Salvador.

The effect that insecurity and delinquency has on women is significant in Monterrey, Juarez, and Tijuana according to the 2010 National Discrimination in Mexico Survey (ENADIS) survey, while securing employment is the principle problem women cite in Queretaro.<sup>62</sup>

***Gender Norms of Masculinity and Femininity Increase Susceptibility for All Forms of Violence (Community-Based Violence, Intimate Partner Violence, and Family Violence)***

Violence is linked to gender norms around masculinity and femininity.<sup>63</sup> Communities that suffer outbreaks of violence (like what some Mexican cities are experiencing today) require focused and concerted efforts to interrupt the cycle of violence. The research on violence is clear: community violence begets more violence immediately, in the short- and/or long-term.<sup>64</sup> Male gender norms reinforced by society of revenge and pride are a potent catalyst for male victims to become perpetrators (as revenge) or as a negative coping mechanism (against female partners and children). Exposure to violence as a witness has also been found to increase the probability of future violence, either a victim or perpetrator.<sup>65</sup>

Gender-based violence includes different sub-types of violence, ranging from femicide to emotional and economic abuse in the household by a family member or intimate partner. The acceptability and incidence of intimate partner and family violence is inter-generational<sup>66</sup> and is commonly linked to the presence and acceptance of violence in society. The GOM's 2006 national survey of VAW identifies intimate partner and family violence as including emotional, economic, physical, and sexual violence (with the former perpetrated by one person in the couple against the other, and the latter referring to family violence that might be perpetrated by a father, uncle or other relative living in the household).

A statistic that is tracked internationally among values surveys is levels of acceptability for a man to beat his wife. In Mexico, the percentage of the population that believes that it is never justifiable for a man to beat his wife in 2005 was 77%, and higher than other countries in the region (Brazil and Colombia).<sup>67</sup> Yet, the percentage of the population in Mexico that believes women are hit often is averaged at 63% (with women answering affirmatively at a rate of 66.3% versus 58.9% for men).<sup>68</sup> Rates of intimate partner violence vary among states with women who are now separated having significantly higher rates of violence during the period of their relationship than married or single women (see Table 3).

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<sup>62</sup> Encuesta Nacional sobre Discriminación en Mexico. Consejo Nacional para Prevenir la Discriminación ENADIS 2010., p. 71.

<sup>63</sup> Barker 2006.

<sup>64</sup> Huesmann, L. Rowell 2011. The contagion of violence: The extent, the processes, and the outcomes. In. Social and economic costs of violence: The value of prevention: Workshop Summary, edited by the Institute of Medicine. Washington, DC: National Academies Press.

<sup>65</sup> Halliday-Boykins C.A., and S. Graham 2001. "At both ends of the gun: Testing the relationship between community violence exposure and youth violent behavior," *Journal of Abnormal Child Psychology* Vol 29(5): p. 383-402.

<sup>66</sup> Alessandra Guedes 2011. Presentation of Violence against women in Latin America and the Caribbean: A comparative analysis of population-based data from 12 countries.

<sup>67</sup> Value Surveys Databank. [Accessed: April 29, 2012: <http://www.wvsevsdb.com/wvs/WVSAanalyzeIndex.jsp>].

<sup>68</sup> <http://www.conapred.org.mx/redes/userfiles/files/Enadis-2010-RG-Accss-002.pdf>

**Table 3: Rates of Intimate Partner Violence (All Forms) by States, 2006**

	Last 12 mos Married or together	During Relationship Extreme violence	During the Period of the Relationship Current Relationship Status			
			Total	Married or together	Separated	Single
	%		%	%	%	%
<b>National</b>	40.20	26.40	43.20	46.60	61.50	26.00
Baja California **	30.60	19.80	34.20	34.60	54.00	21.70
Chihuahua**	43.00	19.90	n.d.	47.30	n.d.	n.d.
Durango -	47.90		48.60	53.90	65.70	26.80
Hidalgo *	39.70	28.20	n.d.	47.60		
Morales *	n.d.	n.d.	n.d.	n.d.	n.d.	n.d.
Nuevo León **	32.90	19.50	34.40	37.00	54.20	18.50
Oaxaca *	38.20	28.40	n.d.	46.00	n.d.	n.d.
Puebla *	41.10	35.90	47.10	51.10	66.90	27.80
Querétaro -	34.30		36.70	40.80	61.80	20.80
Tamaulipas -	33.40		36.80	39.80	47.60	23.60
Zacatecas -	36.80		38.20	42.10	61.70	18.40

Data for all states except for extreme violence and Chihuahua were accessed at: <http://www.inegi.org.mx/> n.d. = no data  
Data for Chihuahua and extreme violence are from the State Report: INEGI. Panorama de violencia contra las mujeres ENDIREH 2006.

Insufficient data exist to state conclusively that gender-based violence, and in particular family or intimate partner violence, is increasing throughout the region. However, GOM surveys have found that nationally at least 40% of women are affected by intimate partner violence, with some states having levels exceeding 50%.<sup>69</sup> The levels of intimate partner violence affects USAID/Mexico's programming in the following ways:

- Intimate partner violence is linked to increased levels of violence in the community and reduces educational outcomes for children and youth.
- Health outcomes for women are affected by gender-based violence (including intimate partner violence); in turn, morbidity affects labor force participation and productivity, as do care-taking responsibilities for women and girls.
- Gender-based violence perpetuates vulnerability of women and men.
- Family violence in the household is a risk factor for juvenile violence.<sup>70</sup>
- Risky behavior increases through adolescence and into young adulthood and differs for males and females.<sup>71</sup>

The direction of the causal error for each case of intimate partner violence may be different. However, findings of a study led by the Pan American Health Organization (PAHO) confirm that children who either experience violence directly or witness violence among their parents are at

<sup>69</sup> INEGI. Encuesta nacional sobre la dinámica de las relaciones en los hogares. 2006.

<sup>70</sup> Cohen, Mark A and Mauricio Rubio 2007. Solutions Paper: Violence and Crime in Latin America. Working Paper. Inter-American Development Bank.

<sup>71</sup> Bagby, Emilie and Wendy Cunningham 2007. "Early Identification of at-risk youth in Latin America: an application of cluster analysis," Policy Research Working Paper Series 4377, World Bank.

higher risk of becoming victims of intimate partner and sexual violence (in the case of girls) or of perpetrating intimate partner and sexual violence (in the case of boys).<sup>72</sup> Risk factors for gender-based violence follow the same pattern of violence in general: high neighborhood crime and violence, and lack of economic opportunities for men.<sup>73</sup> When gender norms of masculinity are combined with unemployment and alcohol and drug use, there is an increased probability of men engaging in violence, including intimate partner violence.<sup>74</sup> Often sustained by gender norms of femininity, intimate partner violence acts as a catalyst that if not altered can perpetuate a cycle of violence for men, women, boys and girls. Daughters of women who have suffered domestic violence are more likely to make choices that result in them suffering domestic violence as adults, and sons are more likely to be perpetrators of violence.<sup>75</sup>

Recent survey research suggests that there is some hope that the level of acceptance of violence against women is not intransigent in Mexico. A survey on Men and Gender Equality Policy that included metropolitan areas of Mexico (Monterrey, Queretaro, Jalapa) offers some evidence that attitudes are changing.<sup>76</sup> Of those surveyed, 93% knew about the Violence against Women Law and just 6% agreed that there were times “when a woman deserves to be beaten.” The study also concluded that childhood experiences matter, and that engaging men in the lives of their children and the household changes attitudes and perceptions. A recent study of men’s attitudes towards gender equality concluded that in Mexico, men with higher levels of education have more gender equalitarian attitudes.<sup>77</sup> These data validate the link of changing attitudes through education.

### **Working with Youth**

A significant factor that propagates violence in a community is lack of economic opportunities. The activities under Objective #2 address economic competitiveness and opportunities in general. This section focuses the gender dimensions of youth engagement in the community. “Promoting youth engagement” is one of USAID/Mexico’s cross-cutting strategies for mitigating the community-level impact of crime and violence. In a 2010 opinion survey, 67.2% of the youth respondents identified insufficient preparation or inexperience as the reasons for problems securing a job.<sup>78</sup> As discussed in Objective#2, access to formal employment among youth is lower than for adults in general. According to the GOM’s employment data for April-June 2010, youth ages 14-19 represent 43% of the population, with the largest demographic cohort being ages 14-29. This represents a significant immediate youth bulge.<sup>79</sup>

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<sup>72</sup> Notes from Presentation made by Alessandra Guedes of the Violence against women in Latin America and the Caribbean: A comparative analysis of population-based data from 12 countries on 5 December 2011.

<sup>73</sup> Andrew Morrison, Mary Ellsberg, and Sarah Bott 2007. “Addressing Gender-Based Violence: A Critical Review of Interventions,” *World Bank Research Observer*, Vol. 22, No. 1, pp. 25-51.

<sup>74</sup> Hindin, Michelle J., Sunita Kishor and Donna L. Ansara 2008. “Intimate Partner Violence among Couples in 10 DHS Countries: Predictors and Health Outcomes.” DHS Analytical Studies 18 (USAID).

<sup>75</sup> Knaul, Felicia and Miguel Ángel Ramírez 2005. Family Violence and Child Abuse in Latin America and the Caribbean: The Cases of Colombia and Mexico. Inter-American Development Bank.

<sup>76</sup> ICRW 2011. Evolving Men: Initial Results from the International Men and Gender Equality Survey (IMAGES), p. 47-48

<sup>77</sup> Barker, Gary and Francisco Aguayo 2012. Masculinidades y Políticas de Equidad de Género: Reflexiones a partir de la encuesta images y una revisión de políticas en Brasil, Chile y México, Promundo, International Center for Research on Women, p. 25

<sup>78</sup> The data were not sex-disaggregated. SEGOB 2010. National Survey of Discrimination in Mexico (ENADIS) [Accessed April 29, 2012: <http://www.conapred.org.mx/redes/userfiles/files/Enadis-2010-RG-Accss-002.pdf>], p. 60.

<sup>79</sup> INEGI. Encuesta Nacional de Ocupación y Empleo. 2010.

Through its programming, USAID/Mexico is equipping at risk-youth with the training and life skills needed to qualify for employment and to reduce their vulnerability to joining gangs and engaging in criminal activity. Furthermore, a collateral benefit for youth is supervised programs that generate a sense of belonging. A key protective factor to preventing risk-taking and/or participating in violence is if youth are monitored and able to generate a sense of community or belonging. There are several gender-based constraints that affect this type of programming.

*Young women and young men are equally impacted by violence in the communities, but in different ways.* While the percentage of gang membership is primarily male, women are also affiliated with gangs. USAID's recent youth assessment concludes that youth programs need to "catch-up" with the reality that the number of young women gang members and drug addicts is growing.<sup>80</sup>

When violence increases in communities and opportunities become less, both young men and women engage in riskier behavior. For women, the outcome of risky behavior is often increases in teen pregnancy. Among age groups, use of any contraception is lowest among 15-19 year olds (44.7%) compared to other age groups reporting: 20-24 (62.9%); 25-29 (66.5%); 30-34 (73.1%); and 35-39 (80.2%).<sup>81</sup> In the target states for the youth programming, the percentage of total births by adolescent mothers is increasing in Baja California (from 18.8% in 2004 to 20.3% in 2010); Chihuahua (from 19.9% in 2004 to 23% in 2010); and Nuevo Leon (from 14.8% in 2004 to 16.95% in 2010).<sup>82</sup>

*Young women and young men face different kinds of obstacles to participating in after-school programs.* Young women often cannot participate because of the mobility problems discussed above. Furthermore, they are often responsible for taking care of younger siblings and/or domestic chores that increase the distances they may have to travel or reduce opportunities to participate in afterschool and week-end school-to-work skills development programs. As they approach their final years of primary school, girls are often required to leave their studies to take care of younger siblings at home while parents – frequently single mothers – work.<sup>83</sup> In addition, family obligations also drive choices for young men. Traditionally, young men are expected to get jobs that last a lifetime and support their families, while young women may be expected to be employed only until they have children.

*Young women and young men have poor employment opportunity choices.* A discussion about gender and youth usually begins with statistics that demonstrate that boys are falling behind, in both schooling and vocational training programs. It can be more difficult to get boys to participate in programs; however, it is important to not miss the bigger picture -- the overall poor quality of education and stagnant labor market in many Mexican neighborhoods. Thus, policy and programs should aim at expanding opportunities for both young men and women. It is not

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<sup>80</sup> Gersony, 2012.

<sup>81</sup> INMUJERES Gender Indicators:

[http://estadistica.inmujeres.gob.mx/formas/fichas\\_inm.php?modo=v&dirUrl=tooltipayudas.php%3FIDpag%3D6](http://estadistica.inmujeres.gob.mx/formas/fichas_inm.php?modo=v&dirUrl=tooltipayudas.php%3FIDpag%3D6).

<sup>82</sup> INEGI, Estadísticas de Natalidad [updated 3 February 2012].

<sup>83</sup> INEGI 2009.

enough for youth employability programs to focus on the existing job market. Rather, they should address the types of jobs available for young men and women. Initial starting wages, when compared to being unemployed is a reasonable indicator, but it is not a sufficient indicator. Opportunities for advancement and job growth are also important. These are especially important factors through the years of raising a family.

*Family dynamics in marginalize neighborhoods negatively affect young men.* Violence in the family, lack of support, appropriate discipline, and weak monitoring are all risk factors for violence (and joining a gang) at the individual level for young men. While young women in marginalized neighborhoods tend to face similar family settings, the protective factors to keep them "safe" in their home are greater so young women tend to be out on the street less. The effect of this dynamic is that young men have fewer protective factors to prevent them from being drawn into gangs.

*Girls and boys face different levels and kinds of child abuse.* As discussed above, being a victim of abuse is a risk factor for engaging in violence, risky behavior and/or being a victim in the future. According to the child and youth survey of 2003, approximately 28% of Mexican children 6-9 years old are hit by their parents. The number of cases that are officially reported is relatively small; however, mothers are the ones responsible for the abuse that is reported in 47% of the cases.<sup>84</sup> Furthermore, in Mexico, abuse of girls in the household is related to the idea that girls should be submissive and obedient.<sup>85</sup>

### **Gender Gaps in Programming**

Crime and violence prevention activities affect males and females in different ways, as discussed in this section.

1. USAID Mexico is providing technical assistance using a *participatory civic planning approach*. Research supports that community participation and the use of community activists is a promising practice. Yet in Mexico gender roles define how men and women participate in civil society and engage with government. Therefore, projects that seek to increase civic participation need to take into account gender differences in design. Utilizing data available from the Americas Barometer validates that there is a gender gap in civic participation levels at the community level (working to solve a problem) with men participating at higher levels (9 percentage points) in Mexico.<sup>86</sup> It is not that women will not participate civically in their communities. Women attend the parents' association meetings at a rate of 18 percentage points more than men. However, the types of civic participation tend to be defined by gender roles, and should be considered in project design and implementation.

<sup>84</sup> GOM 2006. Secretaría de Salud, Extracto del Informe Nacional Sobre Violencia y Salud, p. 27. [Accessed 5/2/2012: [http://www.unicef.org/mexico/spanish/Informe\\_Nacional-capitulo\\_II\\_y\\_III\(2\).pdf](http://www.unicef.org/mexico/spanish/Informe_Nacional-capitulo_II_y_III(2).pdf)]. Due to the elections the website: <http://www.dif.guanajuato.gob.mx/index.php> is not accessible.

<sup>85</sup> Cámara de Diputados 2005. Violencia y maltrato a menores en México. [Accessed 5/2/2012: <http://www.diputados.gob.mx/cesop/doctos/VIOLENCIA-MENORES.pdf>].

<sup>86</sup> Giannoni, Tonya et al. 2012 (forthcoming), Gender Assessment for the Office of Regional Sustainable Development of the Bureau for Latin America and Caribbean, p. 11.

2. USAID/Mexico is supporting GOM's ongoing social communications and outreach strategy. There are two important gender considerations for this type of programming:
  - *Avoid women-only-as-victims messaging.* Gender research findings indicate that presenting women only as victims and providing them services is not sufficient to reduce violence in the communities or the household. Women can be part of the solution to reduce violence in communities. Evidence-based programs implemented in the United States have demonstrated the valuable role women can play in preventing the escalation of violence.<sup>87</sup>
  - *Engage men and promote positive gender norms via education and youth programming.* Given the inter-generational nature of intimate partner violence, prevention is critical. Gary Barker presents a compelling argument in his work that "the underlying factors related to male violence against women are deeply rooted in the social construction of masculinity."<sup>88</sup> Furthermore, it is easier to change attitudes in boys and young men than older men.<sup>89</sup> His work also stresses the role that fatherhood can play in changing male behavior.
3. Based on interviews conducted with USAID implementing partners and analysis of the available data, gender is partially integrated into at-risk youth programming in four centers in Ciudad Juarez. Sex-disaggregated data on participants in its programs are reported and special classes are conducted for female participants on reproductive health and managing violence within intimate relationships; otherwise young women and men participate in program activities together. The program addresses one of the indirect impacts of violence, namely mobility, by offering training programs in the communities.<sup>90</sup> However, the types of programs that are offered reinforce gender stereotypes in employment and are not adequately based on a labor market analysis.<sup>91</sup>
4. A particular challenge to monitoring and evaluating community-based programming is how to collect data and measure gender gaps. Most government surveys are of households. The problem or challenge with household surveys is they disguise gender differences that may exist in terms of perceptions and access. The Ministry of Social Development (SEDESOL) is a key counterpart for USAID/Mexico's support to GOM and federal civic planning. At the strategic-level, SEDESOL integrates gender and does not discriminate. For example, the results framework for the Rescuing Public Spaces Program includes gender sensitive indicators for selected projects. However, the framework collects perception data only at the household-level.

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<sup>87</sup> [www.ceasefirechicago.org](http://www.ceasefirechicago.org).

<sup>88</sup> Barker, p. 52.

<sup>89</sup> Morrison, Andrew, Mary Ellsberg, and Sarah Bott 2007, p. 43.

<sup>90</sup> WOLA 2009

<sup>91</sup> Gersony, Robert 2012 (in draft). "Merida Initiative-Pillar IV: Situation Analysis and USAID Activities Options for At-Risk Youth in Tijuana, Juarez and Monterrey." The Gersony Report found, for example, that efforts to help young women develop self-employment skills to become beauticians or seamstresses can quickly flood local markets for these services (Gersony, 2012 p. 20) and leave participants not much better off for their efforts.

### **2.3.2 Recommendations**

USAID/Mexico has several new programs starting under Objective #3. The recommendations in this section are offered with the expectation that the activities can be integrated into the programs as already designed.

***Citizen Security Recommendation #1: To understand the gender dimensions of municipal-level crime prevention programming, add requirements to collect sex-disaggregated data on decision-making (not only counting the number of participants) in the Mexico Crime and Violence Prevention Program.***

As noted in the previous section, women and men participate differently in their communities, often defined by their gender roles. While USAID programs target the participation of women and men at similar levels, participation is not sufficient. LAC/Regional Sustainable Development (RSD) recently completed a mid-term evaluation of the Central American Regional Security Initiative (CARSI) program in El Salvador. Preliminary data analysis suggests that while community participation is improving the sense of security for men and women, the programs' effects on women are less than that on men.<sup>92</sup> Part of the explanation in that case is that women have higher levels of fear for their physical safety at the baseline.

Data available from INEGI's 2010 survey for Mexico suggests that women in Mexico also feel a higher level of fear and insecurity. In the case of El Salvador, even considering the difference at the baseline, the programming did not appear to deliver the same results for women. A reasonable explanation is that the participatory process to identify and prioritize community safety-improvement activities may not adequately address the root causes of women's feelings of insecurity. Therefore, a starting point is to ensure that USAID/Mexico measures the levels of decision-making in the participatory process by women as part of its new program. A second element of the solution is presented in the following recommendation.

***Citizen Security Recommendation #2: To address factors that affect women's security, integrate gender specifically into mapping activities at the municipal level.***

Gender mapping, as part of a municipal crime prevention strategy, can be a useful strategy if applied in three layers. On the first layer, focus groups of individual men and women can be involved in mapping those areas in a community where they feel safe and not safe (as well as the times). The second layer should include the political, social and economic activities disaggregated by sex for the corresponding areas. Adding this layer can identify gender gaps (i.e. where men and women are more likely to work, socialize, and/or respond to household or care economy responsibilities). These two layers help authorities identify risk factors and problem areas to better prevent crime. On the third layer, authorities can/should map reported crime and identify the sex of the victim and the alleged perpetrator as well as the type of crime (USAID already has been supporting this activity, see Box 3). The overlays of these three maps provide important gender-related information to support community policing and police efforts to recoup public spaces.

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<sup>92</sup> Key informant interview.

**Box 3: Promising Practices to Address Women's Security Needs**

**Mapping Insecurity.** The application of geo-referencing and data collecting to identify areas where women feel unsafe is being tested by the Pan American Health Organization (with funding from USAID) in Ciudad Juarez in Mexico. Utilizing these types of tools based on a participatory appraisal method (Observatories with civil society and municipal governments' participation) is helping the community to identify priority areas for prioritizing interventions based on evidence. The information collected during the observatories is available online for the general public. Observatories that collect data on the location, time, agenda, sex, and weapon used in El Salvador have produced similar positive results in the municipality of Santa Tecla.

Sources: Interviews conducted by DevTech in Mexico, February 2012 and Washington Office on Latin America 2011. "Tackling Urban Violence in Latin America: Reversing Exclusion through Smart Policing and Social Investment."

**Women's Security Audits.** A multi-agency, multi-country research project surveyed 163 local government-community partnerships on women's safety, and identified the 'women's safety audit tool' as a promising practice. The assessment identified the factors that contribute to success, such as using the need to conduct research on safety issues prior to applying the tool, incorporating the tool as part of a long-term audit function, and engaging diverse groups. The positive outcomes from applying the tool include physical and policy changes, greater awareness, positive publicity, and increased skills sets. Challenges include the loss of a gendered aspect of space and personal security and a tendency for a co-option by professionals of the process.

Source: United Nations Human Settlements Programme (UN-HABITAT) 2008. Women's Safety Audits: What Works and Where?

***Citizen Security Recommendation #3: To address factors that affect women's security pilot gender security audits in one or two target communities that implement and collect sex-disaggregated data.***

Currently, there is not a clear gender strategy for the crime and prevention programming implemented at the municipal level. Of the expected results for the Mexico Crime and Violence Prevention Program, none of the results explicitly integrate gender although there are requirements for the implementing partner to report sex-disaggregated data and to identify gender differences for recruitment into organized crime as well as how men and women are engaged in the economy. *Section 3 of this report proposes adjustments to the results and indicators for those results to integrate gender.*

Coupled with gender mapping a promising practice that could support this work is presented in Box 3. Safety audits can identify options and may result in different priorities, due to the full participation of women and men.

***Citizen Security Recommendation #4: To improve the effectiveness of crime and violence prevention programs, consider incorporating promising practices that integrate gender into the project design and coordinate activities with the Women's Institutes.***

Based on the document review conducted as part of this assessment, there are several relevant promising practices that can be shared with USAID/Mexico's partners working at the municipal-level (not all of these can be directly implemented by USAID, but the Mission can play a role in disseminating lessons learned). These are:

- Review good practices in policing programs that have been successful in recruiting women (and include family violence units) and are linked to intimate partner violence prevention activities (e.g., Nicaragua).<sup>93</sup>
- Examine models that have aimed to change behaviors and attitudes about gender-based violence, in particular those focused on gender norms that perpetuate risk factors for violence (e.g., Program H and M in Brazil, Sexto Sentido in Nicaragua).

INMUJERES has demonstrated its effectiveness in conducting analysis as well as disseminating information and keeping the attention on gender at the national level. The establishment of the Women's Institutes in the states and at the municipal level is the next step. In each community, coordination and linkages should be made with the Women's Institutes.<sup>94</sup>

***Youth Recommendation #1: To prevent a further escalation of young women joining gangs, adapt youth programming to include young women while challenging gender stereotypes that leave women vulnerable to continued wage-gaps.***

The Gender Assessment findings square with those of the Gersony Report. Particularly as regards reaching young women who are being drawn increasingly into the culture of gangs and delinquency (according to International Youth Foundation [IYF] focus group findings). The type of technical training that USAID grant-funded activities provide young women appears particularly important. The "Youth: Work Mexico" program could benefit from studies to identify in which areas technical skills training can be brought into alignment with job markets as it ramps up its activities for young women. Furthermore, while the concept that any job is better than no job addresses immediacy, reducing gender segregation in the labor market for long-term sustainability and growth is an important objective as are programs empower both women and men.

**Box 4: Community Business Centers**

*These business centers were initially developed by the Fundación Juan Diego, A. C. and have been continued through a national network of women. The model begins with the principle that community development generates wealth. The model works at the community level with communities to:*

- *Prioritize citizens' initiatives*
- *Provide business support services*
- *Develop businesses related to women's reproductive activities (thereby reducing their time deficit relative to men)*
- *Conduct market research*

Source: Interviews during the gender assessment.

<sup>93</sup> See: <http://www.dcaf.ch/>. The website includes a good summary document on the Nicaragua policing model that integrates gender. <http://www.dcaf.ch/Chapter-Section/Policing-and-Sexual-Violence>. Also, Gender and Security Sector Reform Training Resource Website: <http://www.gssrtraining.ch/index.php/en/training-exercises/police-reform>

<sup>94</sup> To date there are more than 1,200 municipal women's bodies, covering approximately 50% of the country's 2,435 jurisdictions. <http://generodesarrollolocal.inmujeres.gob.mx/2011/>

In Mexico, as in much of the LAC region, self-employment and entrepreneurship is a key area of growth and opportunity. Consequently, while skill building that is focused on employers, internships, and partnerships is a valid model it is not a sufficient model. Thus, it is recommended that USAID consider including a specific area of activity interventions that strengthens business skills. For example, the Community Business Center model is an innovative model that can be examined by USAID (see Box 4).

***Youth Recommendation #2: To address intimate partner-violence, integrate prevention information and strategies into at-risk youth activities.***

There are two reasons to integrate intimate partner violence prevention and information strategies into existing programs. First, all youth programs in marginalized communities must deal with the effects of GBV. During implementation there is no choice. However, this is an unforeseen” activity that was not contemplated in the original design and the solutions introduced are necessarily ad-hoc. Thus, it is recommended that all programs incorporate methods and tools to respond to GBV. Moreover, it is further recommended that specific programs to prevent GBV be included.

Second, youth are those who are best targeted for intimate partner prevention activities. The evidence is clear that intimate partner violence is a significant challenge to reducing overall violence in Mexico. Starting with positive gender role-modeling and identifying VAW as something to be changed is a smart investment. A recent survey conducted in Mexico reveals that an aspect of this problem may very well be a gap in perceptions. When asked if physical violence is exercised in the country of men towards women, in Mexico 17% of men said yes as compared to 31% of women. In Chile the gender gap in the response was nearly non-existent (30% to 31%).<sup>95</sup>

**Box 5: Program H**

*A coalition of NGOs in Brazil and Mexico have developed a curriculum designed to promote changes in attitudes towards gender—a manual series called ‘Program H.’ An impact evaluation of this work found that the group educational activities and community media activities changed attitudes about fatherhood, care-giving, and gender. Since the original evaluation, Promundo has developed a tool for measuring progress.*

Manual: <http://www.promundo.org.br/en/sem-categoria/program-h-materials/>.

Source: Barker, Gary and Fabio Verani 2008. “Men’s Participation as Fathers in the Latin American and Caribbean Region: A Critical Literature Review with Policy Considerations.” Brazil: Promundo., p. 45.

***Youth Recommendation #3: To address family violence, integrate parenting and positive gender roles into programs for at-risk youth.***

As discussed above, a supportive family is an important protector for children and youth against crime and violence. Marital dissolution and instability of the family in the target areas for USAID/Mexico programs is high. Therefore, while engagement directly with the youth is beneficial it is only one quarter of the forces that directly affect a child’s development (peers).

<sup>95</sup> Barker and Aguayo 2012., p. 47.

Family (parents), neighborhood, and school represent direct forces. Consequently, as youth programming is being developed it is critical to examine opportunities to address parenting. Activities and interventions to strengthen parenting skills need to be gender sensitive. For young mothers, skills related to appropriate discipline and positive reinforcement are the most critical. Getting young fathers involved must begin with making the case for their involvement, which is not automatic given the trend that among low-income men parenthood is often unplanned.<sup>96</sup> *Promundo* from Brazil has been a regional leader in men's engagement, including as fathers. A recent study provides an inventory or roadmap for models and programs that are being tested in the region (see Box 5 for one such program).<sup>97</sup> The consensus is clear: young men being a positive father role model benefits the development of the child and the father.

#### **2.4 Objective #4 – Support Mexico's Implementation of Criminal Justice Constitutional Reforms that Protect Citizens' Rights**

The GOM is implementing a new criminal justice system with the objective of increasing transparency, strengthening rule of law, and improving protection of citizen's rights.<sup>98</sup> These reforms have the potential to address the root causes of impunity in Mexico, namely: 1) the inability of the criminal justice system to solve serious crimes, prosecute the crimes efficiently, and adjudicate justly; and 2) the general lack of confidence in the criminal justice system by those who should use it (70% of the population do not report crimes due to lack of trust or the inefficiency of the system).<sup>99</sup> The general perception is that the current system commits human rights abuses against those who have committed minor crimes and delivers impunity for perpetrators of serious crimes, such as homicide, femicide, and sexual violence. In addition, the system re-victimizes the most vulnerable (especially women who are victims of domestic violence and children who are victims of child abuse).

The criminal justice reforms in Mexico have four main elements: (1) transition to oral, adversarial procedures, alternative sentencing, and alternative dispute resolution (ADR); (2) greater protection of the rights of the accused; (3) modifying the role of the police in criminal investigations; and (4) stronger mechanisms to combat organized crime.<sup>100</sup> As presented in its interim strategic framework, USAID is supporting this transition to a new criminal justice system through:

- Capacity building of justice sector institutions to implement the reforms (including future lawyers);
- Improved criminal procedure codes; and
- Enhanced accountability structures, including governmental monitoring and evaluation capacity, citizen monitoring, and protections for journalists.

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<sup>96</sup> Barker, Gary and Fabio Verani 2008. "Men's Participation as Fathers in the Latin American and Caribbean Region: A Critical Literature Review with Policy Considerations." Brazil: *Promundo*, p. 36

<sup>97</sup> Barker, Gary and Fabio Verani 2008. "Men's Participation as Fathers in the Latin American and Caribbean Region: A Critical Literature Review with Policy Considerations." Brazil: *Promundo*.

<sup>98</sup> <http://www.usaid.gov/mx/ruleoflaweng.html>

<sup>99</sup> INEGI. Estadísticas sobre seguridad pública y justicia 2011. Encuesta Nacional sobre Inseguridad 2010, Cuadro 2.13., p. 68.

<sup>100</sup> Justice in Mexico Project 2010 (May). "Judicial Reform in Mexico: Change & Challenges in the Justice Sector." San Diego: Trans-Border Institute

USAID/Mexico is in a unique position to promote gender equality and female empowerment by strengthening the organizations with which it is working to integrate gender analysis into activities that support these reforms. The rationale for doing so is clear: to succeed the reforms must improve justice for both women and men. Yet, there are gender differences (some based on over-arching gender gaps identified in the introduction) and others because women and men are distinctly affected by crime and how they can access justice. For example, women and men tend to be victims of different kinds of crime, with men more likely to be victims of car theft and women of house robbery and sexual crimes. Women are also less likely to be a perpetrator of a crime but nevertheless have a role as witnesses. As witnesses they are more vulnerable to threats of violence. Moreover, when there is arbitrariness in the justice system, with women more likely to be secondary victims when their husband or son is subject to injustices.

Improving criminal justice in Mexico is complex. As already discussed in the previous section, the escalation of crime and violence has been extraordinary placing the impetus on quick successes. Furthermore, Mexico is a large multi-cultural country with geographic, income, and rural/urban gaps that affect gender relations.<sup>101</sup>

The analysis presented in the following section focuses on common gender trends that affect the target states for USAID assistance. The analysis and recommendations provide a foundation for project-level analysis that incorporates a gender approach: collection of sex-disaggregated quantitative and gender-sensitive qualitative data, careful analysis of this data, and the integration of gender in policy formulation and implementation.

### **2.4.1. Gender Gaps**

Even when a policy reform incorporates gender in the design, implementation often lacks a sustained gender perspective and effective engagement of both men and women. Mexico's significant criminal justice reform is no different. To be successful the reform requires skills development for police, crime investigators, prosecutors, lawyers, and judges. This process provides a unique opportunity to promote gender equality and reduce gender-based barriers to justice.

There are several institutional mechanisms in place, such as SETEC that can ensure the reform process is engendered. However, there are remaining several institutional weaknesses and gender gaps institutional. These are reviewed in the next section followed by recommendations for USAID.

### ***Institutional Weaknesses***

There are three types of institutional weaknesses that may impede the achievement of gender equality through the criminal justice sector reform:

- 1) Lack of sex-disaggregated and gender-sensitive data
- 2) Low rates of participation of women in the justice sector

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<sup>101</sup> USAID is focusing on supporting criminal justice reform at the state level, primarily in Baja California, Chihuahua, Hidalgo, Morelos, Nuevo Leon, Puebla, and Oaxaca (with potential expansion to include Durango, Tamaulipas, Zacatecas, and Mexico with some activities at the federal level. USAID Annual Program Statement Number 523-12-02: Mexican Partnership Program.

### 3) Inadequate gender integration

#### *Inadequate gender statistics*

The criminal justice sector reforms are part of a larger reform effort to strengthen governance in Mexico. Among these reforms, the 2008 Geographic and Statistical Information Law established INEGI as an autonomous agency is a significant opportunity to address the lack of adequate information about the justice system. .

INEGI has identified several problems: low of confidence in justice statistics, general lack information about public security and justice, as well as VAW. INEGI has already taken some important steps to address these problems, which include the 2003 and 2006 surveys on VAW. In addition, in its Statistics on Public Security and Justice for 2010, INEGI presents a wealth of data.<sup>102</sup> Yet, there are some missing sets of gender-related data that prevent full transparency and effective decision-making. For instance, several of the people-level data reported are not sex-disaggregated: crimes reported by whom, reasons for not reporting a crime, victim (with the exception of homicide), percentage of the population that has been a victim of crime, and perception data on public security (including confidence levels). These types of data are important in order to measure and understand the differential impact of the criminal justice reform on men and women.

Those data that are sex-disaggregated are related to who has been tried and sentenced, available prison space, and juvenile justice (for minor offenses). Men represent more than 90% of the adults convicted of a crime and serving time in prison. The statistics for juveniles for minor offenses are similar.

#### *Women's low-participation in the justice system*

Women have lower levels of participation in judicial sector institutions (e.g., 20% compared to 80% for men in Mexico). There are fewer female police officers (15%), prosecutors, and administrative personnel in the Ministry, and fewer women judges (17% of municipal judges).<sup>103</sup> As outlined in USAID's new Gender Policy, the problem or challenge for development is that these low levels of input lead to sub-optimal solutions when only half of the population participates.

#### *Inadequate gender integration*

Programs designed to build local capacity in the justice sector, and protect journalists and human rights advocates are not sufficiently engendered. For example, USAID is supporting training activities that are focused on the technical aspects of the transition to the oral accusatorial. Based on the interviews conducted during the assessment, gender is not fully integrated. While the rights of women are considered and data are collected on who is trained, there is not an explicit gender strategy incorporated into the training design. Moreover, the special circumstances that

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<sup>102</sup> INEGI 2011. [Accessed 4/29/2012:

[http://www.inegi.org.mx/prod\\_serv/contenidos/espanol/bvinegi/productos/continuas/sociales/seg\\_y\\_just/2010\\_princ\\_indic/Seg\\_Pub\\_Jus\\_2010\\_Tab.pdf](http://www.inegi.org.mx/prod_serv/contenidos/espanol/bvinegi/productos/continuas/sociales/seg_y_just/2010_princ_indic/Seg_Pub_Jus_2010_Tab.pdf)].

<sup>103</sup> INEGI Public Security and Justice Statistics, 2010. Tables 7.5 and 7.6.

women face in Mexico are not expressly included (although the implementing partner has experience working on these issues in other countries).

Freedom House has given Mexico the unfortunate distinction of being one of only four countries in Latin America designated as "not free." As the recent example of the 28 April 2012 killing of a female Mexican journalist confirms, both men and women are targeted. Yet, as discussed elsewhere in this report, women and men are affected differently and have different thresholds for feeling secure. The same holds true for journalists. Women's Communication and Information (CIMAC) has conducted an analysis of the types of threats that women receive as compared to men, which includes women having their family threatened while men are threatened directly.<sup>104</sup> CIMAC also has anecdotal evidence that women journalists who face threats are often removed from the case and/or fired (which is not the case for male journalists). Unfortunately, the statistics that are gathered on attacks against journalists are not disaggregated by sex and the gender analysis is not sufficiently thorough. For example, available Human Rights Commission for the Federal District (CNDH) reports on defenders of human rights do not account for gender disparities.<sup>105</sup> In addition, the manual that guides efforts to protect journalists and human rights defenders limits its gender analysis to identifying a class of human rights defenders that includes those that defend the rights of women.<sup>106</sup> The types of threats are not disaggregated by sex, and the reporting format only collects data on the sex of the victim.

### ***Gender-based discrimination in the justice sector***

There are no reliable nationwide data about discrimination in the new oral, accusatorial system for Mexico. There are organizations that are working to document gender-based barriers to justice. One such organization interviewed for this gender assessment – the Center for Women's Human Rights (CEDEHM) – has identified 12 points in the justice chain at which women are discriminated against (and in effect discouraged from accessing justice). In regard to the new criminal justice system, obstacles to justice for women include: the use of "minor offenses" reform by judges to dismiss cases of sexual and domestic violence (particularly in Chihuahua);<sup>107</sup> and the use of mediation in the cases of family violence (rather than applying penalties as established by the violence against women laws). In some countries, mediation in the case of domestic violence is prohibited because experience has demonstrated that power differences make it unworkable. Other problems that CEDEHM identifies as disadvantaging women is the reliance on fines for certain crimes and inadequate support structures or monitoring to ensure the fines do not result in the convicted person obviates his financial responsibility to provide food for his children. Finally, CEDEHM states that judges are not attending gender trainings that are being offered to examine and address some of these barriers.

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<sup>104</sup> Online news report 2011 (July 26): <http://ipsnews.net/news.asp?idnews=56625>

<sup>105</sup> Comisión de Derechos Humanos del Distrito Federal 2011. Informe especial sobre el derecho humano a defender derechos humanos en la ciudad de México. [Accessed 5/3/2012: [http://www.cd hdf.org.mx/images/pdfs/informes/especiales/informe\\_defensores.pdf](http://www.cd hdf.org.mx/images/pdfs/informes/especiales/informe_defensores.pdf)]

<sup>106</sup> [http://www.cd hdf.org.mx/images/pdfs/convocatorias/2012/03/14\\_manual\\_atencion\\_integral.pdf](http://www.cd hdf.org.mx/images/pdfs/convocatorias/2012/03/14_manual_atencion_integral.pdf).

<sup>107</sup> Interview with CEDEHM.

### Gender-based Violence

In previous sections of this report, GBV has been discussed. According to the GOM's survey of VAW in the priority geographic areas for rule of law activities, the percentage of the women who have suffered severe incidents of intimate partner violence ranges from 19.5% in Nuevo Leon to 35.9% in Puebla.

Based on the 2006 GOM report, the reporting rates as a percentage of those who have experienced violence are low (see Table 4). The reasons for not reporting vary with the plurality claiming that the incident was not important. The states with the lowest reporting rates also tend to be the states with the lowest confidence in the authorities to do something about it the violence (Chihuahua, Oaxaca, and Puebla). Of note, Hidalgo has higher reporting rates, and the lowest percentage of non-reporters citing lack of confidence as the reason for not reporting.

**Table 4: Reporting Rates for Victims of Intimate Partner Violence**

	Reported Violence	Why not?				
		Not important	Shame	Fear	Low Confidence	Other
	%		%	%	%	%
Baja California **	15.7	37.9	22.5	27.2	15.4	15.7
Chihuahua**	13.3	45.8	29.6	23.8	20.9	11.1
Durango -						
Hidalgo *	22.3	38.7	32.9	31.4	12.7	13.9
Morales *	n.d.	n.d	n.d	n.d	n.d	n.d.
Nuevo León **	20.5	45.5	24.8	17.7	15.5	18.1
Oaxaca *	15.4	45.6	33.6	42.7	19.8	13.7
Puebla *	13.5	37.3	26.8	30.1	18	15.7
Querétaro -						
Tamaulipas -						
Zacatecas -						
Data is from the report for the State: INEGI 2008. Panorama de violencia contra las mujeres ENDIREH 2006.						
** Priority for crime and violence prevention and rule of law n.d. = no data						

According to the GOM's statistics the official rates of investigation and sentencing for family violence are low given the estimated levels (see Table 5).

The new adversarial criminal procedure in Mexico affords the victim the right to challenge a prosecutor's decision to prosecute a case. However, realistically, a victim's understanding of this will be limited by his/her knowledge of the right and the capacity to execute the right. CONAVIM (Comisión Nacional para Prevenir y Erradicar la Violencia contra

las Mujeres) cites a statistic that only 30% of victims of violence are accompanied through the process with a lawyer and/or legal advisor.<sup>108</sup> Consequently, it is unclear how the new provisions of accountability will change the unilateral authority of the prosecutors.

**Table 5: Gender-Based Violence Statistics**

	2006	2007	2008	2009	2010
<b>Rape</b>					
-Initial Inquires	13,894	14,199	14,078	14,850	14,993
-In process	4,643	4,511	4,369	3,477	3,157
-Sentenced	3,577	3,563	3,675	3,245	3,107
<b>Other sexual crimes</b>					
-Initial Inquires	14,251	16,173	16,207	16,410	16,755
<b>Family Violence</b>					
-Processed	3,827	4,539	4,820	3,866	3,801
-Sentenced	1,318	1,494	1,740	1,775	1,894

Source: Respuestas a las preguntas del Comité de Expertas de la CEDAW relativas al 7° y 8° Informe Consolidado de México sobre cumplimiento de la Convención, p. 16.

## 2.4.2 Recommendations

It is expected that USAID will be initiating some new rule of law activities. The recommendations offered in this section include considerations for new activities as well as options for integrating gender into existing programs. Gender-based violence is highlighted as one area for programmatic consideration. The rationale and purpose for including this area (even if it is not a specific current program area) is that women represent more than 50% of the population. If the new criminal justice system cannot protect their most basic rights, it is questionable whether the reform will achieve the overall goal of improving confidence in the system and justice for all.

***Criminal Justice Recommendation #1: To ensure that the new criminal justice system improves access to justice for both men and women, continue to support state-level civil society organizations to investigate gender-based discrimination in the new accusatorial justice system and disseminate evidence-based approaches to addressing any persistent discrimination.***

Since the accusatorial system is new in Mexico, it is unknown if its implementation will meet the expectations of providing justice for all. Experience in Mexico and global best practices in rule of law suggest that the introduction of this system will not automatically provide justice for all. USAID experience in Mexico has already demonstrated that targeted assistance is often required to address gender-based constraints. For instance, USAID/Mexico has supported the creation of Victims' Assistance Centers and Women's Justice Centers. To move forward with a focused and targeted rule of law program that integrates gender, it is recommended that USAID support the

<sup>108</sup> CONAVIM 2009. "Consultoría sobre el Acceso a la justicia de mujeres víctimas de violencia en el sistema de procuración y administración de justicia en México," SEGOB p. 42

development of an evidence-base on systematic gender-based discrimination in the new justice system.

One potential entry point is to systematically examine the model that CEDEHM has applied in Chihuahua to serve as the basis for developing an evidence-base. As discussed above, interviews conducted during the gender assessment with the Center for Women's Human Rights (CEDEHM) in Chihuahua suggest that discrimination continues and that targeted interventions to protect women that report violence are still required. CEDEHM is one of the few (if not the only) organizations in Chihuahua that has experience providing services to women through the new process.

A second entry point is to continue supporting the "Citizen Observatory" process that has demonstrated its effectiveness in developing an evidence base while building linkages between government and civil society. Conducting a Citizen Observatory focused on the new oral accusatorial system has already been discussed in Monterrey. Like other Citizen Observatories, if one is conducted it should include a gender perspective and identify gender-based constraints.

A third entry point is to provide support at the national-level for an organization to conduct research on gender-based constraints with the objective of identifying procedural reforms that continue the process of strengthening the legislative framework with a gender perspective in accordance with international conventions.<sup>109</sup> Working at the national level provides the opportunity to link this work to the CEDAW reporting process—a key mechanism for holding the Mexican government accountable.

***Criminal Justice Recommendation #2: To ensure that the new criminal justice system improves access for both men and women, include gender modules in USAID-funded support training for police, prosecutors, and judges.***

To date, USAID's interventions have included primarily training for a large number of justice sector officials. There is no evidence that gender has been adequately integrated into this training. As the training is focused geographically there are opportunities to include gender. Furthermore, as the Mission seeks to strengthen its rule of law activities that support the shift to the new criminal justice system, it is recommended that USAID examine the experience of police training in Nicaragua that has been recognized in the World Development Report 2011 and 2012, as well as other evaluations to be a good practice for improving the access to justice of victims of intimate partner violence.

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<sup>109</sup> García, M., Corte, A. y Huerta, M. (2007). El adelanto de las mujeres a través del trabajo parlamentario: evaluación de las iniciativas de género en la LVII, LVIII y LIX Legislaturas de la Cámara de Diputados ¿Cómo legislar mejor? Colección Género y Derecho /3 Centro de Estudios para el Adelanto de las Mujeres y la Equidad de Género CEAMEG, H. Congreso de la Unión, Cámara de Diputados LX Legislatura.

***Criminal Justice Recommendation #3: To improve justice for victims of gender-based violence, continue to support Women’s Justice Centers.***

In Mexican states, there is an emerging promising practice that is beginning to be institutionalized. CONVIM is actively promoting the creation of Women’s Justice Centers at the state level, with federal government support.

As the Mission focuses its rule of activities intensively in selected states, there is an opportunity to deepen and extend the scope of the training to better integrate gender. Of the target states for intensive assistance, Chihuahua, Oaxaca and Puebla have very low reporting rates for intimate partner violence. As reported in Table 4, of those Oaxaca and Puebla have very high levels of extreme violence. USAID already has experience working in Oaxaca on GBV; therefore, it is recommended that Oaxaca could be the first entry point for this work. The approach that USAID has used in the past—support for Victims’ Assistance Centers—has been recognized as a model around the world for providing integrated services for victims of GBV. The approach addresses the weakness in the existing system of lack of support through the process, and also offers victims’ services that address fear and shame. The problem or challenge for these types of activities is a viable funding source. Therefore, a key component of USAID assistance may be targeted towards sustainability.

***Criminal Justice Recommendation #4: To support an increase in transparency in the justice system, identify mechanisms to support the improvement of statistics that are gender sensitive.***

USAID has experience supporting community mapping and other mechanisms to improve the collection of data about crime and the criminal justice system. Given the gaps in data described above, policy-level or technical assistance support to improve the collection of sex-disaggregated and gender-sensitive data collection is critical. At a minimum, it is important to have clear sex-disaggregated data about who reports crimes and perception data on public security (including confidence levels).

***Criminal Justice Recommendation #5: To enhance the ability of current and future lawyers to understand the roles and responsibilities of key justice sector actors vis a vis gender-based obstacles and discrimination and GBV, incorporate gender modules into the technical assistance and/or training programs provided.***

USAID is supporting work that trains practicing lawyers in the oral adversarial system. This training can include a module and/or integrate gender by the selection of the cases used as examples, as well as by including questions that recognize the gender-based barriers to the justice system. As noted above, the American Bar Association (ABA) is a key partner in this effort and has experience addressing women’s legal rights in other regions which could be applied in Mexico if included as part of the scope of work.

In addition, as USAID designs new activities in the area of rule of law and training, it is recommended that USAID/Mexico evaluate and inventory existing promising practices in Mexico. For example, an emerging practice that will support the integration of gender into the Mexican legal system is the effort of the Autonomous University of Baja California to create its own "Gender Studies Program."

***Criminal Justice Recommendation #6: To ensure that both female and male journalists are protected, incorporate gender analysis into the design of activities.***

USAID will be providing support to an early alert system, precautionary measures, and a safety manual for journalists. Based on the gender differences that exist, the approach used to define these measures should include the participation of both female and male journalists (and not assume they face the same risks). Furthermore, risk factors and mitigating measures should be identified for both men and women. A gender analysis could be undertaken to identify these differences, with the manual updated as appropriate.

### 3. INTEGRATING GENDER EQUALITY INTO THE MISSION RESULTS FRAMEWORK

This section reviews USAID/Mexico's Intermediate Results for its Interim Strategic Framework and identifies considerations for indicator definition and measurement. Given that USAID/Mexico is operating under an interim framework until 2013, the Gender Assessment has kept the recommendations for modifying the IR to a minimum. Recommended changes are incremental to assist the Mission in a transition to a future results framework that integrates gender at all levels. Table 6 is thus designed to highlight specific gender considerations by IR.

Based on the gender gaps and recommendations identified in the previous section and USAID's new Gender Policy (released on 1 March 2012), the Gender Assessment team recommends that USAID/Mexico consider including an IR under Objective #3 that addresses gender-based violence (in particular changing attitudes towards) and under Objective #4 that includes improving gender-based violence services in an integral manner as an element of the new criminal justice system. The GA team believes that the inclusion of the results at this level will then allow the Mission to: 1) include as part of its framework several of the Standard Indicators that are included in the new Gender Policy; and 2) promote gender equality and female empowerment as a high-level objective.

**Table 6: Development Objectives, Immediate Results, Proposed Performance Indicators and Gender Dimensions**

Recommendation for IR	Explanation and Recommendations for Indicators
<b>Objective #1 – Support Mexico's commitment to reduce greenhouse gas emissions</b>	
<b>[No Change] IR 1.1</b> – GOM adoption of a National Low Emissions Development Strategy	Indicator definition could include that the LED strategy integrates gender
<b>[No Change] IR 1.2</b> – Reduction of CO <sub>2</sub> emissions by more than a one million tons	Number of individuals adopting new technologies for low-carbon development and economic growth, disaggregated by sex
<b>[No Change] IR 1.3</b> – At least 43 new key tools, methods or techniques necessary to reduce emissions from the forestry and energy sectors developed	Each "tool" integrates gender
<b>[No Change] IR 1.4</b> – At least 15 policy or regulatory instruments necessary to reduce emissions from deforestation and energy use developed	Each instrument aligns with national gender policies
<b>[No Change] IR 1.5</b> – At least two policies, plans, and/or regulations for low emissions development strengthened	Gender analysis included in the policy, plan, and/or regulation
<b>[No Change] IR 1.6</b> – At least two institutions with technical and institutional capacity enhanced	Engagement of women in leadership, and employment roles in the selected institutions
<b>[No Change] IR 1.7</b> – At least 2,360 people trained in climate change and emission reduction from deforestation energy use	Training participant data should be sex /age/ethnicity-disaggregated

Recommendation for IR	Explanation and Recommendations for Indicators
<b>Objective #2 – Enhance Economic Competitiveness to Improve Citizen’s Lives</b>	
<b>[No Change] IR 2.1</b> – Increase in private sector competition to provide goods and services	Include gender analysis of changes in household budgets resulting from increased private sector competition generated through USAID assistance.
<b>[No Change] IR 2.2</b> – Increase in number of cases filed related to anti-competitive practices	No change
<b>[No Change] IR 2.3</b> – Greater citizen awareness and expectation of competition in the provision of goods and services by the private sector	Sex-disaggregated data and gender indicators on citizen awareness
<b>[No Change] IR 2.4</b> – Increased youth employment in selected geographic areas	Sex /ethnicity-disaggregated data for entrants into the self- and salaried employment markets by type of job. (From a gender perspective it is important to measure if the jobs are reinforcing or challenging gender stereotypes.)
[See IR 3.7.] <b>IR 2.5</b> – Increased capacity of at-risk youth to (re) enter the formal education system and secure self- or salaried employment	See <b>IR 3.7.</b>
<b>[No Change] IR 2.6</b> – Increased investor confidence resulting in increased investment in the Mexican economy, due to greater predictability and decreased time in the resolution of civil and commercial cases	No change
<b>[No Change] IR 2.7</b> – Increased access to financing by sub-national governments	No change
<b>Objective #3 – Development and Test Models to Mitigate the Community-level Impact of Crime and Violence</b>	
<b>[No Change] IR 3.1</b> – Increased GOM capacity to design, implement, monitor and evaluate crime prevention activities, including the identification of concrete best practices for crime prevention in target communities to be replicated in national plans and/or other cities	Capacity includes information systems with statistics and indicators disaggregated by sex with a gender perspective
<b>[No Change] IR 3.2</b> – Increased knowledge of GOM crime prevention activities and perceptions of a healthy community in target communities	Survey disaggregated by men, women, boys, and girls (important that age is included)
<b>IR 3.3</b> – GOM social ministries adopt crime/violence prevention policy including a policy mapping tool <b>that includes gender analysis</b>	The mapping tool is the outcome of this result; therefore, the definition of the policy mapping tool should include gender analysis.
<b>IR 3.4</b> – Establishment of master crime prevention and community development plans, including urban and social planning, developed in each target community with input <b>from men, women, and youth</b>	Participatory design of prevention plan, by specifying men, women, and youth this is more specific and ensures that monitoring will take into account who is participating.
<b>[No Change] IR 3.5</b> – Increased capacity of community and local governments to design, implement, monitor and evaluate crime prevention strategies and activities	Women participating in the Local Development Agencies
<b>[No Change] IR 3.6</b> – Strengthened linkages and cooperation between the community and police	Police forces adopt gender-informed policies for treatment of witnesses and victims

Recommendation for IR	Explanation and Recommendations for Indicators
<p><b>IR 3.7</b> – Increased capacity of at-risk youth to engage in healthy lifestyles including (re) entering formal education system, securing self or salaried employment, and <b>living free of violence</b></p>	<p>--Sex-disaggregated beneficiary data  --Add Standard Indicator: <i>GNDR-7 Percentage of target population that views GBV as less acceptable after participating in or being exposed to USG programming.</i>  --Add Modified Standard Indicator: <i>Proportion of participants who report increased self-efficacy at the conclusion of USG supported training/programming.</i></p>
<p><b>[No Change] IR 3.8</b> – GOM replication of successful crime and violence prevention and mitigation models in other communities</p>	<p>The definition of success includes gender analysis and integration into the models.</p>
<p><b>Objective #4 – Support Mexico’s Implementation of Criminal Justice Constitutional Reforms that Protect Citizens’ Rights</b></p>	
<p><b>[No Change] IR 4.1</b> – Increased capacity of justice sector institutions and actors to properly implement the new criminal justice system</p>	<p>Capacity includes gender-informed training programs</p>
<p><b>[No Change] IR 4.2</b> – Establishment of a federal and state criminal procedure codes to provide a framework for implementation of the criminal justice system</p>	<p>A gender perspective incorporated into the CPC</p>
<p><b>[No Change] IR 4.3</b> – Increased capacity of SETEC and state affiliates to implement, monitor and evaluate criminal justice reform implementation</p>	<p>Capacity includes the ability to incorporate a gender perspective into the design of the Justice Observatories <u>and</u> includes gender indicators</p>
<p><b>[No Change] IR 4.4</b> – Enhanced ability of law students to understand the roles and responsibilities of key justice sector actors under the new criminal justice system</p>	<p>Ability includes understanding of gender</p>
<p><b>[No Change] IR 4.5</b> – Increased capacity of GOM and civil society to protect the human rights of citizens and journalists</p>	<p>Capacity includes a monitoring system to protect human rights that includes a gender perspective: statistics disaggregated by sex and gender indicators</p>
<p><b>[No Change] IR 4.6</b> – Enhanced capacity of SEGOB and CNDH to implement their journalist protection mechanism and early warning system</p>	<p>Capacity includes that the early warning system, its protocol, precautionary measures and security manual all designed incorporating a gender perspective</p>

## 4. ILLUSTRATIVE IMPLEMENTATION PLAN

The previous sections included sector specific recommendations. This section presents recommendations that are internal to USAID and related to its capacity to incorporate gender analysis into day-to-day operations.

### ***Action Item #1 – Develop an internal gender strategy that expressly includes men’s engagement.***

Given the status of gender relations in Mexico and the complexity of the social change implicit in USAID/Mexico’s program, the Mission’s gender strategy is best defined by an approach that include men’s engagement as well as traditional gender equity interventions. Box 6 highlights key characteristics of such a gender strategy.

#### **Box 6: Gender Synchronization**

*Research in the health sector suggests there are several common characteristics among programs that successfully apply a gender-synchronized approach. Of these, the ones that are particularly important for USAID/Mexico programming include:*

- *Utilize multiple strategies and work at multiple levels;*
- *Engage men as partners to change norms;*
- *Recognize that men, women, boys, and girls reinforce gender norms; be open to different programming for men and women according to a particular setting;*
- *Evaluate impact on gender equality; and*
- *Recognize the unique obstacles women and girls face.*

Source: Greene, Margaret and Andrew Levack 2010. Synchronizing Gender Strategies: A Cooperative Model for Improving Reproductive Health and Transforming Gender Relations. Interagency Gender Working Group, p. 20.

### ***Action Item #2 – Form a professional gender consultative group with internal and external members.***

Time and expertise within the Mission are limited for addressing the gender dimensions of its programs. At the same time, considerable gender analytical talent exists within Mexican civil society – academia, private business, local, state and federal government and NGOs. The assessment team feels the Mission could benefit from developing a short roster of these gender specialists to provide feedback at appropriate moments in its program and project development and implementation. For example, SEMARNAT has Sustainable Development Counsels that include gender groups on climate change who could also be engaged by the Mission for discussions on the design and implementation of its assistance and cooperation programs.

### ***Action Item #3 – Continue supporting on-the-job gender training modules for Mission and implementing partner staffs.***

USAID/Mexico has introduced gender training for the Mission. As an introduction this type of training is extremely valuable as an overview. As illustrated through the process of preparing this report, the gender issues by sector are very specific and often require in-depth analysis. Given

the new USAID Gender Policy and the emphasis on USAID conducting gender analysis at the project design phase of the program cycle, it is recommended that the Mission establish as an operating principle the scheduling of brown-bags, workshops and/or trainings on a specific sector as teams prepare for a project design. In Mexico there are numerous organizations working on gender issues that hold events that discussions. In addition, there are other international donors and organizations that have training materials. For example, USAID staff can draw on training resources from other international organizations, such as IUCN.

***Action Item #4 – Include gender analysis in the upcoming competitiveness, policy, research and advocacy project design.***

As USAID/Mexico prepares for a new competitiveness project it is important to include as part of the design process an analysis of the effects of competition reform on consumer welfare, as a tool to show the individual level impact of the reform and generate support for policy change. This analysis should include demonstration of the relative impact of competition reform on men and women.

***Action Item #5 – Develop practical tools as guides and a checklist that includes international and national guidelines for gender in REDD+ and LEDs throughout the project cycle.***

MREDD and LED programs should be aligned with international and national standards and guidelines, particularly those related to social and environmental safeguards.

***Action Item #6 – Conduct outreach meetings with key stakeholders from the different types of Observatories to become familiar with their methodologies and scope of activities.*** For example: SEDESOL in the case of Local Urban Observatories and Observatories on Social and Gender Violence, the National Center on Crime Prevention and Citizen Participation for Observatories on Urban Governance, and the Department of Public Affairs in the case of Observatories for Transparency and Accountability on gender and women's programs. Also include other organizations, universities and research centers with expertise in the operation of such observatories.

## 5. CONCLUSIONS

This section presents conclusions focusing on gender gaps and recommendations for reducing and eliminating those gaps, as well as cross-sectoral recommendations.

From a gender perspective, a cross-cutting concern for all USAID/Mexico Objectives is the need to incorporate gender strategies and approaches in the planning, design and implementation (especially in consultations with local stakeholders), and sex-disaggregated indicators for monitoring, evaluation and learning. In its review of program descriptions and reports, technical proposals, annual work plans and other relevant documents and based on interviews in the field, the assessment team noted that gender analysis and sex-disaggregated data were limited and there was little evidence that sex-disaggregated data were used in the planning, design or implementation of previous and ongoing USAID/Mexico programming (other than for measuring participation in training programs). For future programming more attention needs to be given to gender differences, and the effect on gender relations and changes in the status of women and men.

Key gender gaps and recommendations are summarized in Table 7 below. These suggestions are meant to be references to support the development and application of a gender integration strategy for future as well as ongoing USAID/Mexico supported programs and projects.

**Table 7: Gender Gaps and Recommendations**

Gender Gap	Recommendation
1) Limited gender-disaggregated statistics on cost of living limit the ability of policy makers to understand the gender equality impact of their decisions	The supply of sex-disaggregated data is a function of the demand for such statistics; therefore, USAID should work with the GOM and local governments to foster more use of sex-disaggregated data in their program planning and monitoring.
2) Public transportation should offer security for women <i>and</i> reduce GHG emissions	Growing evidence from studies of urban planning for public transport systems suggests that gender-aware designs can result in innovations that bring significant gender-related benefits as well as reductions in GHG emissions.
3) Indigenous women in Mexico experience the lowest levels of schooling and the highest rates of illiteracy	To ensure participation of indigenous women in consultative processes for the design, implementation, monitoring and verification of MLED and MREDD initiatives, training workshops and negotiations should be done in mother languages of affected communities and indigenous groups.
4) Gender differentiation in the use of low-emissions technologies	USAID should consider a needs assessment to support renewable energy technology choices that are most beneficial for and appropriate to women's particular situations and energy budgets requirements.

Gender Gap	Recommendation
5) Gender inequalities in assets and economic activity (e.g., consumption, investment, business management, and property ownership)	Development of training modules to be presented in formal workshops periodically to all new and permanent staff engaged in all aspects of Mission program design and management. (See Action Plan item #3 above)
6) Lack of sex-disaggregated data on key measures of gender equality in the Mexican economy and society and the environment	Form a roster of key gender consultants and advisors from Mexican civil society to advise the Mission and USG in its program design, implementation and tracking. (See Action Plan item #2 above)
7) Perceived differences in the burdens of men and women as consumers in an economy that lacks competitiveness in many sectors	Sponsor competition policy research to examine distortions in domestic and import markets, and differences (if any) in the prices and costs of goods and services for male and female consumers.
8) Differences in access to affordable and energy efficient housing in urban communities that are safe and resilient	Engage a consultant to examine whether the Natura project (an intervention by the GOM, state governments and private sector) should or could be endorsed and fostered
9) Differences in access to markets for products and services provided by women and men micro-entrepreneurs	Work with large suppliers (supermarket chains) and other firms to encourage procurement practices that favor – on a competitive basis – supply chains from women-owned enterprises.
10) Violence, delinquency and the world economic crisis have lowered the employability and income of women, and provoked a growing number of women to participate in organized crime	Support Community Business Centers with a gender perspective that offer opportunities for women and youth in employment and entrepreneurship, including networking and mentoring.
11) Unplanned urban development or slums that affect the quality of life of women and children	As part of its pilot project on models for community action, USAID should finance feasibility studies on urban development and housing projects for low-income populations (e.g., the Natura Network in Tijuana).
12) Lack of integrated strategic information to monitor and evaluate: <ul style="list-style-type: none"> <li>• Gender and women's empowerment programs</li> <li>• Programs for the protection of citizens' human rights (especially for journalists and human rights defenders)</li> <li>• The application of the criminal justice system</li> </ul>	Support the replication of "observatories" and the analysis and widespread dissemination of the information collected by them  Promote certification of safe cities with a gender perspective, supported by monitoring and evaluations of observatories  Support the development of Justice Observatories, based on the experience and development of the other observatories

Gender Gap	Recommendation
<p>13) The absence of a gender perspective in the Criminal Justice Reform allows procedures that perpetuate the discriminatory treatment of women; impede the advancement of substantive equality between men and women; and hinders women's access to justice</p>	<p>In the design and implementation of the Criminal Justice Reform, USAID should:</p> <ul style="list-style-type: none"> <li>• Support a study that serves as a base document for the elaboration of a participatory proposal entitled: "Integral Criminal Justice Reform with a Gender Perspective"</li> <li>• Analyze the "chain of justice" to determine obstacles that women encounter</li> <li>• Design a strategy to increase the efficiency of training programs with a gender perspective for actors in the Criminal Justice System</li> <li>• Support the training of defense advocates</li> <li>• Support the dissemination of the achievements and benefits of the accusatory criminal justice system for women's access to justice, accompanied by a training/capacity building program for journalists</li> <li>• Continue to support programs for Women's Justice Centers</li> </ul>

This gender assessment also identified sources of GOM data or approaches that offer a basis for gender analysis to improve evidence-based decision-making. Baseline data and indicators should help identify changes in gender relations, particularly in terms of shared decision-making and economic empowerment. In Mexico data on shared decision-making is mixed, depending on the region, social group and context. While women's rights are well respected in some indigenous communities, in others customs or practices inhibit women's agency and voice, thereby reinforcing and perpetuating inequalities.

To solidify learning in monitoring and evaluation, the metrics of social change and gender relations need to be tracked and measured on a regular basis. Work plans and reporting from implementing partners should identify gender and inclusion issues, methods for collecting and analyzing relevant data, and strategies for addressing inequalities.

Data need to be disaggregated, and provide information on whether gender and inclusion objectives are being met. Gender-aware indicators should measure:

- Conditions or situations that affect men and women, girls and boys differently
- Participation levels and quality of engagement
- Changes in power relations or status, and/or living conditions
- Access, use, and control of resources
- Access to services and benefits or new opportunities

Gender-sensitive indicators are "appropriate" when they: demonstrate the removal of gender-based constraints; establish realistic targets; check assumptions; and/or clarify areas where more information is needed. In a nutshell, they should help to gauge: (1) How (and if) gender gaps

were closed? (2) What new opportunities were created? (3) What negative impacts were addressed or avoided? (4) What needs and disparities emerged or remain?

In addition, USAID/Mexico also stands to broaden and deepen the impact of its development assistance cooperation with the GOM by:

- Enhancing awareness of Mission and implementing partner staff about the gender dimensions of the Mission's strategic framework; and
- More explicitly including gender equity measures into the programs and projects implementing that framework.

In conclusion, effective evidence-based programs, projects and policy making in support of gender equality will require consistent and robust gender-related data. As it moves forward with the implementation under its Interim Strategic Framework and prepares for a new five year strategy, USAID/Mexico has the opportunity to systematically incorporate gender strategies and approaches in planning, design and implementation (especially in consultations with local stakeholders), as well as sex-disaggregated indicators for monitoring, evaluation and learning.

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[http://estadistica.inmujeres.gob.mx/formas/fichas\\_inm.php?modo=v&dirUrl=tooltipayudas.php%3FIDpag%3D6](http://estadistica.inmujeres.gob.mx/formas/fichas_inm.php?modo=v&dirUrl=tooltipayudas.php%3FIDpag%3D6)
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## ANNEX 2: BASIC CONCEPTS

### Sex and Gender

The terms “sex” and “gender” are often used interchangeably; however, in fact, they have different but related meanings.

- Sex is a biological construct that defines males and females according to physical characteristics and reproductive capabilities. USAID policy calls for the collection and analysis of sex-disaggregated data (male vs. female) for individual-level indicators and targets. Gender and sex are not synonyms.
- Gender is a social construct that refers to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time. Because of the variation in gender across cultures and over time, gender roles should not be assumed but investigated. Note that “gender” is not interchangeable with “women” or “sex.”

The definition for “sex” is, therefore, universal, while “gender” is a socially defined category that can change. This distinction is important since it means that gender differences and dynamics between men and women (and boys and girls) must be identified and analyzed since the way in which “masculinity” and “femininity” are expressed and understood differ among settings.

### Gender Equality and Gender Equity

Gender equality and gender equity have different meanings but are related terms. Gender equality is a development goal; gender equity interventions are the means to achieve that goal. Gender equality is a broad concept and a development goal. It is achieved when men and women have equal rights, freedoms, conditions, and opportunities for realizing their full potential and for contributing to and benefiting from economic, social, cultural, and political development. Equality does not mean that women and men become the same but that women’s and men’s rights, responsibilities, and opportunities do not depend on whether they are born male or female. It means society values men and women equally for their similarities and differences and the diverse roles they play. Gender equality is not a “women’s issue” but should concern and fully engage men as well as women. It signifies the results of gender equity strategies and processes. Gender equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on an equitable basis, or a “level playing field.” Equity leads to equality.

### Gender Analysis

Gender analysis refers to the systematic gathering and analysis of information on gender differences and social relations to identify and understand the different roles, divisions of labor, resources, constraints, needs, opportunities/capacities, and interests of men and women (and girls and boys) in a given context. USAID requires that the findings of a gender analysis are used to inform the design of country strategic plans, Assistance Objectives, and projects/activities. A

gender analysis can be conducted at: the macro level, analyzing socio-cultural, economic, health, or demographic trends and legal policies and practices at the national or regional level; and/or at the micro level, examining gender relations, roles, and dynamics at the community or household level within the context provided by the macro analysis. Taking a macro or micro focus depends on the purpose for which the analysis is being undertaken. For example, a gender analysis conducted to inform a country strategic plan will most likely assess the issues from a broader, more macro level, whereas a gender analysis conducted for the design of a project/activity may look at the issues from both a macro and micro perspective.

## **Gender Assessment**

A gender assessment involves carrying out a review, from a gender perspective, of an organization's programs and its ability to monitor and respond to gender issues in both technical programming and institutional policies and practices. USAID Missions often carry out a gender assessment of their portfolio to determine whether gender issues are being effectively addressed in Mission-supported programs and projects. A gender assessment is a very flexible tool, based on the needs of the Mission, and may also include a gender analysis at the country level. If a gender analysis is included in a gender assessment, this meets the ADS requirements. If a gender assessment reviews the internal policies and practices of the operating unit (e.g., USAID Mission), this is very similar to a gender audit. A gender audit addresses not only gender in programming issues but also in the practices and policies of the Mission as a whole, such as human resource issues, budgeting, and management, to provide a comprehensive picture of gender relations at several levels within the organization. Findings from a gender assessment have been used, for example, to inform a country strategic plan or a Development Objective and/or develop a Mission Gender Plan of Action or a Mission Order on gender.

## **Gender Gaps**

A gender gap represents the disproportionate difference between the sexes in attitudes and practices. A gender gap can exist in access to a particular productive resource (for example land), in the use of a resource (for example credit), or levels of participation (such as in government).

## **Gender Bias**

Gender bias refers to unequal and/or unfair treatment based on attitudes and expectations of what is appropriate for a man or a woman; this includes prejudice in actions (such as, sex discrimination in employment, promotions, pay, benefits, technical assistance, and trainings) and the allocation of resources (such as income, food, nutrition, health care, land ownership, and education).

## **Gender-Based Constraints**

Gender-based constraints are factors that inhibit either men's or women's access to resources or opportunities of any type. They can be formal laws, attitudes, perceptions, values, or practices (cultural, institutional, political, or economic). Some examples include:

- Customary laws dictating that only men can own land is a constraint on agricultural production since it can prevent women from producing or marketing or obtaining credit.

- A law that prevents pregnant teenagers from attending school is a gender-based constraint since it disadvantages girls relative to boys in obtaining an education.
- An HIV/AIDS program that is located in an ante-natal clinic is a gender-based constraint if men are reluctant to get tested in this setting.

### **Gender Integration**

Gender integration involves identifying and then addressing gender differences and inequalities during program and project planning, design, implementation, monitoring, and evaluation. Since the roles and relations of power between men and women affect how an activity is implemented, it is essential that project and activity planners address these issues on an ongoing basis. USAID uses the term gender integration in planning and programming. Conducting a gender analysis and/or gender assessment is the first step for ensuring successful gender integration into programs and policies.

## **ANNEX 3: GENDER ASSESSMENT SCOPE OF WORK**

### **USAID/Mexico Gender Analysis for Interim Strategic Framework 2012-2013**

#### **Background**

USAID/Mexico is currently developing a new interim strategic framework for 2012-2013. The purpose of this framework is to update and rationalize all current and planned activities through 2013 under a single strategic framework. This new framework will guide the Mission until the development of a Country Development Cooperation Strategy (CDCS), scheduled to be completed in mid-late 2013, after the installation of the new Presidential Administration in Mexico. While still under development, the framework is likely to be organized around four notional Development Objectives (Dos)<sup>110</sup>:

- Sustainable low-emissions development supported;
- Mexico's ability to attract/retain investment and talent enhanced;
- Integrated community models for addressing crime and violence implemented; and
- Justice system capacity to protect human rights and ensure criminal accountability improved.

The Mission is required to conduct gender analysis during this strategic planning process. Recognizing that the dynamics of gender relations is both socially and culturally variable, Agency technical guidance states:

“Gender issues are central to the achievement of strategic plans and Assistance Objectives (AO)...Accordingly, USAID planning in the development of strategic plans and AOs must take into account gender roles and relationships. Gender analysis can help guide long term planning and ensure desired results are achieved. However, gender is not a separate topic to be analyzed and reported on in isolation. USAID's gender integration approach requires that gender analysis be applied to the range of technical issues that are considered in the development of strategic plans, AOs, and projects/activities (ADS 201.3.9.3).”

#### **Objectives**

The gender analysis will address the following objectives:

- To identify the gender-based constraints to equitable participation and access of men and women to programs and services in USAID/Mexico programs, including rule of law, crime/violence prevention, economic competitiveness, and Global Climate Change;
- To identify strategies and approaches USAID/Mexico can use to enhance the accessibility and equity of its programs to both men and women;
- To analyze the potential impacts of the Mission's proposed strategic approaches on the status of men and women in Mexico, taking into consideration ethnicity, class, and other key variables;

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<sup>110</sup> The Mission will share the draft and final interim strategic framework with the consultant upon completion.

- To assess key Government of Mexico (GOM) gender-related policies and programs, and identify opportunities for collaboration and mutual strengthening of gendered approaches between USAID and the GOM; and
- To identify those gender issues that have the greatest potential impact on Mexico's economic development.

In addition, USAID/Mexico requires the Offeror to conduct training for all Mission staff with the ultimate goal of improving gender mainstreaming across Mission programs and in planning.

This will include:

- Analyzing and assessing the level of gender integration in the Dos and their projects/activities;
- Training on the following topics:
  - USAID gender integration policy;
  - The relevance of gender in improving program results (how do gender issues impact USAID/Mexico's interim framework);
  - Methods for incorporating gender into activity planning (what are the specific Agency requirements for incorporating gender into program planning and activity development, including but not limited to, designing gender-sensitive indicators and conducting gender-specific analyses or assessments); and
  - Tools for reporting on gender specific results (what are the techniques for assessing and recording programmatic impact on gender inequalities, and what are the specific Agency requirements for collecting sex-disaggregated data).
  - Note: It would be helpful for the training to include examples from other Missions on how they have incorporated gender considerations as a cross-cutting theme for all programs.

## Approach

The various approaches that will be utilized in the gender analysis are detailed below and will be completed in three separate phases.

1. Phase I Desk Review: Comprehensive literature review of pertinent documents including: studies and assessments conducted by donors, non-governmental organizations (NGOs), GOM and academic community papers and documents; and USAID documents, including but not limited to, prior USAID /Mexico gender assessments, annual reports, strategic implementation plans, situation analyses, sector assessments, and evaluations;
2. Phase II Field Work: Discussions and interviews with key donors, NGOs active in gender-related areas, and GOM officials. The consultants will be expected to develop a list of key contacts and provide the list to USAID/Mexico;
3. Phase II (con't): Meetings with USAID implementing partners in Mexico City (contractors, grantees, private voluntary organizations (PVOs)/NGOs), USAID Mission leadership, and each DO team; the DO teams will assist with identifying the most important partner contacts;
4. Phase II (con't): Site visits to project activities. These site visits will include two days each in key focus areas of USAID/Mexico programming: Ciudad Juarez, Tijuana, Monterrey, and

the site of one or more pilot projects for Global Climate Change programs in southern Mexico, TBD<sup>111</sup>; and

5. **Phase III Training for Mission Staff:** Delivery of training to USAID/Mexico mission personnel. The Offeror and USAID/Mexico will agree upon the training methodology prior to conducting the training sessions.

### **Deliverables**

1. **Work plan/schedule:** A work plan/schedule is created within three working days, after the start date of the consultancy.
2. **Draft Gender Analysis:** The draft gender analysis will be completed and submitted to the Mission at the end of the field work and before the consultants depart Mexico. A draft template for the analysis is attached as Attachment 1. The assessment team will present the initial findings of the analysis upon the conclusion of field work to Mission personnel before leaving the country.
3. **Final Gender Analysis:** A final gender analysis will be completed within five working days after the Mission submits comments. The final gender analysis also includes a comprehensive annotated bibliography.
4. **Mission Training:** A team will conduct a three- to four-day training for USAID/Mexico staff on topics discussed above.

### **Level of Effort and Timing**

The proposed program will be conducted in three phases.

#### Phase I: Desk Review

The Desk Review phase will require one week of effort, based on a five-day work week, and will require a team of three consultants, who will conduct the work at their home base. Although USAID/Mexico will provide relevant materials to the consultant team for their review and analysis, the consultants should conduct their own literature review as well. The consultants will provide their initial analysis of the materials as input to USAID/Mexico's interim strategic framework development. The team will work from October 5-19, and will provide their written analysis by October 21. The team will also be available for an oral briefing for Mission staff over the phone or via video teleconference at the end of October.

#### Phase II: Field Work

The findings of the desk review will serve as background/contextual information for the Field Work phase of the analysis. This phase will require approximately three weeks of effort, based on a six-day work week, and will require a team of four individuals. Each consultant will have two days for collection of materials and preparation, before commencement of the field work. The gender analysis draft report should be presented to during the Mission debriefing on

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<sup>111</sup> Given security restrictions in these three cities, USAID/Mexico will assist the team of consultants with necessary clearances through the U.S. Consulates in each city. USAID personnel may accompany the consultant team on these visits.

February 10. In addition, each consultant traveling from outside Mexico will be given up to two days for travel. Before departing Mexico, the assessment team will present initial findings to USAID/Mexico Mission leadership, and separately for all interested staff. The team will begin work in Mexico City on January 23, 2012, and leave Mexico on or around February 11, 2012.

### Phase III: Training for Mission Staff

A team of up to two consultants will provide training to Mission staff. The training will take place over a period of two to four days. In addition to the content discussed above, the consultants will provide specific training/consultations for DO teams on ways to mainstream gender in ongoing and planned programs. This training will take place the week of March 12-16, 2012.

**Expertise Required - The gender analysis will require a team of four experts, including:**

1. A social scientist/team leader with a PhD or advanced degree in sociology, anthropology, political science, economics, or a related field. This expert must have a minimum of five years post-degree experience analyzing gender issues in Latin America and the Caribbean. Prior experience in Mexico is highly desirable. Excellent English-language writing skills are required. This expert must be knowledgeable about USAID programming policy and gender analysis requirements, and must have experience and skill in training. Computer skills in word processing and spreadsheets are necessary. The scientist/team leader will also manage the preparation and presentation of the team work plan, and finalize the division of responsibilities among team members. The team leader will be responsible for the delivery of the gender analysis and capacity building plan, and will coordinate training for USAID staff.
2. A public security/citizen safety specialist, with an advanced degree in a public security-related field. This specialist must have a minimum of five years post-degree experience in international development. English-language speaking and writing skills are required.
3. The team is rounded out with two Mexican social scientists. Both Mexican social scientists must possess at least a master's degree in a social science or in the development field. These social scientists must have a minimum of three years of post-degree experience in gender analysis in Mexico. They must have knowledge of Mexican PVOs/NGOs that address gender issues. Knowledge of GOM and state-level gender policies is required. A complementary expertise on different geographical areas of the country is also required.

The Mission training will require up to two experts with experience in providing training to USAID staff on gender issues and with extensive knowledge of the topics to be covered in the training sessions, as well as of USAID programming.

## **ATTACHMENT 1: DRAFT TEMPLATE-OUTLINE FOR A COUNTRY GENDER ASSESSMENT REPORT**

[The gender assessment should be forward-looking, combining socio-economic and demographic country analysis from a gender perspective with the scope and aims of the Mission’s anticipated Development Objectives (**Dos**), which will guide its work going forward.]

**Executive Summary:** Should be punchy, informative, and even provocative.

Acknowledgements

**Acronyms**

### **1. Introduction**

The context of gender equality and women’s empowerment (leadership, participation) in **Country X**: A broad overview of the significant gender issues for **Country X** in economic growth, democracy and governance, health and education (emphasizing priorities of the new education strategy, learning outcomes by Grade 3), using macro gender indicators to highlight the issues in each of these sectors. Also, touch briefly on the public/policy framework in **Country X** that is important for helping the Mission to achieve its objectives on gender equality/women’s empowerment.

### **2. USAID Mission Strategic Priorities and Associated Gender Analysis**

- Economic Growth, including Feed the Future and Environment
- Democracy and Governance
- Global Health Initiative (combining BEST, PEPFAR, and PMI)
- Education (based on new USAID education strategy)
- (e. SPO)

For each sector above:

USAID’s strategic priorities for the sector, together with a discussion of alignment with government priorities.

(ii) Provide more detail on the gender constraints/disparities as they relate to the strategic priorities identified in (i) above. Be specific about the gender gap(s) to be reduced.

(iii) Identify opportunities for redressing gender gaps in each strategic priority. Identify the opportunities to promote leadership of women in each strategic priority.

(iv) Discuss best or promising practices to address gender constraints/disparities and opportunities, based on:

- impact evaluations;
- evidence from a project that is scalable or replicable with measurable/demonstrable results;
- Other indicators of promise to produce demonstrable results. This may include government, other donor, civil society, or USAID/**Country X** evaluations or activities that have been examined for positive results.

For each sector or proposed **DO**: provide recommendations (summary statement, followed by more detail), bounded by Mission priorities identified in Section 2 above. Drawing from the analysis, identify:

- Potential results (and associated indicators) that could be incorporated into program planning and activity design.
- Potential supporting strategies and national resources, including activities or initiatives by other donors, host country government institutions, and civil society groups, and any potential areas of collaboration or partnership.
- Potential for specific activities, as related to gender equality in the country program and the possible need to target particular issues relating to gender equality and women's empowerment.
- Resources required to strengthen the gender equality dimensions of the country program, including human resources, training needs, and additional planning/design tools.
- Anticipated areas of resistance or constraints, and how to cope with such.

### **3. Integrating Gender Equality Results into a Mission Results Framework**

Provide illustrative indicators to measure the progress and impact on the gender constraints/disparities identified for each sector above that the Mission can incorporate into its overall Results framework.

### **4. Illustrative Implementation Plan**

Propose illustrative steps for the Mission to implement the results of the country gender assessment into its strategic plan (CDCS), including steps to build the Mission's capacity to address gender equality and women's empowerment.

### **5. Conclusions**

Annexes

1. Bibliography
2. Basic concepts
3. Scope of Work
4. Methodology
  - a. Objectives
  - b. Gender assessment team and methodology
  - c. List of key informants
5. Gender Experts and Organizations in **Country X**

## ANNEX 4: METHODOLOGY

The purpose of the Gender Assessment is to inform the USAID Mission in Mexico of opportunities for integrating gender equity into its interim strategic framework for 2012-2013 and to make recommendations on how constraints to gender equality can be addressed in the Mission's program going forward. Of particular interest to the assessment team was the identification of gender equality gaps in the four development objective (DO) areas of the USAID/Mexico Strategic Framework and what practices appear most promising for the Mission to consider adopting in implementing that strategy.

Four members comprised the team engaged by the USAID/Mexico Mission to conduct its gender assessment:

- Phillip E. Church, Development Economist and Team Leader
- Magdalena García Hernández, Gender Violence and Community Security Specialist
- Itzá Castañeda Camey, Gender and Environment Specialist
- Allison E. Rand, Gender Researcher and Assessment Logistics Coordinator

The Gender Assessment Scope of Work (SOW) lays out the approach followed by the team in compiling and analyzing information and for making recommendations contained in this report. Specially the assessment team:

Specifically, to prepare this report, the gender assessment team:

- Conducted a comprehensive literature review covering all works listed in the bibliography prior to and during its field work in Mexico;
- Held entry and exit briefings with the USAID/Mexico Mission Director and staff including the Mission's program officers, development objective team leaders and individual project officers;
- Interviewed, separately USAID/Mexico project officers and representatives of their implementing partners and GOM and academic and NGOs;
- Made field visits to USAID program and project sites to interview implementing partner staffs and representatives of local, state and federal government offices and academic and civic organizations and international NGOs in the Mexican Cities of Mexico City, Chihuahua, Ciudad Juarez, Monterrey, Tijuana, Mexicali and Oaxaca;
- Met internally to analyze and assemble findings and recommendations.

Annex Table 4-A below lists those individuals contacted and interviewed during the January-February 2012 period of the Mexico gender assessment.

Annex Form 4-B presents the interview guides that the assessment team used during its interviews with USAID and implementing partner staffs and academic, local government and civic organization stakeholder representatives.

Table 5-A: Persons Contacted and Interviewed for the Mexico Gender Assessment

Date Interviewed	Organization	Name	Position
1/31/2012	USAID/Mexico	Tom Delaney Sean Jones	Director Deputy Director
1/31/2012	USAID/Mexico	Kim Delaney Margaret Maes	Director, Program Office Gender Coordinator, Program Office
1/31/2012	USAID/Mexico	Kevin McGlothlin	Director, Economic Opps & Environment
1/31/2012	USAID/Mexico	Larry Sacks	Director, Justice and Citizen Security
1/31/2012	USAID/Mexico	Luis Maes	Deputy Director for Justice and Citizen Security
1/31/2012	USAID/Mexico	Gabriela Capo	Rule of Law Specialist
1/31/2012	USAID/Mexico	Elizabeth Bauch	Municipal Finance Advisor
1/31/2012	USAID/México	Mark Gizzi	Private Enterprise Officer
1/31/2012	USAID/Mexico	Salvador Sánchez	Natural Resources Specialist
1/31/2012	USAID/Mexico	Carolina Bonino	Cross Sectoral Program Specialist
2/2/2012	ABT Associates	Dr. Tim Kessler	COP, <i>Mexico Competitiveness Program</i>
2/2/2012	U.S. Department of Justice, (OPDAT)	Amy Larson	Trafficking in Persons Specialist
2/2/2012	Secretaría de Gobernación, Federal Government	Mtra. Elsa Jiménez Larios	Deputy Director General of Prevention and Human Rights at the National Center for Crime Prevention and Citizen Participation
2/2/2012	Management Systems International, Inc.	Alejandro Ponce	Chief of Party: USAID-funded <i>Criminal Justice Reform</i>
2/2/2012	Management Systems International, Inc.	Gabriela Saavedra	Gender Focal Point: USAID-funded <i>Criminal Justice Reform</i>
2/3/2012	Centro de Derechos Humanos de las Mujeres en Chihuahua, A. C. (CEDEHM) – Nuestras Hijas de Regreso a Casa	Alma Gómez Caballero and Yani Miriam Valdez	Member of the Board and Legal Representative
2/3/2012	Secretaría de Fomento Social del Estado de Chihuahua	Ing. Myriam A. Rappa Gudiño	Responsible for the Community Development Department
2/3/2012	Secretaría de Fomento Social del	Ing. Adolfo Dittrich Nevarez	Director of the Social and Human Development

Date Interviewed	Organization	Name	Position
	Estado de Chihuahua		Department
2/3/2012	Secretaría de Fomento Social del Estado de Chihuahua	Lic. Liliana Guadalupe Ramírez Leyva	Coordinator of the Social Rehabilitation Program
2/4/2012	Instituto Chihuahuense de la Mujer	Lic. Ema Saldaña Lobera	General Director
2/6/2012	Pan American Health Organization	Raul Soto Zamora	Consultant: USAID-funded <i>Project for Violence and Injury Prevention</i>
2/6/2012	Formación y Desarrollo Familiar, A.C. – Escuela para Padres	Blanca Carrasco Lazo	General Director
2/6/2012	LMM Consulting	Dra. Luz María de la Mora	Director
2/7/2012	International Youth Foundation	Carlo Antonio Arze	Program Director: USAID-funded <i>Youth: Work Mexico in Ciudad Juárez</i>
2/7/2012	International Youth Foundation	Rubén Acosta	Program Officer: USAID-funded <i>Youth: Work Mexico in Ciudad Juárez</i>
2/7/2012	Gobierno del Estado de Chihuahua	Lic. Silvia Pérez	District Attorney for the State of Chihuahua, Program on Rule of Law
2/7/2012	Colegio de la Frontera Norte (COLEF), Campus Ciudad Juárez	Dra. Julia E. Monárrez Fragoso	Professor and Researcher
2/7/2012	Programa Compañeros, A.C.	María Elena Ramos Rodríguez	Director
2/7/2012	Programa Compañeros, A.C.	Pola Hernández	Assistant to the Director
2/7/2012	Fomento del Tejido Social de Ciudad Juárez A.C. (FoTeSoCJAC)	Mayra Pérez García	Program Director
2/8/2012	Síndica del Municipio de Tijuana, Baja California	Arq. Yolanda Enríquez	Member of the Municipal Union
2/8/2012	Fundación Libre de Adicciones, A.C.	Dr. José Rubio Soto	Member
2/8/2012	Escuela para Padres, A.C. de Tijuana, Baja California	Lic. Lucía Ahumada	General Director
2/9/2012	Instituto de las Mujeres de Nuevo León	María Elena Chapa	Director

Date Interviewed	Organization	Name	Position
2/9/2012	Alternativas Pacíficas, A.C.	Lic. Alejandra Vela	Executive Director
2/9/2012	Centro de Justicia Familiar	Aixa Alvarado	Director
2/9/2012	Universidad de Monterrey	Julissa Guerra	Director, <i>Emprende Mujer</i> Program
2/9/2012	Fronteras Unidas pro Salud, A.C., Tijuana, Baja California	Lic. Marcela Merino	General Director
2/9/2012	Consultoría en Planificación y Gestión Urbana Tijuana, México	Arq. María Claudia Valencia Díaz	Consultant
2/9/2012	RUBA, SA.	Arq. Adriana Zapién	Agente de Postventa
2/9/2012	ORGANIZATION?	Lic. María Lucia Ahumada Tiburcio	Family Therapist
2/10/2012			
2/10/2012	Artemisas por la Equidad, A.C.	Irma Alma Ochoa Treviño	Executive Director
2/10/2012	Tribunal Superior de la Justicia del Estado de Nuevo León	Mauro Zacarias Casimiro	Area Director at the Judiciary, State Government of Nuevo León
2/10/2012	Universidad Tecnológico de Monterrey	Dra. Luz María Velázquez	Director, Center for Women and Business
2/10/2012	Mujeres por un Mundo Mejor - Un proyecto de Almacén de Recursos A. C., Mexicali, Baja California	Graciela Garza Treviño	General Director
2/11/2012	World Wild Fund for Nature	Tzinnia Carranza	PUESTO?
2/11/2012	Rainforest Alliance	Francisco Chapela	Director
2/11/2012	Universidad Autónoma de Baja California (UABC), Mexicali, Baja California	Dra. Leonor Maldonado Meza	Professor/Researcher at the School of Social Sciences
2/12/2012	MUGER: Mujeres Unidas en Torno al Género, la Equidad y la Reivindicación	Rosario Villalobos	PUESTO?
2/12/2012	CIIDIR-Oaxaca/ Florida International University		
2/13/2012	Oficina del Alto	Maria Luisa Bascur y	Observation Unit and

Date Interviewed	Organization	Name	Position
	Comisionado de las Naciones Unidas en México	Aída Marín	Institutional Strengthening Unit
2/13/2012	Freedom House	Mariclaire Acosta	Director, Mexico Office: USAID-funded <i>Protection of Journalists and Human Rights Defenders</i>
2/13/2012	Freedom House	Chantal Pasquarrello	Deputy Director, Mexico Office: USAID-funded <i>Protection of Journalists and Human Rights Defenders</i>
2/14/2012	Wingert Consulting	Steven Wingert	President and consultant to USAID/M on Competitiveness Program Assessment

**Table 4-B: Interview guides used for the Mexico gender assessment****Gender Assessment Interview Guide**Questions for USAID/M DO (Sector) teams

1. Name/Office of USAID AOTR/COTR or other respondent completing this form:  
\_\_\_\_\_
2. Name of Project: \_\_\_\_\_
3. Overall objective/expected results (if preferred, attach project description or PMP):
4. Geographic location(s) (States/Cities) of project activities in Mexico:
5. Project timeframe:
  - For how many years has USAID/M been involved in this program area?  
\_\_\_\_\_
  - Is USAID/M likely to continue support in this area under a *new* strategy? Yes \_\_\_  
No\_\_\_
6. Is there an explicit gender component of the project or gender-specific objective or indicator?  
Yes \_\_\_\_\_ No \_\_\_\_\_
7. Were gender relations taken into account in the design and of the project? Yes \_\_\_  
No Please explain why 'yes' or 'no' \_\_\_\_\_
8. If yes to #7, what problems did you encounter in implementing the gender components of the project, if any?
9. Is there gender expertise among existing project implementing staff?
10. What results - positive or negative - related to gender can you identify?

11. In your opinion, how much specific information can the project implementers in the field provide on project achievements, and/or problems related to gender\*? A lot \_\_\_\_\_  
Some \_\_\_\_\_ None \_\_\_\_\_

12. In the table below, please provide names and contact information for persons you believe the Gender Assessment Team should interview:

<b>CANDIDATE CONTACTS FOR GENDER ASSESSMENT INTERVIEWS</b>		
<b>NAME AND TITLE/FUNCTION</b>	<b>CONTACT INFORMATION</b>	<b>INTERVIEW STATUS (FOR GA TEAM)</b>
<b>PROJECT IMPLEMENTER HQ</b>		
<b>PROJECT IMPLEMENTER FIELD SITES</b>		
<b>COLLABORATING ORGANIZATIONS OR GOM AGENCIES</b>		

#### Questions for the USAID/M implementing partners

- In your original proposal, were you asked to identify or address potential gender issues in the project?
- How do you identify gender issues affecting your programs?
- What are key gender issues that you are currently addressing in your programs?
- How are you addressing them?
- Who is the current person/s on the staff who oversees gender integration efforts? (Men/women/young men/young women)
- Do you collect any sex-disaggregated data? What data?
- What gender issues do you report on?
- What response (if any) do you get from USAID on your gender reporting?
- Tell us about some of the successful strategies you have used to reduce gender inequalities.
- Do you see any gaps in the current programming on gender?

Questions for the GOM, international organization and donor representatives

- What are key gender issues that you are currently addressing in your portfolio? (men/women/young men/young women)
- Who is the point person on gender for your organization?
- What are the donor coordination efforts on gender?
- What is the government architecture on gender?
- Are there particular areas of inequality in the national legislation?
- What sex-disaggregated data do you collect? How often?
- What sex-disaggregated data does the government collect? How often?
  
- Tell us about some of your achievements.
- Do you see any gaps in the current programming on gender?
- Are there any emerging issues on gender?

Questions for other gender informants

- What are key gender issues that you are currently addressing in your portfolio (e.g., research topics, implementation efforts, etc.)? (men/women/young men/young women)
- What is the government architecture on gender?
- Are there particular areas of inequality in GOM national and state legislation?
- What sex-disaggregated data do you collect? How often?
- What sex-disaggregated data does the government collect? How often?
- Where have you seen progress in addressing gender inequalities?
- Do you see any gaps in the current programming on gender?
- Are there any emerging issues on gender (e.g., religious, cultural, or economic changes) or related to gender and youth?

## ANNEX 5: GENDER EXPERTS AND ORGANIZATIONS IN MEXICO

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