



ALTERNATIVE REPORT ON MEXICO Article 8 of the CEDAW Facultative Protocol and CEDAW Committee Recommendations to the Mexican State on the 6th Report relating to Ciudad Juárez, Civil Society Organizations

In 2013 it will be 20 years since the civil society in Ciudad Juárez began formally denouncing failures of the Mexican State to comply with its duty to prevent, punish and eradicate discrimination against women in its cruellest and most violent forms: the disappearance and murder of women; impunity; and no access to any real justice, the truth or reparation for the harm caused. More alarming still, 19 years after the first cases of femicide were reported in Ciudad Juárez, the situation far from improving, has only worsened: as regards the numbers of women missing and/or murdered; as to the degree of violence with which the murders are committed; and the aggression visited on relatives and/or those seeking justice for the victims. In other words, violence against women Ciudad Juárez is spiralling out of control, and breeding in the prevailing context of impunity and ineffectiveness within the justice institutions and the Rule of Law.

According to data taken from death certificates and related information by the IACHR Rapporteur (IACHR, *Situation of Women's Rights in Ciudad Juárez*), between 1990 and 1993 a total of 249 men were murdered, whereas in 1994-1997 the figure rose to 942, an increase of 300%. According to the same study, between 1990 and 1993 a total of 20 women were killed, whereas in 1994-1997 the figure was 143, a rise of 600%.¹ Figures for the last 3 years are as follows: 2009, a total of 2,486 men reported murdered plus 164 women²; 2010, a total of 2,359 men plus 306 women murdered, the highest figure in recent years; and in 2011, a total of 1,688 men killed plus 196 women.

Up to 6 May of this year (2012), the media records a total of 446 persons killed, 56 of them women. According to a press report in *El Diario de Juárez*, the incidence of murders among men is falling whilst murders of women rose by 50% in the first three months of 2012, and "on comparing the incidence from February to April, the figure has risen by 80%".³ "In a breakdown of data compiled since 1993, when record-keeping of femicides first began, a total of 1,232 females have lost their lives to various forms of aggravated murder."⁴

Seven years have now passed since January 2005, when the Committee for the Elimination of Discrimination Against Women published its Report on Mexico, under Article 8 of the Facultative Protocol of the Convention for the Elimination of all forms of

¹ Documento sobre la Misión Internacional por el Acceso a la Justicia para las Mujeres. Red Mesa de Mujeres de Ciudad Juárez y Mujeres por México, Noviembre 2010.

² Datos recabados a partir del monitoreo de la Red Mesa de Mujeres con información de Nota de El Diario de Juárez, 1 de enero del 2012.

³ Datos Nota de El Diario de Juárez, 1 de mayo del 2012.

Link: <http://www.diario.com.mx/notas.php?f=2012/05/01&id=58^a479cc6b9ee54631a657258aa762d8>

⁴ El Diario de Juárez, 1 de mayo del 2012

Link: <http://www.diario.com.mx/notas.php?f=2012/05/01&id=58a479cc6b9ee54631a657258aa762d8>

Discrimination Against Women, and the Mexican Government published its response (Report on the Situation in Ciudad Juárez, Chihuahua). Given that the Committee's Report includes information produced by Special United Nations Reports and Special Reports by IACHR (Inter-American Commission on Human Rights), plus Reports and Recommendations made by organizations of the Mexican State, any real analysis of progress regarding Recommendations to said Report on the Situation in Ciudad Juárez, needs therefore to consider the following:

- (2006) Diagnostic Report on Femicide Violence, by the Mexican House of Representatives
- (2009) Sentence handed down by the Inter-American Court of Human Rights, in the Case of González et al. vs. Mexico (*Campo Algodonero Case*).

In these last 7 years, political parties have changed, and so have administrations in municipalities, provincial states and the federation. And yet, although in this time new laws have been enacted (for example, the State Law on the Right of Women to a Life Free of Violence), and new institutions and programmes have been created, the Inter-American Court states that this is not enough, because formal actions taken by the Mexican State have not resulted in any specific or effective progress for ordinary people. Thus, said actions ("simulation", in the words of the civil society) can only be considered non-compliance by Mexico with its obligations. In other words, although the Mexican State has taken action through its legislative, executive and judicial branches, said actions have not translated into results, because there is always some way in which, either by commission or omission, the authorities can evade converting promises into action. Moreover, the way the Mexican State acts has meant that monitoring, evaluation and questions about compliance with its obligations and international commitments need to be ever more finely honed to discover the real situation in relation to the quality of results. Otherwise the government simply provides standard affirmations, empty numbers devoid of any real meaning, and data that camouflages discrimination against women which is the real face of the State.

A study of Recommendations made to the Mexican Government between 2000 and 2010, reveals a total of about 1012 Recommendations, arising out of 27 International Reports. During that time, 4 Reports were also compiled by the National Human Rights Commission (CNDH) here in Mexico.⁵

Of said total 1012 International Recommendations, 279 Recommendations resulting from 22 International Reports relate to the theme of women. That amounts to 27.56 per cent. Of these, 13 Recommendations relate specifically to Ciudad Juárez, which equals 13.9 per cent.

If we take the 279 Recommendations as 100 percent, we find that Ciudad Juárez comprises 50.53 per cent, a little more than half of all the Recommendations issued to Mexico on matters to do with protecting women's rights.⁶

It is worth mentioning that, when the CEDAW Committee paid a visit to Mexico, the Mexican Government received 16 Recommendations based on Article 8 of the

⁵ Ramírez, Gloria. Informe 2000-2010. ¿Cumple Chihuahua con la CEDAW?. Recomendaciones internacionales al Gobierno de México en Ciudad Juárez. Seguimiento de las recomendaciones del Comité CEDAW en Ciudad Juárez, Chihuahua. Ed AMDH/UNAM, 2011.

⁶ Idem. Pp. 1-2

Convention's Facultative Protocol. The majority dealt with topics linked to the phenomenon of femicide; in other words, issues such as: Law and Order and the Administration of Justice; Programmes and Public Policy addressing violence against women; the creation of Databanks; and the systematization of information on the subject, etc.⁷

As mentioned above, between 2000 and 2010 the CNDH (Mexico's National Human Rights Commission) published 4 Reports⁸ regarding cases of femicide in Ciudad Juárez. One Report alone resulted in 8 Recommendations, the Report entitled: "*Case of women murdered in Ciudad Juárez, and on the lack of collaboration by authorities at the Attorney General's Office for the State of Chihuahua*"⁹, and 6 of those Recommendations relate to law and order and the administration of justice.

In fact out of said 4 CNDH Reports on Ciudad Juárez, a total of 8 Recommendations were made regarding law and order and the administration of justice.

TABLE OF INTERNATIONAL RECOMMENDATIONS ON CIUDAD JUÁREZ

International Recommendations on Ciudad Juárez by theme		
No.	Theme	Recommendations
1	Co-ordination between Institutions	18
2	Databank and Register	9
3	Law and Order and the Administration of Justice	60
4	Programmes and Public Policy addressing violence against women	18
5	Legislation	6
6	Harmonizing Legislation	6
7	Training of public servants	8
8	Diffusion, information and awareness-raising in society	8
9	Follow-up to Recommendations	8
Total		141

Source: Table drawn up by el OCDM/AMDH_04. International Recommendations on Ciudad Juárez

⁷ Idem. Pp. 3-6

⁸ Informes de la CNDH analizados:

1) Caso de las mujeres asesinadas en Ciudad Juárez y sobre la falta de colaboración de las autoridades de la Procuraduría General de Justicia del Estado de Chihuahua. Recomendación 44/98, CNDH, 1998. <http://www.cndh.org.mx/recomen/1998/044.htm>

2) Informe Especial de la Comisión Nacional de los Derechos Humanos sobre los casos de homicidios y desapariciones de mujeres en el municipio de Juárez, Chihuahua. 2003. <http://www.cndh.org.mx/lacndh/informes/espec/juarez2003/index.htm>

3) Evaluación integral de las acciones realizadas por los tres ámbitos de gobierno en relación a los feminicidios en el municipio de Juárez, Chihuahua. 2005. <http://www.cndh.org.mx/lacndh/informes/espec/infJrz05/index.htm>.

4) Segundo informe de evaluación integral de las acciones realizadas por los tres ámbitos de gobierno en relación a los feminicidios en el municipio de Juárez, Chihuahua. 2008. <http://www.cndh.org.mx/lacndh/informes/2infseguarez.pdf>.

5) Anexo. <http://www.cndh.org.mx/lacndh/informes/2infseganex.pdf>

⁹ Recomendación 44/98, 1998.

Of the aforementioned 279 International Recommendations on the theme of women, 141 relate to Ciudad Juárez.¹⁰ Added to the 8 Recommendations issued by the CNDH, this makes a total of 149 national and international Recommendations issued between 2000 and 2010, focussing solely on Ciudad Juárez, this being the city named most often in connection with the violation of women’s human rights.¹¹

TABLE OF NATIONAL RECOMMENDATIONS ON CIUDAD JUÁREZ

National Recommendations on Ciudad Juárez by theme		
Report No.	Theme	Recommendations
1	Institutional Co-ordination	1
3	Law and Order and the Administration of Justice	6
4	Programmes and Public Policy addressing violence against women	1
Total		8

Source: Table drawn up by the OCDM/AMDH_02. National Recommendations on Ciudad Juárez.

1. Follow-up of Recommendations to the Report on Article 8 of the CEDAW Protocol

A. General Recommendations

¹⁰ 13 Informes emitieron recomendaciones en materia de Cd. Juárez:

- 1) Informe del relator Especial sobre la independencia de los magistrados y abogados. E/CN.4/2002/72/Add.1
- 2) Situación de los Derechos de la Mujer en Ciudad Juárez, el derecho a no ser objeto de violencia y discriminación. OEA/Ser.L/V/II.117
- 3) Observaciones Finales del Comité para la Eliminación de la Discriminación contra la Mujer, con base en el quinto informe periódico presentado por México. A/57/38, paras.410–453
- 4) Informe de la Comisión de Expertos Internacionales de la Organización de las Naciones Unidas, Oficina de las Naciones Unidas contra la Droga y el Delito, sobre la Misión en Ciudad Juárez, Chihuahua, México.
- 5) Informe de México producido por el Comité para la Eliminación de la Discriminación contra la Mujer bajo el Artículo 8 del Protocolo Facultativo de la Convención. CEDAW/C/2005/OP.8/MEXICO
- 6) Recomendaciones del Consejo de Europa elaboradas por Ruth Gaby Vermouth Mangold: Relatora de la Asamblea Parlamentaria del Consejo de Europa para el tema «Desaparición y asesinato de un gran número de mujeres y niñas en México.
- 7) Integración de los Derechos Humanos de la Mujer y la Perspectiva de Género: La Violencia contra la Mujer. E/CN.4/2006/61/Add.4
- 8) Aplicación del Pacto Internacional de Derechos Económicos, Sociales y Culturales. E/C.12/MEX/Q/4.
- 9) Observaciones finales del Comité para la Eliminación de la Discriminación contra la Mujer: México. CEDAW/C/MEX/CO/6
- 10) El Comité contra la Tortura, tras examinar el informe de México emitió conclusiones y recomendaciones contenidas en el documento. CAT/C/MEX/CO/4 del 6 de febrero de 2007.
- 11) Informe del Relator Especial sobre la venta de niños, la prostitución infantil y la utilización de niños en la pornografía, Juan Miguel Petit. A/HRC/7/8/Add.2
- 12) Informe del Grupo de Trabajo sobre el Examen Periódico Universal México. A/HRC/11/27.
- 13) Observaciones finales del Comité de Derechos Humanos. CCPR/C/MEX/CO/5

¹¹ Ramírez, Gloria. Informe 2000-2010. Las recomendaciones internacionales al Gobierno de México en Ciudad Juárez. Seguimiento de las recomendaciones del Comité CEDAW en Ciudad Juárez, Chihuahua. Pp. 3-7

Regarding paragraph 264

The Mexican State not only refuses to acknowledge that the State's own agents actively discriminate against women, it also fails to accept that it is the State's responsibility to take appropriate measures to eliminate discrimination against women regardless of the person, organization or enterprise committing the discrimination.

Sooner or later discrimination equates to violence, and this has increased throughout the whole population, although certain social groups have suffered more than others, for example: young people; university students; boys and girls; and journalists. In many cases, the acts of violence are committed not only by individuals linked to organized crime or para-military groups, but also by the army or the self-same provincial state and federal authorities responsible for protecting public safety. And violence against women has not ceased either, nor has it even diminished. The sad fact is that violence against women in Ciudad Juárez and Chihuahua has only worsened, in amount and manifestations, but with one single constant: that it continues to be minimized compared to violence in general, which results in greater impunity and the insidious message that discrimination and violence against women are not particularly abnormal.

According to data compiled by *Casa Amiga*, the "Esther Chávez Cano" Crisis Centre, the demand for care from women survivors of domestic violence has risen 40% since the implementation of the 2008 security policy¹²; and according to monitoring of gender crimes by *Red Mesa de Mujeres* from 2010 to the present day¹³, the indices of sexual violence and the disappearance and murders of young women have all risen by at least 18%, where some of the murders of women are catalogued as femicide because acts of gender discrimination continue to happen.

As to violence against women in their private domain (personal relationships with partners and/or family), even though domestic violence is a crime punishable under Chihuahua's state Penal Code (including aggravating factors due to gender), official figures published by UAVIS (Domestic Violence Attention Units) operating at police stations in the city of Chihuahua, show that out of 1,000 reports received per year, fewer than 5% are ever brought to trial. What happens is that: discrimination from public servants (both male and female) in their attention to women victims (which victimizes women a second time), the lack of co-ordination between the various government bodies (for example, special units of the *Ministerio Público* instead of attending to victims as they should, evading their responsibilities by referring said victims to the UAVIS), failure of the authorities to investigate crimes and generalized impunity, frustrate victims into giving up their search for justice through the justice system, some even going so far as to pardon their assailants.

Regarding paragraphs 266 and 294

The 40 Points Programme, created as a mechanism to co-ordinate actions between the levels of government (federal, provincial state and municipal), and between these governments and the civil society, has not shown any definitive results in its 7 years of operation. In fact, said programme, which should have been implemented and co-

¹² <http://www.casa-amiga.org.mx/index.php/Contenido/estadisticas.html>

¹³ Report de monitoreo hemerográfico of the Red montha de Mujeres de Ciudad Juárez A. C.

ordinated by the Commission to prevent and punish violence against women in Ciudad Juárez, hardly achieved anything substantive before being dissolved in 2010.

The motive for disbanding the Commission was given as the creation of CONAVIM (a new National Commission to Prevent and Eradicate Violence against Women) that was going to expand its work nationwide, but without reducing efforts in Ciudad Juárez. However, in only 2 years, CONAVIM's office in Ciudad Juárez has shrunk to a mere symbol. It has little operative infrastructure, and a team reduced to less than half¹⁴ (from a total of 8 persons at the start of 2011 and permission to expand to 9, down to a team of 3 operational personnel plus 1 administrator today).

In any event, the results of efforts to prevent and eradicate violence against women have been disappointing in both Ciudad Juárez and the country as a whole. One example of the confusion and short-sightedness of CONAVIM's mandate was revealed in the 2010 diagnoses of 6 Mexican cities¹⁵, where violence against women is lumped under one single heading: violence in family relationships. And despite spending money on that piece of research, Mexico still does not have a National Diagnosis on all the forms of violence against women as is required by the General Law of Access for Women to a Life Free of Violence.

To learn about co-ordination mechanisms, Chihuahua state government departments were asked by this Report's authors *to advise as to their co-ordination mechanisms for joint action with other municipal, state and federal bodies to attend to the situation of women*. Provincial state agencies reported the co-ordination mechanisms they operate between themselves, and ICHMujer was the organization with the greatest amount of activity, particularly in the form of workshops and agreements. However, it needs to be stated that Chihuahua's state government agencies pretty much feel they can leave ICHMujer to shoulder the entire responsibility. State agencies reporting contacts with federal mechanisms, were: ICHMujer, SEC and COESPO. The SF claimed it was unsuited to co-ordinating with other institutions on women's matters, and re-directs all applicants to ICHMujer. And these responses demonstrate just how restricted co-ordination is between the three levels of government.¹⁶

Regarding paragraphs 268 and 290

By the same token, the Recommendation to include the gender perspective and criteria for eliminating discrimination and violence against women into public security policies and violence prevention measures, has not been complied with either.

The security policy implemented by the Federal Executive nationwide, and introduced into Ciudad Juárez in March 2008, has the army deployed throughout the city and a militarization of much of the local police force. The result has been to aggravate violence overall, with sexual violence against women (in private and public) rising alarmingly along with impunity in general. Local police forces installed in Ciudad Juárez and Chihuahua

¹⁴ Acta de reunión of the 18 de junio de 2012 of the SubCommission de coordinación and enlace para prevenir and erradicar violence against the mujeres en Ciudad Juárez, Chihuahua.

¹⁵ Diagnóstico sobre the realidad social, económica and cultural of the entornos locales para el diseño de intervenciones en materia de prevention and erradicación de violence. Se realizaron en Aguascalientes, Guadalajara, Tijuana, Ciudad Juárez, Mérida and Tapachula.

¹⁶ Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, pp. 112-130.

since 2008, have become notorious for their harassment of and sexual violence towards women, and the women dare not report offenders to the authorities because all this violence comes with threats of worse to follow should the women ever dare come forward and speak out. And although exact figures are unavailable without official accusations, the fact of the violence and its increase can be deduced from the rising rates of STIs in women plus the numbers of requests for help or reports of such deeds that local CSOs are receiving from the women themselves.

In general, those most active in the reporting of crimes and follow-up to investigations in these 2 cities have been the victims' mothers and local women's rights CSOs. Unfortunately however, the response has been overt institutional violence aimed at stalling any accusation or demand for justice. Some examples of this *modus operandi* are given below:

1. Women themselves continue to be held responsible for any violence they experience. Nowadays the fact that women are missing, raped or murdered, is put down to their supposed links to organized crime, without the authorities carrying out any investigation or producing any evidence for such claims, but using same as justification for closing the cases anyway.
2. Victims' relatives are victimized a second time and criminalized when they demand justice. Such is the case of Mónica Janeth Alanís Esparza, a UACJ student who went missing in March 2009, and whose parents have not stopped seeking justice for their daughter. The only line being taken by the authorities is a totally baseless investigation of the victim's father, Ricardo Alanís, and although the authorities have not produced any proof, they have not stopped terrorizing the family either.
3. The authorities do not apply even the minimum of due diligence; and where it is the relatives who carry out all the investigations, the legal system responds contrarily, fostering yet greater impunity. One example is Rubí Marisol Frayre Escobedo, who was murdered by her ex-partner. Rubí's mother, Marisela Escobedo, took on her daughter's case herself, collecting as much evidence as she could, but at a preliminary hearing the ex-partner was found not guilty and immediately fled. On appeal, however, the verdict was overturned, but despite being a wanted man, the offender still has not been detained, even though now the mother, Marisela Escobedo, has been killed, presumably by the same person and in revenge for the investigations undertaken.
4. Gender violence is also visited by the authorities on women demanding justice for male relatives; and one example is Guadalupe Meléndez, mother of Israel Arzate Meléndez, unjustly accused of the massacre of young people in Villas de Salvarcar. Indeed, fabricating evidence and implicating innocent third parties is a well-known, systematic ploy of the authorities simply for the publicity and/or to close serious cases, as happened in the *Campo Algodonero* Case.
5. Human rights defenders, particularly those who take up cases and follow through with prosecutions, are menaced by public servants in decision-making positions. They subject defenders to public ridicule in the media, to threats made face-to-face, to sexual harassment, or assaults with weapons (as has happened at battered women's shelters). All this to hinder the defenders, and dissuade them from supporting victims and victims' relatives in their search for justice.

Regarding paragraph 270

In 2010, plans were drawn up to disband the Sub-Commission for co-ordination and liaison to prevent and eradicate violence against women in Ciudad Juárez, Chihuahua (a body

created to guarantee close co-operation with CSOs in all implementation of the 40 Points Programme). And it was only because of pressure from, and efforts made by, CSOs in Ciudad Juárez that the Sub-Commission was reactivated. The Sub-Commission has taken said 40 Points plus stipulations handed down by the Inter-American Court in the *Campo Algodonero* Sentence, to draft a follow-up agenda to 23 of the points, but even this has yet to be applied in its entirety. Nevertheless, it at least serves as a clear follow-up agenda and basis for talks between government bodies and the civil society.

In any event, no other programme or mechanism has been instituted to guarantee any better co-ordination or participation between the levels of government themselves, between branches of the State (executive, legislative, judicial), nor between any of them and the civil society. And it is worth mentioning that the level of government most reticent to join in any co-ordination has been the municipality of Ciudad Juárez, which has failed to attend meetings and failed to incorporate any COCEDAW Recommendations or Inter-American Court rulings into its procedures.

It is important to mention that this Sub-Commission is the only space that currently allows the civil society direct access to information from the authorities about the situation of violence against women in Ciudad Juárez, the Sub-Commission even inviting relatives of missing and murdered women to attend its sessions and watch the organization at work.

B. Recommendations regarding investigation of crimes and punishment for those responsible

Regarding the Recommendation to paragraph 272

The Report on the Situation in Ciudad Juárez, Chihuahua, recommends harmonizing operations of federal and state authorities in a Combined Agency established in Ciudad Juárez in August 2003. However, this Special Prosecutor's Office has produced very little in the way of results. No substantive action has been carried out as regards having federal authorities take over investigation of unsolved crimes involving sexual violence dating from the 1990s. Hence the offenders are walking around free, and there has been no follow-up, punishment or reparations for criminal damage. By the same token, several years after taking over various cases from the first decade of the XXI Century, federal authorities then declared themselves unfit and returned the cases to the provincial state justice system. *Campo Algodonero* was one such case. In light of such poor results and other obstacles to obtaining any form of justice, in 2010 CSOs in Ciudad Juárez began campaigning to have a Justice Centre established combining all the different departments of the justice system applicable to women's cases under one single umbrella, hoping thereby to improve inter-departmental efficiency.

As a result, on 30 January 2012¹⁷, the Special Prosecutor's Office for Women Victims of Gender Related Crimes was created, essentially starting from scratch. It has attributions to act in cases where gender violence: has taken the lives of women; impinges on women's freedom or sexual safety; restricts normal psycho-sexual development; leads to domestic violence; manifests as failure to pay maintenance or child support; may be responsible for missing women in cases not linked to organized crime; and causes gender discrimination. However, even though particularly requested because of the links between people trafficking and cases of missing women or femicide (amply documented in investigations

¹⁷ Decreto 733/2012 of the H. Congreso of the Estado de Chihuahua LXIII Legislatura.

by state authorities), the Special Prosecutor's Office was not endowed with powers to investigate people trafficking. On a practical note, although said Office opened its doors in Ciudad Juárez on 28 February 2012¹⁸, it is still in the process of hiring staff and ordering supplies to start operating as part of the Justice Centre for Women.

The creation and disbanding of institutions without any concrete progress in investigations into cases of violence against women, includes other federal offices that have first taken over, but then returned, the investigation of cases in Ciudad Juárez. In the first weeks of June 2012 alone, the investigations of 7 cases of missing women in Ciudad Juárez (Perla Ivonne Aguirre Gutiérrez, Griselda Murúa López, Brenda Ivonne Ponce Sáenz, Idaly Juache Laguna, Mónica Janeth Alanis Esparza, Brenda Berenice Castillo García, Yanira Frayre) that were being handled by SIEDO (Sub-Prosecutor's Office for Investigations Specializing in Organized Crime), another department within the Office of the Federal Attorney General, were transferred to FEVIMTRA (Special Prosecutor for Crimes of Violence against Women and Trafficking in Persons) without any technical analysis or reports on any investigations already made. Furthermore, in this first half of 2012, FEVIMTRA itself has been absorbed into the structure of yet another new institution (created in October 2011): the Social Prosecutor's Office for Attention to Victims of Crime, an autonomous body within the Federal Public Administration.

Regarding the Recommendation to paragraph 274

There are no records of any authorities having been investigated or punished for their negligence or complicity in the disappearance or murder of women, the fabrication of evidence, false confessions obtained under torture, nor in relation to the persecution, harassment or menacing of victims' relatives and other people involved in their defence. Even though the Mexican State has tried to claim (as it did before the Inter-American Court) that it has indeed complied with said duty, the Court itself noted that none of the persons involved in grave irregularities occurring in the first stage of the investigation into erring functionaries, had actually been punished.

On the contrary, in recent years, authorities from Ciudad Juárez and Chihuahua whose performance in these cases has been suspect to say the least, have actually been rewarded. One example is Francisco Barrio Terrazas, former Governor of Chihuahua (1992-1998). Although notorious for blaming femicide in Ciudad Juárez on the clothes victims wore, Francisco Barrio was appointed ambassador to Canada in January 2009. Another example is Arturo Chávez Chávez, former Attorney General for the State of Chihuahua (1996-1998). Although notorious for grave irregularities in investigations into cases of murdered women, as evidenced in various reports on Ciudad Juárez, Arturo Chávez was appointed Federal Attorney General on 24 September 2009, instead of himself being investigated and, if necessary, sanctioned.

Regarding the Recommendation to paragraph 276

In 2005, a Protocol was created for Attention, Reaction and Coordination between federal, state and municipal authorities in cases of missing women and girls in the Municipality of Ciudad Juárez. The protocol is known as Protocol Alba. Its inefficacy has already been questioned by the Inter-American Court of Human Rights, which stipulated that Protocol

¹⁸ Nombra gobernador a nuevo fiscal para the crímenes against mujeres/ Se reúne César Duarte with madres of the jóvenes desaparecidas que estaban en plantón frente a the Fiscalía and se compromete a darles apoyo and justicia/ Norte de Ciudad Juárez / Ciudad Juárez, Chih. / Página 4 / Sección A/ martes 28 de febrero de 2012.

Alba must be improved before it can be considered a programme that complies with the obligation of due diligence in searching for missing women. To date, only one document has been produced reviewing the Protocol, but even that has yet to be officially studied by Protocol Alba's Technical Group, and thus its recommendations have not been implemented.

In a similar vein, the activation of Protocol Alba remains discretionary as it has been since the Protocol's creation. Not only is it not activated in all cases of missing women, the decision criteria are not standardized but left up to the *Ministerio Público* (agency responsible for investigating crimes) writing the Missing Person's Report. For example, in 2011, Protocol Alba was activated in only 9 cases. However, with the creation of a new Special Prosecutor's Office for Women Victims of Gender Related Crimes (in operation since 26 February 2012), Protocol Alba is now being activated on average in 80% of Missing Persons cases. That said, it is still feared that failure or delay in activating this search mechanism opportunistically may contribute to more missing women being found dead. This is the feeling at least in the Committee of Mothers and Relatives with Daughters Missing (information about these missing persons is given in the Table¹⁹ below).

Regarding the Recommendation to paragraph 278

Uncertainty throughout these last 19 years, regarding state procedures to identify victims, led in 2006 to mothers and relatives demanding a review by EAAF (Argentine Forensic Anthropology Team), renowned for its skill and objectivity in victim identification. Even though the team's formal collaboration with the state government has now ended, the 2 Reports of results (handed over in October 2010 and December 2011 respectively) have not been followed up by the Mexican authorities.²⁰

In light of this silence, since 2011 relatives of victims have been insisting that the Chihuahua State Prosecutor's Office take DNA samples from close blood relatives (mother, father, siblings or children) of women reported missing, for matching against skeletal remains stored at SEMEFO (Forensic Medical Service). As a result, starting in April 2011, the authorities have actually begun delivering skeletal remains to some bereaved families. The process brought to light the fact that some of these remains had already been in the hands of the Chihuahua State Prosecutor's Office for some time, without having been identified. This was revealed by the Special Prosecutor for Women Victims of Gender Related Crimes, on advising that the remains of 158 Unidentified Females were stored at SEMEFO in Ciudad Juárez and the city of Chihuahua.²¹ To date, 9 of those 158 Unidentified Females have been identified. A total of 6 skeletons have been delivered to their families, 2 families would not accept the remains but requested a second opinion from Foreign Experts in Forensic Genetics and Anthropology, and the ninth skeleton analyzed has not matched positively with any DNA samples provided by mothers or other relatives of missing women. That still leaves 149 Unidentified Females in the Chihuahua State SEMEFO facilities in Ciudad Juárez and the city of Chihuahua.

¹⁹ <http://fiscalia.chihuahua.gob.mx/>

²⁰ http://www.bbc.co.uk/mundo/noticias/2012/03/120308_huesos_justicia_mexico_juarez_an.shtml referido en al página of the EAAF http://eaaf.typepad.com/eaaf__sp/

²¹ Versión Estenográfica of the XXXIV Sesión of the SubCommission de Coordinación and Enlace para Prevenir and Erradicar violence against the Mujeres en Ciudad Juárez, Chihuahua / COMMISSION DE POLÍTICA GUBERNAMENTAL EN MATERIA DE DERECHOS HUMANOS OF THE SEGOB / El Colegio of the Frontera Norte, en Ciudad Juárez, Chihuahua / "Sala Isabel and Ricardo Pozas" Universidad Nacional Autónoma de México, en México D.F. / 14 de marzo de 2012 – 10:00 Horas

The following cases clearly evidence omission and negligence on the part of the Chihuahua State Prosecutor's Office in their investigations of reports of missing women and femicide:

- a) Hilda Gabriela Rivas Campos, a young woman aged 15, went missing on 25 February 2008 in Colony Centro, Ciudad Juárez; and her skeletal remains were found on 28 March 2008. However it was not until 3 years later, on 17 March 2011, that the family was asked for DNA samples, and these proved a positive match. Thus on 06 April 2011, said remains, identified as Hilda Gabriela Rivas Campos, were finally delivered to her family for burial.²²
- b) Mónica Liliana Delgado Castillo, a young woman aged 18, went missing on 18 October 2010 in Colony Centro, Ciudad Juárez; and her skeletal remains were found in January 2011 at Kilometre 57 on the Juárez-Porvenir Motorway in the village of Valle de Juárez. Nine months after discovering her remains in the Ciudad Juárez SEMEFO, the family was notified on 27 September 2011 of the positive identification of their daughter's remains, and these were then handed over for burial in Gómez Palacio, Durango.²³
- c) Adriana Sarmiento Enríquez, a young woman aged 15, went missing on 18 January 2008 in Colony Centro, Ciudad Juárez; and her skeletal remains were found on 05 November 2009 in the village of San Agustín, Valle de Juárez. On 29 November 2011, Adriana's mother, Mrs. Ernestina Enríquez, learned of the positive identification of her daughter through an electronic news network. The Chihuahua State Prosecutor's Office had not bothered to notify Mrs. Enríquez, and indeed the remains had been at SEMEFO for 3 years without any DNA matching being undertaken. And starting with the news of Adriana's identification, a rumour developed that there were more unidentified female skeletal remains in SEMEFO, and that they might test positive on matching DNA samples from the Mothers and Relatives with Daughters Missing belonging to this Committee.²⁴
- d) Fabiola Janeth Valenzuela Banda, went missing in August 2010, and was found on 16 September 2010. In June 2011, Fabiola's mother, Mrs. Silvia Banda, and Fabiola's son provided DNA samples for matching against skeletal remains in SEMEFO. These proved positive in December 2011, but Mrs. Banda was only notified on 19 January 2012 of the positive identification of her daughter.²⁵

In this context of impunity and corruption, the Chihuahua State Human Rights Commission is alarmingly absent from its role as guarantor and protector of women's human rights, because they do not make any public or official pronouncements about the authorities' omissions or negligence in due diligence of investigations into cases of missing women and femicide.

Sad to say, to date, while supporting and advising the Committee of Mothers and Relatives with Daughters Missing (comprising the mothers and relatives of 34 missing women and 6 women killed for gender reasons), *Red Mesa de Mujeres de Ciudad Juárez A. C.* has

²² Authorities de Ciudad Juárez tardaron tres años en the peritajes/ Tortuosa identificación de niña asesinada/ RUBÉN VILLALPANDO/ the Jornada / México, D.F. / jueves 14 de abril de 2011

²³ Guardó varios months restos de menor reportada como desaparecida and apenas the entregó a familiares/ CRITICAN DILACIÓN of the SEMEFO DE CHIHUAHUA/ R. VILLALPANDO / J. FLORES/ the Jornada / México, D.F. / sábado 01 de octubre de 2011

²⁴ Mujeres "guardadas" in the morgue of the SEMEFO/ El Fronterizo / Ciudad Juárez, Chih. / miércoles 30 de noviembre de 2011

²⁵ Carpeta de Investigación 02335372010

found that in not one of the cases was there any effective line of investigation being pursued that could have led to the punishment of those responsible for these crimes.

Regarding the Recommendation to paragraph 280

Not only do the authorities fail to treat mothers and relatives with the respect, consideration, compassion and solidarity they deserve in their pain, as recommended by the CEDAW Committee, but since 2005 several victims' families have even had to seek asylum outside Mexico to protect their lives and physical safety put at risk by demanding justice for family members missing or killed. Such is the case with 2 of the 3 families linked to the *Campo Algodonero* Case: Benita Monárrez Salgado and her family, granted asylum in the USA in 2009 because the Mexican authorities could not guarantee their lives or physical safety; and Irma Monreal and her family, who had to move away from Ciudad Juárez for the same reason. This year too (2012), the Andrade family, members of the organization *Nuestras Hijas de Regreso a Casa, A.C.* had to move to Mexico City to protect their lives and physical safety following grave threats and acts of intimidation.

Other mothers have paid with their own lives for demanding justice for the murders of their daughters. Marisela Escobedo Ortiz was gunned down on 16 December 2010 right in the doorway of the Government Palace in the city of Chihuahua, whilst demanding authorities act to apprehend the killer of her daughter, Rubí. As if this were not bad enough, during Marisela's wake her husband's family business was burnt to the ground, her brother-in-law killed and the whole family threatened. The remaining family had to flee to the USA seeking asylum as an emergency case.

And the impunity in which these terrible deeds remain, has destroyed the peace of mind of other families seeking justice for women missing or killed in Ciudad Juárez and Chihuahua.

Regarding the Recommendation to paragraphs 282 and 288

The tenacity of relatives and CSOs in denouncing nationally and internationally the discrimination and violence against women on-going in Ciudad Juárez and Chihuahua, has brought about an unforeseen and almost incomprehensible reaction locally. Beginning in 2006, the media, some business groups, one university and the local authorities banded together in a campaign to clean up Ciudad Juárez's image, and said campaign continues to this day. These groups say that denouncing violence against women is damaging the city's reputation and its economic opportunities. The campaign has insisted that the femicide is a myth, that mothers are profiting from the murders of their daughters, that CSOs promoting access to justice are lying and their only aim is to damage the city politically. The following is a recent quote (24 March 2012) made by the current Governor of Chihuahua, César Duarte Jáquez, who said that CSOs "are making money out of attacking the government of Chihuahua".²⁶

Another Diagnosis of human rights defenders in Mexico, recognizes in sharp contrast that female defenders working to put an end to the femicide, are amongst those at greatest risk in the country.²⁷

²⁶ <http://www.milenio.com/cdb/doc/noticias2011/ebf426e7a7edfe91ef6f513158a7c336>

²⁷ Defensoras de derechos humanos en México. Diagnóstico 2010-2011 sobre the condiciones and riesgos que enfrentan in the ejercicio de su trabajo. Versión digital en <http://www.justassociates.org/documents/mexico/diagnostico%20defensoras%20%20imprensa%20final.pdf>

In 2007-2009, OCDM (Citizen's Observatory on Women's Rights)²⁸ carried out an investigation into the activities related to education in women's rights undertaken by government agencies. The Observatory approached 18 of Chihuahua's state government agencies: CCS, PGJCh, SCOP, SFS, ICHMujer, ICHISAL, ICHIUV, SEC, SDM, SSPE, SGG, IVI, ICATECH, SDIF, SF, COESPO, State Government Representation in Ciudad Juárez and Office of the Governor's Private Secretary. In 13 cases the questionnaire was answered by the agency's Information Unit. ICHMujer answered through its General Directorate's Private Secretary, and the 4 remaining institutions: SEC, SGG, State Government Representation in Ciudad Juárez and Office of the Governor's Private Secretary, did not indicate which internal area responds to requests for information.²⁹

Of these 18 government departments, only 4 (ICHMujer, COESPO, PGJCh, SEC) advised that they provide women's human rights education programmes aimed at various population groups and government employees. None reported teaching women's human rights education programmes to children or the disabled. The 14 government bodies claiming not to have educational programmes of the type indicated, justified the lack by referring to the Organic Law of the Executive Power of the State of Chihuahua that assigns this responsibility exclusively to the Ministry of Education and Culture or to ICHMujer.³⁰

The following 11 institutions replied that they had received training about CEDAW: PGJCh, SCOP, SFS, ICHMujer, ICHIUV, SDM, SGG, IVI, ICATECH, SDIF and COESPO.

The only agencies providing information about budgets for CEDAW training, were: PGJCh, SFS, ICHMujer, SDM, SDIF and SF. However, none of the sums reported corresponded exclusively to that type of training.

At municipal level, Ciudad Juárez government departments do not have women's human rights education programmes aimed at any population group, nor do public servants (male or female) receive any training on the subject.³¹ OCDM found from information supplied by the state agencies that training in women's rights plus inclusion of the gender perspective into public policies, has not been systematically established in the municipality. Even though there are awareness-raising activities and sometimes even courses, none of these has made any great impact because they are isolated, haphazard and no follow-up is attempted. It should also be noted that, from 2009 to 2011, there was a reduction in training actions, and anyway the training such as it is, does not reach the higher echelons.

Considering that in 2008, a total of 199 public servants (male and female) were trained; in 2009, 289; and 213 people in 2010, the overall total comes to 701 (always assuming those taking the training were different people on each occasion). Nevertheless the number is pitiful considering the total corpus of public servants (male and female) working in the state government, the more so because again the Mexican State is eluding one of its

²⁸ <http://www.amdh.org.mx/mujeres3/>

²⁹ Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, pp. 139-141.

³⁰ Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, pp. 145-160.

³¹ Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, pp. 130-170.

responsibilities, that of providing “on-going programmes and courses to public servants to help them recognize and eliminate discrimination against women”. Furthermore, the Inter-American Court of Human Rights has pronounced this inescapably obligatory for Mexico, in the sentence handed down in the “González Case” and another, better known as the “*Campo Algodonero vs. Mexico Sentence*”, published on 10 December 2009.³²

Chihuahua State Human Rights Commission (CEDH)³³

The percentage of women and men working in the Chihuahua CEDH is 50%-50%. However, it needs to be recognized that most high-level posts are staffed by men, with only one woman in the post of First Visitor; that within the organization, at the next highest-level posts after the CEDH President, 18 men are heads of department and only 8 departments are headed by women. Women fill the lower ranks in CEDH, and they are thus also those who earn the lower salaries.

Interestingly, the Chihuahua CEDH does not have a gender perspective; and Chihuahua being one of the provincial states with the highest rates of women’s rights violations, it is note-worthy that the CEDH does not run any programmes specifically on women’s rights. Such training as the CEDH did provide in the period 2006 to 2009, was on the following subjects:

Training: to raise awareness among women about the gender perspective, in schools referring to gender equality between girls and boys, education for peace and equality between all peoples, dissemination of the rights of the disabled, transversality and the gender perspective in the workplace, and gender equality between men and women.

However, the only beneficiaries were children as the programme was taught only in schools, not amongst those liable to contravene the Law, in other words public servants. It is also troubling that on making a formal request for information through the IFAI (freedom of access to public information) system, CEDH replied it had no relevant information, nor did the agency confirm whether it had received any training on the CEDAW Convention or the *Belem Do Pará* Convention, and lamentably CEDH did not reply as to the training it provides to public servants.

As to research and publications on the subject of women’s human rights, CEDH reported that in 2008 its budget was \$863,185.00 Mexican pesos and in 2009 (in the wake of the *Campo Algodonero* Sentence) the budget was \$1,089,751.00 Mexican pesos. In other words, previously CEDH did not devote any budget to the theme of femicide, even though femicides have been happening in Ciudad Juárez, Chihuahua since 1993. Added to this, the Commission has only produced 2 Special Reports: Report *Campo Algodonero* in 2009; and a Request for a Political Trial of the judges from the Bravos Judicial District, and investigation of complaints against the Special Prosecutor’s Office and Juárez Municipal Police in 2010. In the same vein, CEDH is being remiss in its duty to follow-up on the Mexican State’s performance regarding compliance with international Recommendations received.

³² Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011.

³³ Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, pp. 192-222.

Despite the generous budget sums allocated (as noted above), when asked specifically about evaluation mechanisms to study the impact of activities relating to women's human rights, CEDH replied that evaluation is made by assessing the "*unease of persons approaching CEDH for help, and monitoring of the communications media*". In other words, CEDH only appraises on the basis of subjective elements, which can in no way be considered an evaluation mechanism. Effectively then, the Chihuahua CEDH has no evaluation mechanism.

It is worth adding that CEDH considers its work in terms of women's human rights is hampered by the lack of co-ordinated efforts between the various Institutions in the different levels of government, mainly the authorities encharged with the administration of Justice.

Regarding the Recommendation to paragraph 284

In none of the spaces to which the civil society has access, was there any information provided on covenants that may have been signed with the USA to co-operate in any systematic investigation into the murders and disappearances of women in Ciudad Juárez and Chihuahua.

Regarding the Recommendation to paragraph 286

Basically only because of pressure from the civil society, has any legislation been passed to bring conditions in Chihuahua into line with CEDAW ___ the first Law of Access for Women to a Life Free of Violence did not include the notion of femicide violence or a figure guaranteeing prevention and attention by means of a Gender Alert. And in this regard, it can be said that this progress in formal terms continues to be hampered by the inappropriate application of these norms. It bears repeating therefore, that municipal authorities have been remiss, almost totally, regarding any substantive action to prevent and eradicate discrimination against women.

The fact of a woman being missing, is still not classed as a crime. Currently, the Special Prosecutor's Office for Women Victims of Gender Related Crimes in its Missing and Lost Women's Unit is compiling a record of these events, entitled Report on Loss and Absence. Apart from this, the onus for investigation falls almost entirely on the families of women reported missing. When these family members approach the police or *Ministerio Público* to enquire as to progress, the oft-repeated response is simply: "*Ma'am you've brought your case back, but I still have nothing new to add.*" In light of this brazen non-compliance by the Mexican State with its prime duty (the safety of its citizens), the mothers and relatives of missing women have no choice but to expose themselves to untold risk checking out bars, nightclubs, hotels, motels, and any other place they can think of, looking for their missing loved-ones, often putting themselves in danger, but that is the only investigation being undertaken.

C. In the matter of preventing violence, guaranteeing safety, and promoting and protecting women's human rights

Regarding the Recommendation to paragraph 292

Medical and psychological attention, plus aid to victims' relatives, has been an oft-repeated Recommendation made to the Mexican State. However, to date, there are no such services available at public healthcare institutions in Ciudad Juárez or anywhere else in the Mexican Republic, with personnel fully trained to care for victims of gender violence, and help them cope with the lack of any official response from the state and the hard reality of impunity. The Inter-American Court has itself stipulated that for these types of cases the State must develop special capabilities to provide immediate attention to victims, and long-term care for relatives and other families and victims suffering violence against women of the type experienced in Ciudad Juárez. Among the Court's requirements (not yet complied with) are: that victims should be cared for by specialized public healthcare institutions; by professionals with the proper training and experience in treating both the physical health problems suffered by relatives, as well as the psychological traumas occasioned by gender violence, the lack of official government response and impunity. Such help must be adequate to meet the physical and psychological needs of each individual victim; and for as long as the victim requires. The service must also provide all the medications that might be required.

2. Recommendations from the CEDAW Committee to the Mexican State in response to the Sixth Report, the section on Ciudad Juárez

Regarding Article 4, Special Measures of a Temporary Nature

Both in its General Recommendations, as well as in the Sixth Report on Mexico, the CEDAW Committee has stressed the importance of Special Measures of a Temporary Nature (SMTN), particularly in Ciudad Juárez, Chihuahua. In the Report: "Is Chihuahua complying with CEDAW?", which follows up on Recommendations from the Committee for the Elimination of all forms of Discrimination against the Women (CEDAW 2006-2010), OCDM³⁴ studied various government bodies in the State of Chihuahua, and came to the conclusion that 14 of same claimed in 2008 not to have any information about SMTN: CCS, SCOP, SFS, ICHIJUV, SEC, SSPE, SGG, IVI, ICATECH, SDIF, SF, COESPO, State Government Representation in Ciudad Juárez and Office of the Governor's Private Secretary. It is particularly troubling that SFS, SGG, IVI and SF claimed in their responses that the creation of ICHMujer is an SMTN adopted by the state's Executive to comply with Article 4 Paragraph 1 quoted above. Nevertheless, they do not specify what measures they are themselves each taking to comply with the same obligation.

In a second request made in 2010, the Office of the Governor's Private Secretary³⁵, CCS³⁶, SDR³⁷, SEYC, SS³⁸, STPS³⁹, PGJCh⁴⁰, SDIF, ICHIJUV⁴¹, ICATECH⁴², SGG⁴³, IVI⁴⁴, SFS⁴⁵ all confirmed they did not operate any SMTN.

³⁴ Observatorio Ciudadano of the Derechos of the Mujeres <http://catedradh.unesco.unam.mx/>

³⁵ Ver the respuesta a the solicitud with número de folio 043372010 in the página of the Observatorio www.amdh.org.mx/mujeres o in the página de INFOMEX Chihuahua <http://www.infomexchihuahua.org.mx>

³⁶ Ver the respuesta a the solicitud with número de folio 043392010 in the página of the Observatorio www.amdh.org.mx/mujeres o in the página de INFOMEX Chihuahua <http://www.infomexchihuahua.org.mx>

³⁷ Ver the respuesta a the solicitud with número de folio 043402010 in the página of the Observatorio www.amdh.org.mx/mujeres o in the página de INFOMEX Chihuahua <http://www.infomexchihuahua.org.mx>

³⁸ Ver the respuesta a the solicitud with número de folio 043432010 in the página of the Observatorio www.amdh.org.mx/mujeres o in the página de INFOMEX Chihuahua <http://www.infomexchihuahua.org.mx>

³⁹ Ver the respuesta a the solicitud with número de folio 043442010 in the página of the Observatorio www.amdh.org.mx/mujeres o in the página de INFOMEX Chihuahua <http://www.infomexchihuahua.org.mx>

⁴⁰ Ver the respuesta a the solicitud with número de folio 043452010 in the página of the Observatorio www.amdh.org.mx/mujeres o in the página de INFOMEX Chihuahua <http://www.infomexchihuahua.org.mx>

On the other hand, SCOP and SSPE said they felt it was not necessary to adopt SMTN because, they claim: “within their organizational structures gender equality prevails, recognizing equally the work undertaken by both men and women”, but none of these agencies demonstrated how this is so, nor did they provide any documentary evidence for said response.

The only government agencies claiming to have SMTN, were: ICHMujer, ICHISAL, SDM, PGJCh.

Regarding Article 5, Recommendation 15 to the Sixth Report on Mexico, and General Recommendations 12 and 19

In the State of Chihuahua, the State Law on the Right of Women to a Life Free of Violence does not include harassment or sexual harassment as forms of violence in the workplace or at educational establishments. The definition of the crime of sexual harassment in the Penal Code is extremely restricted: “Whosoever harasses a person with sexual intentions, despite the other party’s manifest opposition”.⁴⁶ Another shortcoming in Chihuahua’s State Law on the Right of Women to a Life Free of Violence, is that restraining orders were not included, thereby leaving women bereft of any adequate safeguard to ensure them physical safety when finding themselves in situations of violence.⁴⁷

The composition of the State Council to guarantee women a Life Free of Violence in Chihuahua, does not include the state’s Home Secretary, Treasury Secretary, Health Minister, Labour Secretary, a Representative from the state’s High Court or state’s Human Rights Commission. Nor are there representations from municipal organizations or agencies to do with protecting women’s rights.⁴⁸ The absence of these organs from the Council may eventually prejudice the development of public policies that concern these institutions directly, in for example the attention to, and prevention and punishment of sexual harassment, actions in which the Labour Ministry must necessarily take part.

Regarding Recommendations 7, 9 and 41 in response to the Sixth Report on Mexico

In recent years, the budget for the Chihuahua Women’s Institute has been rising. In 2007 ICHMujer was assigned \$22,127,000.00 (twenty-two million one hundred and twenty-seven thousand Mexican pesos). It is troubling though, that the Institution does not provide

⁴¹ Ver the respuesta a the solicitud with número de folio 043472010 in the página of the Observatorio www.amdh.org.mx/mujeres o in the página de INFOMEX Chihuahua <http://www.infomexchihuahua.org.mx>

⁴² Ver the respuesta a the solicitud with número de folio 043492010 in the página of the Observatorio www.amdh.org.mx/mujeres o in the página de INFOMEX Chihuahua <http://www.infomexchihuahua.org.mx>

⁴³ Ver the respuesta a the solicitud with número de folio 043382010 in the página of the Observatorio www.amdh.org.mx/mujeres o in the página de INFOMEX Chihuahua <http://www.infomexchihuahua.org.mx>

⁴⁴ Ver the respuesta a the solicitud with número de folio 043502010 in the página of the Observatorio www.amdh.org.mx/mujeres o in the página de INFOMEX Chihuahua <http://www.infomexchihuahua.org.mx>

⁴⁵ Ver the respuesta a the solicitud with número de folio 043422010 in the página of the Observatorio www.amdh.org.mx/mujeres o in the página de INFOMEX Chihuahua <http://www.infomexchihuahua.org.mx>

⁴⁶ Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, p. 44.

⁴⁷ Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, p. 45.

⁴⁸ Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, p. 46.

any information about the percentage of said budget that was spent on disseminating CEDAW Committee Reports, even though said information was requested formally through the IFAI system of Access to Public Information.⁴⁹

It is to be noted that much of the information provided by ICHMujer through the IFAI Access to Public Information system, as material for dissemination, deals with maternity issues and maternal care, said information accentuating gender stereotypes and fostering prejudices and moral values that contravene the free exercise of sexual and reproductive rights. One example is the following phrase in a leaflet entitled Self Esteem for the Pregnant Woman: “a sex life outside of marriage will cause you trouble”.⁵⁰

And the Gestation Agenda is in the same condition, starting with the first page which provides the following definition of fertilization: “The loving culmination between a man and a woman is reproduced microscopically with the meeting of a spermatozoid and an ovum”. This definition introduces moral and sentimental elements into what is a biological fact, with the clear intention of reinforcing arguments aimed at protecting life from the moment of conception, eliminating any notion of science and opening the way to stigmatizing those women who decide on abortion.⁵¹

Particularly worrying is the fact that the following state government agencies consider themselves unfit to undertake campaigns to disseminate women’s rights in the State of Chihuahua: SCOP, SFS, ICHISAL, ICHIJUV, SEC, SDM, SGG, IVI, ICATECH, SDIF, SF, State Government Representation in Ciudad Juárez and Office of the Governor’s Private Secretary, even though this duty is stipulated as their obligation in various State orders.⁵² That reveals yet again how little public servants working in the above-mentioned government departments know about women’s rights, even when they are the very people entrusted with responding to requests for information.

It needs to be mentioned that the information appearing on the ICHMujer web page is very limited. It does not provide basic information such as what women’s rights are, nor what laws there are to protect them. There is no information about the types or modalities of violence, nor does the page disseminate details about the workshops, conferences or other activities that the Institute organizes.⁵³

⁴⁹ Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, p. 66.

⁵⁰ Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, p. 75.

⁵¹ Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, p. 76.

⁵² Cfr. Report 2007-2011. ¿Cumple Chihuahua with the CEDAW? Seguimiento of the Recommendations of the Comité CEDAW en Ciudad Juárez Chihuahua. Avances and desafíos. Academia Mexicana de Derechos Humanos, México, 2011, p. 84.

⁵³ Ver sitio: <http://www.institutochihuahuensedelamujer.gob.mx/home.html> (Página consultada el 24 de mayo de 2012)

Addendum

Regarding paragraph 278

Below, updated information on cases of missing women:

COMITÉ DE MADRES Y FAMILIARES CON HIJAS DESAPARECIDAS		
NAME OF MISSING WOMAN	DATE OF DISAPPEARANCE	PROTOCOL ALBA APPLIED
Silvia Arce	11 March 1998	No
Adriana Sarmiento Enríquez	18 January 2008	Yes
Brenda Ivonne Ponce Sáenz	22 July 2008	Yes
Cynthia Jocabeth Castañeda Alvarado	24 October 2008	No
Brenda Berenice Castillo García	06 January 2009	Yes
María Guadalupe Pérez Montes	31 January 2009	Yes
Vianca Olegaria Loera Ceballos	13 February 2009	No
Mónica Janeth Alanis Esparza	26 March 2009	No
Griselda Murua López	13 April 2009	Yes
Esmeralda Castillo Rincón	19 May 2009	No
Bertha Alicia Vidal Varela	19 May 2009	No
Perla Ivonne Aguirre González	21 July 2009	Yes
Idaly Juache Laguna	23 February 2010	No
Jessica Leticia Peña García	30 May 2010	Yes
Fabiola Janeth Valenzuela Banda	August 2010	Not known
Mónica Liliana Delgado Castillo	18 October 2010	No
Gabriela Espinoza Ibarra	08 March 2011	Yes
Diana Rocío Ramírez Hernández	04 April 2011	No
Marisela González Vargas	26 May 2011	No
Patricia Jazmín Ibarra Apodaca	08 June 2011	No
Janeth Paola Soto Bentacourth	13 June 2011	No
Brianda Cecilia Martínez Gutiérrez	15 June 2011	No
Grisel Paola Ventura Rosas	22 June 2011	No
JesYesca Ivonne Padilla Cuellar	07 July 2011	No
Nancy Ivette Navarro Muñoz	13 July 2011	Yes
María de la Luz Hernández Cardona	26 September 2011	Yes
Leticia García Leal	17 November 2011	No
Brenda Alicia Agüero Rojas	18 January 2012	Yes

Report Co-ordinated by:

Red Mesa de Mujeres de Ciudad Juárez, Academia Mexicana de Derechos Humanos, Cátedra UNESCO de Derechos Humanos de la UNAM, and the Federación Mexicana de Universitarias, A.C.

Contacto: Imelda Marrufo. Red Mesa de Mujeres.
Email: imemarrufo@hotmail.com