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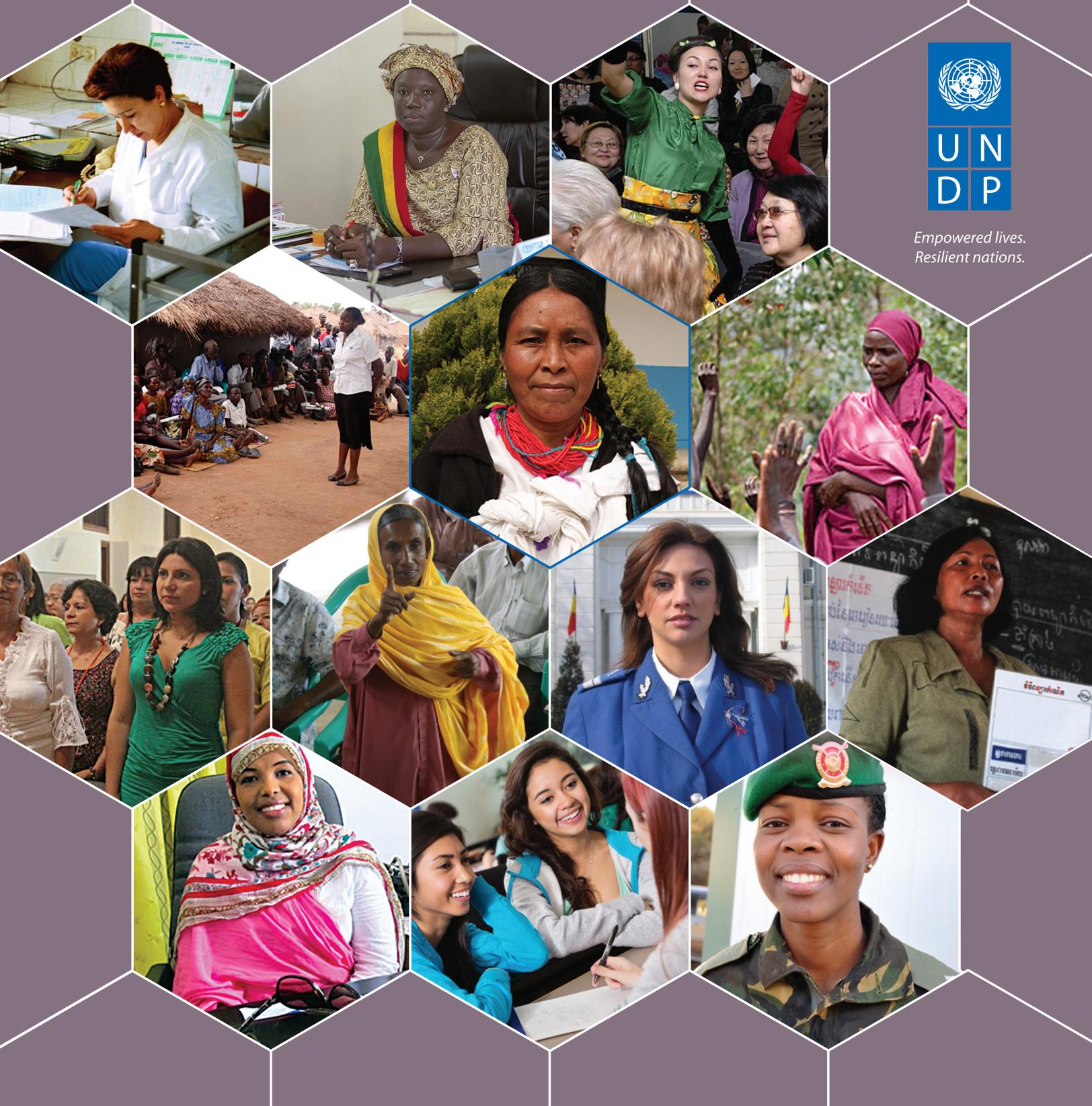
GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN PUBLIC ADMINISTRATION

MEXICO CASE STUDY

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ACKNOWLEDGEMENTS

KEY FACTS

HUMAN DEVELOPMENT INDEX RANKING	57 out of 187 countries in 2011.[1]
GENDER INEQUALITY INDEX	79 out of 187 countries in 2011. [2]
TRANSPARENCY INTERNATIONAL RANKING	100 out of 183 countries in 2011.[3]
% OF MEN AND WOMEN IN CENTRAL GOVERNMENT	71 percent men and 29 percent women in decision making in the Federal Public Administration (FPA).[4]
AFFIRMATIVE ACTIONS	✔ Various programmes to support gender equality in the public and private sectors.
NEED TO KNOW	✔ Innovative certification programme for public and private organizations, which support gender equality. ✔ Innovative programme to address institutional culture in the FPA.

1   Human Development Report 2011, UNDP **http://hdr.undp.org/en/media/HDR_2011_EN_Table1.pdf**.

2   Human Development Report 2011, UNDP **http://hdr.undp.org/en/media/HDR_2011_EN_Table4.pdf**.

3   Interview with INMUJERES (2011) and Analysis of the Secretariats of State and Under-Secretariats Headed by Women in Mexico 2011, INMUJERES (2011a).

4   Interview with the National Institute for Women (INMUJERES, 2011).

EXECUTIVE SUMMARY

A feature of women's presence in the Federal Public Administration (FPA) in Mexico is their underrepresentation in decision-making spaces. In the last six years, progress can be noted and legal foundations and initiatives relating in particular to gender equality in the public administration have been established to promote greater participation by promotion of women in FPA leadership positions. These include the General Law on Equality between Women and Men, the National Agreement for Equality between Women and Men, and the Institutional Culture Programme, among others.

According to estimates by the National Institute for Women (INMUJERES), women in the FPA hold 34.3 percent of Liaison positions and comparable posts; 28.4 percent of Department Head or comparable posts; 25.3 percent Area Assistant Management and comparable posts; 19.9 percent of Area Director and comparable posts; 16.4 percent of Associate Director and comparable posts; 38.6 percent of Consultancies and comparable posts; 9.3 percent of Auditor and comparable posts; 14.0 percent of General Director posts; 14.0 percent of General Coordinator and comparable posts; 16.8 percent of Unit Heads; and 11.4 percent in Head Clerk's Offices or comparable posts. Only 13.5 percent of Under Secretary or comparable posts are held by a woman, and, finally, only 15 percent hold a Secretary of State or comparable post.[5]

The interviews and literature reviewed in the preparation for this case reveal that underlying causes of this gender inequality in the FPA include a culture of long working hours, which are incompatible with family life, compounded by a gap between daycare centre and school daily hours and office hours. Other issues emerging included discriminatory practices and sexual harassment. Despite this, the underrepresentation of women in the FPA has not been a priority issue for women's organizations in Mexico. Within the FPA institutions, there is a limited demand by women public officials to monitor processes and outcomes related to gender equality and women's empowerment, despite the advances in policy and programming. This case study focuses on the federal level, but it appears there is a similar situation at state level.[6]

The study concludes that the gender balance and specifically the presence of women in the decision-making positions in the FPA in Mexico is limited and requires targeted efforts by civil society and academic organizations, international organizations, political parties, and the federal government in order to address the issue. Nevertheless, some interesting good practices can be shared in the region and beyond.

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5   INMUJERES, Analysis of the Secretariats of State and Under-Secretariats Headed by Women in Mexico 2011. **http://enlamira.inmujeres.gob.mx/index.php?option=com_content&view=article&id=628&Itemid=279**

6   According to the analysis by Norma Álvarez in her diagnosis of the current situation of acting public servants of either sex at state level, in Chihuahua (2011), where she stresses that most women hold the position of assistant directors, and only a small percentage are in charge of making decisions.

METHODOLOGY

The study analysed the context in which women's participation in the FPA in Mexico takes place, including numbers of women and men in various positions, an overview of barriers encountered, the response of the Mexican State to related international commitments, as well as existing programmes and experiences in terms of implementation.

The study involved the following:

1. Literature and desk review of the gender equality, public administration and general context
2. Focus groups with key actors, including officials, academics and members of civil society organizations
3. In-depth individual interviews with key actors.

Interviews were carried out with top officials of the INMUJERES, the agency responsible for national gender equality policy, as well as with (mainly female) gender focal points of various agencies, notably the Public Education Secretariat (SEP), the Secretariat of Labour and Social Welfare (STPS), the Electoral Tribunal of the Federal Judiciary (TEPJF), the Civil Service Secretariat (SFP), the National Public Administration Institute (INAP), the UN inter-agency group on gender in Mexico, and representatives of academia.

Basic questions for the interviews included the following:

*   Has the improvement of gender equality (gender balance) been a priority?
*   Which policies have positively/negatively impacted on gender equality in the FPA, particularly in decision making?
*   What strategies and actions are employed by ministries to increase gender equality in the FPA? Do they address sexual harassment? Work-life balance? Training opportunities?
*   Which mechanisms measure the effectiveness of relevant programmes? Who were the main partners?
*   How would you explain the gaps between policy and implementation?
*   Are there affirmative actions or policies, or is the emphasis on a 'gender-neutral' equality?
*   Which women officials' networks/associations are there?
*   What would be your recommendations to enhance women's participation in the public administration? Any specific recommendations to international agencies?

CONTEXT

Mexico is a large country, with over 112 million inhabitants, 51.2 percent of whom are women.[7] It has 31 states and a Federal District, which is the seat of executive, legislative, and judicial power. Mexico is a democratic and federal republic and states have great autonomy.[8]

The Constitution mandates the president to appoint the heads of the Secretariats of State. The President appoints and removes Secretaries of State (ministers) and other senior public officials with the approval of the Senate.[9]

GENDER EQUALITY CONTEXT

Women gained the right to vote and stand for election only in 1953.[10] Subsequently, there were five women deputies and two women senators in the 46th legislature (1969-1967), and a woman became governor of a state for the first time in 1979.[11] The first woman Secretary as part of the federal cabinet was appointed for the first time in 1976, and a woman first became a minister in the Supreme Court of Justice in 1961. Women's participation in presidential elections has also been low.

The figure below shows the situation in the public administration, the legislature and private sector in 2011. It can be seen that women are underrepresented compared with men across these areas. Today, only one state is governed by a woman and only 21 percent of the seats in the Chamber of Deputies and 10 percent of the leadership posts in the corporate sector are held by women.[12][13]

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7   Mexico at a Glance, INEGI (2011).

8   Emmerich et al. (2010).

9   Article 89. The President shall have power:

     II. To freely appoint and remove the secretaries of state; to remove from their duties the diplomatic agents and the senior officials of the Treasury as well as to freely appoint and remove from their duties the other Union's employees whose appointment or removal is not established by any other constitutional or legal procedure;

     IV. To decide on the appointments of the colonels and other senior officers at the National Army, Navy and Air Force, as well as of the Treasury's senior officials, who shall be ratified by the Senate.

10   French (2008).

11   Ortiz-Ortega and Barquet (2010).

12   Citizens' Council for the Promotion and Defence of Women's Political Rights (2011).

13   Zahidi and Ibarra (2010).

Figure 1: Proportion of women and men in decision making in 2011
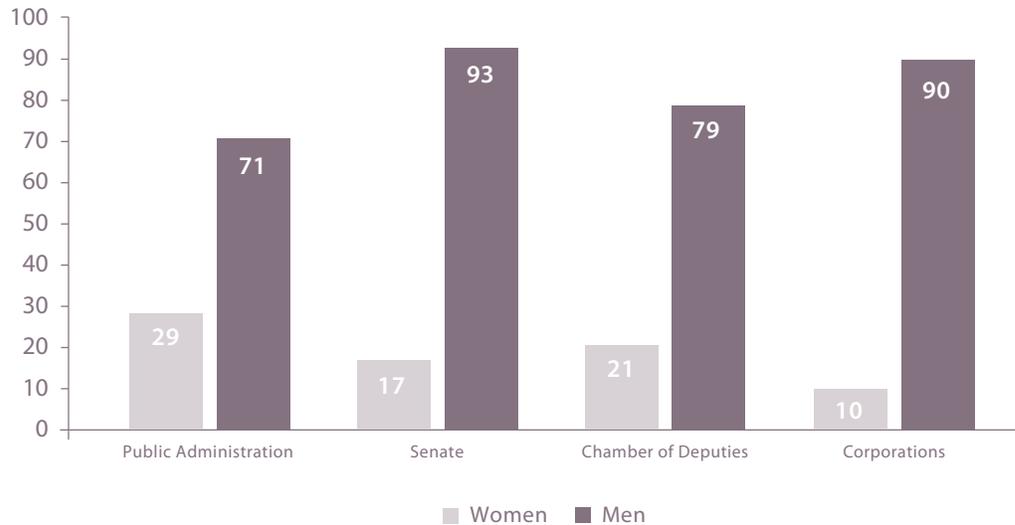
Source: Designed by the author based on data from INMUJERES, the Citizens' Council for Women's Empowerment and World Economy Forum (2011).

This limited advance contrasts with and does not seem to match women's achievements in other spheres. For instance, women have better access to education and more women than men complete schooling, with more women than men enrolling on graduate courses.[14]

A paper drafted by The National Institute for Women (INMUJERES) analyses basic data on women and men at the top and middle levels of decision making. The paper highlights the barriers that women encounter when seeking better posts and this case study finds that, to a large extent, these barriers have not been overcome. These barriers are discussed in more detail in below.[15]

PUBLIC ADMINISTRATION CONTEXT

The Mexican Federal Public Administration is large. In June 2011, the Professional Career Service (SPC) in the FPA consisted of 36,028 posts ranging from liaison levels to General Director, 1,872 posts in the Support Office and 515 discretional appointment posts distributed among 75 institutions. The National Centre for the Prevention and Control of Addictions joined the 74 institutions that made up the SPC in 2010. Such a large organization could present challenges for any kind of reform, including reforms aiming to tackle gender equality and gender balance in particular.[16]

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14   INEGI (2010).

15   INMUJERES (2006).

16   Presidency of the Republic of Mexico (2011).

The public administration is powerful and sophisticated in Mexico, with very high salaries, and it is characterized by a high politicization (political parties are very strong and with their considerable resources, also play a key role within the system). The labour unions do not play an important role in advancing gender equality.[17]

As in many other countries, cultural issues partly explain the lack of gender parity (stereotypes, sexism in language and behaviour, etc.), the persistence of a 'glass ceiling' and a culture of conformism.

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17   The National Union of Education Workers (SNTE) has a high percentage of women, but others such as Petróleos Mexicanos (PEMEX) (National Oil Company) are composed mostly of men.

WOMEN'S REPRESENTATION IN THE FEDERAL PUBLIC ADMINISTRATION

This section presents some information and analysis of the patterns and trends in women's participation in the FPA. The focus is on participation at decision-making level.

WOMEN'S PARTICIPATION IN THE FPA: A SMALL INCREASE BUT STILL UNDER 30 PERCENT

In the last 11 years, women's participation in FPA decision making has increased but only two percentage points from 27 percent in 2000 to 29 percent in 2011.[18] This has not been permanent or sustained. For example, most women State Secretaries have not remained in post for more than three years and have therefore not completed the six-year period.

Figure 2 shows this evolution, which includes heads of Secretariats up to the top position, which is Secretary of State. As in political participation, women's representation in decision-making posts nationally has never reached the 30 percent minimum levels set out in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979).

Figure 2: Makeup of the FPA by sex 2011

	2000	2003	2006	2009	2011
Women	27	20.9	27.4	27.8	29.1
Men	73	79.1	72.6	72.2	70.9
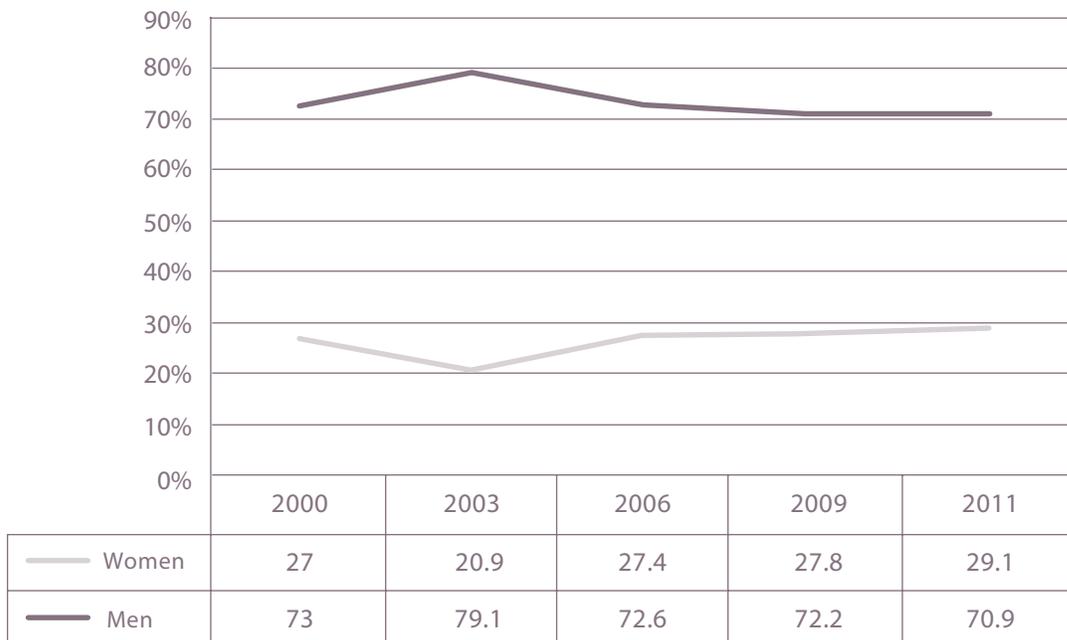
Source: Data directly from INMUJERES (2011a).

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18   Interviews with INMUJERES, 2011.

Women in decision making and leadership positions

The first woman Secretary of State in Mexico was Rosa Luz Alegría, who was head of the Tourism Secretariat as early as 1976. However, since then only 25 women have been Secretaries of State. Josefina Vázquez Mota has attained particular prominence, having been Secretary of State for two consecutive terms, as head of the Social Development Secretariat in 2000-2006 and of the Public Education Secretariat in 2006-2009 (both are traditionally highly feminized sectors). The Secretariat of State headed by the largest number of women is the Tourism Secretariat, followed by the Social Development Secretariat and the Foreign Affairs Secretariat. From 1982-1988 there was not a single woman Secretary of State. During each of the 1988-1994 and 1994-2000 terms there were two women Secretaries of State. The period from 2000 to 2006 saw some advances and there more Secretariats of State headed by women. In contrast, six women are or have been Secretaries of State during the current presidential term (2006-2011): Georgina Kessel Martínez, Secretary of Energy from 2006 to 2011; Josefina Vázquez Mota, Secretary of Public Education from 2006 to 2009; Patricia Espinosa has been Secretary of Foreign Affairs since 2006, while Gloria Guevara Manzo was appointed Secretary of Tourism in 2010; and Marisela Morales was appointed Federal Attorney General of Mexico in 2011. Figure 3 shows that, although absolute numbers remain small, there is fluctuation in the number of women Secretaries of State by presidential term.

Figure 3: Number of women Secretaries of State by Presidential term
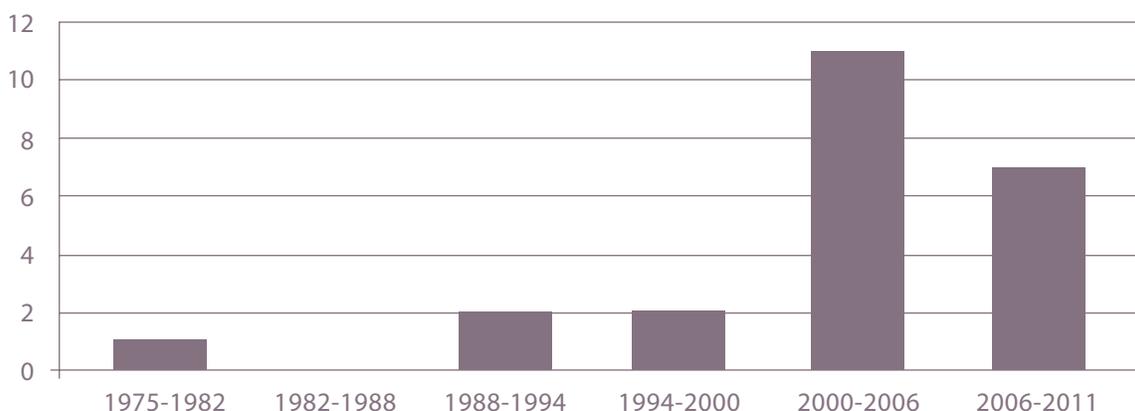
Source: Analysis of data obtained from INMUJERES (2011a).

The Executive Cabinet members are appointed by the President of the Republic. Only the Attorney General needs to be approved by the Senate. Given that these positions are politically appointed, it is possible to conclude that the President and political parties have a strong impact on the numbers of women and men in these senior positions. The level of politicization is a key feature of the public administration in Mexico.

The Department of Social and Political Participation of INMUJERES carried out an analysis of the Secretariats of State and Under-Secretariats headed by women in 2011, with the following results:[19]

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19   INMUJERES, Analysis of the Secretariats of State and Under-Secretariats Headed by Women in Mexico 2011.

1. Although women hold an increasing number of leadership posts in the FPA, they are still not on an equal footing with men in terms of holding top-level and decision-making posts.

2. Although there have been advances, women's presence in decision-making posts is not proportional to the percentage of women in the country (51.2 percent of the population).[20]

3. The presence of women in the FPA and in decision-making positions also does not reflect women's educational achievements - for example, women make up almost half of those with tertiary level education in science and technology (CONACYT, 2011).[21]

4. According to estimates by the National Institute for Women (INMUJERES), women in the FPA hold positions as follows:

    -   34.3 percent of Liaison posts

    -   28.4 percent of Department Head or comparable posts

    -   25.3 percent Area Assistant Management and comparable posts

    -   19.9 percent of Area Director and comparable posts

    -   16.4 percent of Associate Director and comparable posts

    -   38.6 percent of Consultancies and comparable posts

    -   9.3 percent of Auditorships and comparable posts

    -   14.0 percent of General Directors

    -   14.0 percent of General Coordinator and comparable posts

    -   16.8 percent of Unit Head posts

    -   Only 13.5 percent of Under Secretary of State or comparable posts

    -   Only 15 percent hold a Secretary of State or comparable post.[22]

The rate of women's participation is less than 30 percent at all levels and this may indicate a lack of an adequate pool of women for top positions to be progressively gender-balanced. Only consultancies and similar positions have a higher proportion of women and it would be interesting to analyse the profile of these positions to understand why there are more women in these positions.

It can be seen that women's participation at the level of Under Secretary of State is low. In 2011 only nine Secretariats of State have women Under Secretaries and outstanding amongst these is the Economics Secretariat, which has two female and two male Under Secretaries (data from INMUJERES, 2011). Eighty-nine percent of the Under Secretary positions are held by men, and only 11 percent by women. In 2011, only nine Secretariats of State have women Under Secretaries. Outstanding among them is the Economics Secretariat, where there are two women and two men Under Secretaries.

Interestingly, Secretariats of State headed by women do not necessarily have more women Under Secretaries. For example, in the Foreign Affairs Secretariat, out of four Under Secretaries, only the position of

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20   Mexico at a Glance, INEGI (2011).

21   INMUJERES (2005, 2010).

22   Interview with INMUJERES (2011) and Analysis of the Secretariats of State and Under-Secretariats Headed by Women in Mexico 2011, INMUJERES (2011a).

Under Secretary of Foreign Affairs is held by a woman. The Attorney General's Office of the Republic includes one woman Deputy Attorney General, Patricia Bugarín Gutiérrez, out of five comparable posts. Other findings relating to the second-tier leadership positions are as follows:

• The highest number of women Under Secretaries per agency is two.

• The Health Secretariat is the only Secretariat of State with a majority of women in this position, with a ratio of 2 to 1.

• The ratio of male to female Under Secretaries in the Secretariat of Labour and Social Welfare, the Civil Service Secretariat, the Secretariat of Environment and Natural Resources, and the Social Development Secretariat is 2 to 1.

• The Public Education Secretariat is highly feminized, yet it does have any women Under Secretaries.

GENDER SEGREGATION BY SECTOR

The figure below shows the distribution of women in the top two positions in the FPA.

Figure 4: Percentage of Secretaries of State and Under Secretaries in FPA agencies in 2011
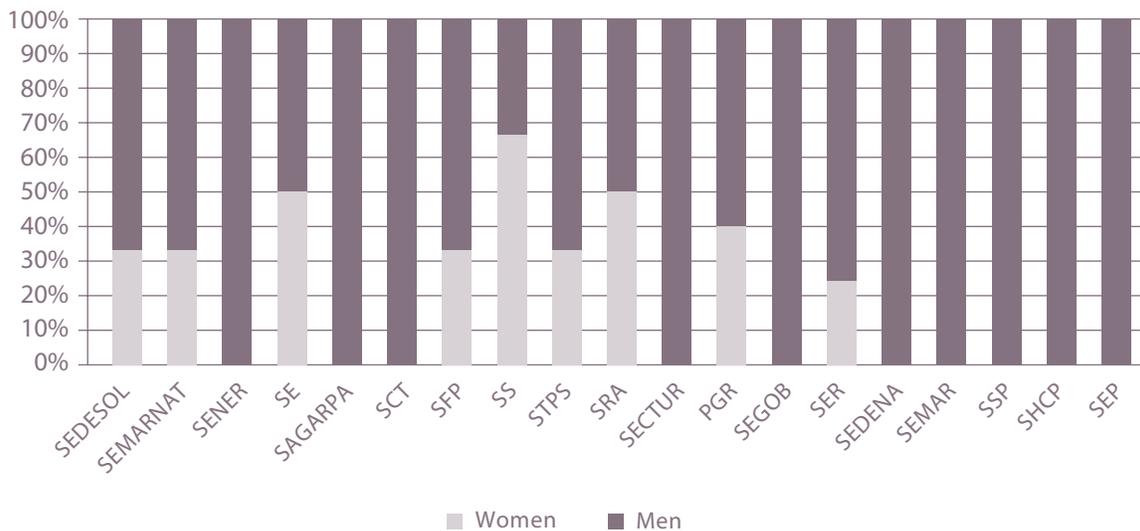
Source: Interviews with INMUJERES (2011).

The National Defence Secretariat (SEDENA), the Navy Secretariat (SEMAR), the Public Security Secretariat (SSP), the Secretariat of Finance and Public Credit (SHCP), the Secretariat of Communications and Transport (SCT), the Secretariat of Agriculture, Livestock, Rural Development, Fisheries and Food (SAGARPA) and the Public Education Secretariat (SEP), have no women Secretaries or Under Secretaries. Most of these aside from the Public Education Secretariat are traditionally viewed as 'male' sectors. Furthermore, women's participation was highest in the following Secretariats of State and Departments: Health, Labour and Social Security and Economy – all highly feminized sectors in Mexico.

It can be seen that there is sex segregation in terms of sector, but even feminized sectors do not necessarily have gender balance in their top positions. Aside from women's right to occupy these positions, it would seem advisable to improve women's decision-making presence and voice in key areas such as rural development and education in order to better support Mexico's international obligations to improve gender outcomes in these areas.[23]

SUMMARY

There is a discrepancy between the number of women in leadership positions, the proportion of women with educational qualifications and the total female population of the country. The possible implications are that Mexico has yet to tap the full potential of the national workforce in terms of delivering high-quality public services and that, at least at national level, Mexico does not yet have a 'representative public sector' as regards the national gender balance. The next section will examine some of the policy issues underlying this and barriers to women achieving their potential.

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23   For example, Article 14 of CEDAW concerns women and rural development (CEDAW, 1979).

POLICY AND IMPLEMENTATION REVIEW

This section reviews the key policies impacting directly and indirectly on women's representation in the Federal Public Administration (FPA) in Mexico. The policies and legislation are reviewed in chronological order to give a sense of how the issue has evolved. The objective is to analyse how they support gender equality and identify issues and gaps.

In Mexico, the legal and programmatic framework to promote development with gender equality and women's empowerment includes the National Development Plan (PND) 2007-2012, the General Law for Equality between Men and Women (2006), and the National Programme for Equality between Men and Women 2008-2012 [PROIGUALDAD, in Spanish]. Since June 2011´s Constitutional Reform, all the international frameworks are incorporated in the Constitution, including CEDAW.[24]

NATIONAL DEVELOPMENT PLANS

The National Development Plan (2007-2012) provides for gender mainstreaming into public policies and the elimination of all forms of gender-based discrimination, and these principles are also the foundations for the National Programme on Equality between Women and Men. See Box below.

Box 1: Gender provisions in National Development Plan 2007-2012

The PND incorporates a gender perspective, equality and elimination of all forms of discrimination as a cross-cutting issue in the design of public policies, and a budget is especially allocated for women in the government's budget.

PND Goal 6. To significantly reduce social, economic, and cultural gaps persisting in society, and thereby promote equitable and just treatment for all Mexican citizens in all spheres of life, ensuring the absence of all forms of discrimination.

PND Goal 7. To effectively guarantee to all Mexicans equal opportunities for the full exercise of their citizens' rights and active participation in the political, cultural, economic, and social life of their communities and of the country.

Source: PROIGUALDAD (INMUJERES, 2008).

The FPA has subsequently established programmes to support gender equality.[25] In addition, since 2008, the Federal Expense Budget Decree (PEF) enforces the promotion of equal opportunities through the incorporation of gender mainstreaming in all aspects of programme design.[26]

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24   See website of Supreme Court in Mexico (in Spanish): **http://www2.scjn.gob.mx/red/constitucion/**

25   Programme for Equality between Women and Men 2008-2012 (SEDENA); Programme for Equal Opportunities (SEMAR); Programme towards Gender Equality and Environmental Sustainability 2007-2012, (SEMARNAT); Programme for Equality between Women and Men 2010-2012 (SEGOB); Programme for Equality between Women and Men by the National Human Rights Commission (CNDH); Programme for Equal Opportunities (SFP). Also, the Sectoral Programme of Labour and Social Security 2007- 2012 (STPS) establishes the design of the Policy for Labor Equality, the framework for the creation of the Mexican Norm for Employment Equality between Women and Men (CEDAW, 2011).

26   Statement by President of INMUJERES, 56th Commission on the Status of Women (2012).

GENDER EQUALITY POLICY AND LEGISLATION CONTEXT

International gender equality policy frameworks

Convention for the Elimination of all forms of Discrimination against Women (CEDAW) 1979
Mexico ratified this key convention in 1981. The CEDAW Expert Committee reviewed Mexico's Sixth Periodic Report in 2006 and acknowledged that:

> 'While recognizing the efforts made to increase the representation of women in public administration, the Committee notes with concern the small number of women in decision-making positions, in particular at the municipal level and in the foreign service.'[27]

The Committee accordingly recommended that Mexico 'reinforce measures to increase the number of women in leadership posts at all levels and in all spheres… introduce special temporary measures.'[28]

The focus of this case study is on federal rather than municipal level, but this observation and recommendation clearly highlights that underrepresentation of women in the public administration at the municipal level is an issue, and recommends specific measures.

The Beijing Platform for Action (**1995**) is another key international initiative and sets out a clear action agenda for improving women in strategic objective G on women and decision making. This includes taking measures to ensure women's equal access to and full participation in power structures and decision making, and to increase women's capacity to participate in decision making and leadership. 'Actions to be taken' are set out for governments and UN agencies.[29]

Regional gender equality policy frameworks

These also lay a solid regional policy foundation for gender equality in the public administration.

The Inter-American Convention to Prevent, Sanction and Eliminate Violence against Women: the Belém do Pará Convention, Brazil (1994) is a regional initiative that establishes that every woman has a right to recognition, enjoyment and exercise and protection of all human rights, including liberties, established by regional and international instruments on human rights.[30] It specifies (Article 4) the right of women to equal access to the public services of her country and to participate in public affairs, including decision making.[31] The convention does not specify the public administration in particular and appears to refer more to the right to vote, be elected and benefit from public services, rather than gender balance in the FPA.

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27 Concluding comments of the Committee on the Elimination of Discrimination against Women: Mexico (26 August 2006).

28 Ibid.

29 See **http://www.un.org/womenwatch/daw/beijing/platform/decision.htm**

30 Signed by Mexico on 4 June 1995, and ratified on 19 June 1998.

31 Inter-American Convention on Human Rights. Organization of American States (1994). Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women: Convention of Belem Do Para. Belém do Parà, Brazil: Organization of American States. **http://www.cidh.org/Basicos/English/basic13. Conv%20of%20Belem%20Do%20Para.htm**

The '**Brasilia Consensus' (2010)** was also agreed by governments of participating countries in the eleventh session of the Regional Conference on Women in Latin America and the Caribbean.[32] It also has a clear and strong focus on women and decision-making:

Agreement 1: Attain greater economic autonomy and equality in the workplace
Agreement 2: Broaden the participation of women in decision-making and the exercise of power.

Both of these have a range of relevant measures and provisions including the following:

*   Policies to strengthen parental leave and other childcare leave including non-transferable paternity leave, in order to promote co-responsibility.

*   Active labour market and productive employment policies to boost women's participation in the labour-market participation, including their presence in positions of power and decision making especially for Afro-descendent, indigenous and young women, who suffer discrimination.

*   'Promote and enforce equality-in-employment legislation that eliminates discrimination and asymmetries of gender, race, ethnicity and sexual orientation in access to the labour market and employment continuity, in decision making and in the distribution of remuneration; establishes mechanisms for the filing of complaints; and provides for the sanctioning of sexual and other forms of harassment in the workplace' (section 1 g).

*   'Strengthen the adoption of systems to oversee and promote gender equity in the public and private sectors, with a view to non-discrimination in employment, the reconciliation of professional, private and family life, and the prevention and elimination of all forms of gender violence in the workplace, especially sexual and other forms of harassment' (section 10).

*   'To adopt […] measures, including amending legislation and adopting affirmative policies, to ensure parity, inclusion and alternation of power, in the three branches of government, in special and autonomous regimes, at national and local levels' (section 3b).

The 2010 Brasilia Consensus therefore also sets out clear regional commitments in gender equality in decision making, the workplace and in the public administration as one of the three branches of government.

The next section looks at national gender legislation and policy.

National gender legislation and policy

As will be shown, there have been advances in legislation and policy in line with international and regional commitments.

The **Women's Institute Law (2001)** promoted non-discrimination, equality of opportunities and outcomes between men and women.

Federal Law for the Prevention and Elimination of Discrimination (2003). This law establishes the main guidelines for non-discrimination in Mexico. It sets out general principles, but also requires

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32   **www.eclac.cl/mujer/noticias/paginas/6/.../ConsensoBrasilia_ING.pdf** accessed March 2012.

government bodies to be active in eliminating discrimination. The Law considers the following to be discriminatory behaviours:

'Preventing participation on an equal footing in civil, political or other associations' and 'Denying or conditioning the right to political participation […] as well as participation in the development and execution of government policies and programmes'. (Article 9)

General Law on Equality between Women and Men (2006). The LGIMH (acronym in Spanish) is the main national law on gender equality**.** The objective is to regulate and guarantee equality between women and men in public and private spheres and to promote the empowerment of women. It foresaw the establishment of a National System for Equality between Women and Men, comprising federal and state agencies and coordinated by the INMUJERES, as well as a National Programme for Equality between Women and Men (PIEMH).

Article 12 establishes that the Federal Government is responsible for guaranteeing equal opportunities through the adoption of policies, programmes, projects and affirmative actions.

Article 34 states that public bodies must develop actions to prevent gender-based segregation in the labour market, as well as establish incentives and an annual 'equality certification' for bodies, which have applied such policies and practices.

Therefore the Law directly addresses the issue of gender equality in the public administration, although it does not specify gender-balanced representation specifically.

National Agreement on Equality between Women and Men (2007). This Agreement was signed on 8 March 2007. Its purpose is to guarantee conditions for the full exercise of rights and equitable participation of women and men in all spheres of economic, political, and social life. Governors from the all states were invited to sign it and commit to carry out programmes against inequality mentioned in the Agreement.

General Law on Women's Access to a Life Free of Violence (2007). Articles 10 and 11 of the Law define violence in the workplace as that exerted by those who have a work relationship with the victim, regardless of their hierarchical relationship, and consisting of an

> **'act or omission, abuse of power damaging to the victim's self-esteem, health, integrity, freedom, and security, preventing her development and threatening equality, including harassment and sexual harassment'.**[33]

Refusal to hire a woman or to respect her continuing employment rights or general work conditions on the grounds of threats, intimidation, humiliation, exploitation and all forms of gender-based discrimination are regarded as violence at the workplace. This constitutes a fairly well-defined and explicit rejection of sexual harassment.[34]

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33   Article 10 of General Law on Women's Access to a Life Free of Violence (Government of Mexico, 2007b).

34   The development of the programme and of the regulation to monitor the application of the law is in progress.

Article 60 states that ´Failure to comply with this law shall cause administrative liability and will be sanctioned in accordance with the pertinent laws´. Included in this Law is a regulation to control the functions and relationships between the federal executive power, the states and the municipalities involved in its observance.

As will be shown below, this law has provided a clear foundation for a unique initiative within the FPA. Although it does not directly stipulate gender balance, it addresses a probable obstacle to women from realizing their potential in the FPA.

Mexican Norm for Employment Equality between Women and Men (2009).[35] This is a certification instrument that requires public and private organizations to adopt practices and 'markers' to prove their compliance with equality, non-discrimination, and social security laws. They must provide an appropriate work environment, freedom of association, and work accessibility for women and men, whether in private companies or in public agencies or entities, labour unions or civil society organizations, regardless of their size or activity, throughout the Mexican territory.[36]

Article 3 establishes obligation to comply with the following:

1. Announcements of job vacancies must be worded in a non-sexist language and free of all forms of discriminatory expressions.
2. Non-pregnancy and HIV/AIDS tests as hiring requirements are explicitly prohibited.
3. Policies, programmes and mechanisms for the prevention, care, and punishment of workplace violence must be available.

This Norm grants additional points to organizations if it has one or more of the following certifications:

1. Gender Equity Model (National Institute for Women, INMUJERES).
2. Award for a Culture of Non-Discrimination (National Council for the Prevention of Discrimination, CONAPRED)
3. Gilberto Rincón Gallardo Inclusive Business Award (STPS)
4. Family Business Award (STPS)

The Norm emphasizes the improved performance and economic benefits that certification can bring to organizations:

✔ Tapping into the creative potential of employees as a result of a good work environment

✔ Making use of talent by balancing the ratio of women to men within the organization

✔ Reducing staff turnover and absenteeism due to increased loyalty and greater sense of responsibility

✔ Reducing induction and training expenses as a result of reduced personnel rotation

✔ Quality enhancement and reduced errors and accidents in the workplace as a result of reduced unnecessary stress, enhanced work environment and increased loyalty to the company

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35   Government of Mexico (2009).

36   **http://www.stps.gob.mx/DGIL/CD/FAQs.pdf** Accessed October 2011.

✔ Use of the 'Employment Equality between Women and Men' label on products, documents, and institutional image provides certain marketing advantages compared to business without certification by the Norm, in the same way as 'Free Trade' and similar certifications, as clients value the organization's commitment to employment equity. The certification is also of value internationally and in certain tender processes.

National gender machinery

This section briefly outlines the main actors.

The National Institute for Women (INMUJERES) is in charge of implementing the national policy on gender equality. It is the government body tasked with the institutionalization and mainstreaming of a gender perspective in all actions taken by the Mexican State. It promotes and encourages conditions against discrimination, equality of opportunity and treatment, including women's equitable participation in the political, cultural, economic and social life of the nation.[37]

The National System for Equality between Women and Men (SNIMH) is the institutional framework (a set of structures, relationships, methods, and procedures) that the agencies and entities of the FPA establish among themselves, with the organizations of various social groups, and with the authorities of the states, the Federal District, and the municipalities, in order to carry out mutually agreed actions for the promotion and achievement of equality between women and men.[38] Coordinated by INMUJERES, the System involves 41 federal agencies that, together with the National Programme for Equality between Women and Men 2008-2012 (PROIGUALDAD), constitute a policy and institutional framework to mainstream gender within the FPA.[39]

Eleven gender units in the FPA agencies have been established and, at the time of writing, 40 entities have an internal coordination mechanism to address gender issues. There is therefore good progress in terms of strengthening the national gender machinery as well as uptake in the states. This is important as it creates an enabling framework at national and institutional level to address gender balance and the issues underlying this.

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37 National Institute for Women. **http://www.inmujeres.gob.mx/index.php/ique-es-el-inmujeres/quienes-somos**

38 The governments of the states and of the Federal District will contribute, within the sphere of their respective competences and in terms of the coordination agreements made with the Institute or, where appropriate, with the agencies or entities of the FPA, to the consolidation and functioning of the National System. Also, they will plan for, organize, and develop, in their respective territorial areas, state systems of equality between women and men, and promote their programmatic participation in the National System.

39 Strategic goals: 1) to institutionalize gender equality within the FPA and to contribute to its adoption by the Powers of the Union and the private sector; 2) to ensure legal equality, women's human rights, and the right to non-discrimination; 3) to ensure women's access to justice, security and civil protection; 4) to ensure women's access to a life free of violence; 5) to enhance women's skills and qualifications in order to broaden their opportunities and reduce gender inequality; 6) to promote women's economic activity in order to provide women with better opportunities for well-being and development; and 7) to promote women's empowerment, participation and representation in decision-making posts.

PUBLIC ADMINISTRATION STATUTES, LEGISLATION AND POLICY

Various acts and laws have been promulgated in Mexico to regulate the public administration, such as the **Secretariats of State Law (1946)**, the **Secretariats of State Law Regulation (1947),** and the **Organic Law of the Federal Public Administration (1976)**. These provide foundations of the current system. Perhaps partly due to the fact that they date from the 1940s to the 1970s, these laws or regulations do not incorporate gender perspectives or have articles to promote the participation of women in the FPA on an equal footing, let alone through affirmative actions. The main recent laws are briefly presented below.

Organic Law of the Federal Public Administration (1976): The significance of this Law lies in its being the first attempt to partially decentralize management decisions, as well as in setting out the duties and responsibilities of the government secretariats and agencies and staff. Nevertheless, it did not incorporate any elements of equality or gender equity to promote the inclusion of women, for example, in Article 14, which sets out how leadership posts will be organized.

Law on the Professional Career Service (2003): According to the website of the Professional Career Service (SPC), which reports to the Civil Service Secretariat (SFP), this more recent Law had three driving factors:

- Globalization - Mexico was the only OECD country whose government had no merit system.[40]

- People-centred management, as well as merit-based principles and a result orientation.

- Joint engagement of the executive and legislative powers in a 'modern Public Administration' that works better for Mexican society.[41]

The **Professional Career Service System (SPC)** is regulated by the **Law on the Professional Career Service** (2003) within the FPA. The SPC guarantees equal opportunities for merit-based entry into public affairs through the following guidelines for administration and human resources management by the government:

1. Recruitment through open competition, merit-based institutional selection process, and equal opportunities.

2. Merit-based job security.

3. Statement of clear institutionally relevant rules and promotion of an honesty culture, as well as attainment of institutional goals.[42]

All of these are positive for men and women. However, the merit-based practices could appeal especially to women, who may not have the same access to networks and political connections as men, but who appear to have educational qualifications of at least the same level. Again, no gender-specific provisions are made despite the fact that the Law dates from after major global initiatives, such as the Beijing Platform for Action.

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40   Mexico is a member of OECD since 18 May 1994.

41   See website: **http://www.spc.gob.mx**

42   5th Government Report. Presidency of the Republic of Mexico (2011).

The Professional Career Service System consists of the following self-explanatory sub-systems:

1. Human Resource Planning

2. Recruitment

3. Professional Development

4. Training and Skills Certification - this also addresses equal training opportunities for women and men

5. Performance Assessment

6. Dismissals

7. Oversight and assessment.

All of these areas are important and impact directly on the access of men and women to the FPA and their career advancement within it. For this reason, it would be important to undertake a systematic and detailed gender analysis of the provisions in order to assess whether there are any that impact women more negatively than men. An example could be promotions criteria that place particular emphasis on length of service tend to advantage men, who do not generally have fewer breaks in their career than women. Similarly, if training is organized in a way that is hard for women to access in terms of timing, location etc., then even quotas for participation cannot be fulfilled.

Like many Mexican laws, the Law is written in masculine language; for example, posts and vacancies are always referred to in the masculine.[43]

Although the recruitment of women in the FPA on equal conditions is based on a solid legal framework, in Mexico the main policy provisions are in the international, regional and national gender equality employment legislation. These have not yet been fully embedded in public administration policies and in critical areas such as the recruitment, promotions, pay and benefits package and training. All of these impact differently on women and men, and women may be disadvantaged even unintentionally by 'gender-blind' policies. There is therefore a policy gap on the public administration side, which needs to be updated to reflect gender equality and employment legislation.

International agencies and civil society have the technical expertise to support this process and, in the subsequent sections, we will analyse some programmes aiming to support gender equality provisions impacting on women's representation and leadership.

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43   In this sense, a differentiation must be made between the language used in the legislation, where all terms or access, such as 'secretary', 'director', and 'president', are written in the masculine gender, and the non-sexist language that is being promoted by the Institutional Culture Change Programme and the Gender Equity Model (MEG), whereby the institutions are invited to use inclusive, non-discriminatory wording. The UNDP in Mexico, in collaboration with the Secretariat of the Interior and the National Institute for Women, has developed publications to contribute to gender-inclusiveness and to the elimination of the use of gender stereotypes in the public administration of Mexico. The documents can be accessed at: **http://www.undp.org.mx/spip. php?page=publicacion&id_article=1965**

POLICY IMPLEMENTATION CHALLENGES AND BARRIERS TO WOMEN'S PARTICIPATION

As mentioned at the beginning of this case study, increasing women's participation in leadership and decision-making posts in the public administration is a slow process and the FPA remains broadly unrepresentative. The interviews with women representatives of international organizations in Mexico, FPA officials, academics and members of civil society organizations highlight some barriers that the FPA and women face as they seek access to high-level posts. These barriers can be summarized as below.

1. Lack of data

2. Low empowerment of women in the FPA

3. Workdays of more than 10 hours

4. Incompatibility with personal, family or institutional life

5. Double workday (job/home)

6. Existence of a culture of 'sacrifice' in the FPA

7. Lack of of full-time daycare centres or schools for children

8. Institutional culture change programmes without structural change

9. Sexual harrassment

10. Job vulnerability with every change of supervisor/high turnover in the public administration

11. Resistance to the concept of quotas.

These barriers are discussed in turn below. Some issues, such as sexual harassment and lack of support to balance family and working life, apply mainly to women. Some others apply to men and women, but impact especially negatively on women due to gendered roles in the private and public spheres.

Obtaining reliable centralized and up-to-date data is a challenge. There is still a need for empirical evidence and greater exploration of trends. Efforts should also be made to strengthen the production of gender-sensitive indicators.[44]

Low empowerment of women in the FPA. Women tend not to organize themselves to protect their rights or promote a critical mass that would allow them to assert their rights. Some may believe that they have access to positions only because they are someone's protégée, and therefore have no rights and cannot make demands. All of this is demoralizing, and undermines solidarity with other women professionals because of a fundamental lack of self-confidence.

Workdays of more than 10 hours. This is a big issue in the FPA in Mexico: senior positions entail work-days of more than 10 hours. There appears to be no notion of efficiency, and on the contrary, it appears

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44   The regional report 'Work and family: towards new forms of reconciliation with social co-responsibility' (2009, prepared by the International Labor Organization (ILO) and the United Nations Development Programme (UNDP), and the document 'Reconciliation with social co-responsibility in Latin America: how to move forward?' (2009) by UNDP's Regional Centre for Latin America and the Caribbean, through its Gender Practice Area, are an effort to contribute to the discussion and represent a turning point in the documentation and provide examples of best practices and recommendations currently available to move ahead with reconciliation in Latin America and the Caribbean.

that the longer someone remains at the office, the better worker s/he must be. Therefore, if a woman employee is a mother or has marriage plans, she needs to seriously reconsider whether she can carry on working and often even leaves the FPA.

Incompatibility with personal, family and institutional change. This point is related to the previous one. With workdays of more than 10 hours, women cannot take proper care of their children, of their partner or spouse, or of their personal life. Most of the domestic care responsibilities fall on their shoulders due to traditional gender roles. Men are able to work long hours as this is considered normal, whereas women feel dissatisfied and even guilty because they do not spend enough time with their children or attend school activities, or because they take their children to work, and so on. If they are single, the price they pay is to dedicate all their time to their work and to redouble efforts to secure their job. Several women interviewed said that, as they were unmarried, they were required to work long hours and they were told that not having family responsibilities meant they had free time to devote to the office.

This was a major point and perhaps the most important recurrent obstacle, i.e. the difficulty of reconciling personal, family, and work lives that in many cases prevent women from reaching senior posts.

Double workday (job/home). Women continue to work a double workday. According to the **Satellite Account of Unpaid Work in Households 2003-2009**, a survey carried out in Mexico by the National Institute of Statistics, Geography and Informatics (INEGI), women work 700.6 million hours performing work related to productive activities, while men devote to it 1,405 million hours.[45] However, the proportion changes when time devoted to unpaid household work is added in, and the number of hours worked by women then totals 2,309.2 million, against 1,812.6 million for men. The most time-consuming unpaid activity performed in the household is related to cooking and feeding, but the activity with the highest economic value is support and care of other household members. We find the same pattern among women in the FPA.

A culture of sacrifice. This is another characteristic of the FPA in Mexico. Having no rights, working long hours, taking no vacations, putting their personal or family life last, are all part of a so-called ideal profile for men and women working in the FPA – for the reasons above, this impacts most negatively on women.

Lack of full time daycare centres or schools for children. According to a survey on institutional culture in the FPA administered by the INMUJERES in 2008, only 27 percent of women declared not having children; 49.9 percent reported having an average of 1.6 children, and 23 percent, three or more children. The results of this survey also indicate that the number of heads of the family increases in direct proportion to hierarchy level. With this scenario, plus long workdays, there is urgent need for modification of school schedules, as well as for daycare centres providing adequate service and safety, where children can stay while their mothers work. Paternity leave for men is implemented only in a few Secretariats and Departments.

Institutional culture change programmes without structural change. In the last five years, there has been specific interest in promoting programmes within government offices and agencies in order

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45   INEGI (2011).

to attain equal opportunities for women and men. Although these efforts have been very important, they do not entail a significant modification of the access structures. They do not specify strategies to be followed by these agencies in order to enhance women's access to senior posts. With the exception of sexual harassment protocols, whose application is standardized in Secretariats of State, most of these Secretariats have freedom to choose strategies regarding workdays, leave of absence and inclusive communication strategies.

Violence, harassment and sexual harassment. These are still recurrent practices in the FPA and inhibit the participation of women, since many women, who have experienced the pressure brought about by these behaviours, eventually resign due to the lack of adequate complaints mechanisms. Almost all interviews referred to the issue of harrassment as a crucial one but mechanisms to denounce harrassment, when they exist, hardly function in practice or are little used by civil servants. This issue is being raised increasingly and the Interior Secretariat, for instance, has been leading interesting federal campaigns with INMUJERES to raise awareness around sexism, discrimination and promotion of diversity in the workplace.[46]

The National Polytechnic Institute (IPN) has established prevention mechanisms and non-violence campaigns since 2007 with the purpose of eradicating violence within the student community. Martha Tronco, coordinator of the IPN's Institutional Management Programme with a Gender Perspective, recalls that a non-violence campaign was created in 2007 in the polytechnic community, resulting in a series of formal complaints that made it necessary to intervene. She added that care, guidance, and direction were given to those people who filed formal complaints for harassment.

Since complaints increased in number, a campaign was launched on 5 September 2008 together with INMUJERES, which recognizes the importance of recognizing harassment at work and at school. Three processes – for prevention, care, and penalization – were designed. In addition a Prevention and Care Committee was set up to eradicate harassment in the IPN.

As a result, IPN designed a violence meter showing the levels of violence that may occur in a relationship between spouses or partners. This meter has proven so successful that the Secretariat of Public Education (SEP), the Human Rights Commission of the Federal District, the Secretariat of Labour, and other institutions, have requested the model in order to apply it. SEP even provided, in coordination with UN Women and INMUJERES, 15 million small violence meters for all basic level students.

Job vulnerability with every change of supervisor/high turn over in the public administration. Changes in top-level positions entail risk for men and women in the key positions in the FPA. The culture of sacrifice discussed above goes hand in hand with fidelity to the current boss who assembles a team of trusted employees.

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46   The Federal Government is one of the main issuers of communication campaigns at a national level. Proposals for the promotion of contents reflecting in a respectful, egalitarian way the participation of women and men in all spheres have been put forward through awareness-raising manuals, as well as through criteria and instruments for the assessment and incorporation of the gender perspective in their campaigns. These are products of the project for the 'Enhancement of Skills for the Implementation of National Laws on Gender Equality and the Eradication of Violence Against Women in Mexico' that since 2007 has aimed to strengthen the institutionalization and mainstreaming of gender equality in public policies and to contribute to legislative alignment at federal, state, and municipal levels.

There is a strong resistance to the concept of quotas and an unclear understanding of what affirmative actions entail. Despite the international framework, policies for 'affirmative action' or 'special measures' to promote gender equality within the public administration have often been underutilized or only partially implemented, thereby undermining the overall efforts and ultimate impact. Affirmative action calls for a holistic approach to address the existing constraints and barriers, which go beyond recruitment, such as policies for staff retention, flexible working hours, part-time employment arrangements, improvement of work-life balance, harmonization of pay levels, development and delivery of targeted training programmes.

These are the main barriers pinpointed by the interviewees to women's access to high level posts in the public administration. The findings of an important survey by INMUJERES are summarized below and help to build a picture of the issues impacting on women's access to senior positions in the FPA.[47]

1. There is a discriminatory culture within the state apparatus, political parties, unions, and other social organizations that prevents women's access to and participation in spheres of influence. Despite positive traits displayed by women in the execution of public tasks, women are still viewed as unqualified for making decisions. This discriminatory culture is based on two assumptions: firstly, that women are undertrained and poorly equipped, sometimes with narrow portfolios or no autonomous budget, and secondly, that they prefer to devote time to their children or to their personal life. This may be true in some cases as for men, but both assumptions interfere with women's access to posts of influence. Women are also the first affected in times of crises (job cuts, restructuring, tendency to avoid denouncing discrimination to avoid losing their employment, etc.).

2. Women's abilities and contributions in the exercise of political power and management are frequently underestimated. Although women are regarded as unqualified, statistics prove the opposite. According to the FPA Socio-demographic Profile Survey by INMUJERES in 2008, 36.5 percent of women and 32.8 percent of men have completed their bachelor's degree; 7 percent and 5.9 percent, respectively, have completed their master's degree.

3. In Mexico, women comprise 52 percent of the population. They have a significant participation in higher education. Out of 2.6 million registered students, 50.3 percent are women and 49.7 percent are men.[48] However, in higher education management there is gender segregation in decision making positions between traditional 'feminine issues' such as literature and philosophy.

4. There are no permanent mechanisms to promote women's participation and develop an institutional culture that acknowledges the diverse, specific realities of men and women. As discussed in the next section, there is no mechanism to shift the current structure of the public administration and promote the access of women to higher posts. All efforts are concentrated on the creation of a culture of equity, which, although very important, is insufficient in itself to increase access to leadership posts by women.

5. The vast majority of respondents agreed that it is extremely difficult for women to maintain a role as public administration officials simultaneously with their role in their family because working

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47   INMUJERES, 2002. Institutional Culture and Gender Equality in the Public Administration. **http://cedoc.inmujeres.gob.mx/documentos_download/100432.pdf**

48   INEGI, Men and Women in Mexico, 2010. **http://www.inegi.org.mx/prod_serv/contenidos/espanol/bvinegi/productos/integracion/sociodemografico/mujeresyhombres/2010/MyH_2010.pdf**

hours are not adjusted to their needs as mothers. Long work hours are an issue, forcing women to choose between public or private life. The figure below shows the distribution by sex of unpaid domestic labour.

Figure 5: Unpaid domestic labour distribution by sex: average percentages in 2003-2009
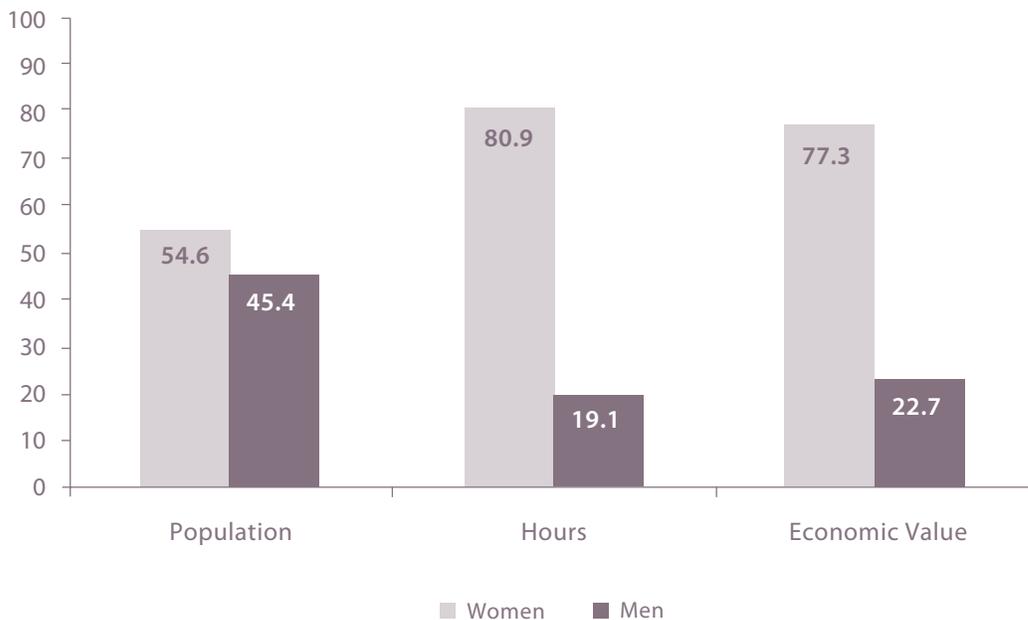
Source: Satellite account of unpaid work in households, INEGI (2009).

Encouragingly, the government has taken note of all these issues, which have informed the development of government strategies and plans, which are discussed in the next section.

PROGRAMMES AND INITIATIVES PROMOTING GENDER EQUALITY IN THE FPA

The main programmes aiming to transform public institutions to allow equitable and inclusive access by women and men are presented below.

Institutional Culture Programme (PCI).[49] The Programme of Institutional Culture of the Federal Public Administration was launched in 2009 to promote gender equality in the organizational culture of the FPA. The sphere of action of the Institutional Culture Programme (PCI) comprises all the agencies and entities of the FPA. INMUJERES and the SFP are the governmental institutions responsible for its operation.[50] The figure below shows how these agencies work together to deliver the programme.

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49   Institutional Culture Programme, INMUJERES (2009a).

50   The following video [in Spanish] provides further information about the PCI: **http://www.youtube.com/watch?v=yzjZijoliP4**.

Figure 6: Institutional Culture Programme

INMUJERES AND SFP	**INSTITUTIONAL CULTURE PROGRAMME**	**AGENCIES AND ENTITIES OF THE FPA**
Joint definition of policies and programs to enhance the institutional culture of the agencies and entities of the FPA.		Responsible for the organization, coordination, and internal execution of PCI and all actions derived from it, as well as other resulting actions for equity and non-discrimination.

Source: Institutional Culture Programme, INMUJERES (2009a).

Within the framework of this initiative, which directly addresses the subject of this case study, an 'Institutional Cultural Liaison Network' was formed. This network includes representatives from 258 public institutions and, at the time of writing, 222 had carried out their Institutional Culture Plan of Action to promote gender mainstreaming through more than 350 actions.

Strategic goals of the PCI:

1. To incorporate the gender perspective into the institutional culture of the FPA as a guiding principle toward the achievement of results within and outside the agencies.

2. To attain a work environment that enables the FPA to obtain better results within and outside its agencies and entities in the interest of the citizens.

3. To attain inclusive communication within and outside the FPA to promote gender equity and non-discrimination.

4. To achieve staff selection based on capacities and skills, without any form of discrimination.

5. To ensure an FPA, in which salaries and benefits are based on transparency and equity, in order to eliminate inequality gaps between women and men.

6. To ensure the creation of fair vertical promotion mechanisms and horizontal mechanisms to enhance skills development of all FPA staff. To provide professional training to promote technical and attitudinal competences for the incorporation of gender perspectives into the provision of public goods and services.

7. To encourage co-responsibility regarding work, family, personal, and institutional life of public servants of the FPA.

8. To establish mechanisms for the elimination of harassment, sexual harassment, and discrimination within the FPA (a key achievement is the creation of harassment protocol in all government entities, positioning this topic visibly on the government agenda – see below).

Box 2: Sexual harassment protocol in the FPA

One of the themes of the PCI that has aroused most interest has been that of harassment and sexual harassment. One-hundred and nine agencies have committed to the implementation of protocols or programmes to address this issue, which is now regarded as an offence with a negative impact on the work environment and on the victim's privacy and family stability. At the beginning of this year, the Intervention Protocol for Cases of Sexual Harassment was introduced. This Protocol is a result of the diagnosis of the institutional culture, carried out by INMUJERES and SFP, which detected 25,728 cases of sexual harassment, with 15 percent of women and 5.3 percent of men FPA employees reporting having been victims of sexual harassment.

The goals of the Protocol include:

*   Establishment of a process including prevention, treatment, and punishment of sexual harassment cases

*   Creation of a complaints programme ensuring case confidentiality

*   Establishing a collegiate authority for the resolution of issues related to harassment and sexual harassment

The purpose of this Intervention Protocol is to contribute to raise awareness among the public servants and contribute significantly to the development of an institutional policy and clear, confidential, and unbiased procedures for complaints.[51]

These strategic goals clearly address many issues raised by the INMUJERES research, as well as interviews for this case study, such as a discriminatory work culture and work-life imbalance. They also address issues such as the gender pay gap and even issues such as the hiring and promotion of staff.

The programme aims to mainstream a gender perspective and tackle discrimination, rather than to be a concerted and strategic intervention to increase the number of women in decision making and improve the gender balance – however any future phase of this programme could consider this as focus. The PCI is a welcome and major strategy of the federal government to transform Mexican public institutions into workplaces with a more human face, increase productivity, and help to reduce inequality between

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51   Intervention Protocol for Cases of Sexual Harassment. INMUJERES (2009b). **http://www.inah.gob.mx/images/stories/Transparencia/Protocolo.pdf**

women and men.[52] The PCI is the first federal effort to include a gender perspective into the structure of the FPA and is designed by the Mexican State to promote a fundamental change in work relationships between women and men within government institutions.

> **Box 3: Institutional Culture Programme (PCI): an innovative strategy**
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> The PCI supports 57 institutions/departments, through gender mainstreaming, mandatory courses on gender, communication activities to prevent gender-based violence, the promotion of a system of points to evaluate institutional commitment, advocacy activities in favour of horizontal and vertical mobility. The programme also includes a strong monitoring and evaluation system (M&E).
>
> "Not only is this programme ground-breaking in Latin America but it also proposes the development of equitable and inclusive policies in such strategic areas as planning, budgeting, and granting of wages and benefits, as well as promotion to middle and senior management posts. The prevalence of discriminatory traits in staff institutional practices exerts a negative impact on the planning processes, the work climate, the selection and promotion of personnel, and, importantly, in the granting of goods and services."
>
> Interview with Rocío García Gaytán, President of INMUJERES, 2011

Indeed, in recognition of its innovation and contribution to gender equality, the PCI received recognition in early 2011 by UNDP as one of the best gender practices in Latin America.[53]

The Gender Equity Model (MEG)

The Gender Equity Model is a joint effort between the World Bank and the Mexican Government, through INMUJERES, designed to move forward gender equity in corporations, community leadership and the public sector.

The establishment of a nationwide Gender Equity Model that enables certification in the private sector and government agencies gives visibility to the commitment of participating organizations to gender equality in the workplace. Under this framework, INMUJERES works with government agencies and companies to audit their workplace practices and develop monitoring and evaluation systems to track gender issues, and to reward them for these efforts.

In 2003, the first year of the programme, 20 companies obtained the Gender Equity Certification, among them: Wal-Mart Mexico, Motorola, Kraft, Dupont, Unisys, Addeco, Eli Lilly and Banamex-Citigroup.

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52   Institutional Culture Programme. INMUJERES (2009b) **http://www.inmujeres.gob.mx/sala-de-prensa/ inicionoticias/381-onu-reconoce- programa-de-cultura-institucional-como-uno-de-los-mejores-de-al.html**

53   Best practices of gender mainstreaming in Latin America and the Caribbean. América Latina Genera, UNDP. **http://www.americalatinagenera.org/es/index.php?option=com_content&view=article&id=2060** Accessed October 2011.

MEG took into account the positive experiences of other programmes in Mexico like: ESR (Socially Responsible Company), Great Place to Work and Las Mejores Empresas para Trabajar en Mexico (The best companies to work for in Mexico) where internal audits of policies documents, procedures, etc. are performed and companies are evaluated on their compliance with the requirements of those programmes.

The MEG is structured in five phases:

- Survey and training.

- Planning the strategy, objectives and goals.

- Organization and resources. A Gender Equity Committee needs to be constituted and the Documentation of the Gender Equity Systems has to be agreed on.

- Implementation of Gender Equity Requirements. This is the most important activity as it impacts internal programming and structural problems. It addresses recruitment and selection, training, professional development, equal opportunity and compensation, work–life balance, organizational environment, sexual harassment, gender equity education, and evaluation, follow up and improvement.

- Auditing process. It is the final stage where a preliminary on-site audit report is produced by INMUJERES and an evaluation of compliance with MEG requirements is written by the Certification Organ. After this, the preliminary results are issued, followed by the final audit report. The recommendation is evaluated by INMUJERES and the Certification is either approved or not. If it is approved, a recognition and authorization to use the MEG logo is given to the organization (INMUJERES, 2003).

This initiative, which started seven years ago, provides a strategy to help private companies, public institutions, and social organizations to incorporate a gender perspective and implement positive actions to create a level playing field for women and men in the workplace in the medium and short terms.[54]

The MEG can be adjusted to the specific conditions of each organization, whether public, private, or social, large or small, and with various focuses or activities. A key feature of the model is that it is voluntary and that participating organizations retain decision making and indeed assume responsibility for results. It is designed to be a helpful, profitable mechanism that enables organizations to profit internally and externally.

Its activities focus on:

- Promotion of work-family balance

- Recruitment and selection of personnel through a gender perspective

- Promotion of professional training and development

- Improving physical conditions of workplaces and promoting healthy work environments

- Training to promote gender awareness

- Prevention and treatment of sexual harassment

- Correction of occupational segregation, increasing of the number of women in senior managements posts, and closing the wage gap.

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54   INMUJERES (2003).

First achievements of the MEG include:

1. Formalization of a gender equality policy, with well-defined procedures and actions

2. Establishment of a mechanism to assess the status of the organization and of its policies

3. Establishment of a structure for the organization and systematization of processes and documents

4. Promotion of gender awareness among staff

5. Establishment of mechanisms for tending to gender-specific needs, promotion of personal development at work on an equal footing

6. Promotion of a climate of respect

7. Establishment of communication mechanisms

8. Setting up of organizational quality management systems and diversity policies.

The MEG proved popular and between 2003 and 2010, over 500 organizations, including private companies and a significant number of Women's Institutes of the states of Puebla, Zacatecas, Quintana Roo, and others, has been awarded MEG certification. Organizations with the MEG label also qualify for extra points under the Mexican Norm for Employment Equality between Women and Men (2009), which is an attractive marketing proposition**.** The success of these initiatives have some things in common, such as that they give a form of certification to employers and directly link the issue of gender equality (impacting directly on gender balance) with profitability/better services. This approach, focusing as much on business outcomes as on a rights-based approach, appears to have generated excellent uptake amongst both private and public sector employers.

The decision to embrace public and private sector organizations is an interesting one and seems successful. The benefits and lessons learned of the nature of certification mechanisms and a public-private partnership are worth exploring through further research, as are specific activities under the MEG. Finally, it would be interesting to track how far all of these measures impact on the gender balance, especially at senior levels.

A key step in state and municipal public administrations was the creation in 2008 of the **Fund for the Promotion of Gender Mainstreaming**. The aim is to encourage projects in coordination with State-level Women's Institutes. In 2010, the Fund was structured as an Enhancement Programme for Gender Mainstreaming.

To move forward, Mexico is participating in two initiatives developed by UNDP Regional Centre for Latin America and the Caribbean: Quality Management Systems for Gender Equality Proposal on 'Companies promoting equality in Latin America and the Caribbean'.[55]

Quality Management Systems for Gender Equality
This is another certification programme. Six countries in the region, including Mexico, have implemented Certification Programmes for Quality Management Systems for Gender Equality in both public

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55   Initiatives created to contribute to the development of policies, projects, and strategic initiatives that transform the structures, values, and patterns that perpetuate gender inequality in Latin America and the Caribbean.

and private businesses. The certification initiatives are designed to close gender gaps in the work environment to transform work structures and human resource management into more equitable systems; they have developed a process to improve and continually learn from the design, implementation, and monitoring of these systems.

The principal goal of Quality Management Systems for Gender Equality is closing gender gaps in the work environment by using procedures that help transform work structures and human resource management to be fairer for the entire workforce. With certification granted to businesses that have implemented this management system, the state simultaneously promotes improved levels of gender equality in the workplace and improved management quality in businesses (UNDP, 2009)

Organizations promoting equality in Latin America and the Caribbean
UNDP's Regional Centre for Latin America and the Caribbean and, in particular, its Gender and Knowledge Management Areas initiated in August 2009 a knowledge-sharing process among six national initiatives that promote gender equity certification through Gender Equity Management Systems in the public and private sectors in Latin America. These initiatives are innovative proposals to eliminate gender inequality at work and transform companies' work structures and human resource management into fairer and more equitable practices. Participants that have participated from the beginning include:

* **Argentina:** Model for Gender Equity in Argentina (MEGA 2009), promoted by National Institute against Discrimination, Xenophobia, and Racism (INADI)

* **Brazil:** Pro-Gender Equality Label, promoted by the Secretary of Policies for Women (SPM)

* **Chile:** Best Practices in Gender Equity at Work Programme and the 'Sello Iguala' label, of the National Service for Women (SERNAM)

* **Costa Rica:** Gender Equality and Equity Management System (SIGEG), promoted by the National Institute for Women (INAMU)

* **Mexico:** Gender Equity Model (MEG), promoted by the National Institute for Women (INMUJERES)

* **Uruguay:** Quality Management Model for Gender Equality of the National Institute for Women (INMUJERES).

Exchange and learning workshops were organized, which allowed a deeper insight of the different experiences, shared challenges and lessons learned. Following are some of the achievements worth noting:

* Participative development of knowledge products about Gender Equality certification programmes: Programme comparative analysis, Handbook for the implementation of Gender Equity Management systems.

* Setting up of the 'Gender Equality Label' Community of Practice, a permanent workgroup (in person and virtual) aimed at sharing knowledge and lessons learned and knowledge transfer to third countries.

* Joint visibility and advocacy spaces: organization of a panel in the framework of the XI Regional Conference on Women in Latin America and the Caribbean, which took place in Brasilia, 13-16 July 2010.

* Full achievement of activities agreed by the Community in the Work Plan, building on the strong commitment of participants.

The initiative has awakened keen interest in the region and five additional countries have decided to take part in this South-South cooperation process: Dominican Republic, El Salvador, Panama, Nicaragua and Honduras, which involved transferring knowledge from the community of practice towards those five new countries along with the design and implementation of national experiences. The 11 countries have agreed to move forward with this sharing and learning space, systematizing multilateral and bilateral South-South cooperation mechanisms and boosting the regionalization of those systems by, for example, creating a regional label or protocol.

The present proposal aims not only at strengthening existing initiatives and expanding such practices in the region, but also at promoting discussion on potential regionalization of those practices and linking the programmes to other initiatives with a view to achieving higher rates of women's economic autonomy and the fulfilment of their rights (UNDP Regional Centre for LAC, 2011).

Main programmes and projects of UNDP Mexico related to women participation and empowerment

Women's participation in decision making has long been a concern of the UNDP, which has accordingly undertaken specific interventions in partnership with relevant public and civil society organizations. Some examples follow.[56]

1. Gender equity, political rights and electoral justice in Mexico: enhancement of the exercise of human rights by women

2. Enhancement of skills for the implementation of the National Laws on Gender Equality and Non Violence against Women in Mexico

3. Indigenous normative systems and intervention by the State in indigenous communities: the role of political and social participation with a gender perspective

4. Gathering of Information and assessment of work programmes and projects of production and with a social approach, from a gender perspective.

Given the technical expertise of the UNDP and other international actors in public administration reform and gender equality, it would be interesting to facilitate a regional or international dialogue focusing on the issue of gender balance in the public administration and its decision making spaces. Models from the private sector as well as the legislative arm of government could be discussed, and more detailed research into some of the initiatives mentioned above could be undertaken.

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56   The main counterparts on these initiatives have been INMUJERES, SEGOB, TEPJF, UN WOMEN.

KEY ISSUES AND GOOD PRACTICES

This section summarizes some key issues and challenges as well as good practices from the previous sections.

CHALLENGES

As outlined above, these mainly consist of the following policy, institutional and individual issues.

Policy challenges

* Lack of clear indicators (e.g. minimum 30 percent at all levels and in all sectors) at national level for women's participation in the public administration

* Lack of full-time daycare centres or schools for children

* Lack of data.

Institutional challenges

* Lack of systematic review of public administration statutes in line with international obligations and regional commitments, which could provide a solid foundation for uptake of policies and procedures at the level of the individual agency

* Lack of clear indicators (e.g. minimum 30 percent at all levels and in all sectors) at sector and organizational level for women's participation in the public administration

* Lack of data

* Workdays of more than 10 hours

* Low empowerment of women in the FPA, women not seen as leaders

* Sexual harrassment

* Top positions are highly political, and women's lesser presence in the political arena may work against their advancement prospects.

Individual challenges

* Double workday (job/home)

* Sexual harrassment

* Incompatibility with personal, family or institutional life

* Lack of social capital for historical and cultural reasons and lack of time

* Job vulnerability with every change of supervisor/high turn-over in the public administration

* A culture of 'sacrifice' in the FPA.

Some issues impact at different levels and are interconnected. There are also some issues that impact on both women and men, but women are generally impacted more negatively due to gender roles in wider society. These roles essentially mean that women lack time, visibility and social capital opportunities to pursue career advancement and that they pay a higher price for professional success.

GOOD PRACTICES

These can be summarized as follows:

1. **Institutional Culture Programme**

   This is a unique approach and tackles some of the more deeply embedded underlying issues, practices and attitudes that impact on women's access to public administration leadership positions. This requires a long-term approach and it will be interesting to see whether the programme will continue to be supported under subsequent administrations.

   The programme has a clear policy mandate at national, regional and international levels.

2. **Incentivizing public and private sector agencies**

   This approach is an interesting one in Mexico and indeed characteristic of the Latin America and the Caribbean region. It is something that could be usefully shared and adapted in other countries and regions.

3. **Women's groups and civil society**

   Progress in relation to women's issues in Mexico generally has been possible because civil society organizations have taken them on, engaged decision makers, and mobilized to effect change. For this reason, links must be created between women's civic organizations, women public officials, and State Secretariats. Supporting networks of women within the FPA to provide mutual support and advocate for their rights could be a way forward.[57]

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57   A good example of citizens' initiatives for the transformation of women's status may be found in the creation, in 2008, of the Women's Leadership Council. Within a year, this Council placed in the national agenda several issues of capital importance for women's political participation, exerting pressure when the parties replaced women deputies with their substitutes, all of whom were men, and brought about the creation of the Control Regulation of the resources of the political parties incorporating 2 percent of resources for the training, promotion, and development of women's political leadership. Since 2008, the political parties have spent these resources on activities that contribute nothing to women's leadership. Based on a study by the Women's Leadership Council, this Regulation was designed to include women as members of the three major political parties, as well as the Unit of Control of the Resources of the Political Parties of the Federal Electoral Institute.

RECOMMENDATIONS

1. *Recommendation: Establish indicators for women's participation in the FPA.* There are excellent initiatives in place now, which address gender equality issues in the FPA, but these appear to lack any specific targets in terms of change in the gender balance. Having such an outcome focus would not only be a helpful indicator of success for these initiatives but also create demand for good quality data (see below). Care must be taken with the details and specifics, as experience from other countries and from politics shows that affirmative actions and particularly quotas can be controversial, have unintended effects – or just be ignored. The targets should be aspirational and aim for gender parity, as there is a risk that the minimum 30 percent recommended by international conventions ends up acting as a glass ceiling or a 'maximum quota'.

2. *Recommendation: Establish good quality data and information on the number of women in the FPA.* The last detailed account, by the National Institute for Women, dates back to 2006.[58] The Directorate of Social and Political Participation of INMUJERES created a brief document focussing on women Secretaries and Under Secretaries and related posts, but not on the rest of the public administration. It would be useful to know to know how many women there are, where they are, at which seniority level, and the impact of participation and equity initiatives so far. These data should inform a targeted implementation of programmes and plans to promote women's participation. It should be collected at least every three years, in the middle of the six-year period, and ideally be part of a regional or even global system such as that of the Inter-Parliamentary Union for women Members of Parliament.

3. *Recommendation: Review and update FPA's recruitment, evaluation, training, promotion and remuneration system for increased transparency and gender-sensitivity.* Although significant efforts are being made to transform FPA organizational culture, mechanisms must be put in place to effect its transformation and incorporate ways to facilitate and attain a balance between women and men in leadership posts. One way to do this would be to expand the network and convene civil society to identify through research the mechanisms that may contribute to their transformation. It is important to engage human resource departments in a reform of performance evaluation systems. The law on the FPA, the Civil Service Code, human resource policies, and internal general rules should be reviewed through a gender lens. The need to work at the level of the institutional structure emerged from the interviews. In terms of capacity building, more consistent and strategic efforts could be made to strengthen existing networks and improve planning - currently there is no such strategy.

4. *Recommendation: Modification of the culture in the FPA, which favours long workdays, 'sacrifice' and tolerates harassment among others.* A study by the Institute of Family and Work Relationships of New York shows that corporations that do not favour a healthy life-work balance have employees with lower levels of physical and mental health and of personal and professional satisfaction.[59] This issue needs to be addressed through at least a serious advocacy campaign and incentives for managers to set a good example could be researched.

5. *Recommendation: Support women public officials to understand and negotiate their rights.* Networks and associations of women public officials could support women to support each other, share experience and identify common priority areas for action. An umbrella organization for the whole FPA at

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58   INMUJERES (2006).
59   Sauter et al. (1998).

national level and in each state could also help to bring together especially senior women, who may be relatively isolated in their individual agencies. These networks could become an important part of the policy making process and work alongside INMUJERS and the FPA.

6. *Recommendation: Continue the processes of institutional and financial strengthening of mechanisms addressing the issue of the advancement of women.* Strengthening the role of institutional mechanisms such as the gender focal points implemented in various areas and sectors of government, setting them up where they do not exist, supporting knowledge sharing among them would be useful. A coordinated federal policy on the issue of gender equality in the public administration is required. However, a fragmentation of approaches by Secretariats and Departments is still seen.

7. *Recommendation: Support civil society and women's organizations to include the issue of gender balance on their agendas.* Women's organizations should focus on the promotion of women in public administration, the defence of their rights, the enforceability of the Mexican State's commitments in this regard and monitoring of their participation.

8. *Recommendation: UNDP and international agencies should advocate for and address the issue.* This case study should be followed up with relevant further research and advocacy. A global tracking mechanism envisaged in the future by the UNDP could be a significant practical step and support Recommendation 1. Regional and international initiatives should continue to be promoted (knowledge-sharing, peer-networking, etc.). Greater coordination among international actors and knowledge-sharing would be relevant, including through effective inter-agency groups. Donors' programmes and projects should focus more on the need to promote a modern and equal public administration as a model for society as a whole. Substantive and technical support could also be provided to public administration schools (advocacy, curricula development, code of ethics). International actors should also support the development and implementation of M&E systems to promote gender equality in the public administration. A very important recommendation is to more systematically ensure that UNDP and other public administration reform programmes systematically include a gender dimension. More advocacy on the merit of special measures (and the absence of contradiction with meritocratic principles) is needed.

9. *Recommendation: Support measures must be promoted.* These include, among others, the establishment of daycare centres close to the workplace, full-time schools for children, and accessible professional development courses. These measures are basic enabling mechanisms to allow women to work and focus on career progression.

10. *Recommendation: Combat violence and harassment.* It is important to strengthen public interventions to address harassment in the workplace and work with human resources departments, building on the progress of the Protocol on Sexual Harassment achieved through the Institutional Culture Programme.

It is crucial to strengthen public interventions to address domestic and labour violence. It is necessary to involve human resources departments to combat harassment in the workplace.[60]

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60 The Under Secretariat of Basic Education, through the General Direction of Continuous Education of Teachers in Service of SEP, promotes the **Teachers' Training Program to Prevent Violence Against Women (PREVIOLEM)** in order to raise awareness among basic education teachers of both sexes in regard to human rights, gender equality, and prevention of violence against women, children, and adolescents. This year, one million signatures were delivered in a ceremony as part of the campaign of **Teachers committed to work 'For a school free of violence'**, in follow-up of the Secretary General's **'UNITE to End Violence against Women'** campaign.

CONCLUSIONS

Women's incorporation into the public administration has been slow. An adverse, discriminatory culture and incompatibility between work and family and/or personal life still prevail. Programmes are insufficient and are focused on a cultural change, which is undoubtedly important and rather innovative. However, mobility structures within the public administration also need to be tackled. In general, women public officials question the possibilities for them to be promoted, as every promotion entails a severe sacrifice of their personal and/or family life.

Despite efforts to consolidate laws for a more equitable and independent public administration, decisions still fall to the President of the Republic, who appoints and removes those in senior management positions in the public service. The same occurs in the subsequent levels of the FPA; thus, there is little security or follow-up on the processes of promotion, qualification and equal opportunities.

In the last few years, three programmes have been instituted to bring about substantial modifications to the organizational culture and also some processes. The Institutional Culture Programme, the Gender Equity Model, and the Mexican Norm for Employment Equality between Women and Men are important efforts that have succeeded in addressing such themes as harassment and sexual harassment, equal treatment between men and women, and non-discrimination in the workplace.

The Professional Career Service System (SPS) is perceived as being inefficient, and advancing in the FPA on merit alone is not guaranteed. Although non-sexist language is sometimes used and vacancy announcements are open to all citizens, the prevailing structure has remained unmodified, with men in the highest posts.

Affirmative actions, including measures such as quotas, still trigger contentious reactions, even after years of growing awareness that public administrations need to reflect the diversity of citizens and different social groups as a prerequisite for building legitimacy, stability, and trust. This indicates a need to sensitize the FPA and decision makers to the wider range of policy measures available. It may also be important to sensitize them to the different kinds of quotas and targets and address directly any concerns that quotas undermine a meritoc-racy. Certainly, given women's high education achievements, under-qualification of women in this area is not a concern; rather, the concern is to understand why the FPA is unable to attract and support women to advance.

There are no women public officials' organizations to monitor and defend their rights, and to provide a forum for mutual support. This kind of association exists in other countries and may be worth exploring, although it may even add to women's time burden. Civil society and academia can also play an important role by research-ing key issues and advocating for an improved gender balance in Mexico's FPA, particularly at the senior levels.

Similarly, there is little research to account for the current situation of women in senior management posts or the mechanisms through which they are incorporated into the FPA. As long as there is little hard data regarding their participation, of the barriers they encounter, and, above all, of the strategies for incorporation of more women, attempts to improve the gender balance at the top will have no solid base and there will be little momentum.

Given this scenario, the situation of women in the FPA and especially at decision-making levels is precarious and calls for the support of all actors involved – civil society organizations, universities, academic organizations, international organizations, political parties, and of course federal government itself.

ANNEX 1: ABBREVIATIONS AND ACRONYMS

CEDAW	Convention for the Elimination of All Forms of Discrimination Against Women
CNDH	National Human Rights Commission
COFIPE	Federal Code of Electoral Institutions and Procedures
CONAPRED	National Council for the Prevention of Discrimination
CONAVIM	National Commission to Prevent and Eradicate Violence Against Women
ECLAC	Economic Commission for Latin America and the Caribbean
FPA	Federal Public Administration
IFE	Federal Electoral Institute
ILO	International Labour Organization
INADI	National Institute against Discrimination, Xenophobia, and Racism (Argentina)
INAMU	National Institute for Women (Costa Rica)
INAP	National Public Administration Institute
INDESOL	National Institute for Social Development
INEGI	National Institute of Statistics, Geography and Informatics
INMUJERES	National Institute for Women
IPN	National Polytechnic Institute
LGAMVLV	General Law on Women's Access to a Life Free of Violence
LGIMH	General Law on Equality between Women and Men
LOAPF	Public Federal Administration Organic Law
LSPC	Law on the Professional Career Service
M&E	Monitoring and Evaluation System
MEG	Gender Equity Model
MEGA	Model for Gender Equity in Argentina
OECD	Organisation for Economic Co-operation and Development
PAIMEF	Federal Aid Programme for Women's Institutes for Gender Issues
PCI	Institutional Culture Programme
PEF	Federal Expense Budget Decree
PGR	Attorney General's Office
PIEMH	National Programme for Equality between Women and Men

PND	National Development Plan
PROIGUALDAD	National Programme for Equality between Women and Men
RCLAC	Regional Centre for Latin America and the Caribbean
SAGARPA	Secretariat of Agriculture, Livestock, Rural Development, Fisheries and Food
SCT	Secretariat of Communications and Transport
SE	Economy Secretariat
SECTUR	Tourism Secretariat
SEDENA	National Defence Secretariat
SEDESOL	Social Development Secretariat
SEGOB	Interior Secretariat
SEMAR	Navy Secretariat
SEMARNAT	Secretariat of the Environment and Natural Resources
SENER	Energy Secretariat
SEP	Public Education Secretariat
SERNAM	National Service for Women (Chile)
SFP	Civil Service Secretariat
SHCP	Secretariat of Finance and Public Credit
SIGEG	Gender Equality and Equity Management System (Costa Rica)
SNIMH	National System for Equality between Women and Men
SPC	Professional Career Service
SPM	Secretary of Policies for Women (Brazil)
SRA	Secretariat of Agrarian Reform
SRE	Foreign Affairs Secretariat
SS	Health Secretariat
SSP	Public Security Secretariat
STPS	Secretariat of Labour and Social Welfare
TEPJF	Electoral Tribunal of the Federal Judiciary
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization

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Note: all website were accessed in 2011 and early 2012.

ANNEX 3: LIST OF INTERVIEWEES

Itzá Castañeda, Senior Gender Advisor, UNDP Mexico

Claudia Guillén, Gender Assistant, UNDP Mexico

Paz López Barajas, Regional Advisor UN Women, Mexico

Jimena Valdés, Social Sciences Sector, UNESCO Mexico, Gender Inter-agency Group

Myriam Urzúa Venegas, Head of the Social Development Unit, ECLAC Mexico, Gender Inter-agency Group

Isaac Puig Moreno, Director of the Gender Equity Model, Instituto Nacional de las Mujeres

Cecilia Tapia Mayans, Coordinator of Gender Perspective Mainstreaming, Electoral Tribunal of the Federal Judiciary

Claudia Salas Rodríguez, General Director of Gender Perspective Institutionalization, National Institute for Women

Ana Hilda Rivera, Ex-official of the Government of Zacatecas

Edgar Andrade García, Head of the Regional Operations Unit and Social Comptroller's Office of the Civil Service Secretariat

Ricardo Navarro Reyes, National Institute of Public Administration

Yamileth Ugalde, Director of Training and Professionalization, National Women's Institute

Mónica Villela Grobet, General Director of Labour Equity, Secretariat of Labour and Social Welfare

Fátima Andrade, Spanish Cooperation, AECID

Diego Antoni, Director of the Democratic Governance Programme, UNDP Mexico

Jogín Abreu, Director PRECISA, ExOfficial of the Secretariat of Finance of the Government of the Federal District

Mónica Zárate Martínez, BITÁCORAS, OSC

Martha Juárez, Consortium for Parliamentary Dialogue, OSC