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*Policy Brief*

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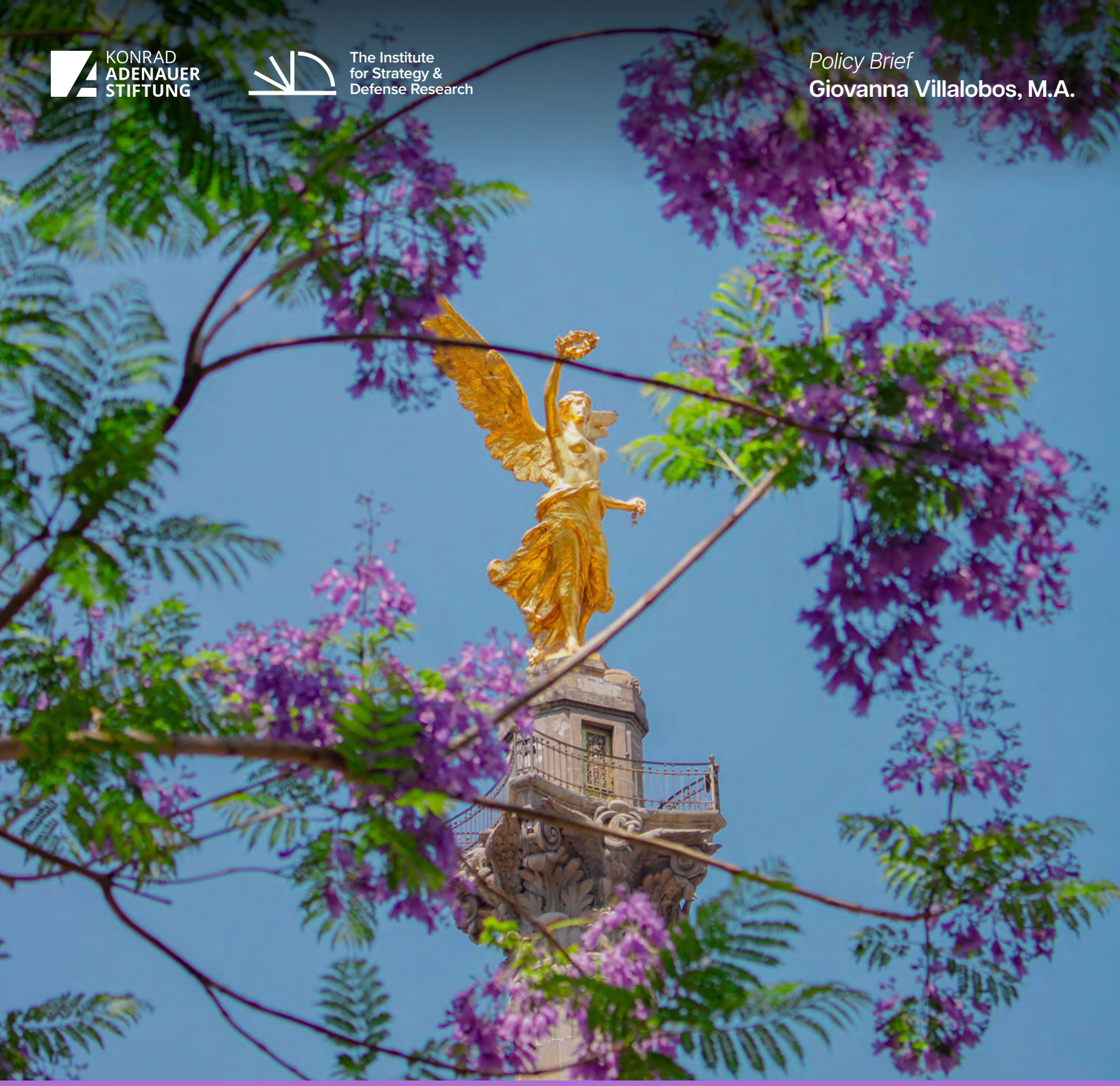
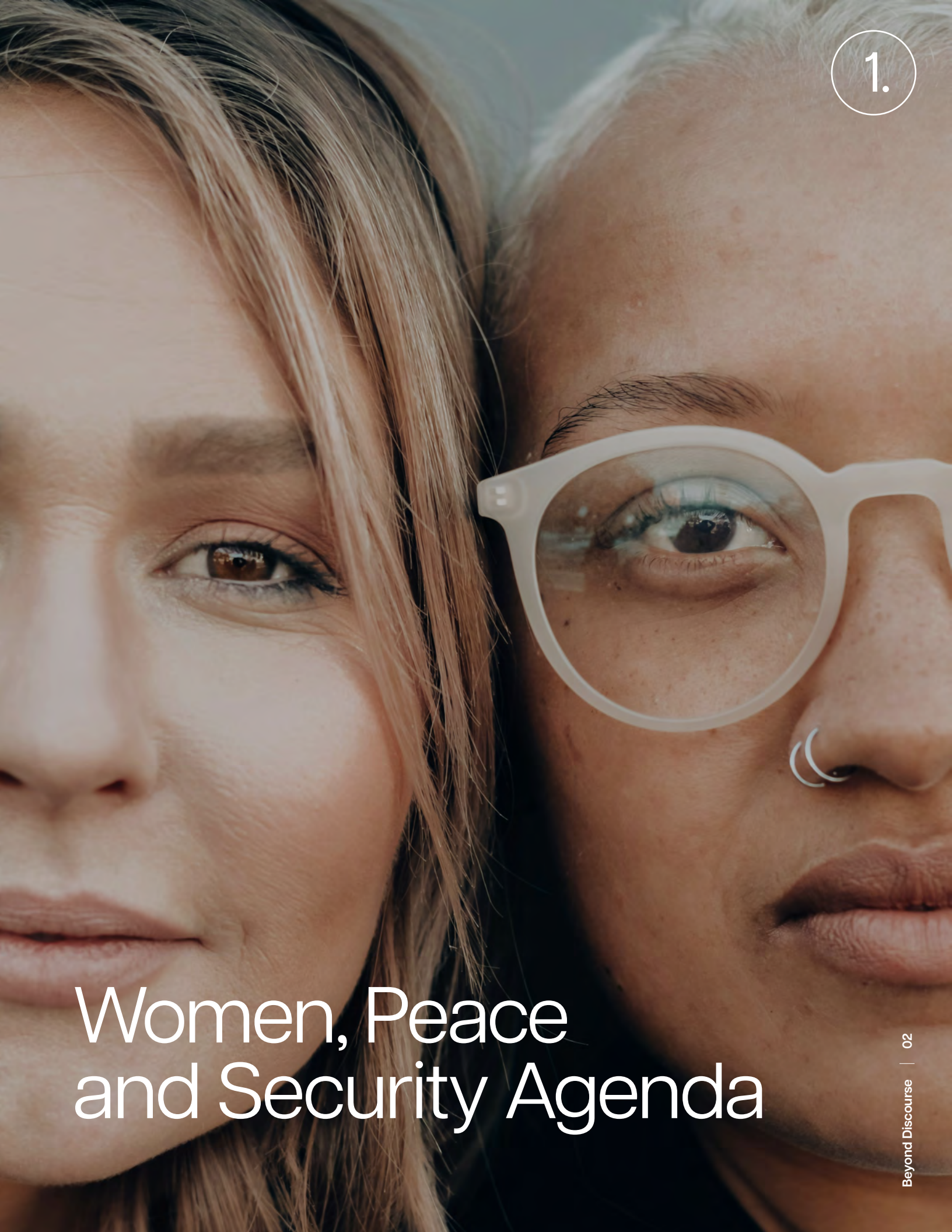


# Beyond Discourse:

## The Women, Peace and Security Agenda and Critical Strategies for its Implementation in Mexico

# Abstract

This document offers a comprehensive analysis of the Women, Peace, and Security (WPS) Agenda, highlighting its relevance as a global normative framework for the prevention and resolution of conflicts with a gender perspective. It begins by exploring international progress, including a comparative analysis of its implementation in Latin America, where several countries, like Mexico, face significant challenges in bridging the gap between global commitments and local actions. The focus then shifts to Mexico, a country that, despite its leadership in adopting a feminist foreign policy and a National Action Plan, encounters major obstacles in implementing this agenda at the national level. Barriers such as lack of resources, political will, and the disconnect between international policies and domestic realities are examined. Finally, the document calls for consistency between commitments and their execution, also suggesting a reevaluation of key issues in the agenda's implementation to ensure they are adapted to local realities and translated into sustainable efforts.



1.

# Women, Peace and Security Agenda

# Women, Peace and Security Agenda

## Background.

Feminist movements have played a crucial role in opening the doors for women to participate in the public sphere. The introduction of women's suffrage in New Zealand in 1893 is widely regarded as a landmark moment in advancing women's political rights. Over the next 122 years, women around the world secured the right to vote, but this victory alone did not guarantee that their interests would be reflected in national policies.

Women's political involvement began well before they gained the right to vote, and their ability to organize was what ultimately paved the way for their entry into public life. Historical examples, such as Olympe de Gouges' Declaration of the Rights of Woman and the Female Citizen (1791), serve as a testament to women's desire for participation and the consequences of voicing that desire. In Latin America, women played a vital role in independence movements and revolutions. Despite numerous challenges, they held forums, engaged in debates, and organized themselves to demand full citizenship. One notable example is the First International Congress of Women for Peace (1915), where over 1,300 women from 12 countries gathered to oppose war and highlight the overlooked experiences of women in conflict situations. This event marked the beginning of what would later become the Women, Peace, and Security (WPS) Agenda.

## Resolution 1325.

Resolution 1325, adopted in 2000, was the first step in creating the Women, Peace, and Security agenda. This resolution emerged after the 1993 negotiation process in Rwanda, where UNIFEM (now UN Women) oversaw the inclusion of women in peace negotiations, peace processes, and post-conflict institutions. However, despite the inclusion of women being an initial term in the negotiations, women were denied access to the talks and had to rely on UNIFEM to advocate for their concerns and interests. This highlighted that individual efforts to incorporate women into peace processes and consider their perspectives were not enough, and that a top-down, cross-cutting approach with actionable commitments was necessary, especially given the structural obstacles in each State.

Resolution 1325 (UNSCR 1325 going forward) marked a milestone as it was the first time the Security Council acknowledged the distinct and disproportionate impact that armed conflict has on women, as well as their role in conflict resolution and prevention. It redefined women as active agents in peacebuilding, shifting away from the previous narrative of passive victims.

The resolution is built upon four interconnected pillars, which have since evolved through the adoption of subsequent resolutions.

## Pillar I: Participation

| | |
|---|---|
| Definition | The participation of women in negotiations, mitigation strategies, and post-conflict institutions must be ensured and increased. The implementation of this pillar spans all levels of participation and decision-making, from the local to the international stage: as mediators, negotiators, creators of mechanisms for prevention and mitigation, in grassroots efforts, in the armed forces, as civilians, and as representatives of the Secretary-General's office. |
| Evolution | The focus on representation has shifted from merely descriptive representation (the number of women involved) to substantive representation (the number of women participants and decision-makers actively implementing the agenda, inclusion of NGOs in processes, recognition of community-led peace processes by women, etc.). |
| Related Subsequent Resolutions | **UNSCR 1889 (2009):**<br>Focuses on increasing women's participation in peace processes and ensuring that their needs and rights are addressed in post-conflict reconstruction.<br><br>**UNSCR 2122 (2013):**<br>Strengthens the role of women in all stages of conflict prevention and resolution, calling for greater inclusion of women in peace processes.<br><br>**UNSCR 2594 (2021):**<br>Addresses the sustainability of peace and the continued participation of women in post-conflict reconstruction, ensuring their role in building lasting peace. |

# Pillar II: Protection

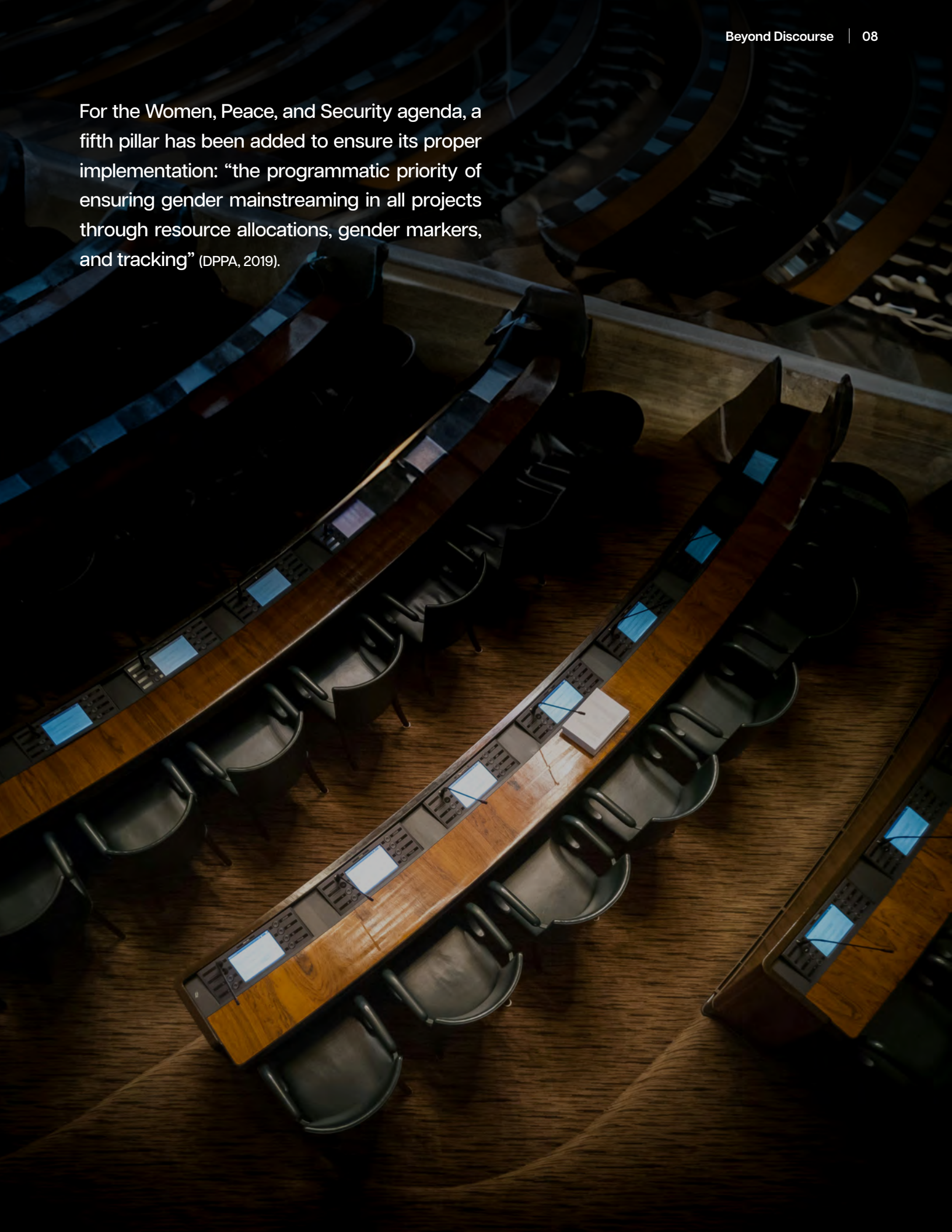
| | |
|---|---|
| Definition | This pillar urges all parties involved in armed conflict to implement specific measures to ensure the protection of women and girls from gender-based violence, particularly rape and other forms of sexual abuse. |
| Evolution | In recent years, there has been a growing emphasis on understanding sexual violence during conflict in order to develop appropriate solutions. Focused efforts are being made to measure the scope of this issue. Additionally, there is an increasing emphasis on providing immediate care, such as physical health services, psychological and emotional support, rebuilding social fabric, and establishing mechanisms for access to justice during conflict. The necessary mechanisms and approaches vary depending on the perpetrator, underscoring the need to understand specific dynamics and quantify the phenomenon. |
| Related Subsequent Resolutions | **UNSCR 1820 (2008):**<br>Addresses sexual violence as a tactic of war and an international security issue, highlighting the need for concrete actions to prevent and respond to sexual violence in conflicts.<br><br>**UNSCR 1888 (2009):**<br>Strengthens efforts to end sexual violence in conflict, including the appointment of a Special Representative on Sexual Violence in Conflict.<br><br>**UNSCR 1960 (2010):**<br>Establishes mechanisms for monitoring, analyzing, and reporting on sexual violence in conflicts, promoting accountability.<br><br>**UNSCR 2106 (2013):**<br>Reinforces and operationalizes previous resolutions on sexual violence, providing additional guidelines for their implementation.<br><br>**UNSCR 2467 (2019):**<br>Emphasizes a survivor-centered approach to addressing sexual violence in conflict, promoting justice and support for victims. |

# Pillar III: Prevention

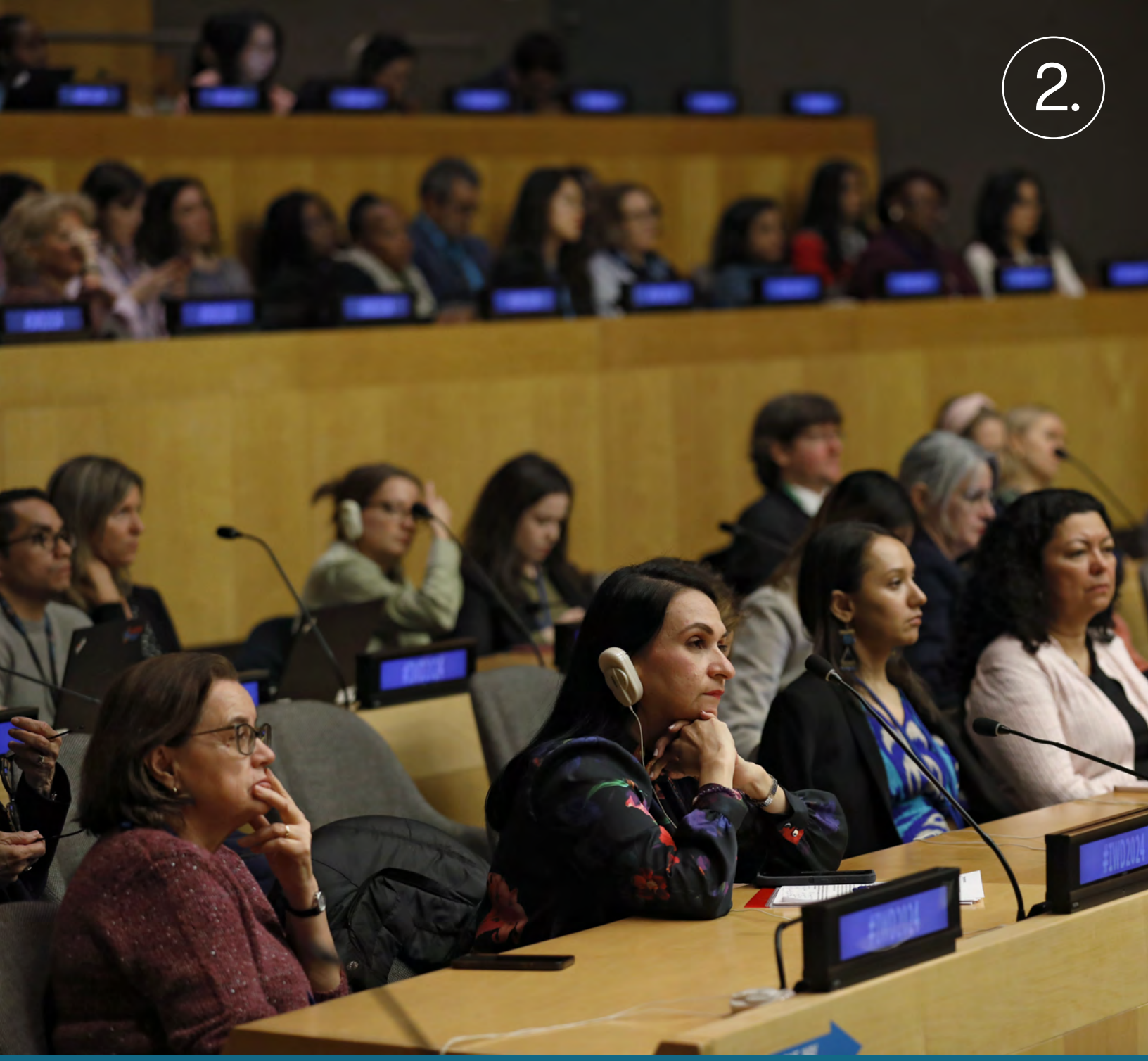
| | |
|---|---|
| Definition | Prevention focuses on avoiding the occurrence of armed conflicts and associated violence by promoting gender equality and integrating a gender perspective at all levels of decision-making. This involves eliminating the root causes of conflicts and creating resilient, just societies where women's rights are respected and protected. |
| Evolution | Over the years, it has been recognized that effective conflict prevention requires a focus on reducing inequities. Prevention strategies have been developed to address structural inequalities and gender discrimination that can contribute to instability and violence. This includes promoting education, increasing women's economic inclusion, expanding access to information technologies and communication devices, monitoring specific community dynamics, creating communication channels between communities and NGOs, fostering ongoing collaboration between civil society and the government to monitor the current situation, ensuring women's active participation in governance and decision-making, and implementing policies that address gender-based violence.<br><br>Prevention also involves training peace and security forces on gender issues and including women in these forces, potentially through affirmative measures if necessary. |
| Related Subsequent Resolutions | **UNSCR 2122 (2013)**<br><br>**UNSCR 2242 (2015):**<br>Highlights the need to increase women's participation in conflict prevention, resolution, and peacebuilding efforts, calling for a more systematic and coordinated approach to integrating a gender perspective into conflict prevention efforts. This resolution established the Informal Experts Group on Women, Peace, and Security. |

# Pillar IV: Relief and Recovery

| | |
|---|---|
| Definition | This pillar ensures that the specific needs of women and girls are fully addressed in humanitarian assistance and post-conflict reconstruction efforts. It includes ensuring that refugee camps and settlements maintain their civilian and humanitarian character, and that the design and management of these spaces actively prioritize the particular needs of women and girls. This focus ranges from infrastructure planning to the implementation of services that respect and promote the dignity, safety, and well-being of the women and girls involved. |
| Evolution | The evolution of this pillar has highlighted the importance of including women in the planning and execution of relief and recovery strategies. It has been shown that interventions that consider the needs and perspectives of women yield more sustainable and equitable results. Relief and recovery initiatives have evolved to integrate a survivor-centered approach for those affected by gender-based violence and displaced by conflict, promoting their active participation in rebuilding their communities and strengthening their resilience. This approach also emphasizes the need for health services, psychological support, and educational and economic programs that foster the long-term autonomy and well-being of affected women and girls. |
| Related Subsequent Resolutions | **UNSCR 1889 (2009) , UNSCR 2467 (2019)**<br><br>**UNSCR 2493 (2019):**<br>Reaffirms the importance of women's participation in all aspects of peace and security efforts, and underscores the need to ensure that women and girls receive the necessary support during and after conflicts. |



For the Women, Peace, and Security agenda, a fifth pillar has been added to ensure its proper implementation: “the programmatic priority of ensuring gender mainstreaming in all projects through resource allocations, gender markers, and tracking” (DPPA, 2019).



2.

# Adoption of the Agenda and Challenges in Latin America

# Adoption of the Agenda and Challenges in Latin America

The Women, Peace, and Security (WPS) agenda has been adopted through National Action Plans in 98 countries, adapting the agenda to their specific contexts. In countries without active conflicts and where structural conditions reflect low levels of inequality and violence against women, these plans often have an external focus, prioritizing international commitments. This is the case for nations such as Canada, Finland, the United Kingdom, Australia, Sweden, Denmark, and Norway, among others.

Latin America, on the other hand, presents a unique scenario. The region was a pioneer in the creation and adoption of the Belem do Pará Convention in 1995, the first international convention to recognize violence against women as a barrier to their full development and a threat to human rights. This convention acknowledges various forms of violence in both the private and public spheres and establishes necessary commitments from States to eradicate violence against women. It highlights the importance of "modifying the sociocultural patterns of conduct of men and women," recognizing that violence is structural and rooted in sociocultural norms. It also establishes protection mechanisms forwomen victims of violence and stresses the need to improve available data on violence against women.

Thirty years after its adoption, one might expect that the localization of the WPS agenda would be a natural fit, given the similarities in provisions, with efforts focused on complementing the agenda with the pillar of participation and emphasizing the importance of efforts at various stages of conflict. However, the region still has some of the highest rates of violence against women, with femicide, sexual violence, and pronounced economic, political, and social inequities as clear evidence. In addition to these challenges, most countries are embroiled in non-traditional conflicts, while others face security challenges as they undergo active post-conflict reconstruction processes.

Below is a table summarizing the complexity of this reality for all signatory countries of the Belem do Pará Convention:

| Belem do Pará Signatory Countries | Ratification Date | Femicide Rate in 2022 (per 100,000 women) | Gender Inequality Index 2024 (Ranking out of 166) | Global Gender Gap Index 2024 (Ranking out of 146) | WPS Index 2023/2024 (Ranking and Score) | ACLED Conflict Index 2024[1] (Ranking and Score) | National Action Plan for WPS |
|---|---|---|---|---|---|---|---|
| Antigua and Barbuda | 1998 (adhesion) | No data | No data | No data | No data | | |
| Argentina | 1996 | 1.0 | 71 | 32 | 50 (.768) | | Yes |
| Bahamas | 1995 | No data | 79 | No data | No data | | |
| Barbados | 1995 | 0 | 70 | 31 | 47 (.779) | | |
| Belize | 1996 | 3.5 | 113 | 95 | 105 (.657) | 47 (Turbulent) | |
| Bolivia | 1994 | 1.5 | 105 | 44 | 86 (.696) | | |
| Brazil | 1995 | 1.3 | 94 | 70 | 115 (.630) | 6 (Extreme) | Yes |
| Colombia | 1996 | 0.8 | 95 | 45 | 132 (.582) | 7 (Extreme) | |
| Costa Rica | 1995 | 0.7 | 58 | 19 | 60 (.743) | | |
| Chile | 1996 | 0.4 | 49 | 21 | 68 (.736) | | Yes |
| Dominica | 1995 | 0 | No data | No data | No data | | |
| Ecuador | 1995 | 1.0 | 89 | 16 | 106 (.655) | 40 (Turbulent) | |
| El Salvador | 1996 | 1.6 | 88 | 96 | 138 (.566) | | Yes |
| Granada | 2001 | 3.5 | No data | No data | No data | | |
| Guatemala | 1995 | 1.0 | 121 | 93 | 137 (.569) | 24 (High) | Yes |
| Guyana | 1996 | No data | 104 | 35 | 49 (.769) | | |
| Haiti | 1997 | No data | 158 | No data | 167 (.431) | 8 (Extreme) | |
| Honduras | 1995 | 6 | 102 | 59 | 122 (.610) | 20 (High) | |
| Mexico | 1998 | 1.5 | 84 | 33 | 142 (.551) | 4 (Extreme) | Yes |
| Nicaragua | 1995 | 0.5 | 97 | 6 | 73 (.717) | | |
| Panama | 1995 | 1.1 | 95 | 50 | 54 (757) | | |
| Paraguay | 1995 | 1.1 | 106 | 81 | 89 (691) | | Yes |
| Peru | 1996 | 0.9 | 85 | 40 | 73 (.717) | | |
| Dominican Republic | 1996 | 2.9 | 107 | 82 | 98 (.666) | | |
| Saint Kitts and Nevis | 1995 | 0 | No data | No data | No data | | |
| Saint Vincent and the Grenadines | 1996 | 0 | No data | No data | No data | | |
| Suriname | 2002 | 0 | 100 | 53 | 87 (.694) | | |
| Saint Lucia | 1995 | 4.4 | 82 | No data | No data | | |
| Trinidad and Tobago | 1996 | 5.5 | 64 | No data | 71 (.721) | 30 (High) | |
| Uruguay | 1995 | 1.6 | 60 | 71 | 59 (.748) | | |
| Venezuela | 1995 | 0.8 | 123 | No data | 116 (.628) | 27 (High) | |

Prepared by the author using open source data.

# Adoption of the Agenda and Challenges in Latin America

Despite the mechanisms established three decades ago, Latin American and Caribbean countries continue to face significant challenges in mainstreaming a gender perspective that can help eradicate violence against women, even in the absence of traditional armed conflict. The core issue lies in the fact that, although the Belem do Pará Convention marked a milestone in protecting women's rights, it did not recognize that many countries in the region are engaged in violence dynamics comparable to those of a conflict. This has prevented the establishment of premises based on stability, the rule of law, arms control, or the absence of internal militarization.

Moreover, the intersection of gender, ethnicity, class, and race requires specific provisions to ensure effective and comprehensive implementation. Despite these challenges, notable progress has been made in legislation addressing violence against women and in women's political representation, as reflected in the Global Gender Inequality Index and the Global Gender Gap Index. However, the existence of laws and mechanisms—such as gender alerts, shelters, and support programs—does not guarantee their proper implementation or accountability for their effectiveness.

Another central issue is the quality and availability of data on gender-based violence. Although there are now systems with sex-disaggregated data and specific databases, they still face significant challenges:

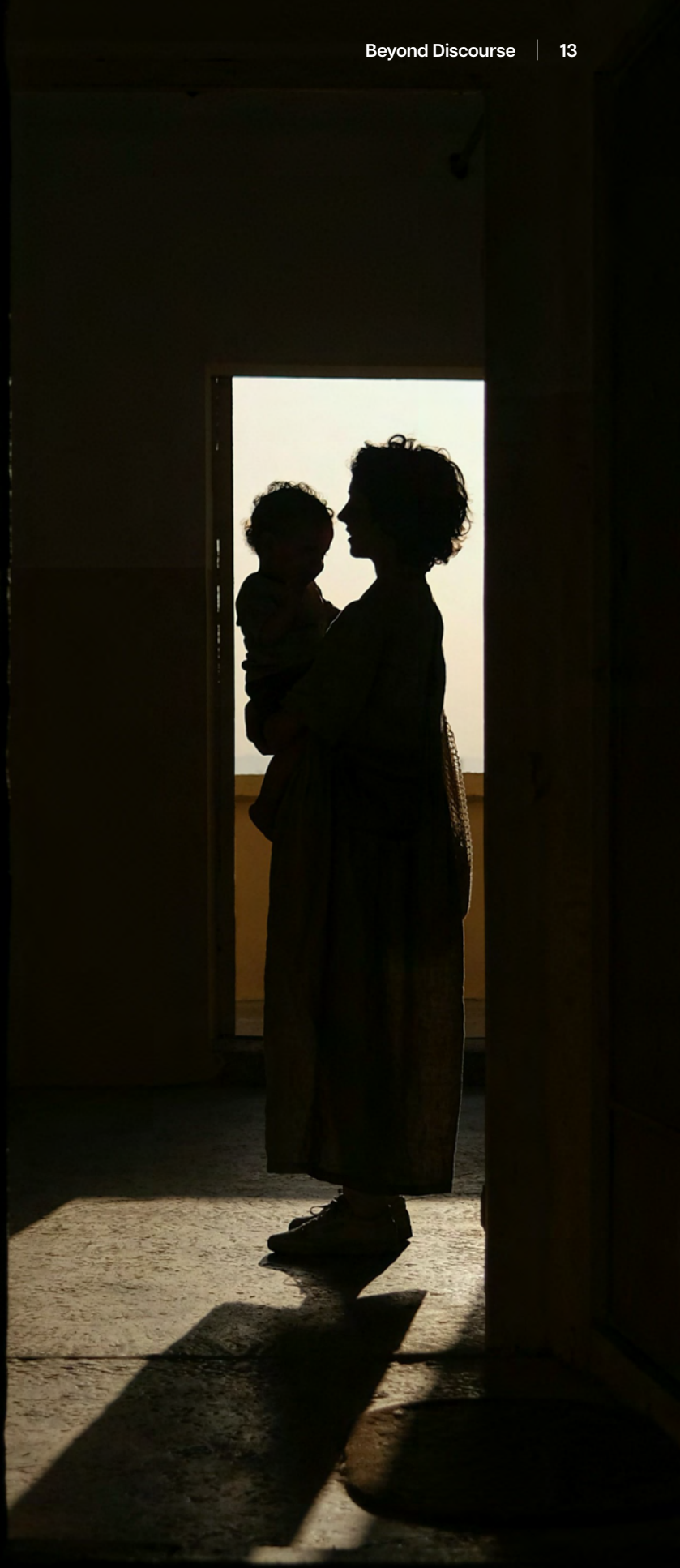
1. **Lack of violence data in some countries:** Many countries lack effective systems for collecting and reporting gender-based violence.
2. **Insufficient disaggregation of statistics:** In some countries, gender disaggregation is limited and does not adequately reflect women's realities.
3. **Lack of gender analysis mainstreaming:** There is a lack of systematic integration of a gender focus in data collection and analysis.
4. **Underreporting and institutional distrust:** Distrust in institutions, combined with cultural taboos and the increased violence following a report, contribute to underreporting and data gaps.

[1] The ACLED Conflict Index evaluates countries and territories using four indicators: deadliness, danger to civilians, geographical diffusion, and armed group fragmentation, based on recent data on political violence. However, it only reports on the top 50 countries with extreme, high, or turbulent levels of conflict, which account for 97% of all conflict events in the past year. The absence of a country from the list does not indicate a lack of conflict, but rather that it is not among the 50 most violent.

In this context, civil society plays a crucial role, as survivors often turn to their services, which could complement official data. Despite advances in raising awareness and commitment to the issue, signatory countries still face a long road toward creating safer and more equitable societies.

The adoption of National Action Plans (NAPs) in seven Latin American countries can be seen as a reflection of their commitment to the WPS Agenda. However, four of these plans (Chile, Mexico, Argentina, and Brazil) prioritize international commitments, while only two countries (Guatemala and El Salvador) have developed a focus centered on internal violence dynamics.

This distribution of approaches reveals a lack of priority in addressing the structural roots of gender violence at the national level. While international commitments are important, they may lose impact if not translated into concrete actions within each country. It is essential for these countries to recognize their realities as conflict scenarios, which will allow them to adopt mitigation mechanisms that consider a gender perspective and facilitate the transition toward prevention strategies. This recognition is key to designing policies that address the complex dynamics of violence and inequality exacerbated by conflict.



3.

# Mexico and the Women, Peace, and Security Agenda

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Internationally, Mexico has positioned itself as a leader in mainstreaming and implementing the WPS agenda, adopting a leading role at the regional level by announcing its feminist foreign policy in 2020. These efforts have been internationally praised, and the country has showcased its achievements in various multilateral forums through the Ministry of Foreign Affairs. However, despite having a National Action Plan, local actors have criticized the lack of commitments and results at the national level. These critiques highlight a double discourse, prioritizing international issues over national implementation, which faces challenges due to the complexity of the country's internal conflicts.

## International.

The adoption of the Feminist Foreign Policy (FFP) in January 2020 marked a significant milestone for Mexico, making it the first country in the Global South and Latin America to adopt such a policy. The FFP is guided by five main pillars: integrating a gender perspective into all aspects of foreign policy, achieving gender parity in the Ministry of Foreign Affairs, combating all forms of gender-based violence, highlighting feminist leadership and women's contributions, particularly those from historically excluded groups, and adopting an intersectional feminist approach in all foreign policy actions.

## Mexico's Leadership in the International Agenda.

Mexico has played an active role in promoting the WPS agenda internationally, particularly through its co-chairing of the UN Security Council's Informal Experts Group on Women, Peace, and Security (IEG-WPS) alongside Ireland since 2021. This group works to ensure that gender considerations are included in all actions and resolutions of the Security Council. Under Mexico's co-chairmanship, the inclusion of WPS language in Security Council resolutions and presidential statements increased from 61.4% in 2020 to 63.1% in 2021.

Mexico has promoted the substantive participation of women in peace and security processes, ensuring that the rights of women human rights defenders are recognized and protected. Additionally, Mexico has worked to integrate a survivor-centered approach to addressing gender-based violence and to empower displaced persons due to conflict, promoting their active participation in rebuilding their communities and strengthening their resilience.

Through the Presidency Trio Initiative, together with Ireland and Kenya, Mexico prioritized the WPS agenda during its presidencies of the Security Council in 2021, achieving notable improvements in gender parity among Security Council speakers and increasing the participation of female civil society representatives in the discussions.

**Other key achievements include:**

- Improvement in gender parity among speakers during Mexico's, Ireland's, and Kenya's presidencies of the Council.
- High visibility of women human rights defenders in electoral, negotiation, and peace restoration processes.
- In 2021, all civil society speakers invited by Mexico were women.
- Organization of annual thematic meetings with the participation of women protection advisers in peace missions.
- Implementation of recommendations from the Informal Experts Group in specific countries such as Colombia, Lebanon, and Yemen.
- A swift response to the Taliban's takeover in Afghanistan, organizing urgent meetings and issuing statements to protect Afghan women's rights.

Despite these international achievements, Mexico's implementation of its Feminist Foreign Policy has faced significant criticism for lacking a detailed work plan and inconsistencies between its national-level principles and the president's actions and statements. There have been no clear advances in gender parity within the Ministry of Foreign Affairs, and the number of female ambassadors has not increased. Furthermore, the data on violence against women in the country is concerning, with a 4% rise in femicides during the first three years of the current government.

While Mexico's initiative to adopt a Feminist Foreign Policy has been applauded by its partners in multilateral forums, it remains to be seen whether the country can accelerate its implementation in the coming years. Chile's recent intention to formulate a feminist foreign policy opens an opportunity for both countries to develop South-South cooperation mechanisms aimed at advancing a feminist agenda tailored to Latin America. By leading the adoption of a feminist foreign policy in the Global South, Mexico and Chile have the chance to exchange best practices and drive the adoption of similar policies in the region.

In line with its Feminist Foreign Policy, Mexico has adopted a National Action Plan for implementing the Women, Peace, and Security agenda. However, as with its previous efforts, this plan is primarily oriented toward international actions. Internally, its implementation has been deficient, superficial, and ambiguous, as explored in the next section.

# National

In recent years, Mexico has seen setbacks in women's rights advancements. President Andrés Manuel López Obrador's statements against the feminist movement, coupled with budget cuts to the National Institute of Women (INMUJERES) during his administration, have raised concerns among activists and feminist organizations. Additionally, the disappearance of many NGOs due to funding challenges stemming from new legislation has weakened civil society's ability to advocate for women's rights and monitor government policies.

Mexico's first National Action Plan (NAP) on Women, Peace, and Security was presented on January 11, 2021. This plan is part of Mexico's Feminist Foreign Policy, launched in January 2020, and represents a joint effort by the Ministry of Foreign Affairs, the Ministry of Defense, the Ministry of the Navy, the Ministry of Security and Citizen Protection, and INMUJERES. The NAP is structured around the four fundamental pillars of the WPS agenda: prevention, participation, protection, and relief and recovery. It includes 10 strategic objectives, 16 lines of action, and 23 indicators to measure its implementation, classified into the four pillars of UNSCR 1325 (Philipson and Velasco, 2021).

**Prevention.**

The prevention pillar in the NAP is more aligned with the participation pillar. The set goals focus solely on increasing women's participation rather than main streaming a gender perspective into peace and security policies.

Among the pillar's actions, the plan mentions training the armed forces on the WPS agenda and incorporating women into peacebuilding processes, but it only "encourages" these actions rather than guaranteeing their implementation. Far from addressing the structural roots of violence, the NAP continues to insert women into pre-existing dynamics, without including their experiences or proposals for sustainable peace. As noted by O'Reilly, Ó Súilleabháin, and Paffenholz (2015), "

> "If the goal of a peace process is simply to end violence, it is unlikely that women will be seen as legitimate participants. However, if the goal is to build peace, it makes sense to draw diverse inputs from the rest of society."

Instead of addressing structural issues that perpetuate violence, the NAP offers superficial and institutional solutions that have not proven effective, as evidenced by the lack of substantial results in violence against women statistics after years of training by INMUJERES. Moreover, the effectiveness of these training efforts was already assessed before the plan was drafted. A 2020 report by civil society organizations in Mexico found that neither the Army, the Navy, nor the National Guard could assess the content or impact of their human rights training.

True prevention requires a comprehensive approach that addresses the structural roots of violence and promotes the full inclusion of women in all aspects of peace and security building. Far from reflecting a true prevention plan, the goals outlined in the NAP seem to correspond more to the participation pillar. This confusion between goals and their classification demonstrates a significant disparity between the international and national experience, as well as a lack of proper prioritization in implementation. This underscores the need for a reevaluation and adjustment of the plan to ensure it truly aligns with prevention principles.

### Participation.

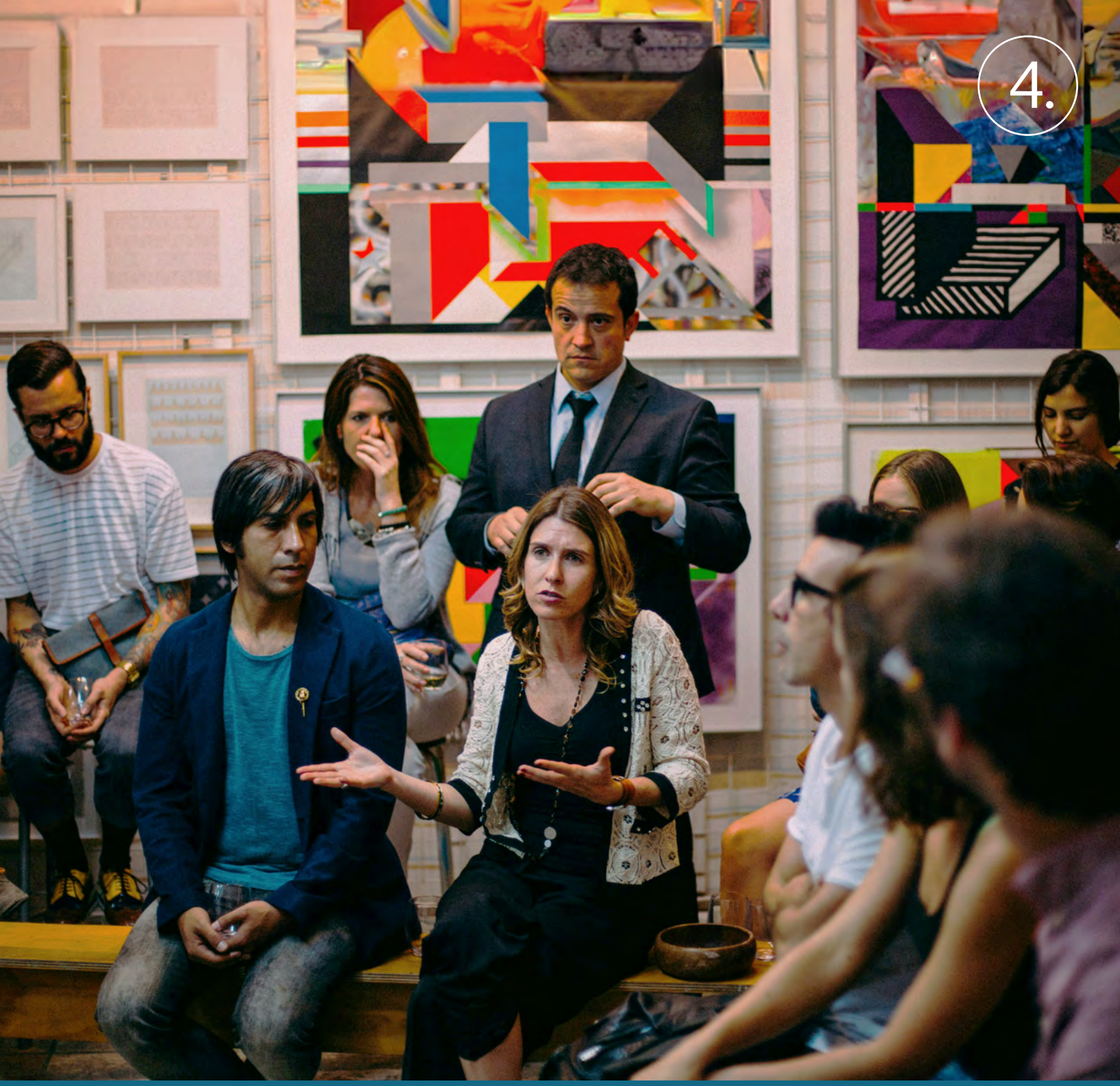
This pillar, consisting of four strategic objectives, focuses three of them on the international realm and one on the national. The national objective is "to promote the creation of networks of women peacebuilders." As mentioned earlier, civil society organizations are essential for incorporating and developing community-based approaches. Although the participation of these organizations is explicitly mentioned in the resolutions related to UNSCR 1325, their presence is nonexistent in the NAP. For the participation pillar to be truly effective, it is crucial to integrate these actors into the peacebuilding process, ensuring that their perspectives and experiences enrich the policies and actions outlined in the NAP. Additionally, affirmative policies and measures are needed to ensure the substantive inclusion of women at all levels of peacebuilding and conflict mitigation.

### Protection.

The protection pillar, with two strategic objectives, is centered on an international focus and primarily limited to training. It does not address the urgent need to reduce the current violence against women, which has dramatically escalated from a rate of 179.5 in 2018 to 291.5 in 2023 (SENSP, 2024). Furthermore, shelters and concrete, effective preventive measures are not mentioned. The lack of reference to these critical needs highlights a disconnect between the policies formulated and the realities women face daily. Without a clear focus on reducing violence, providing safe shelters, and implementing robust preventive measures, this pillar fails to offer the comprehensive protection that women need and deserve.

### Relief and Recovery.

With only one strategic objective focused on multilateral cooperation in other conflict zones, the plan fails survivors of current violence. As Philipson and Velasco (2021) highlight, “more appropriate indicators would evaluate the financial, legal, and psychological services provided to survivors of gender-based violence and the families of femicide victims.”



4.

# Conclusions

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The implementation of the Women, Peace, and Security Agenda in Mexico shows significant gaps compared to the progress achieved internationally. The lack of a specific budget and clear timelines for the proposed actions reflects vague commitment and a lack of real interest. The disconnect between commitments and concrete actions is further exacerbated by the limited integration of a gender perspective in the responsible agencies, perpetuating structural inequalities and preventing effective, cross-cutting policy implementation.

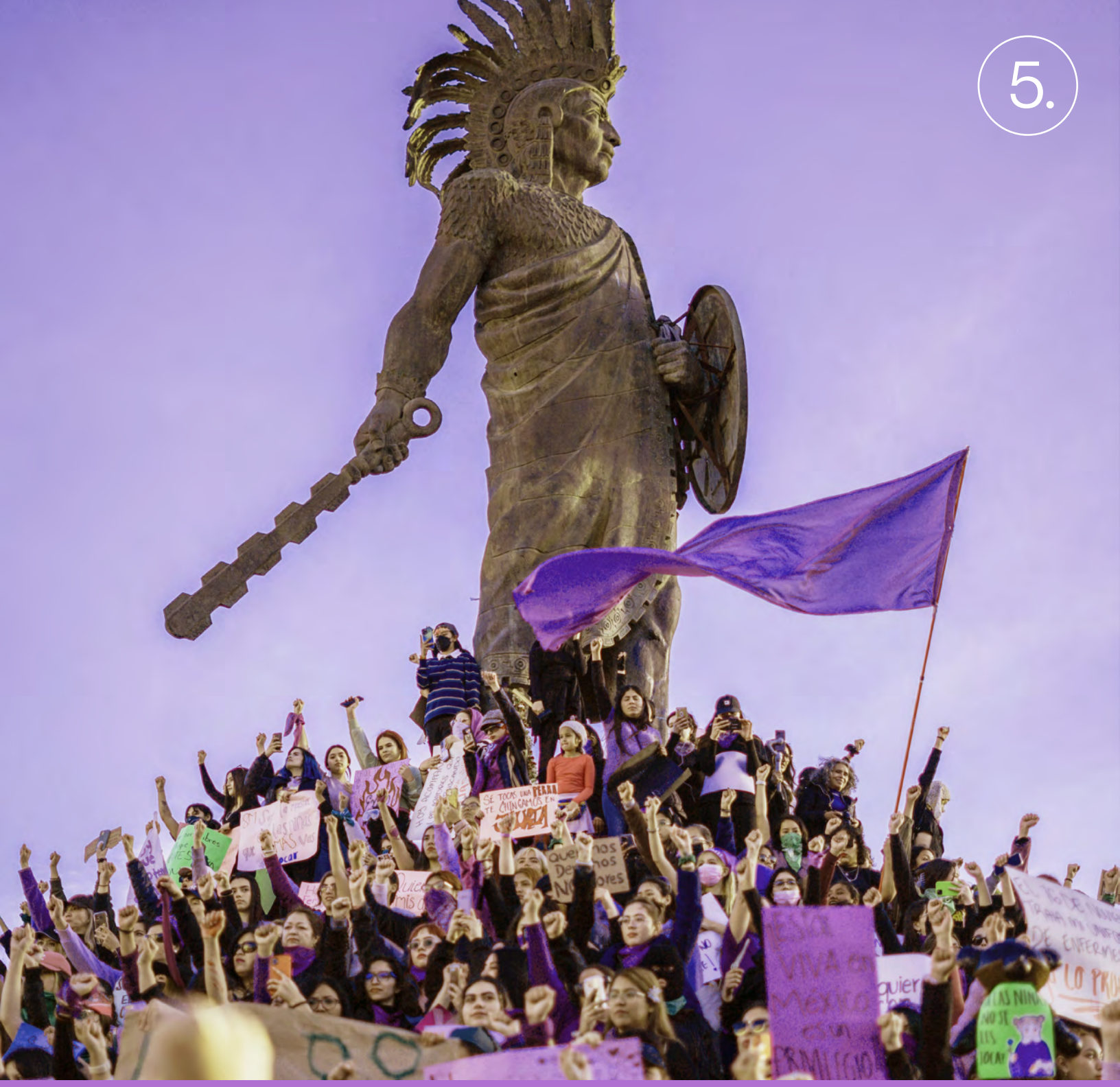
The exclusion of civil society from the NAP's implementation and monitoring, despite its crucial role recognized internationally, reduces transparency and accountability, eroding both the plan's legitimacy and effectiveness. In the Armed Forces, the absence of affirmative measures and inclusion programs for women reveals institutional resistance to change, maintaining barriers that hinder gender integration. Additionally, the militarization of the Guatemala border, without specific measures to address the needs of migrant women, reveals a security strategy that ignores the differentiated risks they face, exposing them to greater vulnerabilities. This deficiency contradicts the WPS agenda's pillars and Mexico's international leadership.

The underreporting of gender-based violence data and the lack of adequate mechanisms for data collection limit the development of evidence-based policies. This deficiency is compounded by the failure to mainstream gender into data collection and analysis, reducing the state's capacity to formulate public policies that respond to women's needs.

Furthermore, the prevailing focus on mitigating violence, rather than preventing it, perpetuates a reactive cycle that does not address the structural causes of gender-based violence. This limited approach reflects a superficial understanding of the problem and fails to incorporate a comprehensive strategy that promotes a culture of peace.

The disconnect with grassroots movements and the underestimation of women's role as peace agents demons- trate a lack of recognition and support for local actors, who are essential for building sustainable peace. Grassroots movements have proven effective in creating community networks and promoting bottom-up change, and their exclusion diminishes the positive impact they could have on NAP implementation. This lack of integration reflects a failure to recognize and leverage the potential of local movements to advance peace and security.

Together, these deficiencies highlight the urgent need for a reevaluation and adjustment of the NAP, ensuring genuine gender perspective integration and greater collaboration with civil society. Mexico must prioritize a national focus over an international one, directing its efforts toward building solid foundations that reduce violence against women and structural inequalities. Only by strengthening local efforts can broader international goals be achieved. It is imperative to adopt a comprehensive approach that not only mitigates violence but also promotes prevention and the effective inclusion of women at all levels of peace and security building. Only then can the WPS agenda be effectively implemented to address local realities and needs, aligning national actions with international commitments and ensuring sustainable peace and security.



5.

# General Recommendations

# General Recommendations

Despite the opportunities and shortcomings of the National Action Plan (NAP), Mexico must focus on creating solid foundations that adequately address the objectives of the Belem do Pará Convention:

1. **Ensure that women's interests are represented in political decisions.**
2. **Eradicate violence against women.**
3. **Improve the design and collection of data to obtain reliable information.**
4. **Reduce impunity for gender-based crimes.**
5. **Create community information mechanisms that are elevated to essential preventive information levels.**
6. **Collaborate with activists, civil society, andfeminism and gender experts to develop and monitor any legislation, mechanism, or action implemented.**
7. **Mainstream and institutionalize a clear gender perspective.**

It is crucial to ensure that the legislation aimed at eradicating violence against women and promoting their inclusion translates into tangible results. Mexico must prioritize addressing structural violence before simultaneously deploying prevention and mitigation strategies. Advan- cing at the national level does not mean stepping away from the international arena; on the contrary, focusing efforts on developing local capacities and effective implementation can generate synergies with countries in the region facing similar challenges, such as Chile,Paraguay, Brazil, and Guatemala. Moreover, this strategy will allow Mexico to lead forums and initiatives on localizing the WPS agenda in Latin America. Success at the national level will not only bridge the gap with international commitments but also position Mexico as a reference in both theory and practice.

# Specific Recommendations

## 1. Resource Allocation

- **Adequate Funding:** Ensure the allocation of specific and sufficient financial resources for the effective implementation of the WPS agenda. Create a detailed and dedicated budget covering all priority areas, ensuring the sustainability of proposed actions. Monitoring of these funds should include gender indicators, and civil society should be included as observers of their use.

- **Clear Timelines and Deadlines:** Establish clear deadlines for each action within the NAP, with a specific timeline that allows civil society observers to periodically track and evaluate progress.

## 2. Strengthening National Participation

- **Creating Community Networks:** Promote the creation and strengthening of networks of women peacebuilders at the local level. Include civil society organizations and grassroots movements in the design, implementation, and monitoring of peace and security policies.

- **Inclusion Initiatives:** Implement affirmative measures to ensure the substantive participation of women at all decision-making levels related to peacebuilding and security, both in civil and military contexts.

## 3. Comprehensive Approach to Prevention

- **Social Inclusion Policies:** Promote policies that address structural inequalities, such as the economic and social inclusion of women, access to education and technology, and sexual and reproductive health programs. These policies should be closely monitored and adjusted according to their demonstrated success.

## 4. Safety and Security for Women

- **Shelters and Support Services:** Ensure the availability and accessibility of safe shelters for women victims of violence, as well as psychological, legal, and financial support services. Establish clear protocols for protecting migrant women in border areas. Recommendations and experiences from civil society organizations should be included in the creation and implementation of these services.

- **Monitoring and Accountability:** Develop monitoring and evaluation systems that include specific gender indicators to measure the impact of protection and security policies. Additionally, priority should be given to adopting a mixed information collection approach to reflect the diverse experiences of women.

## 5. Data and Gender Analysis

- **Data Collection and Disaggregation:** Strengthen systems for collecting data on gender-based violence, starting with sex disaggregation of all national databases for their subsequent redesign. A gender analysis should be implemented at all stages of data design and collection to better understand women's realities.

- **Collaboration with Civil Society:** Integrate data and figures from civil society organizations into official statistics to obtain a more complete and accurate picture of gender-based violence and its impacts.

## 6. Relief and Recovery

- **Comprehensive Survivor Care:** Provide comprehensive services for survivors of violence, including medical care, psychological support, and economic and social reintegration programs. Ensure that these services are accessible and tailored to the specific needs of women, particularly in rural areas.

- **Community Recovery Programs:** Involve women in planning and executing community programs, ensuring their perspectives and needs are considered. Promote the rebuilding of social fabric through community initiatives led by women.

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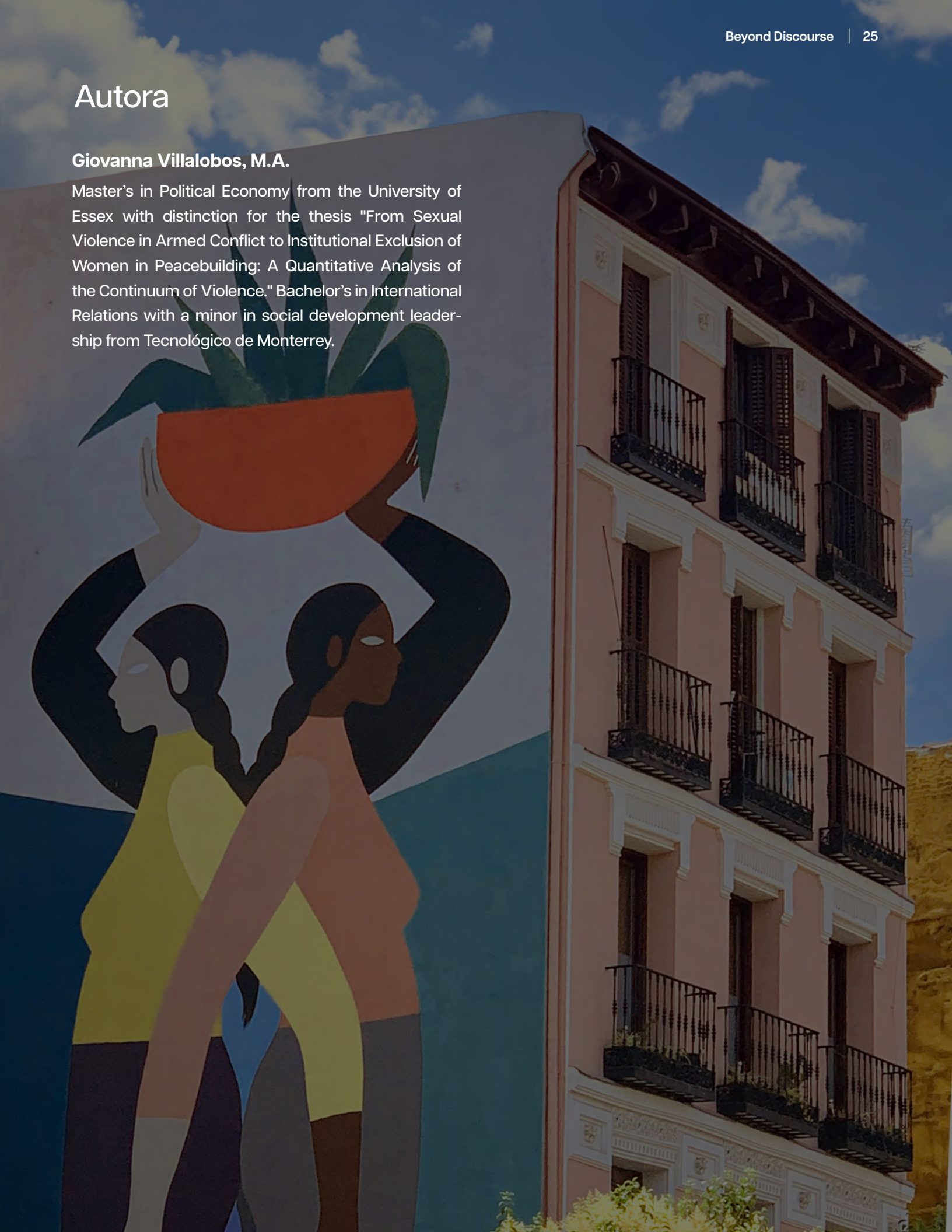

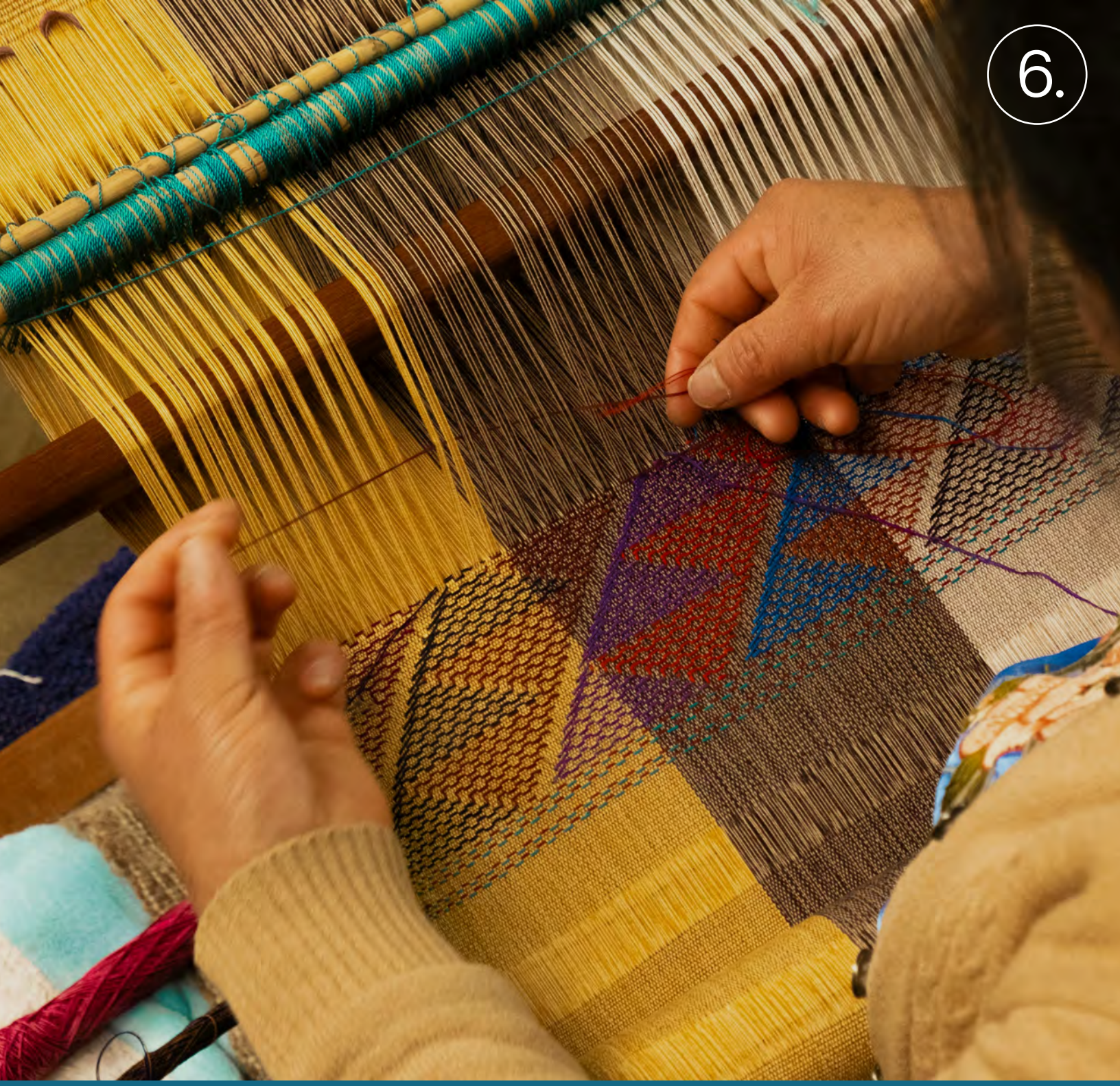

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