

# LACK OF PROTECTION FOR SURVIVORS OF SEXUAL VIOLENCE AND BUDGET CUTS TO GENDER EQUALITY AND NON-VIOLENCE PROGRAMS<sup>1</sup>

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## CONTEXT AND CURRENT SITUATION

In Mexico, the reduction of programs and budgets aimed at achieving substantive equality and addressing violence against women, exacerbated by the federal austerity policy, has had a harmful impact. Between 2018 and 2024, 25,534 women were murdered—an average of **10 per day**. Additionally, **49.7%** of women aged 15 and older have experienced **sexual violence** in their lifetime, and 23.3% reported such violence in the past 12 months—a 3% increase compared to 2016<sup>3</sup>. Indigenous and Afro-Mexican women are disproportionately affected.

## CHALLENGES IN ACCESS TO JUSTICE

Access to justice remains limited: **93.1%** of crimes against women go unreported<sup>4</sup>. Key reasons include distrust in authorities and the perception that legal processes are long and difficult. There is also a lack of monitoring and evaluation mechanisms for care and investigative protocols that are survivor-centered, coherent, and responsive to real needs.

The 2024 judicial reform risks undermining progress in gender training for judicial personnel and does not address the precarious operations of Prosecutor's Offices, which continue to fail to apply due diligence in investigations. The state's debt to women and girls remains significant, as budget allocations under Annex 13 of the Federal Expenditure Budget (PEF) have failed to strengthen justice systems.

## BUDGETS AND FUNDING

There have been significant cuts to key gender equality and violence prevention programs in the 2025 PEF, including the elimination of flagship initiatives<sup>5</sup>. This has reversed progress and weakened institutions established to promote women's rights and prevent gender-based violence.

The negative impact of merging programs is evident. For example, the PAIMEF program once provided financial support to **428** local support units for women in **2,167** municipalities across all 32 federal entities.

Despite government claims, increases to the 2025 PEF primarily benefit direct cash transfer programs. In 2024, **94.9%** of Annex 13 funds were **concentrated in the administration's flagship programs**—particularly the Pension for the Wellbeing of Older Adults. Of the 28 administrative branches in Annex 13, 18 had a negative average annual growth rate between 2018 and 2024<sup>6</sup>.

<sup>1</sup> Submitted on the occasion of Mexico's 10th Periodic Review during the 91st Session of the Committee on the Elimination of Discrimination against Women.

<sup>2</sup> Coalition composed of the Center for Justice and International Law (CEJIL); Colectiva Ciudad y Género; Equality Now; Mujer Ideas Desarrollo Investigación (MIDI); and RAÍCES, Gender Analysis for Development.

<sup>3</sup> INEGI. National Survey on the Dynamics of Household Relationships (ENDIREH) 2021. Available at: [https://www.inegi.org.mx/contenidos/programas/endireh/2021/doc/endireh2021\\_presentacion\\_ejecutiva.pdf](https://www.inegi.org.mx/contenidos/programas/endireh/2021/doc/endireh2021_presentacion_ejecutiva.pdf)

<sup>4</sup> INEGI, National Survey on Victimization and Perception of Public Safety (ENVIPE) 2024.

<sup>5</sup> Available at: <https://www.inegi.org.mx/programas/envipe/2024/> (<https://www.inegi.org.mx/programas/envipe/2024/>)

<sup>6</sup> An example of this is the Program for the Advancement, Wellbeing, and Equality of Women (PROABIM), which has been removed from Annex 13. Since the 2023 fiscal year, the S010 Program for Strengthening Gender Mainstreaming (PFTPG) has been replaced by the Comprehensive Care Program for Women's Wellbeing (PAIBIM); meanwhile, the Fund for Women's Wellbeing and Advancement (FOBAM) may also be eliminated, as the corresponding call for proposals has not yet been issued

There was a more than 15% budget cut to gender-based violence prevention and response programs, and a 0.2% cut to the Support Program for Specialized Shelters for Women Victims of Gender-Based Violence compared to 2024. Notably, the disappearance of the Fund for Aid, Assistance, and Comprehensive Reparation further worsens this situation.

The Comprehensive Wellbeing Program for Indigenous Peoples (PROBIPI) saw an increase below inflation, as did funding for the 35 Indigenous and Afro-Mexican Women's Centers (CAMIs). However, this funding has largely supported infrastructure, economic development, and tourism projects that predominantly benefit men. There is no public data on gender-focused actions.

## CONCLUSIONS

Like its predecessor, the current administration has prioritized direct transfers and welfare policies over investments in women's advancement, political and economic empowerment, and the promotion of their rights. This approach has weakened the legal and financial capacity of Women's Advancement Mechanisms (MAMs), which now face increased responsibilities without adequate resources or authority, and has also restricted civil society organizations' access to public funds.

The reduction of programs and resources for gender equality and non-violence violates Mexico's international obligations and severely harms women's human rights. We call for a reversal of these trends and demand that public policies in gender mechanisms, health, public security, prosecution, and victim care be effective and sustainable in protecting women nationwide.

## PROPOSED OBSERVATIONS FOR THE CEDAW COMMITTEE

### Gender-Responsive Budgeting

- **Reverse institutional dismantling:** Restore legal autonomy and adequate financing for gender equality mechanisms across all levels of government.
- **Increase funding to eradicate violence:** Ensure a sustained and progressive increase in public funds for programs that prevent, address, punish, and redress violence against women, especially those in vulnerable situations.
- **Stop defunding:** Reverse the defunding of gender equality programs and secure sustained, growing budgets for violence prevention and response.
- **Separate welfare from Annex 13:** Remove social assistance programs from Annex 13 and ensure stable funding for programs that strengthen women's autonomy.
- **Fulfill international commitments:** Adopt specific, verifiable measures to implement international obligations (CEDAW, Belém do Pará) and national programs like PROIGUALDAD and those for Indigenous Peoples.

### Consent and Sexual Violence

- **Reform criminal codes:** Align the legal definition of rape with international standards that recognize consent as free, informed, and without coercion. Eliminate the need to prove physical resistance and abolish the crime of statutory rape.
- **Prosecute ex officio:** Ensure all sexual violence crimes are prosecuted regardless of whether the victim files a complaint.
- **Intersectional and due diligence approach:** Investigations must consider ethnicity, disability, migration, and other vulnerabilities. Justice actors must be trained in gender-sensitive, human rights-based practices.
- **Strengthen medical and legal services:** Allocate sufficient resources to enforce the General Victims Law and NOM-046, ensuring access to essential health services for women and adolescent survivors of sexual violence, including emergency contraception, prophylaxis, and safe abortion.

<sup>[6]</sup> Administrative Branches refer to a budgetary classification used in the Decree and for the integration of total net spending. This classification enables the identification, grouping, and integration of fiscal resource allocations by federal government spending entities. It also identifies and integrates, based on sectoral grouping, the allocations to supported entities that receive public funds through subsidies and/or transfers. The budgetary classification is complemented by Autonomous Branches (Legislative Branch, Judicial Branch, and Autonomous Constitutional Bodies) and General Branches (resources allocated to fulfilling the obligations of the Federal Executive and legal provisions or mandates from the Congress of the Union). Glossary for the Budget Process. Available at: <https://www.gob.mx/shcp>

<sup>[7]</sup> Federal Expenditure Budget for Fiscal Year 2025 [PEF]. Official Gazette of the Federation. December 24, 2024. Available at: [https://www.diputados.gob.mx/LeyesBiblio/pdf/PEF\\_2025.pdf](https://www.diputados.gob.mx/LeyesBiblio/pdf/PEF_2025.pdf)

<sup>[8]</sup> CEAV. INSTITUTIONAL PROGRAM OF THE EXECUTIVE COMMISSION FOR VICTIM ASSISTANCE (PICEAV) 2020-2024. PROGRESS AND RESULTS January 2023 – June 2024. Available at: [https://www.gob.mx/cms/uploads/attachment/file/948839/47\\_PJ\\_CEA\\_V\\_AyR2324.pdf](https://www.gob.mx/cms/uploads/attachment/file/948839/47_PJ_CEA_V_AyR2324.pdf)