



Mexico's Compliance with the International Covenant on Civil and Political Rights: List of Issues Prior to Reporting on Gender-Based Violence against Migrant Women and LBT+ individuals

Submitted by The Advocates for Human Rights

a non-governmental organization in special consultative status with ECOSOC since 1996

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Founded in 1983, **The Advocates for Human Rights** (“The Advocates”) is a volunteer-based non-governmental organization committed to the impartial promotion and protection of international human rights standards and the rule of law. Established in 1983, The Advocates conducts a range of programs to promote human rights in the United States and around the world, including monitoring and fact finding, direct legal representation, education and training, and publications.

The Advocates is a primary provider of legal services to low-income asylum seekers in the Midwest region of the United States. A growing number of women fleeing physical and sexual violence in Mexico have requested legal assistance from The Advocates, as well as other immigration legal services providers in the Upper Midwest area. First-hand information from these migrant women about the human rights violations that they experienced in Mexico has been used in this submission with their permission.

EXECUTIVE SUMMARY

1. Women, both cisgender and transgender, experience violence when transiting through Mexico. After experiencing violence, women face a lack of access to justice and protective services because of the culture of impunity in the Mexican Government and its officials. As the United States continues to implement third-country deportations, this report will shed light on the gender-based violence in Mexico, especially for vulnerable transiting populations.
2. In this report, the acronym “LBT” refers to women who self-identify as lesbian, bisexual and/or transgender. We acknowledge, however, that these terms do not encompass all women who may face human rights violations based on their actual or perceived sexual orientation, gender identity, gender expression, and/or sex characteristics (SOGIESC). The addition of the “+” reflects this broader inclusivity. Variations of the acronym—including LGBTIQ+ which includes gay, bisexual, transgender, intersex, and queer men and gender-diverse individuals—are intentional. When referring to “women,” we mean both cisgender and transgender women, unless we specify otherwise.

Mexico fails to uphold its obligations under the International Covenant on Civil and Political Rights

3. As a State Party to the International Covenant on Civil and Political Rights (ICCPR), Mexico has an obligation to protect the right to life of all individuals in its jurisdiction and the responsibility of ensuring that no human being is subjected to cruel, inhuman, or degrading treatment in Mexico (Articles 6, 7). The Covenant requires Mexico to ensure that the equal protection of the law is applied to all persons – including migrants, women, and LBT+ individuals – within its territory (Articles 2, 3, 26).

I. Violence against women - (Article 6, 7)

Gender-based violence against women

4. In its Concluding Observations following the sixth periodic review of Mexico, the Committee expressed concern about the persistent targeted violence against women, despite the State Party’s efforts to address this institutionally.¹
5. **Violence against women remains a significant problem in Mexico.** Government data (January—November) shows that perpetrators killed an average of 15 women per day in Mexico in 2025, resulting in more than 5,000 deaths per year.² The Red Nacional de Refugios (RNR) reported that violence against women increased 502% in the first six

¹ Human Rights Committee, Concluding observations on the sixth periodic report of Mexico, (4 December 4 2019), U.N. Doc CCPR/C/MEX/CO/6 ¶ 14

² Executive Secretariat of the National Public Security System of the Government of Mexico, *Report on Violence Against Women* (October 2025), accessed December 17, 2025. <https://www.gob.mx/sesnsp/documentos/informe-de-violencia-contra-las-mujeres?idiom=es>;

months of 2025.³ RNR condemned the Government's failure to take effective action to reduce family violence, sexual violence, and attempted femicide, stating that “real progress is minimal and institutional responses remain fragmented, late and profoundly inadequate.” Available 2025 statistics are expected to rise further before the end of the 2025, as reports indicate that violence against women increases during the holiday season.⁴

6. Many women also experience violence in the private sphere. In 2024, the Government recorded the highest number of crimes of family violence in the nation’s history, reporting a total of 278,276. Since 2019, emergency calls related to incidents of domestic violence and incidents of sexual harassment and assault nationwide have remained steadily high with no noticeable decrease. During the same period, emergency calls reporting sexual abuse nationwide have steadily increased.⁵

Violence against trans women

7. **Non-State actors, criminal organizations, and State actors subject LGBTIQ+ individuals to targeted violence, frequently denying them access to justice, and equal protection of the law.** In its Concluding Observations, the Committee indicated concern over the large number of violent incidents motivated by the victim’s sexual orientation or gender identity.⁶ Investigative journalists in Mexico report that the country ranks second in the world for transphobic crimes of hate, despite its perceived acceptance of people with diverse SOGIESC.⁷ One journalist stated, “Transfemicide is a hate crime. And hate crimes in Mexico unfortunately receive little coverage, or are ignored, or go unseen,” noting that only five of Mexico’s 32 states classify transfemicide—the intentional killing of trans women—as a specific crime.⁸ **Trans women remain highly visible targets and face an elevated risk of violence.** Eleven out of every 12 trans women interviewed by

³ Sentido Común, “Violencia contra mujeres aumentó 502% en 2025; RNR exige al Gobierno actuar con urgencia”, accessed Dec. 1, 2025, <https://consentidocomun.mx/violencia-contra-mujeres-aumento-502-en-2025-rnr-exige-al-gobierno-actuar-con-urgencia/>; Red Nacional de Refugios, “Urge priorizar la vida de las mujeres: hacia la eliminación de la violencia y respuestas efectivas del estado.” Accessed December 19th, 2025. <https://rednacionalderefugios.org.mx/destacada/urge-priorizar-la-vida-de-las-mujeres-hacia-la-eliminacion-de-la-violencia-y-respuestas-efectivas-del-estado/>

⁴ Aristegui Noticias, “Acoso y violencia de género aumentan durante temporada navideña en México | Reporte” Accessed Dec. 19, 2025. <https://aristeginoticias.com/1712/mexico/acoso-y-violencia-de-genero-aumentan-durante-temporada-navidena-en-mexico-reporte/>

⁵ Executive Secretariat of the National Public Security System of the Government of Mexico, *Report on Violence Against Women* (October 2025), accessed December 17, 2025.

<https://www.gob.mx/sesnsp/documentos/informe-de-violencia-contra-las-mujeres?idiom=es>;

⁶ Human Rights Committee, *Concluding observations on the sixth periodic report of Mexico*, (4 December 4 2019), U.N. Doc CCPR/C/MEX/CO/6, ¶ 12.

⁷ Cronica de Hoy, “Reclaman migrantes LGBT+ falta de acceso a seguridad y justicia en CDMX” Accessed December 20, 2025. <https://www.cronica.com.mx/metropoli/2025/06/24/reclaman-migrantes-lgbt-falta-de-acceso-a-seguridad-y-justicia-en-cdmx/>

⁸ Lopez Linares, C. “Journalists investigate “silent epidemic” of transfemicides in Mexico” (Accessed January 3, 2025). <https://latamjournalismreview.org/es/articles/periodistas-investigacion-epidemia-silenciosa-de-transfemicidios-en-mexico/>

Mixed Migration Center (MMC) reported that they experienced a situation of violence due to their gender expression.⁹ MCM further documented that trans women migrating through Mexico experienced physical and verbal violence in every country they traversed on the way to their final destination, along with attempts of transfemicide. One trans woman described an attempted transfemicide in Nicaragua: “they hit me and hit me... *Y el otro le decía ‘matalo, matalo.’* (The other guy was telling him [which indicates that the assailants were misgendering this woman], ‘kill him, kill him’) ... I was traumatized, and I did not want to be there [in Nicaragua], because three times in a row...it scared me.”¹⁰ Another trans woman reported “since returning to Mexico [from the U.S.], they have tried to kill me twice.”¹¹

Violence against migrant women (both cis- and transgender)

8. In its Concluding Observations, the Committee expressed concerns for the violence migrants experience in Mexico, and alarm at the high number of reports of torture and cruel, inhuman, and degrading treatment of migrants.¹² Civil society organizations (CSOs) reported a 31% increase in the number of women migrating through Mexico between 2019 and 2024. According to reports by Mexican CSOs, men principally migrate for economic reasons, but 51.3% of migrant women in Mexico are fleeing generalized violence in their countries. Migrant women now constitute half of the resident foreign population of Mexico, representing around 44% of new asylum requests in the country in 2024.¹³

Sexual violence

9. **Migrant women in Mexico are at increased risk of sexual violence by criminal organizations, State actors, and non-State actors.** Between January and August 2024, 93% of sexual violence survivors treated by Médecins Sans Frontières (MSF) were migrant

⁹ Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg.16. https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf

¹⁰ Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg.9. https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf

¹¹ Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg.9. https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf

¹² Human Rights Committee, *Concluding observations on the sixth periodic report of Mexico*, (4 December 4 2019), U.N. Doc CCPR/C/MEX/CO/6 - ¶ 32

¹³ Instituto para las Mujeres en la Migración, AC (IMUMI), et al. “*Informe alternativo al Estado mexicano sobre la situación de las mujeres en contextos de movilidad humana 2025 ante el Comité para la Eliminación de Todas las Formas de Discriminación contra las Mujeres (CEDAW)*.” (2025). Pg. 5. Accessed December 17, 2025. [Informe-alternativo-al-Estado-mexicano-sobre-la-situacion-de-las-mujeres-en-contextos-de-movilidad-humana-2025-ante-el-Comite-CEDAW.pdf](https://www.imumi.org.mx/informe-alternativo-al-estado-mexicano-sobre-la-situacion-de-las-mujeres-en-contextos-de-movilidad-humana-2025-ante-el-comite-cedaw.pdf)

women.¹⁴ MSF reports that sexual violence against migrant women has become widespread and normalized through entrenched gender stereotypes, which is compounded by institutional impunity, inadequate State response, and insufficient public attention.¹⁵ A study published by the National Autonomous University of Mexico further underscores these statistics, finding that Central American migrant women experience sexual violence at a rate of one in four—significantly higher than that of Mexican women.¹⁶ A service provider with Matamoros Decide Collective, who provides medical attention to pregnant migrant women, reported worrying that at least half of the abortion services they have provided to migrant women are caused by sexual assault.¹⁷ Similarly, an interview with a legal service provider conducted by The Advocates for Human Rights reports “[Migrant] women are faced with situations where they...[are forced] to turn over their bodies in order to continue their onward movement toward safety.”¹⁸

Organized criminal organizations

- 10. Migrant women are targeted by criminal organizations and report inaction from the Government.** An interview with a legal service provider conducted by The Advocates for Human Rights highlights this type of normalized sexual violence against migrant cis women.¹⁹ The service provider's client (who is a cisgender woman from Ecuador), along with two teenage daughters, traveled on a Futura Bus from Monterrey to Piedras Negras. The client reported being fearful, since she had already experienced a bus robbery by a cartel before. A couple of hours after the bus took off, four cars with “Immigration Control” labels stopped the bus, announcing they were from the Sinaloa Cartel. The client reported that they ordered all non-Mexicans off the bus. Pointing at her with guns and rifles, the cartel forced the woman out of line and trapped her against the driver’s side seat of their vehicle. The client’s attorney reported: “They pulled her pants and underwear down. They pulled her blouse up, taking it off, and broke her bra. She was completely helpless and naked and thought she would be raped...Three men from the cartel sexually assaulted

¹⁴Noroeste, “El 93% de casos de violencia sexual a migrantes en 2024 ha sido contra mujeres: Médicos Sin Fronteras.” Accessed December 23, 2025. <https://www.noroeste.com.mx/nacional/el-93-de-casos-de-violencia-sexual-a-migrantes-en-2024-ha-sido-contra-mujeres-medicos-sin-fronteras-YD9126450>

¹⁵Noroeste, “El 93% de casos de violencia sexual a migrantes en 2024 ha sido contra mujeres: Médicos Sin Fronteras.” Accessed December 23, 2025. <https://www.noroeste.com.mx/nacional/el-93-de-casos-de-violencia-sexual-a-migrantes-en-2024-ha-sido-contra-mujeres-medicos-sin-fronteras-YD9126450>

¹⁶ Center for Research in Politics, Population and Health of the National Autonomous University of Mexico “*Mexicans vs Central Americans: Violented Migrants Crossing Mexico*” (2023) Accessed December 23, 2024. <https://pmc.ncbi.nlm.nih.gov/articles/PMC11480185/>

¹⁷ La Verdad Juarez, et. al “*The invisible pain of migrant women*” Accessed December 17, 2025. <https://laverdadjuarez.com/micrositios/el-invisible-martirio-de-las-mujeres-migrantes/en>

¹⁸ Interviews conducted by The Advocates (2025).

¹⁹ The case information presented in this submission is compiled from intake and other interviews conducted by The Advocates for Human Rights from women migrating through Mexico (hereinafter referred to as “Interviews conducted by The Advocates 2025”) Some details have been removed to maintain confidentiality and to protect the identities of clients and their families. Information has been used with permission of the impacted individuals.

[her]...The men were taking the gun and stroking it on her chest.”²⁰ The woman was aware that this type of violence was a risk of the journey, stating “She knew she had to let them do what they wanted to [her] and take what they wanted so that she could keep herself and her family alive and find safety in the United States.”²¹

11. **State actors are consistently named as collaborators in organized criminal violence by migrant women.** An interview with a legal service provider conducted by The Advocates for Human Rights reports: “Criminal organizations use threats and violence, including sexual violence, towards migrants, and steal belongings and money, or use extortion, in order to allow individuals passing through to try to move onward to seek safety. Corrupted state actors, at a minimum, steal belongings and money, or use extortion, in order to allow individuals passing through to try to move onward to seek safety. They take advantage of those who are vulnerable and trying anything to seek safety.”²² Her client reported experiencing violence but that “she knew she could not ask for help from these men. She knew the police would not help her...because they were working with the cartel.”²³
12. According to a source from Red Nacional de Apoyo a Personas Migrantes y Refugiadas LGBT Mexico, trans women also continue to be specialized targets for organized crime organizations, who subject them to arbitrary detentions and armed robberies. Trans women are also at a higher risk of being forced into prostitution and other sex work due to the hiring discrimination they face in Mexico.²⁴ Criminal organizations then target trans sex workers for intel gathering to extort clients who pay for sex work.²⁵

Forced disappearances and kidnapping

13. In its Concluding Observations, the Committee expressed concerns about the implementation of migration policies, which involved widespread detention and excessive use of force by State actors.²⁶ The Committee also expressed concern that Mexico’s

²⁰ Interviews conducted by The Advocates (2025).

²¹ Interviews conducted by The Advocates (2025).

²² Interviews conducted by The Advocates (2025).

²³ Interviews conducted by The Advocates (2025).

²⁴ Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg. 11. https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf; Medecins Sans Frontieres, “*Unwelcome: The Devastating human impact of migration policy changes in the United States, Mexico and Central America.*” (Accessed December 23, 2025) https://www.msf.org/sites/default/files/2025-08/202508_MSF_report_Unwelcome.pdf

²⁵ Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg. 16. https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf

²⁶ Human Rights Committee, *Concluding observations on the sixth periodic report of Mexico*, (4 December 4 2019), U.N. Doc CCPR/C/MEX/CO/6 ¶ 32

detention of migrants has pushed them to take more dangerous routes— an outcome documented by organizations that provide support to migrating women.²⁷

14. **Mexico has significantly increased its detention of migrant women since 2018.** From 2012 to 2018, Mexico detained 177,270 migrant women in total.²⁸ From 2018 to October of 2025, however, Mexico detained around 895,114 migrant women, reflecting a large increase in governmental pursuit of migrant women.²⁹
15. As noted by the Committee, Mexico forces migrant women to pursue routes that are more clandestine and significantly more dangerous.³⁰ On these covert routes, migrant women become the most vulnerable population to kidnappings and abuse. Plan Internacional collected the testimonies of 60 migrant women traveling through Mexico from South and Central America in 2024. Of all the women who submitted testimonies, more than half reported experiencing a crime or security incident while in transit through Mexico, and around one-third of the women reported incidents of kidnapping or forced disappearances.³¹
16. **Migrant women are kidnapped and used as leverage by the cartels.** One woman described in a report by *La Verdad Periodismo de Investigación* one of the three kidnappings she endured in her journey through Mexico.³² One kidnapping happened upon arriving from Guatemala, when *La Mañana* cartel kidnapped her and her group to be used as leverage in a confrontation with the police. She recalls being terrified, stuck while the police shot directly at the truck she had been forced into. Afterward, she reported enduring

²⁷ Human Rights Committee, *Concluding observations on the sixth periodic report of Mexico*, (4 December 4 2019), U.N. Doc CCPR/C/MEX/CO/6 ¶ 32

²⁸ Instituto para las Mujeres en la Migración, AC (IMUMI), et al. “Informe alternativo al Estado mexicano sobre la situación de las mujeres en contextos de movilidad humana 2025 ante el Comité para la Eliminación de Todas las Formas de Discriminación contra las Mujeres (CEDAW).” (2025). Pg. 8. Accessed December 17, 2025. Informe-alternativo-al-Estado-mexicano-sobre-la-situacion-de-las-mujeres-en-contextos-de-movilidad-humana-2025-ante-el-Comite-CEDAW.pdf

²⁹ Néstor Jiménez, “Se desplomó 87% el flujo de migrantes irregulares: INM” *La Jornada* (Dec. 2025) Accessed December 31, 2025. <https://www.jornada.com.mx/2025/12/29/politica/008n1pol> “De los poco más de 141 mil migrantes irregulares detenidos por el INM...43 mil 614 mujeres.”; Instituto para las Mujeres en la Migración, AC (IMUMI), et al. “Informe alternativo al Estado mexicano sobre la situación de las mujeres en contextos de movilidad humana 2025 ante el Comité para la Eliminación de Todas las Formas de Discriminación contra las Mujeres (CEDAW).” (2025). Pg. 8. Accessed December 17, 2025. Informe-alternativo-al-Estado-mexicano-sobre-la-situacion-de-las-mujeres-en-contextos-de-movilidad-humana-2025-ante-el-Comite-CEDAW.pdf “Un ejemplo alarmante de esta práctica es el incremento significativo de detenciones migratorias de mujeres durante la administración de Andrés Manuel López Obrador, con 851,500 eventos, frente a los 177,270 registrados en el sexenio anterior.”

³⁰ Human Rights Committee, *Concluding observations on the sixth periodic report of Mexico*, (4 December 4 2019), U.N. Doc CCPR/C/MEX/CO/6 - ¶ 32

³¹ Plan Internacional, “Mujeres Adolescentes en Crisis: Impacto de las políticas migratorias en Ciudad Juárez” (2024) Accessed December 17, 2025. <https://plan-international.org/uploads/sites/96/2024/04/Mujeres-Adolescentes-En-Crisis-%E2%80%93-Resumen-Ejecutivo-ESPANOL-3.pdf>; Plan Internacional, “Riesgos para mujeres migrantes ante el desconocimiento de políticas en México” (April 2024). Accessed December 17, 2025. <https://plan-international.org/america-latina/noticias/2024/04/10/riesgos-para-mujeres-migrantes-por-desconocimiento-de-politicas-en-mexico>

³² La Verdad Juarez, et. al “*The invisible pain of migrant women*” Accessed December 17, 2025. <https://laverdadjuarez.com/micrositios/el-invisible-martirio-de-las-mujeres-migrantes/en>

at least two more kidnappings while transiting through Mexico, which resulted in the loss of her pregnancies. She described: “I was already trying (to get pregnant). I've been with my husband for five years...came out pregnant twice, and both times I lost it because of the fright when the *La Maña* cartel abducted us.”³³ Without her husband by her side at the time of the loss, she described her miscarriage “was like dying in the bathroom, alone.”³⁴

Transfemicide

17. **Transfemicides in Mexico happen at a high rate.** Investigative journals report that incidents of transfemicide have been steadily increasing since 2022, which evidences the growing violence against trans individuals. In 2024, trans women were the victims of 68.75% of all homicides in which the victim was LGBTIQ+. ³⁵ A source at Santuario Jardín de las Mariposas A.C. shelter in Mexico described: “Around 90% of the transgender women who have visited our shelter are survivors of some murder attempt. Those who weren’t stabbed were shot, or macheted. They come mutilated, without an eye, without a leg.”³⁶
18. **Experts report that the homicides of LBT+ women in Mexico are often more violent than the homicides of non-LBT+ women.** These murders are marred with a distinct violence that visibly sets them apart from the homicides of non-LBT+ women, with higher reports of mutilation and disfigurement of and aggression toward LBT+ women. “When they kill a trans woman, it’s not nice murder. I mean, no murder is nice. But when this happens, you realize the brutality with which they kill them. The mutilation is very marked, the disfigurement.”³⁷

Migrant women and the Darien Gap

19. **Civil society organizations report that many women feel that the dangers faced in Mexico are worse than those faced in the Darien Gap.** The Darien Gap, located on both sides of the border between Colombia and Panama, is well-known for its reportedly extremely dangerous conditions for migrants, making the journey through the Gap nearly uncrossable. MSF reported that of all migrants crossing through places such as the Darien Gap, the “impacts are most profound among vulnerable groups such as women, pregnant women, children and people from the LGBTTTI [lesbian, gay, bisexual,

³³ La Verdad Juarez, et. al “*The invisible pain of migrant women*” Accessed December 17, 2025. <https://laverdadjuarez.com/micrositios/el-invisible-martirio-de-las-mujeres-migrantes/en>

³⁴ La Verdad Juarez, et. al “*The invisible pain of migrant women*” Accessed December 17, 2025. <https://laverdadjuarez.com/micrositios/el-invisible-martirio-de-las-mujeres-migrantes/en>

³⁵Gomez Mena, C. “*Reportan al menos 80 asesinatos cometidos contra la comunidad LGBT+ el año pasado*” La Jornada. Accessed December 23, 2025. <https://www.jornada.com.mx/2025/05/17/politica/006n2pol>

³⁶ Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg. 9. https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf

³⁷ Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg. 16. https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf

transgender, transsexual, transvestite, and intersex] community.”³⁸ Some migrants, however, have indicated that they would rather transit the Darien Gap than migrate through Mexico.³⁹ One woman from Venezuela described her journey through nearly 11 countries, including the Darien Gap. She reports that in the Darien, “no one raped me, no one touched me,” and contrasted this with her experience in Mexico, where she reported being kidnapped multiple times.⁴⁰ One lesbian woman from Cuba reported after migrating through Mexico: “All migrants who have crossed the Darien Jungle say that Mexico is the cement jungle. The Darien is bad because you see so many dead, but there is nothing like Mexico: it’s worse. We say, ‘I’d rather cross the jungle again than have to arrive in Tapachula, Chiapas, and go up,’ because there is so much suffering; the violence is severe... **The Darien is a wonder compared to Mexico.**”⁴¹ MMC reports that of the LGBTIQ+ migrants surveyed, 59% of them identified Mexico as the most dangerous country in their migrant journey.⁴²

State actors

20. **Migrant women report that State actors commit violence against them.** Women who do not experience sexual violence on the route are still at risk of experiencing it during an encounter with the authorities. Service providers in Mexico document that many migrant women have reported that they are often “stripped naked to be registered, with an exhaustive inspection of their bodies (especially their genitals) without consent” by security officials.⁴³ Additionally, investigative journalists report that, among others, migrants “may be subject to identification, body search, control, detention, and even being placed at the disposal of a competent authority without any reasonable or objective reason, due to their tone, appearance, or perception of nationality, ethnic or racial origin.”⁴⁴

³⁸Medecins Sans Frontieres, “*Personas migrantes en el corredor latinoamericano: sobrevivientes de violencia extrema y consecuencias irreversibles.*” Accessed December 23, 2025, <https://www.msf.mx/actualidad/personas-migrantes-en-el-corredor-latinoamericano-sobrevivientes-de-violencia-extrema-y-consecuencias-irreversibles/>;

³⁹ Washington Office of Latin America, “*Key Facts About the Experience of LGBTIQ+ Migrants*” Accessed December 22, 2026. <https://www.wola.org/analysis/key-facts-experience-lgbtqi-migrants/>

⁴⁰ La Verdad Juarez, et. al “*The invisible pain of migrant women*” Accessed December 17, 2025. <https://laverdadjuarez.com/micrositios/el-invisible-martirio-de-las-mujeres-migrantes/en>

⁴¹ Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg. 13 https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf

⁴² Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg. 13 https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf

⁴³ J. Laureles, J. Xantomila. “Violencia sexual, riesgo constante para mujeres migrantes: MSF” La Jornada. Accessed December 17, 2025. <https://www.jornada.com.mx/noticia/2024/10/24/sociedad/violencia-sexual-riesgo-constante-para-mujeres-migrantes-msf-4880>

⁴⁴ Aguilar, J. “*Reclaman migrantes LGBT+ falta de acceso a seguridad y justicia en CDMX*” La Cronica. Accessed December 17, 2025. <https://www.cronica.com.mx/metropoli/2025/06/24/reclaman-migrantes-lgbt-falta-de-acceso-a-seguridad-y-justicia-en-cdmx/>

21. **Mexico subjects trans women to unsafe detention conditions.** Based on interviews with trans migrants who have been placed in Mexican detention facilities, there are two ways in which detention of trans women occurs.⁴⁵ First, trans women are detained with cisgender men, completely disregarding their gender identity and subjected to violence because of their perceived gender expression and/or sexual orientation.⁴⁶ In other detention centers, trans women are housed in isolation, causing intense psychological stress and harm.⁴⁷
22. Additionally, civil society organizations report Government cooperation with organized criminals to extort, kidnap, and assault LGBTI+ migrant women.⁴⁸

II. Access to justice and impunity – Articles 2, 3, 26

23. **Despite alleged Government efforts, most victims-survivors of gender-based violence still lack access to justice.** Experts at the National Citizen Observatory on Femicide have reported that “accessing justice becomes something exceptional and a prize for a few” in Mexico.⁴⁹ Investigative journalists in Mexico report that “impunity... [for] femicides is high,” citing statistics from the Observatory on Social and Gender Violence (OVSG) stating that an estimated 7 of every 10 femicides go unpunished.⁵⁰
24. **The label “femicide” is inconsistently used by the Government when reporting on the deaths of women.** In its Concluding Observations, the Committee addressed institutional concerns of violence against women, such as the national misalignment of the use “femicide” when investigating killings of women and the lack of prosecution and conviction of femicide cases.⁵¹ Out of more than 5,000 violent deaths of women in 2025 (January—November), only 672 were classified as femicides, and civil society organizations and activists “insist that official figures do not reflect the true magnitude of the problem” due to Mexico’s failure to investigate violent deaths against women from a

⁴⁵ Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg.15. https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf

⁴⁶ Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg.15. https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf

⁴⁷ Mixed Migration Centre, “*Moving targets: The experiences of LGBTIQ+ people on the move across the Americas*” (August 2024). By Ximena Canal Lalton. Pg.15. https://mixedmigration.org/wp-content/uploads/2024/08/343_Moving-targets-LGBTIQ-Across-the-Americas_EN.pdf

⁴⁸ Washington Office of Latin America, “*Key Facts About the Experience of LGBTIQ+ Migrants*” Accessed December 22, 2026. <https://www.wola.org/analysis/key-facts-experience-lgbtqi-migrants/>

⁴⁹ Expansión Política, “México avanza en legislación para mujeres, pero violencia de género persiste” Accessed December 22, 2025. <https://politica.expansion.mx/presidencia/2025/03/08/mexico-avanza-legislacion-mujeres-violencia-de-genero-persiste>

⁵⁰ Expansión Política, “México avanza en legislación para mujeres, pero violencia de género persiste” Accessed December 22, 2025. <https://politica.expansion.mx/presidencia/2025/03/08/mexico-avanza-legislacion-mujeres-violencia-de-genero-persiste>

⁵¹ Human Rights Committee, *Concluding observations on the sixth periodic report of Mexico*, (4 December 4 2019), U.N. Doc CCPR/C/MEX/CO/6- ¶14

gender perspective.⁵² The erasure of a gender-perspective in Mexico's data collection of violence fails to recognize the full reality of violence against women in the country.

25. In addition, **Government institutions are not operating at an effective capacity to reduce gender-based violence.** Experts from the feminist collective Red Mesa de Mujeres report that institutions were built in response to public outcries to violence against women but are not being strengthened “at the pace demanded by the crisis.”⁵³ Finally, NGOs that have historically fulfilled the Government's protective obligations to women facing violence are now under significant strain, as many of these organizations report losing financial support due to reductions in both international and domestic funding.⁵⁴
26. **Civil society organizations maintain that violence against women is severely underreported.** Despite the high number reported cases of gender-based violence against women reflected in Government statistics, only 7% of cases are investigated.⁵⁵ There is minimal reporting of generalized violence against women, with civil society organizations referencing the *Cifra Negra* (Black Figure), which is the 93% of crimes of gender-based violence that are not reported to the State.⁵⁶ This percentage has also remained steady for over a decade, ranging from 92.0% in 2010 to 92.9% in 2023.
27. **State actors have not been investigated for their responsibility regarding crimes against migrants.** Human Rights Watch reports that the Government and criminal organizations alike target people who migrate through Mexico, and that crimes committed against them are rarely reported, investigated, or punished.⁵⁷ Amnesty International reports that the few crimes that are investigated, especially those related to femicides, are marked by serious procedural failures, characterized by “loss of evidence, lack of proper

⁵² Executive Secretariat of the National Public Security System of the Government of Mexico, *Report on Violence Against Women* (October 2025), accessed December 17, 2025.

<https://www.gob.mx/sesnsp/documentos/informe-de-violencia-contra-las-mujeres?idiom=es>; Sem Mexico, “2025, a deadly year for women: five thousand were murdered” Accessed January 3, 2026. <https://semMexico.mx/2025-un-ano-letal-para-las-mujeres-cinco-mil-fueron-asesinadas/>

⁵³ Efeminista, “*Mothers of victims of sexist violence in Ciudad Juárez demand justice*” Accessed December 17, 2024. <https://efeminista.com/madres-victimas-violencia-machista-mexico-justicia/>

⁵⁴ Almudena Barragán, *El Gobierno de Sheinbaum lanza una campaña contra la violencia machista pero recorta el gasto de la política de Género para 2025*, El País, Nov. 25, 2024, <https://elpais.com/mexico/2024-11-25/el-gobierno-de-sheinbaum-lanza-una-campana-contra-la-violencia-machista-pero-recorta-el-gasto-de-la-politica-de-genero-para-2025.html>.

⁵⁵ International Society for Human Rights. “*The fight against women's insecurity in Mexico is a perpetual struggle*” Accessed December 24, 2025. <https://ishr.org/mexico-the-fight-against-womens-insecurity-in-mexico-is-a-perpetual-struggle/>

⁵⁶ México Evalúa, “*Cómo combatir la impunidad en el país donde casi nadie denuncia*” (March 2025). Accessed December 17, 2025. <https://mexicoevalua.org/como-combatir-la-impunidad-en-el-pais-donde-casi-nadie-denuncia/>

⁵⁷ Human Rights Watch, “*Double Injustice: How Mexico's Criminal Justice System Fails Victims and the Accused in Homicide Investigations*” (2025) Accessed December 20, 2025. <https://www.hrw.org/report/2025/02/19/double-injustice/how-mexicos-criminal-justice-system-fails-victims-and-accused>

investigation, failure in applying gender perspective, and threats to and revictimization of victim's families.”⁵⁸

28. **This lack of trust in Government officials and culture of impunity deters migrants from reporting crimes.** Legal service providers in Mexico identify the lack of trust migrants have towards Government authorities as a “significant challenge” to being able to provide aid to migrants, reporting that of more than 90% of their clients confirmed that those who have experienced violence refuse to turn to national, state, or local authorities due to “previous negative experiences, risks of detention, and extortion.”⁵⁹ The Government-fostered culture of impunity and corruption leads to severe deficiencies in reporting crimes against migrants, failing to provide a clear picture of the real risks of human rights violations toward migrants.
29. **Migrant women face limited access to justice in part due to fear of impunity for their perpetrators.** In its Concluding Observations, the Committee expressed alarm at the human rights violations committed against migrants in Mexico, coupled with grave concern for the impunity and limited access to justice that follow these human rights violations.⁶⁰
30. Plan Internacional reports that out of the 60 migrant women traveling through Mexico that they interviewed, 80% revealed they “felt they did not have enough clear and accessible information about public policies while they were traveling through Mexico.”⁶¹ Fears of detention, deportation, and known violence against women from State actors lead migrant women to rely on unofficial forms of aid, such as family member recommendations or social media suggestions, instead of turning to Government officials.⁶²
31. **Civil servants discriminate against migrant women who choose to seek medical attention.** Though the Migratory Law⁶³ guarantees equal access to medical services without regard to immigration status, migrant women face discrimination from

⁵⁸ Amnesty International, “*MEXICO: RUSHING HEADFIRST INTO AN ABYSS OF HUMAN RIGHTS?*” (2024) Accessed December 22, 2025. <https://www.amnesty.org/en/wp-content/uploads/2023/07/AMR4169922023ENGLISH.pdf>

⁵⁹ Plan Internacional, “*Mujeres Adolescentes en Crisis: Impacto de las políticas migratorias en Ciudad Juárez*” (2024) Pg. 18. Accessed December 17, 2025. <https://plan-international.org/uploads/sites/96/2024/04/Mujeres-Adolescentes-En-Crisis-%E2%80%93-Resumen-Ejecutivo-ESPANOL-3.pdf>

⁶⁰ Human Rights Committee, *Concluding observations on the sixth periodic report of Mexico*, (4 December 4 2019), U.N. Doc CCPR/C/MEX/CO/6 ¶ 32

⁶¹ Plan Internacional, “*Mujeres Adolescentes en Crisis: Impacto de las políticas migratorias en Ciudad Juárez*” (2024) Accessed December 17, 2025. <https://plan-international.org/uploads/sites/96/2024/04/Mujeres-Adolescentes-En-Crisis-%E2%80%93-Resumen-Ejecutivo-ESPANOL-3.pdf>

⁶² Plan Internacional, “*Mujeres Adolescentes en Crisis: Impacto de las políticas migratorias en Ciudad Juárez*” (2024) Pg. 8. Accessed December 17, 2025. <https://plan-international.org/uploads/sites/96/2024/04/Mujeres-Adolescentes-En-Crisis-%E2%80%93-Resumen-Ejecutivo-ESPANOL-3.pdf>

⁶³ LEY DE MIGRACIÓN, Artículo 8, DOF 11-11-2020

Government employees and are often asked to provide documentation of legal status, such as their Unique Population Registry Code, to access medical services.⁶⁴

32. **Migrant women do not always seek medical attention after they experience sexual violence.** Of the 612 migrant women surveyed in a National Autonomous University of Mexico study, only 50% of women who experienced sexual violence sought medical assistance.⁶⁵ Additionally, experts report that migrant women do not receive medical or psychological attention within the 72 hours after violence, crucial hours of preventative care for HIV, psychological first-response, and the most accurate forensic collection after violent sexual trauma.⁶⁶
33. **Additionally, the State Party fails to provide legal gender recognition to trans people nationwide, limiting their access to protective services.** In its Concluding Observations, the Committee reported concern about conflicting laws within the State Party, and that Mexico fails to bring the provisions of the Covenant to a national level.⁶⁷
34. Many trans women lack access to medical protective services because legal gender recognition does not exist in every state.⁶⁸ There exists a lack of concern for the specific care of trans women, and their treatment is often inadequate according to their real or perceived SOGIE due to a combination of excessive administrative hurdles, inaccessible treatment options, and discrimination on behalf of healthcare workers.⁶⁹ Care for trans women often includes HIV monitoring, antiretroviral treatments, and hormonal treatments, which depend on consistency.⁷⁰ Trans people also highlight that public medical providers

⁶⁴ Instituto para las Mujeres en la Migración, AC (IMUMI), et al. “Informe alternativo al Estado mexicano sobre la situación de las mujeres en contextos de movilidad humana 2025 ante el Comité para la Eliminación de Todas las Formas de Discriminación contra las Mujeres (CEDAW).” (2025). Accessed December 17, 2025. Informe-alternativo-al-Estado-mexicano-sobre-la-situacion-de-las-mujeres-en-contextos-de-movilidad-humana-2025-ante-el-Comite-CEDAW.pdf

⁶⁵ Center for Research in Politics, Population and Health of the National Autonomous University of Mexico “Mexicans vs Central Americans: Violented Migrants Crossing Mexico” (2023) Accessed December 23, 2024. <https://pmc.ncbi.nlm.nih.gov/articles/PMC11480185/>

⁶⁶ J. Laureles, J. Xantomila. “Violencia sexual, riesgo constante para mujeres migrantes: MSF” La Jornada. Accessed December 17, 2025. <https://www.jornada.com.mx/noticia/2024/10/24/sociedad/violencia-sexual-riesgo-constante-para-mujeres-migrantes-msf-4880>; World Health Organization, “Availability of post-rape care”. Accessed December 22, 2026. <https://www.who.int/data/gho/indicator-metadata-registry/imr-details/availability-of-post-rape-care>

⁶⁷ Human Rights Committee, *Concluding observations on the sixth periodic report of Mexico*, (4 December 4 2019), U.N. Doc CCPR/C/MEX/CO/6 - ¶ 5

⁶⁸ Gonzales Cabrera, Cristian. “Court Orders Guanajuato, Mexico to Recognize Trans Identities” Human Rights Watch. Accessed December 23, 2025. <https://www.hrw.org/news/2024/06/10/court-orders-guanajuato-mexico-recognize-trans-identities>

⁶⁹ García-Estrada S., Perfors-Barradas G. & Pelaez-Ballestas I. “Stigma and structural violence in health care during trans People’s transitions in México City: a qualitative study.” *Int J Equity Health* (2025). s12939-025-02724-8_reference.pdf

⁷⁰ Instituto para las Mujeres en la Migración, AC (IMUMI), et al. “Informe alternativo al Estado mexicano sobre la situación de las mujeres en contextos de movilidad humana 2025 ante el Comité para la Eliminación de Todas las Formas de Discriminación contra las Mujeres (CEDAW).” (2025). Pg.16 Accessed December 17, 2025. Informe-alternativo-al-Estado-mexicano-sobre-la-situacion-de-las-mujeres-en-contextos-de-movilidad-humana-2025-ante-el-Comite-CEDAW.pdf

fail to provide a safe medical space by calling trans people by their “deadname” (the name that was given to them at birth), subjecting them to purposeful and frequent misgendering, and even denying them medical services due to bias.⁷¹

III. Suggested Questions

35. The coauthors of this report offer the following suggested questions and requests for information for Mexico:

- Please provide comprehensive data about violence against women during the reporting period, disaggregated by sexual orientation and gender identity, country of origin and migratory status, relationship between accused and victim (if any), and category of offense (domestic violence, intentional homicide, femicide).
- Provide specific information on how the Government collects data on violence against migrant women in Mexico and what measures does the Government take to collaborate with non-governmental and civil society organizations to provide a full quadrant of reporting on violence against migrants in Mexico?
- How has the Government ensured that protocols for investigating deaths of women through a gender perspective are being diligently followed by the investigative bodies in Mexico?
- Describe what measures the Government has taken to address discriminatory processes involving nation-wide legal recognition of personhood of transgender individuals.
- Describe how the Government has worked with civil society organizations to change negative perspectives of LGBTIQ+ individuals in Mexico.
- Provide specific information about the measures the Government has taken to protect transgender individuals from violence and discriminatory forms of detention, such as solitary confinement.
- Describe any efforts the State Party has taken to fully provide access to healthcare as required in the Migratory Law without discrimination to people in transit through Mexico.
- Describe what actions the Government has taken to combat corruption of State actors by organized criminal organizations, including:
 - Prompt and impartial investigations of State actors.
 - If found guilty, appropriate sentences.
 - Infiltration of organized crime in institutional immigration agencies.
- How has the Government ensured that protocols for investigating State violence of migrant women are impartial and free from impunity?

⁷¹ García-Estrada S., Perfors-Barradas G. & Pelaez-Ballestas I. “*Stigma and structural violence in health care during trans People’s transitions in México City: a qualitative study.*” Int J Equity Health (2025). s12939-025-02724-8_reference.pdf

- Provide specific information about the purpose behind increased efforts to detain migrant women in Mexico.
- What protective measures has the Government taken to protect migrant women from becoming targets of organized crime, and in particular, trans migrant women?
- Describe the effective measures the Government has taken to provide relief for migrant women who experience sexual violence, as well as statistics on migrant women accessing those forms of relief.
- Describe the actions the Government has taken to effectively and efficiently reduce gender-based violence through an institutional capacity since its last review.
- What steps is the Government taking to ensure migrant women who seek to report crimes against State actors have equal access to justice? In particular:
 - A reporting process free from intimidation, extortion, or fear of deportation.
 - An investigation considered through a gender-perspective lens.
- What measures has the Government taken to address the low reporting rates of violence against women in Mexico, and in particular, violence against women migrating through Mexico?
- What measures has the Government taken to ensure that transgender people are able to access legal gender change in any state in Mexico?