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■ SECRETARY OF NAVY MEXICO

## **MOWIP REPORT** 2021

RESULTS OF THE MEASURING OPPORTUNITIES FOR WOMEN IN PEACE OPERATIONS (MOWIP) ASSESSMENT FOR THE ARMED AND SECURITY FORCES OF MEXICO













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MARCH 2023











irst, we would like to thank the Mexican Secretary of Navy (SEMAR) for their openness, interest, and support throughout this assessment. Their commitment and willingness to allow an open dialog and honest reflections on the strengths and weaknesses of current institutional practices for the incorporation of women in UN Peace Operations and within this institution. We witness the hard work that SEMAR has undertaken to achieve the distinction of being an institution of discipline and quality. It is a testament to how they strive for excellence through continuous improvement, including gender equality. We also emphasize the serious institutional commitment to gender equality policies within the secretary and its responsibility to support the UN efforts to increase the participation of women in Peace Operations.

Secondly, we want to thank the Red de Seguridad y Defensa de América Latina (RES-DAL, Latin American Defense and Security Network) for their collaboration. The international implementation team was composed by of Marcela Donadio, Felipe Estre, Victoria Gómez, Samanta Kussrow, Elisa Rial, Rosario Rodríguez y Rodrigo Sánchez. As well as the local RESDAL team formed by Josué Leyva Arce and Laura Rodríguez Ruiz (CONASE), Saida Moguel Damián and Alejandre Vergara Pérez (National Guard), Gabriel Macías Ortega and Claudia Villegas Hernández (Decentralized Administrative Body for Prevention and Social Readaptation), Moisés Morales Flores, Yuri Nava Ollúa, Nohemí Navarro Medina and Montserrat Silva Hernández (SEDENA), Jorge Cárdenas Casarrubias, Marco Hernández Castillo, Daniela Trejo Cruz and Leticia Zamora Nicolás (SEMAR), Mariel Fragoso Jiménez and Ana Lorenzo Vázquez (Federal Protection Service).

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This report was compiled by Dainzú López de Lara Espinosa, Gerardo Rodríguez Sánchez Lara, Naiki Guadalupe Olivas y Renata Chabert Bravo from Universidad de las Américas Puebla (UDLAP), with the collaboration of Xchell Celeste Sánchez Cruz, María del Rocío Lozano Solana, Antonio Montes Magaña, María Fernanda de la Cruz Sánchez, Edgar Darién González Vivanco y Jonathan Roberto Maza Vázquez.

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### **DISCLAIMER**

The views expressed in this report are those of the authors, based on the best information available to them. They do not necessarily reflect the views of the Armed Forces of Mexico, UN Women, UDLAP or RESDAL. The Mexican Secretary of Navy and the Secretary of Foreign Affairs approved the publication of this report which integrates the comments and opinions of a representative group of this institution.

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### LIST OF MAIN ABBREVIATIONS AND ACRONYMS

APF Administración Pública Federal (Public and Federal Administration)

**CECOPAM** Centro de Entrenamiento Conjunto de Operaciones de Paz de México

(Joint Training Center for Peace Operations Mexico)

**CENDI** Centro de Desarrollo Infantil (Child Development Center)

**CESIJ** Centro de Estudios sobre Seguridad, Impunidad y Justicia de la UDLAP

(Center for the Study of Security, Impunity and Justice, UDLAP)

**CESNAV** Centros de Estudios Superiores Navales

CNDH Comisión Nacional de los Derechos HumanosCONAPRED Consejo Nacional Para Prevenir la Discriminación

**CONASE** Coordinación Nacional Antisecuestros (National Anti-Kidnapping Coordination)

CRI Centro de Rehabilitación Infantil (Child Rehabilitation Center)

**CSONU** Consejo de Seguridad de la Organización de Naciones Unidas (United Nations Security Council)

**CV** Curriculum Vitae

**DCAF** Geneva Centre for Security Sector Governance

**DOF** Diario Oficial de la Federación **DPO** UN Department of Operations

**ENDIREH** Encuesta Nacional sobre las Dinámica de las Relaciones en los Hogares

**ESA** Exploitation and Sexual Assault

**FAM** Fuerza Aérea Mexicana (Mexican Air Force)

**FFAA** Fuerzas Armadas (Armed Forces)

FFF Fact-finding form, or 'cuestionario' in Spanish (see section 3)FNUOS Fuerza de las Naciones Unidas de Observación de la Separación

(United Nations Disengagement Observer Force)

**FPA** Federal Public Administration

**FPNUL** Fuerza Provisional de las Naciones Unidas en el Líbano

(United Nations Interim Force in Lebanon)

GBV Gender-based violenceGDP Gross Domestic Product

**INMUJERES** Instituto Nacional de las Mujeres

**INCOGMAR** Inspección y Contraloría General de Marina

**LGAMVLV** Ley General de Acceso de las Mujeres a una Vida Libre de Violencia **MINUSMA** United Nations Multidimensional Integrated Stabilization Mission in Mali

MINUSTAH United Nations Stabilization Mission in Haiti

MONUC Misión de las Naciones Unidas en la República Democrática del Congo

**MONUSCO** United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (previously MONUC) **MOWIP** Measuring Opportunities for Women in Peace Operations **MPS** Mujeres, Paz y Seguridad (Women, Peace, and Security) **MUCPAZ** Mujeres Constructoras de Paz (Women Peace Builders) **OEA** Organización de los Estados Americanos (Organization of American States) ONU Organización de las Naciones Unidas (UN United Nations) OP Operaciones de Paz (Peace Operations PO) OPI Agentes de policía desplegados/as individualmente ( Individually Deployed Police Agents) **PNA** Plan Nacional de Acción (National Action Plan) **RCSNU** Resolución del Consejo de Seguridad de las Naciones Unidas (United Nations Secutiry Council Resolution) **RESDAL** Red de Seguridad y Defensa de América Latina (Latin American Security and Defense Network) SEA Sexual Exploitation and Abuse **SEDENA** Secretaría de la Defensa Nacional (Ministry of National Defense) **SEMAR** Secretaría de Marina **SINOMAPA** Sistema Nacional de Apoyo a las Operaciones de Mantenimiento de la Paz (National System of Support for Peace Opperations) SRE Secretaría de Relaciones Exteriores SSPC Secretaría de Seguridad y Protección Ciudadana TPCC Troop and Police Contributors UDLAP Universidad de las Américas Puebla **UPRODEHU** Unidad de Promoción y Protección de los Derechos Humanos UNCOC UN Contingents Course in Peace Operations Missions UNMEM Military Experts in Mission Course UNSC United Nations Security Council **UNSCR** United Nations Security Council Resolutions UNVMC United Nations Verification Mission in Colombia **VBG** Violencia basada en el género (Gender Based Violence) **WGPKO** Working Group on Peacekeeping Operations

**WPS** 

Women, Peace and Security

### EXECUTIVE SUMMARY

# **Executive Summary**

## Relevant statistical results



### Main good practices that can be scaled-up and replicated elsewhere.

**Recruitment campaigns specifically aimed at women.** For a few years now, there have been specific campaigns for the recruitment of women even though it is believed this should not be mandatory.

Broad training for the personnel. The training needed for the deployment is executed mainly by the CECOPAM. Likewise, SEMAR offers wide training abroad. Furthermore, the institution seeks to train the personnel according to the UN requirements, and to make the relays with women, in positions previously held by women.

Appropriate infrastructure for the personnel. There are suitable and exclusive dorms and bathrooms for men and women. Furthermore, women have access to appropriate spaces to breastfeed their children during work.

A vast majority of the personnel want to be re-deployed. While the decision for redeployment or extension depends on the institution and the number of available positions, the personnel still seek to participate in Peace Operations once again.

Adequate training for deployment. At SEMAR, before the deployment, physical, medical, and tactical tests are done, as well as communication and interpersonal tests, conflicts resolution and negotiation.

Subordinates or enlisted ranks feel safe to address superiors or officers. There is trust within SEMAR's personnel when it comes to addressing superiors regarding personal or professional matters, or the involvement in Peace Operations. Topics related to work or reporting inappropriate conducts can be discussed as well.

The process prior to deployment is beneficial for the personnel. Deployment's selection process is relatively short, and the personnel does not have to cover any expenses during their preparation.

Specific support for the domestic core necessities. SEMAR has kindergartens available, subsidies for childcare, infancy development centers, and external agreements to acquire any service provided outside the institution.

Labor practices adhere to national legislation. Regarding benefits, salaries, insurance, leaves, discharges, or licenses, SEMAR's personnel are backed up by labor legislation.

By taking leave there is no risk of losing professional opportunities. It is perceived discharges or leaves are not an obstacle for professional progress.

**Proper equipment and uniform.** SEMAR provide equipment and additional quality tactical uniforms to the deployed navy personnel, for both men and women.

**Good quality health services.** For the most part, Health services provided during missions are considered to be good.

Positive experiences in Peace Operations. The participation in the UN's Peace Operations is positive. It is beneficial for the personnel, as they have not faced issues with payments, housing, or food, or freedom of mobility with access to official vehicles.

Inclusion of the UN's evaluation reports within the national promotions system. At SEMAR the UN evaluation reports of the Peace Operations are presented within the military personnel files, and the trained personnel by CECOPAM is ingested in a specific database.

Gender-sensitive awareness and legislation. At SEMAR there is a gender perspective integration policy, gender training and courses addressed to all ranks. Furthermore, there are handbooks such as: Diversity and Inclusion (2020,) Co-responsibility in the Eradication of Violence (2020,) and XXI Century Masculinities (2020,) amongst others.

**Cero Tolerance Towards Sexual Harassment.** The Secretary of Navy has expressed cero tolerance towards sexual harassment, this being rectified by the five main authorities within the institution in 2020.

Women are able to perform the same activities as men. SEMAR'S female personnel are trained to perform tactical assignments, engage with local communities, and have the necessary knowledge to report any harassment, sexual, and work-related violence.

# Main barriers to women's meaningful participation in UN deployments



With the information obtained for this 2021 report, and the evaluation of ten issues areas, five barriers were found when it comes to the deployment of SEMAR's military women in UN's PO.

1. Encourage gender-equal participation within the mission's activities (Area 9 )

- 2. Improve the selection process for deployment (Area 3)
- 3. Unify the UN's and the institution's requirement criteria (Area 2)
- 4. Amplify the dissemination and reach of the recruitment campaigns (Area 1)
- 5. Increase the quality of the uniform and services provided to the personnel (Area 5)

Hereunder are presented ten opportunity areas for public policies. These proposals could promote an increase of military women deployments for UN's Peace Operations and, in general, promote a greater participation within the Mexican Armed Forces.

- 1. Amplify the dissemination and reach of the recruitment campaigns (medium high priority.) It is desirable for the enlistment opportunities, training participation, deployment extension, and calls for women to be better disseminated.
- 2. Unify the UN's and the institution's requirement criteria (high priority.) To clarify the requirements in terms of rank, knowledge, abilities, training, language, documentation, amongst others.
- **3.** Improve the selection process for deployment (high priority.) To develop better voluntary participation calls, equally for both men and women, with no discrimination.
- **4.** Be gender-sensitive to women's needs and the household constraints (medium priority.) To improve lactation stations to accommodate women and to decrease the stigma around women's participation in Peace Operations.
- 5. Increase the quality of the uniform and services provided to the personnel (medium-high priority.) It is recommended that uniforms are adequate for women and men

according to their specific needs, and that appropriate health services are provided during their missions.

- **6.** Amplify the reach of positive experiences (low priority.) To build a positive narrative about men and women's experiences in Peace Operation by amplifying its broadcasting.
- 7. Make use of the personnel's new abilities in other work areas (low priority.) To acknowledge the participation in Peace Operations, to collaborate with the personnel in other work areas once they return from deployment.
- 8. Increase awareness of main-down leadership (medium-high priority.) To improve language training, UNSCR 1325 knowledge, and other gender topics to promote leadership within the institution.
- 9. Encourage gender-equal participation within the mission's activities (high priority.) To promote and increase the reach of gender training to eliminate the differences in the division of tasks amongst women and men. Find strategies, so the participation is equal.
- 10. Create awareness amongst the personnel regarding good behavior (medium-high priority.) To increase the knowledge about sexual harassment and domestic and gender violence, eliminate jokes and discriminatory attitudes, as well as eliminating activities that threaten a person's integrity.

### INTRODUCTION



he Government of Mexico, through the Ministries of Foreign Affairs (SRE), the Secretary of National Defense (SEDENA), the Secretary of Navy (SEMAR), the Secretary of Security and Civilian Protection (SSPC), and the National Institute for Women (INMUJERES), together with the UN Women Office in Mexico, presented a proposal to the Secretary of the Elsie Initiative Fund in New York to carry out the measurement of barriers and opportunities within the Armed and Security Forces to identify the obstacles faced by Mexican military and police women to increase their deployment and meaningful participation in UN Peace Operations.

On February 11, 2021, the Secretary of the Elsie Initiative Fund informed its decision to support the project presented by Mexico, which will strengthen the fulfillment of the objectives and actions outlined in the strategy for Mexico's participation in Peace Operations (PO) and Mexico's First National Action Plan (NAP) for the implementation of the UN Security Council Resolution 1325 (2000) on "Women, Peace, and Security".

The Working Group on Peacekeeping Operations (WGPKO), formed by representatives of the participating Ministries of State, designated the Latin American Security and Defense Network (RESDAL) and Universidad de las Américas (UDLAP) as strategic partners in the evaluation of the barriers. The international team of RESDAL (Argentina) previously collaborated in the collection of information and implementation of the surveys contemplated by the barriers' methodology in Uruguay, while UDLAP has extensive experience in academic collaboration with the Armed Forces in the country.

Project implementation began in May 2021 with resources approved by the Elsie Fund and administered by the UN Women's Office in Mexico. RESDAL implemented the methodology called the Measuring of Opportunities for Women in Peace Operations (MOWIP), through more than 1,200 surveys and 45 in-depth interviews with Armed and Security forces personnel. On its side, UDLAP oversaw the collecting and processing of the data for its analysis, as well as the presentation of the final report about the ten issue areas that affect the meaningful participation of women in Peace Operations.

# Why do we need more women meaningfully participating in UN peace operations and in Mexico's Armed Forces?

Women's inclusion in all aspects of public and private life is essential for the full development of any society and country. The Armed Forces of all countries privileged the exclusive recruitment of men. Therefore, women's participation at all levels and under equal conditions has become a priority for the international community. Conventionally, women's role in the Armed Forces has been interpreted in areas such as nursing or administrative assistance. However, as time has passed, the need to include women in operational positions and strategic decision-making processes has become evident.

To achieve proper integration of women into military structures, it is essential to have a gender perspective<sup>1</sup> to analyze the reasons why women have been excluded from the Armed Forces and to propose an action plan to change the status quo. An example of this is UN Security Council Resolution 1325, and the subsequent ones, which urges member states to increase the representation of women in all international peace and security processes and mechanisms. Despite such efforts, currently, only 6% of all uniformed, military, police, justice, and corrections personnel in UN peacekeeping missions are women (UN, 2020a). Of the 81,832 police and military elements in the various UN peacekeeping missions, only 5,975 are women (UN, 2020b). This lack of representation in peacekeeping forces proves that, regardless of national and international efforts, there is still a long way to go.

Armies' main purpose is to protect the sovereignty and national territory; thus, their efficiency is measured in their ability to carry out the orders of their political leaders (Egnell, 2016, p. 75). To achieve this, Armed Forces have a hierarchical structure, professional culture, and are specifically equipped and trained to increase their combat capacity. This capacity is determined by physical factors (the size of their troops and the equipment they use); conceptual (how they employ their resources), and moral (the values and will of the soldiers) (Egnell, 2016, p. 76). The incorporation of women, from a gender perspective, at all levels of the Armed Forces has the potential to increase combat capability and expand the traditional military paradigm by including non-traditional security aspects (Egnell, 2016, p. 77). First, women's presence equals an increase in the number of troops and increases the physical factors of the military. Similarly, the more diversity and skill sets there are, the better de-

1 Gender perspective is defined as «a tool used to analyze and understand the discrimination, inequality and exclusion experienced by women, and to determine the actions necessary to eliminate them» (Instituto Nacional de las Mujeres, México, 2007, p. 104).

cision-making and greater effectiveness and performance will be present (UN, 2020a).

Meanwhile, the collaboration of women in peacekeeping missions eases the work with affected communities by establishing communication channels and creating links with civil society (UN, 2020a). Finally, the presence of women in different positions within the Armed Forces helps to break down gender stereotypes and roles and promotes an inclusive vision in society.

There is no doubt that the benefits of having a gender perspective within the Armed Forces and peacekeeping missions are numerous and that the presence of women at all levels of the military structure is essential to generate the common good to the nation. According to the Global Study on the Implementation of UNSCR 1325 (2015), the probability of a peace agreement lasting at least two years increases by 20% when women are involved, and the probability of it lasting fifteen years increases by 35% (European Parliamentary Research Service Blog, 2018). However, the reality is that the representation of men and women within the Armed Forces and peacekeeping missions is highly disproportional: in an effort to balance the scales, the UN Security Council passed in 2000 Resolution 1325, (2000) about women, peace, and security.

Since then, there has been an international effort to guarantee women's equal access to military service and the incorporation of a gender perspective in the Army. Nevertheless, it is still needed to continue with the analysis and planning of new strategies to guarantee the equal inclusion of women in the Armed Forces and in peacekeeping missions. The following section describes the Resolution 1325 (2000) of the UNSC, as well as other efforts made by different organizations and States in this area, and places special emphasis on the Mexican case and the implementation of the NAP for the implementation of UNSCR 1325-2000.

### UNSCR 1325: a milestone for women in peacekeeping missions

UN's UNSCR 1325 (2000) was the first instrument issued by this organization that incorporates a gender perspective in peace processes and requires the parties in conflict to fully respect women's rights (Benavente, et al., 2016, p. 7). Although the UN had already promoted an agenda recognizing the importance of achieving gender equality for the development of States since the 1970s, the relation between gender and security had been excluded. With its approval in 2000, this resolution marked a turning point in the understanding, not only of international security, but also the processes of prevention, maintenance, and consolidation of peace. The basis of UNSCR 1325 comes from a recognition of the differentiated and disproportionate impact that armed conflicts and situations of insecurity have on women, especially in gender-based violence (GBV) (Benavente, et al., 2016, p. 7).

Likewise, it also recognizes the importance and women's role in the holistic understanding of peace and security phenomena. Previously, there have existed other major advancements in gender equality, being the most important precedent the inclusion of a specific issue area on women and armed conflict at the IV World Conference on Women in Beijing in 1995 (UN Women). This conference emphasized for the first time the need to incorporate a gender perspective in the treatment of armed conflicts, analyze the differentiated effects of these on men and women, as well as to increase the participation of women in conflict resolution (Benavente, et al., 2016, p. 28). All these points are subsequently adopted by the Security Council resolution.

A fundamental part of understanding the revolutionary nature of UNSCR 1325 is the effort made to break past gender stereotypes that position women solely as victims. Hence, unlike previous instruments, the UNSCR gives special recognition to the role played by women as agents of change, as well as the urgent need to incorporate them into decision-making processes at all levels (Real Instituto Elcano, 2020).

Twenty years after its approval, the legacy of UNSCR 1325 is undeniable. Today, the number of women participating in peace and security areas has increased, both at the international level and within each country. The construction of a social awareness that is increasingly oriented towards recognizing, not only the vulnerabilities, but also the work of women has also grown. The challenges are still great, yet the adoption of this resolution is undoubtedly a firm step in the right direction.

# Mexico: National characteristics and institutional profile of the Mexican Secretary of Navy

### Mexico's national characteristics

Mexico is a representative, federal and presidential republic composed of 32 states. Mexico City is the country's capital and is the seat of the three branches of government. The Mexican nation began its independent life 200 years ago (1821) and in 2000, the country transitioned to full democracy, which has led to the peaceful consolidation of its political institutions.

In geopolitical terms, Mexico is a privileged country with a multi-regional presence, being first and foremost a country with identity, culture, and interest in the development of Latin America, with regional membership in Central America, the Caribbean, and North America, with also transoceanic ties with Europe and the Asia Pacific.

Following the United States and Brazil, Mexico has one of the largest populations on the continent, with 129 million inhabitants in 2020, of which just over half are women, 6.6%

identify as indigenous, and 80% live in urban areas. Mexico is also the third-largest territory in Latin America.

The country is the fifteenth largest economy in the world and the second-largest economic power in the region, with a Gross Domestic Product (GDP) of US\$1.076 billion, according to the World Bank. Projections by international financial institutions place Mexico between the seventh and tenth-largest economies in the world by 2050. However, the country faces strong challenges in reducing poverty and socioeconomic inequality.

At the end of the revolutionary process, the military laid down their weapons, and since 1946 the country has been ruled uninterruptedly by civilian presidents without any coup attempts. The Armed Forces have shown loyalty to democratically elected civilian institutions and are a factor in the stability of the Mexican State.

In 1945, Mexico played an important role as a founding member state of the United Nations, and through the organization of the Chapultepec Conference, managed to pave the way for the establishment of the first American states in the new post-war international order. Subsequently, the country has made significant progress in the field of gender and women's rights. Among these, three fundamental areas stand out: strengthening of domestic law, gender institutionality, and growth in public resources allocated to gender equality issues.

Mexican diplomacy has distinguished itself for the promotion of the peaceful resolution of disputes, non-intervention in the internal affairs of other States, international cooperation for development, non-proliferation of weapons, and the promotion of international peace and security.

### Institutional profile of the Mexican Secretary of Navy

The Mexican Secretary of Navy (SEMAR) is a Secretary of State that is part of the legal cabinet

of the Federal Government that, together with the Secretary of National Defense, is the office of the Federal Executive Power with functions of Ministry of Defense. SEMAR is responsible for designing, planning, executing, and coordinating public policies related to the branch of the Armed Forces it administers: the Mexican Navy<sup>2</sup>.

The history of the Secretary of Navy is officially constituted with the triumph of the Mexican Independence movement on September 27, 1821, formalized with the signing of the Act of Independence on September 28, 1821. With this act, Mexico was organized as the First Mexican Empire. That same day a Regency was appointed, with Agustín de Iturbide as First Chief of the Trigarante Army and Emperor, who organized the public administration into four Secretaries of State (ministries), which were: Business and Interior and Foreign Relations; Justice and Ecclesiastical Business; Treasury; and the War and Navy, the latter led by retired Lieutenant Antonio de Medina Miranda. With this action began the history of the Mexican Navy as a war corps of the Mexican State and later, in the face of external threats, the War Navy was developed and the acquisition of the first warships in 1822.

In the context of World War II, the Department of the National Navy was given autonomy when it separated from the Secretary of National Defense (formerly the Secretary of War and Navy) in 1939, which led to the creation of the Secretary of Navy on December 31, 1940. This is how the basis of the current institutional structure began<sup>3</sup>.

The existence of the Secretary of the Armed-Navy of Mexico is based on articles 73, Section XIV on the Powers of the Congress of

<sup>2.</sup> Article 1 of the Organic Law of the Mexican Navy: "to use the naval power of the Federation for external defense, to protect the sovereignty of the Nation, to maintain the rule of law in the Mexican marine zones and to contribute to the internal security of the country, in the terms established by the Political Constitution of the United Mexican States, the laws deriving from it and the international treaties to which the Mexican State is a party."

<sup>3</sup> Secretary of Navy, 200 Years of the Creation of the Mexican Navy, Government of Mexico, October 4, 2021, CDMX.

the Union and On Article 89, Section VI, on the Powers and Obligations of the President, both of the Political Constitution of the United Mexican States. Furthermore, in its core the Public Federal Administration is found in the 19 and 30 articles, the later one details the matters it needs to tend to, among which are the organization, administration, and preparation of the Army; manage the Army's assets and reserves; enforce sovereignty over territorial sea, its air space and territorial coasts; enforce the National Maritime Authority, exercising guard coast functions through the Army; enforce actions in order to carry out national defense and security within the scope of their responsibility; participate and carry out corresponding actions within the scope of the national system of civilian protection; among others.

The Secretary of the Armed-Navy of Mexico serves as a Secretary of State with administrative-political matters that, for its organization and functions, has the Undersecretary of the Navy, Administrative Office, Inspection and General Comptroller of the Navy, the General Coordination of Ports and Merchant Marine, Naval Attaché Offices and other public officials, organs and units that establish the respective regulations. On the other hand, as an Armed Force, it is constituted on the Organic Law of the Mexican Army as a national military institution, of a permanent nature, whose mission is to make use of the naval power of the Federation for external defense and contribute to the internal security of the country, in which, with no gender distinction, the members of the Mexican Army will have access to all command levels.

The Army of Mexico comprises the following levels of commands for its organization:
1) Supreme Command, exercised by the President of the United Mexican States; 2) High Command, which is exercised by the Secretary of Navy and, in order to exercise its powers, has the assistance and advice of a Mayor General Staff of the Army, the Admiralty Council and the Naval Intelligence Unit; 3) Senior Commanders in Chief, who are the holders of

a) Two Naval Forces; (b) Seven Naval Regions and (c) One High Command Headquarters; 4) Higher Commands, composed of the holders of the Thirteen Naval Zones; and 5) Subordinate Commands, which are the holders of a) Sixteen Naval Sectors with their corresponding subsectors, naval stations; Naval Air Bases, Marine Infantry Brigades, Marine Corps Amphibious Brigades, Special Operations Units, Naval Flotillas, Naval Squadrons, Marine Infantry Battalions, Naval Squadrons, Surface Units, Air Naval Units, Marine Infantry Corps Companies, Naval Port Protection Units, Naval Search Stations, Rescue and Maritime Surveillance Stations, among others<sup>4</sup>.

In the Navy, personnel are integrated into Corps and Services in response to their training and functions. In turn, the Bodies and Services are made up of nuclei and scales. The nuclei group the professional staff, and the scales the professional and non-professional technician. The Bodies are as follows: 1) General Corps; (2) Marine Infantry; 3) Naval Aeronautics, and 4) Others that are necessary in the opinion of the High Command. The services of the Mexican Army are: 1) Naval Administration and Quartermaster; 2) Support to the Maritime Authority; 3) Naval Communications; 4) Social Communication; (5) the marine environment; 6) Naval Teacher; 7) Naval Logistics; 8) Army Engineers; (9) Naval Justice; 10) Naval Meteorology; 11) Naval Musicians; (12) Naval Health; 13) Naval Social Work, and 14) Others that are necessary in the opinion of the High Command<sup>5</sup>.

The grades of naval personnel are intended for the exercise of authority, granting their holder the rights, obligations, and duties inherent in the situation in which they find

<sup>4</sup> Secretary of Navy, General Organization Manual of the Secretary of Navy, SEMAR, September 25, 2021, CDMX. https://www.gob.mx/semar/documentos/manual-de-organizacion-general-de-la-secretaria-de-marina

<sup>5</sup> Chamber of Deputies of the H. Congress of the Union, Organic Law of the Mexican Navy, Official Gazette of the Federation, October 14, 2021, CDMX. https://www.diputados.gob.mx/Leyes-Biblio/pdf/LOAM.pdf

themselves. The grades of the hierarchical scale of the Mexican Army are of its exclusive use of the naval personnel, which by its degree, will be grouped in the following categories: 1) Admirals; 2) Captains; 3) Officers; 4) Cadets and students; 5) Classes, and 6) Seamanship.

Currently, with regard to women's participation, approximately 15,500 women work in the Secretary of Navy of Mexico, which represents approximately 20% of the naval personnel working in administrative and operational units of this Institution. The percentage has been growing since 1942, when the institution opened to the participation of both sexes. The participation of female members has gradually expanded, since at first, they were only allowed to be nurses and office workers, but in 1975 a female marine embarked for the first time on a warship.

It was in 1989 when a woman reached the rank of admiral, the highest in the Navy, and six years later the doors of the technical schools of naval training were opened to this gender. However, it was not until 2013, when the first women graduated from the Heroic Military Naval School, as part of the inaugural generation of Marine Guards. There are currently women in all administrative and operational units, including ship and aircraft crews, Marines; welders; divers; rescuers; mechanical; and musicians, among other bodies and services<sup>6</sup>.

Women from the Mexican Navy have participated in the United Nations Peace Missions, they also build ships in SEMAR shipyards and support the civilian population in cases of disasters, as part of the Marine Plan. An important aspect to emphasize is that in recent years SEMAR has a total of 37 Areas certified in the Gold Level of the "Mexican Norm NMX-R-025-SCFI-2015 in Labor Equality and Non-Discrimination", which are committed to equality between women and men. In this way, the Secretary of Navy of Mexico contributes to guarantee and promote the practices of Labor

6 Secretary of the Navy, The incursion of women in the Secretary of Navy of Mexico, SEMAR, CDMX. https://semar.gob.mx/ UPRODEHU/Igualdad/InflncursionMujeres.pdf Equality and Non-Discrimination in our country<sup>7</sup>.

In terms of public opinion, the Navy has maintained a very high level of trust, close to 91 percent of the surveyed population for two decades. The Navy has a budget of less than 0.09% of GDP according to the reports of the Federal Public Budget for the national security function 2021-2022. According to World Bank statistics, Mexico is the fourth country in Latin America that invests the least in military spending (0.6% of GDP) only behind Guatemala (0.5%), as well as Costa Rica and Panama that do not have Regular Armed Forces.

# The Mexican contribution to UN peace operations

During the historical period known as the Cold War, Mexico participated in Peacekeeping Operations on only three occasions. The first two with military observers: in the Balkans (1947-1950) and Kashmir (border between India and Pakistan, 1949). In El Salvador (1992-1993), Mexico participated with 120 police officers. Since 2015, when the Mexican individual personnel deployment resumed in said operations, there have been around 140 deployments, both military and police, made gradually and in coordination with the UN, in order to do international observation labors, military observation, and as officers of the Staff in the general headquarters of nine peace operations. As of May 2022, our country has deployed a total of 32 women, belonging to the Mexican Armed Forces in Peace Mission in Colombia, Mali, Western Sahara, the Central African Republic and the Kashmir region. Currently, around 35% of the deployed personnel are women.

7 Excelsior One thousand 942 women of Semar at the service of Mexico, Raúl Flores Martínez, March 8, 2022, CDMX. https://www.excelsior.com.mx/nacional/dia-internacional-de-la-mu-jer-semar-mujeres/1502785#:~:text=En%20la%20actuali-dad%2015%20mil,y%20operativas%20de%20esta%20Instituci%C3%B3n.

Mexico's participation in Peacekeeping Operations has been gradual in quantitative terms and the type of tasks that it will participate in. These tasks may include military or civilian personnel for the performance of a wide range of tasks, involving engineers, doctors and nurses, political observers, electoral advisors, and human rights specialists, among others.

Mexico's participation in Peacekeeping Operations will always be subject to an express authorization and a clear mandate from the UN Security Council, as it is the only entity with the power to make decisions for the maintenance of international peace and security. Said participation will also be conditioned to the express consent and cooperation of the State where the operation will be deployed, in conformity with the national legal framework and the foreign policy priorities.

Mexico's participation in UN Peace Operations is based on the normative principles of the foreign policy contained in Article 89 section X of the Constitution and the UN Charter, to which Mexico is a State party, as well as in the National Development Plan 2019-2024.

Mexico ranks 29th worldwide among the countries contributing in financial terms to Peacekeeping Operations, and second in Latin America. Deployments of Mexican individual personnel have been constant: personnel deployed in those operations have been replaced and new personnel has been deployed, based on available vacancies and evaluations made by the Working Group on Peacekeeping Operations, which is composed of the Ministries of Foreign Affairs, National Defense, the Navy, Security and Citizen Protection, Finance and Public Credit, as well as the Presidency. It should be stressed that the Mexican personnel participating in Peacekeeping Operations are chosen by the UN through a rigorous selection process based on high standards of training and qualification.

Mexico has a **Joint Training Center for Peace Operations** (CECOPAM), whose objective is to train Mexican military, police, and civilian personnel to participate in PO's,

as well as foreign personnel in the future. To date, courses have been given for Mission Experts and Staff Officers, with the first pre-deployment course for UN Female Officers for military and police personnel to be deployed in peace missions. Around 484 elements belonging to SEDENA, SEMAR, and the Ministry of Security and Citizen Protection have been trained in these courses (365 men and 119 women).

### METHODOLOGY

### Overview of the MOWIP assessment

The Measuring Opportunities for Women in Peace Operations (MOWIP) methodology is the result of a joint effort to promote the meaningful participation of women in peace operations. The methodology seeks to identify the barriers impeding the meaningful participation of women in peace operations. This with the main purpose: promoting gender equality in peacebuilding. Therefore, it becomes a comprehensive and systematic tool that works as a conceptual framework to identify good practices and areas of opportunity within institutions. While the MOWIP methodology has a specific focus on UN peace operations, the good practices and barriers identification may have a greater incidence within the internal structure of the institution in a broader sense due to its design. Thus, the effects of gender equality promotion may overlap throughout all intuitions that are involved in peacebuilding.

To do so, the MOWIP methodology understands that it is necessary to formulate institutional changes that enable women to participate meaningfully in Peace Operations. To achieve this, ten issue areas were identified to capture the opportunities and barriers faced by women in Peace Operations. These areas contribute to building fairer and more gender-sensitive institutions and enhance the institutions' responsiveness. The issue areas encompass the institutional process involved in participating in Peace Operations. In addition,

it also considers how informal institutions create constraints that influence women's meaningful participation. Its main objectives are:

- » To provide a comprehensive set of issue areas within a given military or security institution that could be improved to increase the meaningful participation of women in UN peace operations.
- » To identify good practices that can be utilized, expanded, and/or disseminated more widely.
- » To apply a set of tools and a comprehensive list of indicators to measure the importance of each issue area to increase the meaningful participation of women in the military or security institution.
- » To determine the differential impact of each issue area on the military or security institution.

The MOWIP methodology has three components: interviews with decision-makers, the **fact-finding form** (FFF), and a survey to deployed personnel. The FFF is a unique tool that stores information on personnel statistics, policies, programs, and institutional practices. It was designed to collect qualitative and quantitative data from official sources on deployment to UN Peace Operations from the country and institution being assessed. The FFF is guided by over 160 questions, which can be complemented through information gathered in the interviews with decision-makers.

In the Secretary of Navy, 420 personnel surveys were conducted, exceeding the threshold established by the institutions (400), of which 50% were women and 50% were men. Person-

nel were surveyed from five different regions including: Veracruz (36%), México City (30%), Manzanillo (14%), Guerrero (10%), Baja California (8%), and online (2%) The average entry age to the Ministry is 22 years old, with 18 years being the predominant age. Among surveyed personnel, 69% identified themselves as Catholics, 6% profess other Christian religions and 2% protestant and evangelical. 18% said they did not practice any religion. Lastly, 68% of the surveyed sample consider themselves as mixed, followed by indigenous (19%), white (6%), and black or 'mulatto' (5%).

The partner institution RESDAL conducted the surveys. The team from the Universidad de las Américas Puebla (UDLAP) oversaw the processing and analysis of the survey results. It focused on obtaining statistically significant differences between women and men, as well as between deployed and non-deployed personnel. Based on this, importance by issue area is identified through a color coding, where red is the most important and green is the least important (unless indicated otherwise in inverse scores). Barriers are identified in general and those most important for women<sup>1</sup>. Then, the survey information is compared with that of the FFF to compare personnel's experiences with the institution's norms and legislation. These results are presented and vetted during the validation process with the security institution.

Therefore, the MOWIP Methodology produces robust and evidence-based findings drawing on the perspectives from different sources: the personnel's experience and perceptions; the knowledge of the implementation and analysis team; as well as the experience of international teams who are dedicated to the creation of fairer and equal peace oper-

ations. This allows them to make public policy recommendations that can effectively respond to the reasons as to why women, specially, cannot participate in peace operations. Furthermore, the standardization or the compiling and analysis of this information will allow use for high level forums in order to identify good practices that can be adaptable and scalable towards different countries.

The MOWIP methodology was developed through a collaboration between DCAF and Cornell University in the framework of the Elsie Initiative. DCAF is a security research center dedicated to generating knowledge and assessments for states and international organizations involved in security-related issues. Their role in the creation and implementation of the MOWIP methodology is key, as in 2019 they created the baseline study to research and understand the situation of women in UN peace operations. This led them to collaborate with the Gender and Security Lab led by Dr. Sabrina Karim of Cornell University, in the creation of the MOWIP methodology. Moreover, DCAF acts as a platform to manage, organize, and publish the reports generated by the Elsie Initiative by applying this methodology in the different countries that have been selected by the initiative. Similarly, the Gender and Security Lab of Cornell University assists countries in applying the MOWIP methodology and analyzes the data obtained to develop the report. The lab has completed surveys and interviews for both the Ghana and Uruguay reports and seeks to continue this work for the reports on Norway, Liberia, and Jordan. The close collaboration and relationship of both research centers have allowed the development and application of the MOWIP methodology as a tool to quantitatively and qualitatively measure the different barriers faced by female soldiers around the world to serve in peace operations. Furthermore, both centers have generated strategies and recommendations to reduce the gender gap that exists within the Armed Forces structures both at the national level of the selected countries and at the international level within the UN structure and Peace Operations.

<sup>1</sup> The methodology is based on obtaining the corresponding descriptive statistics for: totals; women and men; and deployed and non-deployed personnel. Subsequently, simple T tests were performed to establish whether there is a statistically significant difference (p-value < 0.1) by subgroups (men and women, deployed and non-deployed). Third, where necessary, regression models were made, where sex and deployment status were used as control variables. For dependent and continuous dichotomous variables, a linear regression model is used. For ordinal variables, an ordered regression logic model is used.

# RESDAL: the national research partner institution

The Latin American Security and Defense Network (RESDAL) is an organization that, as a network, generates, connects, and empowers the capacities and efforts of decision-makers, academics, and members of civil society in the field of security and defense. Furthermore, it collaborates with the construction of a safe and peaceful democratic region, in which the institutions generate policies and initiatives that create an impact within the security of the hemisphere. RESDAL has three main working areas: Defense, Public Security, and Gender. One of its main works is the Comparative Atlas of Defense of Latin America and the Caribbean, its main focus is to become the first regional source of data pertaining to the topics of defense. In the area of public security, RESDAL studies the increase or decrease in crime rates, political-institutional control of public security, justice, prevention, budgets, participation of the Armed Forces, private security, and statistical data.

Regarding gender, RESDAL has sought to create an in-depth analysis from a regional perspective on gender integration in Peace Operations. Under the framework of the Women, Peace, and Security (WPS) Agenda. RESDAL's work as a think tank has focused on reviewing its implementation in military contributions to Peace Operations, in order to create an inclusive and fair perspective in peacebuilding. Thus, since 2008, its research and advocacy have produced material on understanding how a peace mission can contribute to the construction of a gender perspective and how military contingents are involved in such processes. Under these precepts and RESDAL's extensive field experience in the application of the MOWIP methodology in Uruguay, it was decided to select it as the partner institution for the application of the surveys and completion of the FFF, ensuring impartiality in the results presented.

# Implementation of MOWIP in the Secretary of Navy



The MOWIP assessment in Mexico was carried out between May 2021 to May 2022. The first step consisted of the creation of a High-Level Panel coordinated by the Ministry of Foreign Affairs (SRE), where the security institutions of the Mexican government began working with the methodology. In this panel, agreements and authorization for the development and planning by the key stakeholders involved were reached.

The next steps focused on defining the population and the sample origin of the deployed personnel to be surveyed, as well as identifying the key decision-makers to be interviewed. Meanwhile, an effort was made to contextualize the survey for Mexico, so that the language used would be appropriate for the respondents and would produce a feeling of comfort. Likewise, the team sought to adapt the survey (without making substantial changes that would alter its comparative component) to the country's practices. This entailed revising the survey and excluding questions, as well as adding others that were necessary for the final analysis. Additionally, the team decided to work with the institutions to allow them to ask questions that would be of their interest under their perceptions of barriers and/or policy proposals to increase the participation of women in Peace Operations. Finally, the team also worked on adapting and contextualizing the language of the FFF, as well as establishing the information requests to be asked to the institutions.

Moreover, the team worked in coordination with RESDAL and the security institutions to define technical themes. In particular, the software through which the survey would be carried out was defined, as well as ensuring that it worked properly and that all the questions were loaded correctly. Permissions and confi-

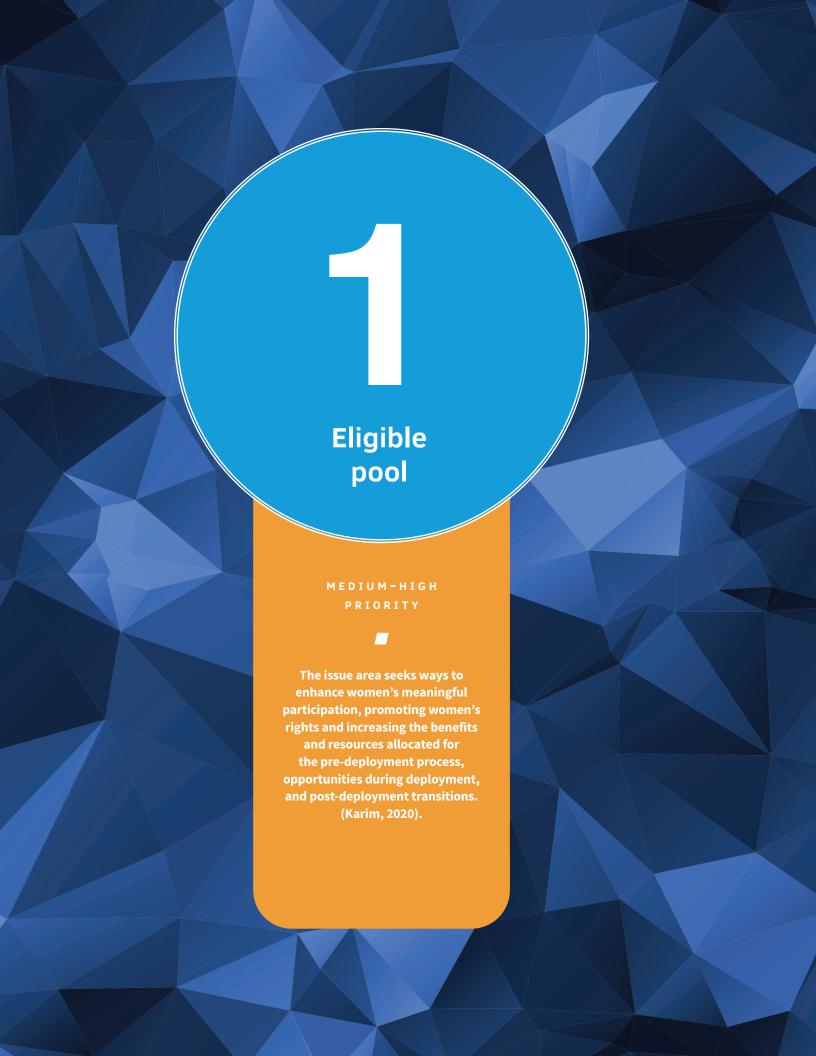
dentiality agreements for respondents and interviewees were drafted. The size of the sample and its composition in terms of rank and sex were also specified. During the implementation process, the team monitored and verified that the survey results were securely uploaded to the corresponding servers.

The surveys' application began on August 2, 2021, with two weeks of training and preparation for the team that would conduct the surveys and interviews. Later, the team traveled to about 18 locations around the country to meet the goal: at least 400 members of the military and security institutions. The survey modality was face-to-face and virtual. In the case of the former, the team worked under the highest health protocols so that the actors involved felt safe when conducting the surveys or interviews.

The results were presented, reviewed, and validated during a workshop with the institutions that belonged to the High-Level Panel and their representatives during May and June 2022.

THE 10 ISSUE AREAS
THAT AFFECT WOMEN'S
MEANINGFUL PARTICIPATION
IN THE INSTITUTION'S PEACE
OPERATIONS

Pre-deployment	: stage	Priority	Cross-cuttin	g issue areas	
1 8	ELIGIBLE POOL Are there enough women in national institutions?	Medium-high	9	10	
2 2	DEPLOYMENT CRITERIA  Do the criteria match the skills needed in operation?	High	ŤŤ		
3 24	DEPLOYMENT SELECTION  Does everyone have a fair chance to deploy?	High	r to deploy?		
4 88	HOUSEHOLD CONSTRAINTS Are there arrangements for the families of deployed women?	Medium	ES eclude their ability	eam members?	
Deployment sta	ge		R ROL	XCLUS s equal t	
5	PEACE OPERATIONS INFRASTRUCTURE Are accommodation and equipment designed to meet the needs of women?	Medium-high	<b>GENDER ROLES</b> Do preconceived attitudes about women preclude their ability to deploy?	SOCIAL EXCLUSION Are women treated as equal team members?	
6	PEACE OPERATIONS EXPERIENCES  Do positive and negative experiences in peace operations affect women's deployment decisions?	Low	Do preconceive	<b>d</b>	
Post-deploymen	nt stage				
	CAREER VALUE  Do deployments advance women's careers?	Low			
All stages					
8	MAIN-DOWN LEADERSHIP Do leaders at all levels support the deployment of women?	Medium-high	High	Medium-Low	



### The issue area objectives are:

- » To guarantee women's access to employment opportunities within the institution.
- To measure the eligible pool of women within the institution, units, and individual roles (how many women there are and in what positions).
- To measure the nature of women's participation within the institution: their motivation for joining the Armed Forces, their experiences with training and with the facilities, the licenses or benefits they have, and work experience

# **Main findings**



The priority of the issue area is medium high to the Secretary of Navy. The area's overall scores were not the highest, but are above the mean in the Implementation Gap Score, Institutional Barrier to Women Score and the Experience Gap Score. The women in the sample identified this issue area as the third barrier in Mexico to increase women's participation in peace operations.

# Main good practices

- » There are specific recruitment campaigns for women in recent years, even though it is not thought to be mandatory.
- » CECOPAM carries out extensive training for the deployed personnel.
- Women make up 20% of the institution, with the increase (1% annually since 2018) has been slow. The same percentage of women (20%) in leadership positions occupy low ranks¹.
- » There are bedrooms and bathrooms exclusively for women and men.
- » 80% of personnel would like to redeploy, and extensions in deployment depend on institutional decision and are usually granted when the relay is not ready.
- » It is considered that there is favoritism (50%) toward women, and 12% indicate that it is unfair.

#### **Main barriers**

- Few recruits (less than 50%) learned about enlistment opportunities in SEMAR through public means. It is recommended to expand the campaigns of opportunities for enlistment.
- » Most recruits have not had the opportunity to participate in training abroad, despite invitations being received from naval attaché offices. It is recommended to expand the dissemination of the calls.
- **»** The senior staff of women is only 5.23% of the total staff, so action must be taken so that there are positive promotions for them.
- The number of deployments of women is not similar to that of men, as it is more common for men to deploy and at a higher rate.
- >> Uniforms do not always or sometimes fit correctly to the body.
- There is no deployment extension program, SEMAR prioritizes increasing the number of elements that may have the experience to participate in a Peace Operation than the extension of it.

# **Good practices**



### SEMAR has exclusive recruitment campaigns for women

In both 2020 and 2021, the Secretary of Navy held the Federal Public Administration Entrance Contest exclusively for women. Although a specific call for women is not perceived as necessary, doing so is a common practice within the institution.

### SEMAR staff receive training at CECOPAM

Training for Peace Operations in Mexico is carried out through CECOPAM, of which 36% of the deployed personnel have had these training, 22% have had 1-5 and 12% 11-20.

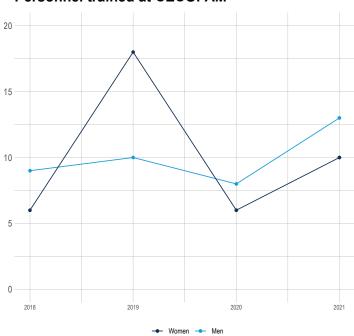
#### 20% of women in SEMAR have held a leadership position

According to the survey, more than 20% of women have held a leadership position in the institution, with 24% having two and 20% having five positions, although most have done so in low ranks .

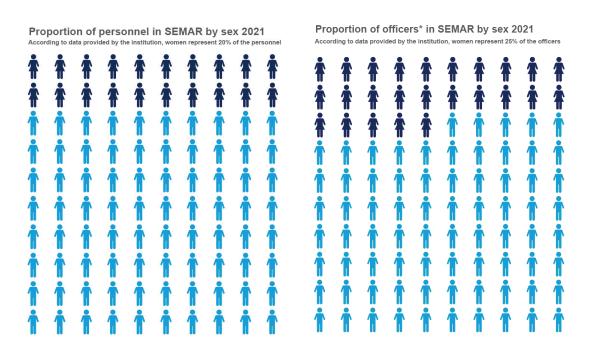
#### Women in SEMAR make more than 20% of the institution

In 2021, women made up 20.4% of the personnel at SEMAR. This has been on the rise since 2016, when women made up 17% of personnel and by 2018 it increased to 18%, in 2019 to 19%, and in 2021 to 20%. This is a slow progress, as only a 1% increase per year has been achieved.

#### Personnel trained at CECOPAM



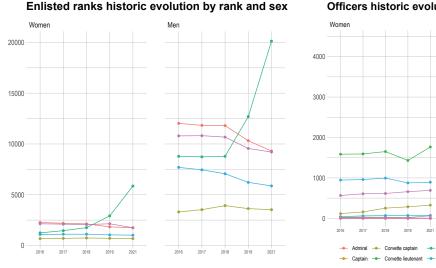
Box 2. SEMAR personnel trained in CECOPAM



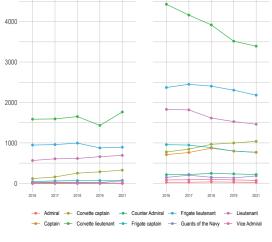
 $\textbf{Source:} \ \mathsf{Data} \ \mathsf{provided} \ \mathsf{by} \ \mathsf{SEMAR} \ \mathsf{by} \ \mathsf{request} \ \mathsf{of} \ \mathsf{the} \ \mathsf{ally} \ \mathsf{institutions}$ 

\*Officers take into consideration the following ranks: Admiral, Vice Admiral, Counter Admiral, Captain, Frigate captain, Corvette captain, Lieutenant, Frigate lieutenant, Corvette lieutenant and Guards of the Navy

Box 3. Proportion of women in SEMAR and as senior personnel in 2021



#### Officers historic evolution by rank and sex



**Box 4.** Evolution of the women' participation in SEMAR by senior and junior personnel.

# Men and women are provided with adequate facilities and equipment.

A large majority of the sample stated that there are bedrooms and bathrooms suitable for women and men. 87% of female personnel stated that they are provided the same equipment as men to perform their work. Among these materials are knives, shirts, and pants for work, military tactical jackets, backpack, and boots. No more than 10% of the sample considers the facilities and uniforms inadequate.

### 80% of the personnel are motivated to redeploy

Although redeployment opportunities are subject to the number of places available to the institution, there is a willingness by the staff to do so. The redeployment period is shorter and is granted to women and men, although in a differentiated way.

# **Barriers**



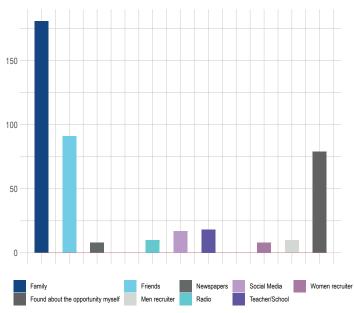
### Staff do not enter the institution through public means

As for the dissemination of the possibilities of enlisting in the Secretary of Navy, less than 50% of the recruits learned through public means. Although the institution has mentioned that it publishes its calls in the me-

Box 5. Equipment and facilities considered inadequate, disaggregated by sex

	Total	Women	Men
None	61.43%	57.62%	65.24%
Bathrooms	4.52%	4.76%	4.29%
Dorms	0.07%	7.14%	7.14%
Office spaces	7.86%	10.00%	5.71%
Dining room	6.43%	7.14%	5.71%
Recreational spaces	9.76%	9.52%	10.00%
Uniforms	10.71%	13.33%	8.10%
Equipment	10.71%	12.38%	9.05%
Breastfeeding spaces	3.57%	5.71%	1.43%
I do not know	0.48%	NA	0.95%
I do not wish to answer	0.71%	NA	1.43%

# How did you found out about the opportunity to enlist in the institution?



**Box 6.** Means by which the personnel learnt about opportunities to enlist in the institution

dia, official and internal communication sites, most of the respondents know about the calls though family or friends. This reduces the scope of opportunities and the number of potential staff for deployment.

#### Few opportunities for international training

The personnel have not had the opportunity to participate in training provided by other countries. 62% declare having zero times the opportunity to participate in this type of training versus 11% of the personnel who have had the opportunity once and 13% 2-12 times.

#### Path for the inclusion of women in SEMAR

Although currently there are no limitations on the participation of women in the military academy and equality is guaranteed by the Organic Law of the Mexican Navy<sup>2</sup>, their integration into the institution was recent at the professional level. The first woman joined the Secretary of Navy in 1942, through her incorporation into the Naval Health Service. Since 1972, the admission of personnel of both genders to the School of Naval Nursing has been contemplated. It was not until 2008 that women were allowed to enter the Heroic Military Naval School, through the creation of the Naval Logistics career. Years before, in 1997, the School of Aviation Mechanics allowed the entry of the first generation of women and two years later the first generation entered the School of Naval Machinery. In 2010, women were also included in the careers of Engineering in Naval Sciences and Marine Corps, and in 2013 the entry of women to Aeronaval Sciences through their reactivation in the Heroic Military Naval School<sup>3</sup>.

#### Low participation of women within different units

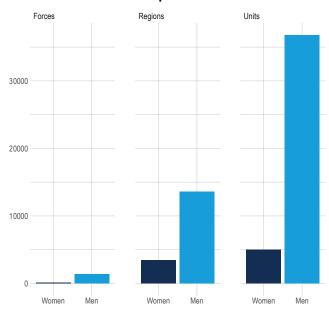
Only 22% considered it "easy" or "very easy" to move from one specialty to another. The Secretary's numbers also indicate that the operating units are composed of less than 10% of women. In the general corps, women only represent 0.15% of the personnel, in the marine infantry 11.35%, and naval aeronautics 0.5%. In addition, women in naval forces only reached 9.4% of the personnel and in naval regions 20.15%. Women are also not included in management or leadership positions. When women are considered from captain to admiral rank, women were only 1.1% of the total in such ranks compared to 98.9% of men in leadership positions in 2021.

2 "Ley Orgánica de la Armada de México", DOF 14-10-2021 § (2021).

3 Elizabeth Barillas Camacho, "Environment of Women in the Mexican Navy", Magazine Secretary of Navy-Navy of Mexico, April 2013.

 $\begin{array}{c|c} & & & \\ & & \\ & & \\ \end{array}$ 

#### Women and men in operational units



Box 7. Composition of SEMAR's operational units, disaggregated by sex

#### **SEMAR** does not have women-exclusive units

The Secretary of Navy does not have a policy of all-female units. In addition, more than 10% of personnel stated that favoritism towards women unfairly disadvantages men.

# More than 20% of the sample consider that uniforms do not fit their body

52% of the sample stated that uniforms "always" fit their body, which is below the ideal threshold (90%). The uniforms are only differentiated between women and men in case of a gala and ceremony. Women's uniforms do not have complex modifications and pregnant women are provided with a special gown for their use.

# Redeployment processes are allowed but not encouraged because of the number of available positions

Despite the fact that the willingness to redeploy is high (80%), more than 20% of personnel do not believe that they can be redeployed (22%). Much of this staff stated that the Secretary of Navy does not have a support program in order to be redeployed in Peace Operations. The Secretary seeks that more personnel can have the experience of deployment, the number of available positions to which SEMAR has access for deployment is limited and reduces the opportunities of personnel who have already been deployed.

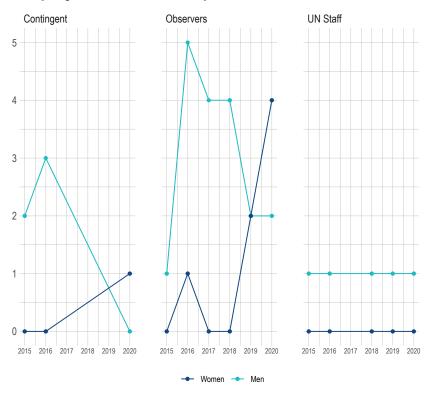
#### Differences in deployment between women and men

It is not until 2019 that women start to deploy constantly. Per every 30 men deployed, since 2015, only 12 women have done so (less than 50%.) This indicates that men are deployed at a higher rate than women. As observers, the average of deployed women is two women in comparison to three men. Currently, Mexico has deployed observers (31) and Staff Officers (5).

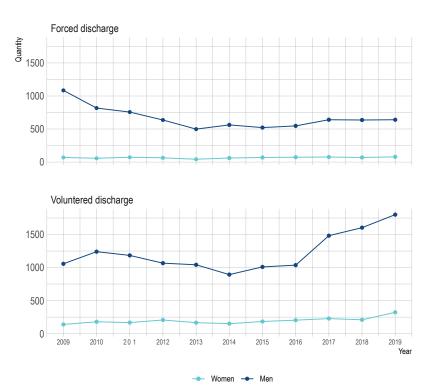
### Discharges from the institution

Men and women do not leave the army at the same rate. According to the data provided by the Secretary of Navy, men tend to leave the institution at a higher rate due to forced and voluntary leave.

# **Deployment in Peace Operations**



**Box 8.** Personnel deployed by SEMAR, disaggregated by sex



Box 9. Discharge from the institution by type, disaggregated by sex

### Gaps in implementation and experiences

Implementation gaps were found in training at the international level. While SEMAR highlights that this is an option and is sought after by the personnel, the respondents highlighted that they have not been able to experience this type of training. Likewise, it was found that despite more than 50% of the surveyed women having a medium or superior rank, this is not reflected in the institution's official numbers. Regarding the experience gaps found, it can be observed that there were differences between the responses of women and men regarding the participation of personnel in the training in the country. Likewise, they responded differently regarding leadership positions, the number of deployments they have made, and the ease of moving from one specialty to another. As for the facilities and equipment, women and men answered differently about the access they have to these.



### The objectives of the issue area are:

- » To identify if the skills necessary for deployment are/can be covered equally by men and women.
- » To contrast the country and UN's specific requirements.
- » To measure whether the skills required by the UN match what is needed on the ground.
- » To identify whether women's skills are valued.

# **Main findings**



This issue area is of high priority for the institution. The former happens despite not necessarily being a barrier for men and women, however, it is a barrier that women experience more frequently than men. Furthermore, women are affected disproportionately when it comes to institutional matters. According to women, this issue area was identified as the fourth most important to increase women's meaningful participation in the country.

# Main good practices

- The personnel recognize physical, medical, and small arms tests as deployment requirements, as well as communication and interpersonal skills (74%), and conflict resolution and negotiation skills (75%).
- There is trust among subordinates when speaking with their superiors about personal, professional or Peace Operations issues.
- SEMAR trains the personnel based on the profile required by the UN and seeks to preserve SEMAR positions destined for women.
- There is follow-up when it comes to Navy-graduated personnel for them to gain professional experience and eventually be deployed.

#### **Main barriers**

» There is a discrepancy when it comes to the driving test and driver's license because it is identified as a necessary requirement (62%), while the institution does not identify it as mandatory. However, all the deployed personnel need it in order to be eligible. It is recommended to unify the requirement criteria with those of the UN and to give the necessary training in order to broaden the variety of personnel who can be deployed. This same situation happens when it comes to the written test.

- » Personnel does not identify rank as something determinant for deployment (29%). However, there is a discrepancy since the institution does consider it as a selection criterion for deployment: first, UN established certain ranks for deployment in specific missions (it is being required from Corvette captain); second, CECOPAM calls ask for personnel starting at Corvette captain, but it also requires General Staff certification. It is necessary to unify criteria.
- » The majority of women within the sample do not have children (80%), which can be an indicator of not being able to be deployed with children.
- » Very few of the personnel think they have gender awareness skills (42%), disciplinary files (36%), English knowledge (38%), as well as French knowledge (14%). They also do not have a driver's license (only 73%, 90% is required), nor the correct rank (only 29% of the personnel think they fulfill the requirement for deployment).

# **Good practices**



# The tests SEMAR request are the same for men and women

The institution requires different tests and abilities, such as: physical aptitude, medical, small arms or tactical tests, communication abilities and ease of conflict resolutions, and negotiations. The surveyed personnel stated that it was necessary to take a gender-sensitive questionnaire module, and to consider disciplinary background as a deployment requirement. Lastly, personnel identified the language test (English) as another requirement.

# The personnel acknowledge some deployment requirements

Unlike the institution or the UN's official stipulated requirements for deployment, three main requirements for deployment were identified by the surveyed personnel. Among these skills are IT knowledge (50%), communications skills (72%), and conflict resolution (65%).

# There is personnel willingness to speak with their superiors about deployment opportunities

Among surveyed personnel, 79% stated they would be willing or very willing to speak to a supervisor regarding deployment opportunities in Peace Operations.

Box 10. Requirements thought to be necessary for deployment.

Requirements	Total responses	Responses from women	Responses from men
Driving test*	62%	58%	66%
Physical fitness test	84%	83%	84%
Written test*	66%	62%	69%
English Test	77%	76%	78%
French test	39%	36%	41%
Medical test	86%	87%	85%
Specific number of years in service	39%	34%	43%
Specific degree	29%	25%	32%
Specific age	36%	33%	40%
Computer test	52%	46%	58%
Small arms / Tactical test	71%	69%	73%
Personality/character test	74%	71%	76%
Disciplinary history	75%	72%	78%
Single / no children	18%	19%	17%
Supervisor's permission	44%	46%	42%
Gender sensitivity test	63%	58%	69%
Communication / listening comprehension / interpersonal skills	73%	71%	75%
Conflict resolution/negotiation skills	74%	71%	78%

<sup>\*</sup> Main criteria requirements by the UN

# Rank and skills are not considered important to apply

Surveyed personnel do not consider rank or having the right aptitudes as a reason as to why they did not apply as a volunteer for the mission. The latter is important because non-deployment is associated more with lack of knowledge about deployment opportunities than lack of abilities.

# **Barriers**



# Official UN requirements for deployment are not necessarily those of SEMAR

As a main barrier when it comes to official requirements, it was found that rank is not identified as something determinant for deployment, because only 29% identified it as something for military observers/police. When it comes to age, 37% marked it as a requirement for military observers/police, although this depends on what the UN established.

Although CECOPAM has a laboratory destined for French tutoring, this language is only required if it is requested by the UN. Despite this, 37% of the surveyed personnel stated it was a requirement for observers' deployment.

Box11. Deployment requirements requested by SEMAR

Criteria	Specifications
Physical fitness test	It is part of the general criteria to be in service. These tests are applied for promotions with different parameters for women and men.
Medical test	These tests seek to assess the health status of staff and are performed similarly among women and men with indices established by CECOPAM. Have a good state of health (BMI 17.9).
Rank	A certain range is required for deployment. In many cases it depends on what the UN asks for. However, calls by CECOPAM ask for rank starting at Lieutenant of Corvette.  Missions are required from Lieutenant Commander.
Age	This requirement does not differ between women and men, and in many cases, depends on what is requested by the UN. It is stipulated that the maximum age is 55 years.
Years of experience	The criteria requested by the UN depends more on the experience of the candidate, rather than the number of years. The number of years of experience is also related to the rank according to the law of promotions. Be a graduate of professional schools and have five years of experience in operational units (except in the case of the India-Pakistan mission)
Tactical/Small Arms Testing	It is part of the basic training. If the UN were to establish additional requirements, they would be added.
Interpersonal communication skills	These skills are part of the conduct as public servants, which is established in the Code of Conduct of the Secretary of Navy of 2016.
Conflict resolution/negotiation skills	Skills included in the curriculum of the officer academy.
Disciplinary background	Any criminal history, harassment and sexual harassment is taken into account. The candidate must not have a criminal record.
Language test	An 80% level of English is required. For CECOPAM courses, it requires a minimum of 60% knowledge of the language. No French is requested unless required for the mission. The Secretary of Navy has a language school and CESNAV has specialized English courses.

# Uncertainty regarding fulfillment of the deployed criteria

There is still opportunity to improve the knowledge about the requirements for deployment and the confidence of the personnel that fulfills them. On one hand, 30% of the sample stated they have official passport, while 73% did so for their driver's license. Furthermore, 51% of the sample believed they would be able to pass the physical aptitude test, 48% the medical tests, and only 29% believe they have the correct rank for deployment.

Close to the 40% of the surveyed personnel stated they have the appropriate age and experience for deployment within security forces, which shows less than half of the personnel have deployment opportunities. While 41% of the personnel has the necessary knowledge regarding tactical arms/small, few of them consider they have gender-sensitive skills (42%), disciplinary files (36%), English (38%), and French knowledge (14%).

Box 12. Skills or requirements they believe they meet

Criteria	Total responses	Total responses from women	Total responses from men
Ability to work with local women	51%	47%	55%
Ability to work with local men	48%	44%	51%
Communication / listening / interpersonal skills	71%	74%	69%
Conflict resolution/negotiation skills	65%	63%	66%
Ability to work with staff from other countries	58%	59%	57%
Tactical/Combat Skills	41%	36%	47%
Computer skills	46%	47%	45%
Ability to drive a manual car	41%	35%	47%
Ability to speak the language of the host country	26%	25%	27%
Speak English	37%	33%	41%
Speak French	13%	10%	16%
Physical aptitude	51%	51%	50%
Medical skills	48%	48%	48%
Experience within the security forces	39%	35%	42%
Minimum grade	28%	28%	29%
Appropriate age	39%	38%	39%
Appropriate personality/character	52%	55%	50%
Clean disciplinary record	35%	35%	36%
Not having family commitments at home	16%	15%	18%
Have your supervisor's permission	23%	22%	24%
Gender sensitivity	42%	41%	43%

# Mission skills considered important by the surveyed are not the same ones SEMAR proposes

It is perceived that only 20% of the surveyed personnel considered the language of the host country as an important skill for deployment. A small percentage of the sample considered it important to work with local people, women, and with other countries' personnel. In addition, the sample does not consider the following skills: interpersonal communications, conflict resolution, and working with other countries' personnel. On the contrary, SEMAR does consider these skills as part of the profile of a public servant and important for promotion to observer or personnel.

Box 13. Most important skills according to personnel

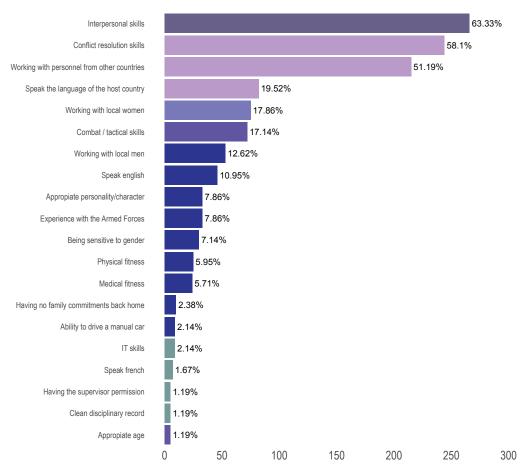
### Language is considered an obstacle to deployment

64% of the sample consider language is an obstacle for deployment.

# Preliminary training before deployment is perceived as inadequate

Deployed personnel do not feel the preliminary pre-deployment training is necessary or adequate for the work done in Peace Operations (65% stated "yes"). This may have an influence on personnel confidence at the time of being deployed, and the motivation they feel in order to complete their mission.

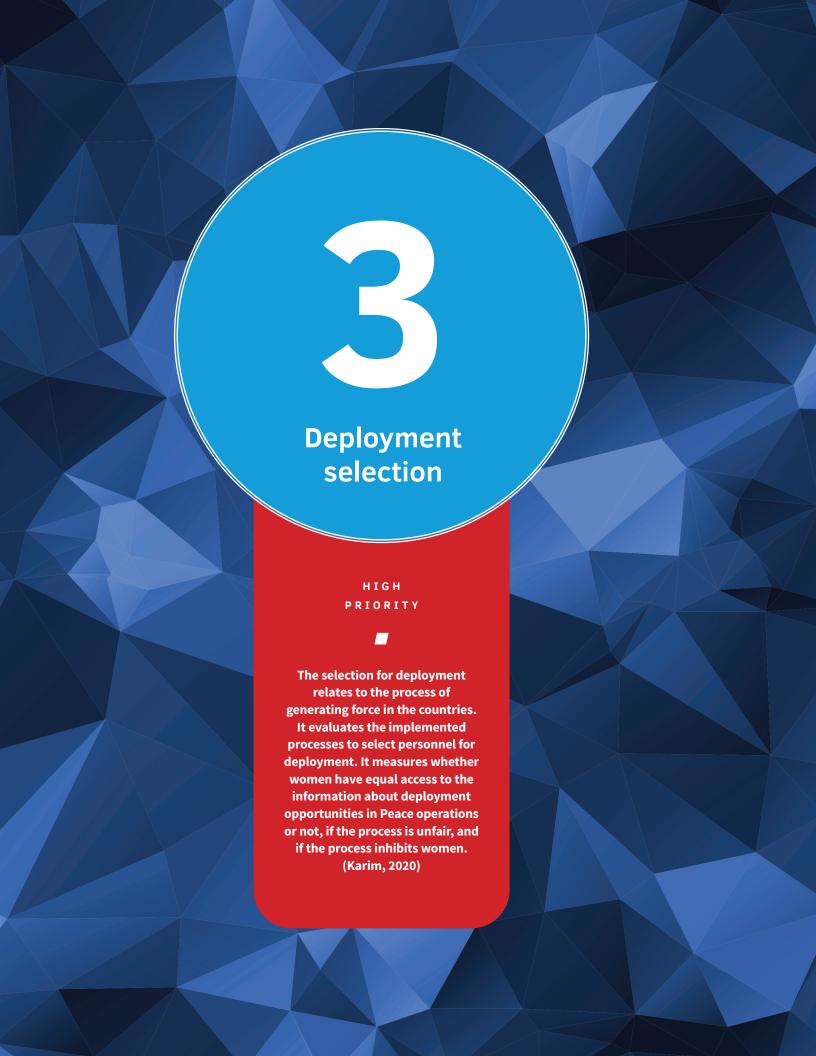
# Most important skills/abilities for the success of a UN peace operation



Box 13. Most important skills according to personnel

### Gaps in implementation and experiences

When it comes to implementation gaps, it was found the personnel is not aware of the official deployment criteria as a volunteer in Peace Operations. There are different tests such as the driving or the written assessments, which SEMAR does not consider as necessary, but the UN might. Furthermore, the personnel do not consider rank as an official requirement despite it being requested. This created a gap among those who might have the rank and experience for deployment, and those who were not aware it was a requirement. When it comes to experience gaps, it was identified among the indicators related to deployed women with children. Equally, both women and men answered differently when it came to having a driver's license and the three abilities /attributes/ skills that may boost the success of a Peace Operation.



### The issue objectives are:

- » To identify selection processes for deployment.
- » To measure if all personnel have access to the same information regarding deployment in Peace operations.
- » To measure selection processes objectivity, and pinpoint whether there is bias in the selection for deployment.

# **Main findings**



Deployment selection is considered to be high priority due to it being one of two issues areas that represent a greater barrier for women and men. Women and men experience this issue area differently and it has more probabilities of affecting women disproportionately. This issue area is in fourth place as one of the barriers to increase the meaningful participation of women within the institution.

# **Main good practices**

>> The selection process prior to deployment is relatively short, from one to six months (56%) and the selected personnel does not have to cover anything (70%) while they are training and deployed.

#### **Main barriers**

- There is a lack of disseminating for the calls to join a Peace Operation. 65% of the sample has never heard of the opportunity to volunteer since announcements are not disseminated publicly.
- Invitations are received through the Secretary of Foreign Affairs so there is no express call because the required profiles by the UN are specific and evolving. UNIPLACE is the first channel that receives information for the positions, from there, the First Section (Control and Personnel) and Third Section (Operations) are informed of the opportunity. These sections look for the profile of the element required.
- Women and men are not equally appointed by government officials. Among the deployed personnel, 20% of men were deployed in this way, only 1% of women. Personnel is not aware of the deployment process, which might be related to how the call is published by the institution.

» There is fairness in the selection process, and it has been discriminatory based on sex and gender. 60% of the sample declared that the selection process is to them "very fair" or "fair", exceeding 50%. Ideally, it would have to be above 75%.

# **Main practices**



### The most common advertising method in SEMAR was "announcement or official document"

Women and 27% of the sample mentioned that the most common advertising method for deployment opportunities was an announcement or official document. It is through this medium that people find out about what is happening within the organization.

# Selection processes seek to motivate equal opportunities within the organization

For deployments, 64% of the personnel stated that they were chosen individually by a superior as well as on a voluntary basis (64%). In addition to this, the institution has worked on the creation of a policy of equal opportunities internally, to encourage the participation of women. It is important to mention that a factor that prevents the participation of women is the requirement of the Diploma of General Staff.

# Selection for deployment in SEMAR: The recruitment process in the institution

Invitations are received through the Secretary of Foreign Affairs, so there is no specific call because the profiles requested by the UN are very specific. The first channel that receives information regarding the positions is UNIPLACE. From there, the First Section (Control and Personnel) and Third (Operations) are informed of the available position. These sections seek internally the profile of the required element. The positions come through the naval commands which involve the units of their jurisdiction by particular order in which the interested parties are instructed to send an application through the naval commands to the First Section. Thus, the call that comes out of the General Staff reaches all the commanders in the naval regions and zones¹.

1 Regarding the announcement of UN posts in the regions of the country, it was found that there is a significant trend (in negative) that opportunities are NOT heard by personnel from Guerrero, Manzanillo and Veracruz. While there are higher odds in Baja California and Mexico City, the coefficients are not statistically significant in these regions.



# **CECOPAM** covers all expenses related to pre-deployment and subsidizes the participation of **SEMAR** personnel

More than half of the sample reported not spending their own money on pre-deployment processes. CECOPAM covers the costs of accommodation, workshop training and food for SEMAR personnel.

# So far waiting time between selection and deployment can be considered short

Just over half of the deployed personnel waited between one and six months to be deployed. This time depends on the mission and the time of the relays. The delays that have occurred at the moment have to do with the rejection of the application by the UN or due to lack of fulfillment of the criteria that are requested.

# Rank is not necessarily an important element for the selection process

A small percentage of the sample (30%) stated that they do not consider their rank important during the selection. However, it does not mean that this goes hand in hand with what is established in the policies of the institution.

# **Barriers**



# The means through which staff learn about deployment opportunities in Peace Operations are not diverse.

It is worth mentioning that knowledge about deployment opportunities is scarce. Only 5% of staff learn about deployment opportunities through television, radio, or social media. 3% find out through mass email, 5% through internal dashboards, 3% by print advertising, 6% by word of mouth, 1% through professional associations or training/training schools, and 12% by immediate superiors.

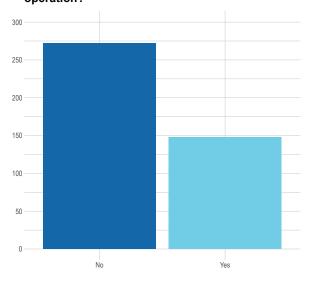
# Calls are not published throughout all levels

40% of the personnel stated that they did not apply for a Peace Operation because they did not have sufficient information to deploy and did not know about the opportunity. The training academy does not provide information on deployments in military training. Institutionally, it has been noted that there seems to be a little more diffusion in the Heroic Military Navy School than in the schools of nursing or medicine.

Box 14. Communication channels at SEMAR

Communication channels	What are the channels through which deployment opportunities are communicated?	How do you find out about what is happening within your organization?
None	1.19%	NA
Office or call	27.14%	81.43%
Internal email to the entire organization	2.86%	12.86%
Organization Newsletter	5.24%	26.43%
TV/Radio	3.57%	20.24%
Social Media	2.14%	25.24%
Internal notice board	4.76%	35.48%
Word of mouth	6.19%	28.10%
Print advertising	3.33%	30.95%
Through professional associations	0.48%	2.86%
Through training/coaching schools	0.71%	On
Through informal mentors	0.95%	3.10%
Through immediate superiors	12.14%	59.29%
Other	0.24%	0.71%

# Have you heard about an opportunity to apply to a peace operation?



**Box 15.** Personnel who have heard about the opportunity to apply to a Peace Operation

# Men and women are not equally appointed for deployment

Of the sample of deployed personnel, 20% of men were deployed through government officials, compared to only 1% of women. This may be related to how the call is issued and the knowledge that personnel have about it. However, the surveyed personnel do not believe that the selection process has been discriminatory on the basis of sex.

### The selection process is not considered fair by all staff

Although almost 100% of the survey has not exchanged a favor in order to be deployed, and have had no obstacles regarding their capabilities, 60% of the sample declared that the selection process was "very fair" or "fair".

### Mexico has not received training support teams

Although CECOPAM has received mobile training teams, it is important to mention that this was recently created and that the COVID-19 pandemic has impacted its operations (they did not receive visits from the UN).

# Language is observed by personnel as an obstacle when deployed

A majority of respondents stated that learning a language is a major obstacle at the time of deployment or if it was considered a mandatory requirement for deployment.

#### Gaps in implementation and experience

While the main channels through which deployment opportunities are communicated is through the internal job board, organizational newsletters, oral communication, and immediate superiors, personnel responses do not necessarily reflect this. Likewise, the process has not been clear to the personnel which presents a challenge at the time of implementation. On the other hand, regarding the knowledge that women and men have about the opportunities to deploy as volunteers in Peace Operations differed. Both also presented different reasons as to why they believe they have not been chosen for deployment. Finally, the difference between the responses of women and men in terms of the waiting time for the selection and the importance of the rank is important.



### The issue objectives are:

- » To identify to what degree family and domestic obligations pose an obstacle for women's deployment.
- » To identify mechanisms, benefits, and facilities the institution and country have available when it comes to domestic obligations.
- » To identify if the barriers are due to political/institutional will, stereotyped assumptions, or social practices.

# **Main findings**



Considerations to the household constraints are of high priority for SEMAR. The issue area had low scores regarding women and men's experiences within the institution. The barrier score and the institutional barrier for women were medium-high. The implementation gap score was high, which means institutional policies do not reach deployed personnel. Surveyed women identified this issue area as the second most important challenge in order to increase meaningful participation of women in Peace Operations.

# **Main good practices**

- The majority of the sample acknowledges the kindergartens provided by the Security Forces (90%,) followed by subsidies for the care of children provided by the institution with 20%. SEMAR has available 20 Navy Children's Development Centers (CENDIN) (2019) distributed throughout the different navy commands. Furthermore, this service is complemented with that of SEDENA, through agreements. This means personnel from both organizations can use any service regardless of their institution of origin.
- » Labor practices are linked to the national legislation when it comes to benefits, salaries, leaves, discharges, or licenses.
- Senerally, there is assistance from the family in order to provide care (75%) when they are deployed.
- **»** Breastfeeding spaces are perceived as adequate (64%).
- Women and men consider they can be deployed and be good mothers (96%) and fathers (94%).
- » Surveyed personnel perceived that by taking leave, their carriers are not compromised
- » Average deployment time for women (7 months) coincide with the ideal average for women (approximately 8 months).

#### **Main barriers**

- **»** Fathers (males) (2%) are not seen as the main care providers.
- » Breastfeeding spaces are adequate, but women do not feel comfortable using them (50%).
- Women feel they face more social stigma than men when they are deployed in Peace Operations: 20% of the sampled personnel stated women faced few or none, while 50% stated women face much more stigma, this changes to 20% for men.
- The chance for deployment for women decreases when they have children. Surveyed women think that for them to be deployed, the average age of their children must at least be 8 years old, and only 22% stated the average age must be at least 3 years old.

# Main good practices



#### SEMAR has facilities available for childcare

The majority of the personnel surveyed acknowledges kindergartens provided by the Security Forces (90%) followed by subsidies for childcare provided by the institution (20%). The childcare facilities are distributed throughout different navy commands, including the field where CECO-PAM is. 64% of the personnel feels satisfied with the children and family care facilities because they consider the schedule provided is enough and it covers their needs "a lot" or "quite a lot."

#### Good practice: Childcare services in SEMAR

Navy Children's Development Centers "were created to benefit mothers or fathers who are on active duty in the Mexican Armed Forces, divorced or widowed parents who have custody of the minor, or military fathers whose wives' works, and can provide evidence they do not have the cited service." Furthermore, it also provides services for the civil personnel who work at APF, up to 10% of the facilities' capacity. In order to have access to these services, those interested are able to request enrollment for their children who have the benefit of the Educational Center's Director via written letter, with requested documentation attached, as required. Furthermore, this service can be completed with that of SEDENA through agreements which means personnel from both organizations may have access to the services regardless of their institution of origin.

Currently, the following CENDINES are available throughout the different navy regions.

- » CUGAM: CENDINMEX
- » RN-1:CENDINVER
- » RN-2: CENDINENS
- » RN-4: CENDINGUAY
- » RN-6: CENDINMAN
- » RN-8: CENDINACA
- » ZN-1: CENDINMAD
- » ZN-2: CENDINPAZ
- » ZN-3: CENDINCOAT
- » ZN-4: CENDINTLAN
- » ZN-5: CENDINFRONT
- » ZN-6: CENDINBLAS
- » ZN-9: CENDINYUK
- » ZN-10: CENDINLAC
- » ZN-11: CENDINCHET
- » ZN-12: CENDINSAL
- » NAVCHAMP: CENDINCHAMP
- » NAVTOP: CENDINTOP
- » NAVCOZ: CENDINCOZ
- » NAVMAT: CENDINMAT

In total, there are 20 CENDINs available, distributed throughout the different Navy Commands. These operate from Monday to Friday, 07:00 to 20:00 (considering education and assistance services.) Saturdays, Sundays, and holidays the operating hours are 07:00 to 13:00. Although it is not 24 hours, the on-duty personnel are allowed to finish their shift at 20:00 hours, when the CENDI closes. Finally, there is a recovery fee intended to feed the children and these are ruled by the Directives on Management and Application of Self-Generated Resource Collection.

### Personnel can take leave during deployment

A large share of the personnel affirms they are able to take time off in order to spend time with their families. Leave period depends on the mission they are participating in. Internally, personnel receive between 20 and 24 days depending on the year of services, and they work under annual regimen, not being accumulative<sup>1</sup>.

# There are several benefits, which the personnel consider to be enough

The personnel have medical coverage which is extended to the personnel's family, and it is included within the National Development Plan (2019-2024) under the social political axis. This also applies to the deployed personnel on

Peace Operations because they are considered to be on active service. Personnel are also granted with death compensation or life insurance<sup>2</sup>.

#### Main practice: SEMAR's life insurance

As established in article 40 of the Law on the Social Security Institute for the Armed Forces: "The relatives of the military officer killed in the active service in acts of service or as a result thereof, are entitled to a pension equivalent to 100% of the amount that would have corresponded to him for retirement purposes and 100% on having, of the complementary bonuses for decoration of perseverance and of the assignments of technician that the military was receiving when the death occurred.... In the event that the soldier has died in the act of arms, the pension at no time will be less than the equivalent of 180 days of minimum wage in force in the Federal District." Among the benefits and funds generated by the military are institutional life insurance, a pension, military life insurance, scholarships for their sons and daughters, among others.

Personnel have also the possibility to apply for paid leave. Leaves are regulated by the "Regulations on Vacations and Leave for Personnel of the Mexican Army³". Although they are not specific to the care of family members or in case of disability or sickness, within the institution are five different types of leaves: minor, ordinary, extraordinary due to sickness and unlimited. The latter ones are differentiated by length and rank. According to personnel, taking leave does not represent a loss of career advancement opportunities during⁴.

# Mothers, fathers, and pregnant women have social security in SEMAR

Within the Promotion Law<sup>5</sup> women of any gestational age are contemplated, as well as the possibility of their temporal leave. There are restrictions when it comes to pregnant cadets because they would have to interrupt either their studies or their training. Regarding maternity or paternity leaves, 95% of the personnel acknowledge these leaves, and a similar percentage stated those are paid. SEMAR's policies about maternity and pa-

- 2 "Law on the Social Security Institute for the Armed Forces", DOF 07-05-2019 § (2019).
- 3 "DECREE by which the Regulation of Vacations and Licenses for the Personnel of the Navy of Mexico is issued", (2002).
- 4 "Internal Regulation of the Secretary of Navy", DOF 07-06-2021 § (2021).
- 5 "Regulation of the Law of Promotions of the Navy of Mexico", DOF 06-03-2020 § (2020).

Box 16. Leaves that are acknowledge by personnel, and that they know are paid

License Type	It is possible to take leave	The license is paid
None	0.24%	0.71%
Motherhood	94.76%	95.24%
Paternity	95.24%	95.48%
Illness	81.43%	81.67%
Caring for family members	54.29%	49.29%
Elder Care	34.29%	32.38%
Disability	63.33%	62.38%
Other	4.52%	3.33%
I don't know	0.48%	0.71%

ternity leaves are partly contemplated in the national legislation. Paternity leaves have been in place since  $2014^6$ , and until 2019, 1571 leaves have been granted under this rubric<sup>7</sup>. Furthermore, in the institution<sup>8</sup> there have been campaigns in order to promote the requesting of the aforementioned.

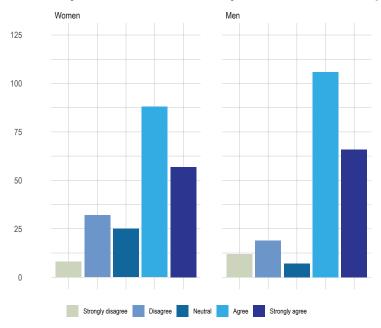
When it comes to women, "one month of ordinary leave prior to the probable date of delivery to be fixed in accordance with the prenatal consultation, and two months after it for the care of the infant" is granted. This type of leave has the right to enjoy the regular benefits according to the hierarchy of personnel. In 2018, Congress approved the addition of two months under special circumstances of and in 2019, the Senate approved the possibility of requesting leave for up to two months in addition to the ones already established in the regulations under special circumstances and to transfer up to 15 days of leave prior to the delivery date. When it comes to paternity leave, personnel have been able to access it since 2014 it has a duration of 10 days. In 2020, there was reported that 190 paternity leaves were granted in the Secretary of Navy<sup>12</sup>.

- 6 "DECREE amending and adding various provisions of the Regulations on Vacations and Leave for Mexican Navy personnel.", DOF 25-08-2014 § (2014).
- 7 Maria Elena Berber Hernández, "Paternity leave: integral formation of children" (Secretary of Navy, September 10, 2019).
- 8 SEMAR México [@SEMAR\_mx], "#PorSiNoLoSabías La Secretaría de Marina promueve la Paternidad Responsable, por ello otorga al personal naval la licencia por paternidad. #SoyNaval #DiaDeLosDerechosHumanos https://t.co/kZAj50tBP7", Tweet, Twitter, el 10 de diciembre de 2018, https://twitter.com/SEMAR\_mx/status/1072222308381511680.
- 9 "Law on the Social Security Institute for the Armed Forces", DOF 07-05-2019 § (2019).
- 10 Congress Channel, "Female Military Personnel May Modify Maternity Leave Weeks," Congress Channel, December 4, 2018, https://www.canaldelcongreso.gob.mx/noticias/11501/Personal\_femenino\_militar\_podr\_modificar\_semanas\_de\_licencia\_de\_maternidad.
- 11 Senate of the Republic, "Strengthen maternity leave for female military personnel", on March 28, 2019, http://comunicacion.senado.gob.mx/index.php/informacion/boletines/44312-fortalecen-licencia-de-maternidad-para-personal-militar-femenino.html.
- 12 "Comprehensive National Report of Mexico in compliance with the Beijing Platform for Action" (INMUJERES, June 3, 2019).

# Personnel's family members have the possibility to take care of the household during deployment

It was shown that having support within the family to provide care during deployment was important when it came to decision making. Especially for women, it was considered to deploy in a Peace Operation. 69% of women considered they had family members who could support them in their households during deployment, in comparison of 81% of men that considered so. It is important to note that 20% of women stated they did not have their family's support, in comparison of 14% of men.

#### I have family who can take care of my household while I deploy



 $\textbf{Box 17.} \ \textbf{Family's support systems acknowledgment, disaggregated by sex}$ 

# Familiar and cultural considerations do not represent a limitation for personnel who want to deploy

74% of women do not consider they need their husbands or family's permission if they want to deploy in a Peace Operation. In addition, 77% of the surveyed women stated they would feel little to no fear of their family's judgment when participating in a Peace Operation. This might be associated with the change the institution is undergoing.

In general terms, personnel do not believe deployed women and men cannot be good mothers or fathers (96% for mothers and 94% for fathers.) Less than 10% of the sample missed Peace Operation opportunities due to family reasons. Additionally, willingness when it comes to personnel reaching out to their superiors to discuss family subjects of leaves, contributes to having a support system for deployed personnel.

### Breastfeeding spaces are considered adequate.

There are breastfeeding spaces, and they seem to be adequate in the work-place.62% of the surveyed personnel stated these places known as "breastfeeding spaces" are suitable to make use of them in the workplace.

**Box 18.** Women and men who are deployed in Peace Operation cannot be good mothers or fathers?

Opinion	Mothers	Parents
Strongly disagree	27%	28%
Disagree	69%	66%
Neutral	0.1%	2%
I agree	2.3%	3.5%
Totally agree	0.2%	0.2%

Box 19. Women's perception about breastfeeding spaces and milk extraction in the workplace

	Does the institution provide adequate breastfeeding spaces at work?	Do you think women are comfortable breastfeeding at work?
Yes	62.14%	50.24%
No	24.29%	20.00%
I don't know	13.57%	29.52%
I do not wish to reply	NA	0.24%

# **Breastfeeding facilities in SEMAR**

These facilities were provided under a reform to the ISSFAM law  $(2014^{13})$ :

To the training and promotion of breastfeeding, encouraging breast milk to be exclusive food for six months and complementary until late in the second year of life and help for breastfeeding when, according to medical advice, there is physical or work disability to breastfeed the child. This aid shall be provided in kind, up to a period of six months after birth, and shall be given to the mother or, in her absence, to the person responsible for feeding her; III. During the breastfeeding period, they shall have the right to decide between having two extraordinary rests per

day, of half an hour each, or one extraordinary rest per day, one hour to breastfeed their children or to perform the manual extraction of milk, in an appropriate and hygienic place designated by the institution or dependency, and IV. Charged with the health insurance, a maternity basket, at the birth of the child, the cost of which will be indicated periodically by the Institute, by agreement of the Board of Directors.

This is also part of comprehensive legislation that seeks to protect the right to breastfeeding. In principle, this is achieved through provisions in the Federal Labor Law and the Official Mexican Standard NOM-007-SSA2-2016<sup>14</sup>. According to the National Comprehensive Report of Mexico in compliance with the Beijing Platform for Action prepared by INMUJERES in 2019, SEMAR currently has, at least, 32 breastfeeding centers in the country, 29 of them being implemented during 2015 in various Naval Commands and metropolitan area<sup>15</sup>.

### **Barriers**



# Flexible working hours are only allowed under exceptional circumstances

Personnel can leave the office in the event of a family emergency, as well as work from home or with schedules that suit their current circumstances. These possibilities can only be carried out under exceptional circumstances, since in general the staff works with established schedules.

# Less than half of personnel stated that vacations are paid for by the government

While deployed personnel may have vacations during deployment, less than 50% stated that these were paid for by the government. Regarding the payment in case of being deployed in a Peace Operation, these are included within the conditions of service in the deployment guides of the United Nations Department of Peace Operations.

14 "NORMA Oficial Mexicana NOM-007-SSA2-2016, For the care of women during pregnancy, childbirth and puerperium, and of the newborn person", NOM-007-SSA2-2016 § (2016).

15 "Comprehensive National Report of Mexico in compliance with the Beijing Platform for Action" (INMUJERES, June 3, 2019).

### Taking leaves or permits is not common in the institution

27% of staff have stated that they have never taken a leave of absence and 21% have taken at least once a leave or permit. 12% stated that they have taken a leave or permit six times or more. The majority of personnel who have taken a leave have done so twice (18%).

Box 20. Leaves taken by personnel in the institution.

Number of leaves	Total answers
I have never taken leave	26.67%
1	21.19%
2	18.10%
3	12.38%
4	4.52%
5	4.29%
6 or more	12.38%
I don't know	0.24%
I do not wish to reply	0.24%

# Staff do not recognize family care as paid leave

While the care of family members (and to a lesser extent for the elderly) is possible within the institution, personnel do not recognize them as paid. 49% declared in the case of relatives in contrast with 32% in the care of the elderly. This contrasts with the fact that different leaves are paid.

# Junior staff do not have help services at home

It is not common for low-ranking personnel to have some personal service (maid, security guard, driver, cook, etc.). 90% of junior personnel stated they have no services at all, compared to 81% of senior personnel. The most common is domestic worker, of which 13% of senior personnel have this service, while only 6% of junior personnel reported having this service.

**Box 21.** Home help services, disaggregated by range.

Service	Total	Superior	Subordinate
None of the above	85.48%	81.48%	89.71%
Housemaid	9.76%	12.96%	6.37%
Security guard	5%	6.94%	2.94%
Multipurpose employee	1.67%	2.31%	NA

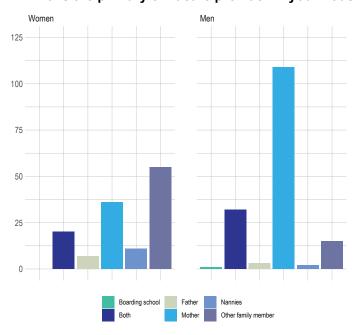
#### Care work fall on women

Only 2% of the surveyed stated fathers are the ones in charge of the children. In the case of answers provided by women, the percentage rises very slightly to 5%. In comparison, 67% of men consider the one who needs to take care of the children is their mother, while the percentage for women is 28%. In general terms, women rely on other family members when it comes to their children's care, unlike men, who rely on the children's mother.

### Women at SEMAR face social stigma in the workplace

While breastfeeding spaces are adequate, women do not feel comfortable breastfeeding in the workplace. Only 50% of the surveyed women feel comfortable with this activity at work. Furthermore, the social stigma women face when they are deployed in Peace Operation is higher than men. 79% of personnel consider women to face social stigma in comparison to 47% for men. 11% of the surveyed personnel consider women do not face social stigma, while 52% do so for men.

#### Who is the primary childcare provider in your household?



Box 22. Children's primary care, disaggregated by sex

### Gender roles and household constraints: Care work in Mexico

In Mexico, gender roles permeate the culture, which then is reflected on care work which is usually done by women. In 2013, a study by INMUJERES established that of the 11.1 millions of people who provide care, 79% were women (almost 9 million women)<sup>16</sup>. In 2019, the institute stated that 6 out 10 children (between the ages of 0 and 6 years old) have a non-compensated working mother who is responsible for their care<sup>17</sup>. Most recently, INMUJERES stated "in general, when it comes to every type of care, without distinction of the person being cared for, women are the ones who spent more time of providing care assistance related activities<sup>15</sup>."

On the other hand, the numbers provided by the National Survey about Household Relationships (ENDIREH) Dynamics of  $2016^{19}$  revealed that 62.7% disagree with the fact that women must be responsible for the care of children, elderly people, and sick people, while 87% agree that men should take charge as well of household chores, including taking care of children, and elderly, and sick people. The latter might indicate that even if there is the notion that care work is equal, it actually is not, and women are the ones who continue being the main care providers in the household.

Box 23. Social stigma faced by deployed personnel

	Stigma faced by deployed women	Stigma faced by deployed men
A lot of social stigma	50.95%	20.48%
Some social stigma	27.62%	26.19%
Neutral	9.76%	26.19%
Little social stigma	10.00%	19.05%
No social stigma	1.43%	33.10%
I don't know	0.24%	1.19%

<sup>16 &</sup>quot;Care work, shared responsibility?" (INMUJERES, December 2013).

<sup>17 &</sup>quot;Women in care work for girls and boys", Bulletin, Inequality in Figures (INMUJERES, August 2019), http://cedoc.inmujeres.gob.mx/documentos\_download/BA5N08.pdf.

<sup>18 &</sup>quot;Women and care", Bulletin, Inequality in Figures (INMUJERES, March 2022), http://cedoc.inmujeres.gob.mx/documentos\_download/BA8N03.pdf.

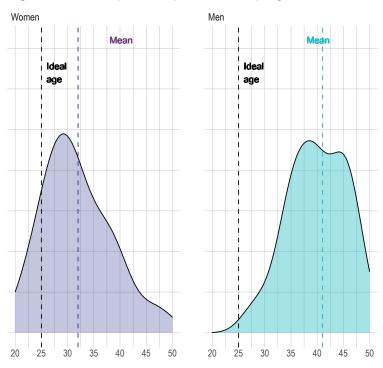
<sup>19 &</sup>quot;National Survey on the Dynamics of Relationships in Households (ENDIREH) 2016", Presentation of Results (INEGI, August 18, 2017), http://internet.contenidos.inegi.org.mx/contenidos/productos/prod\_serv/contenidos/espanol/bvinegi/productos/nueva\_estruc/promo/endireh2016\_presentacion\_ejecutiva.pdf.

#### Men and women do not deploy at the same ages

The average age for first time deployment in Peace Operations is 32 years old, while men's 41. On the other hand, the ideal age stated by women and men for their first deployment is 25.

28% of the surveyed personnel considers children should be at least 3 years old by the time their father is deployed, while the percentage lowers when it comes to the mother's deployment (19%.) Furthermore, the chance of deployment for women lowers when she has children because fathers and mothers consider that children should be at least 8 years old approximately. The minimum age goes up when it comes to the mother, but it lowers when it comes to asking about the father. Generally, the ages remain the same when women and men answer.

#### Age of first UN peace operation deployment



Box 24. First deployment age, differentiated by personnel's sex

**Box 25.** Minimum age of the children by the time of their mother or father's first deployment, disaggregated by sex

What minimum age should children be when their mother or father is sent to a Peace Operation?					
	General Women Men				
Mother	8.9 years	8.7 years	9 years		
Father	7.1 years	7.3 years	6.9 years		

#### Gaps in implementation and experience

When it comes to paid leaves, payment and duration is related to rank and the desired leave. On the other hand, there is a difference in the answers provided by women and men in relation to whether deployed personnel are able to take leave or time off to visit their families. There is also a challenge for women when it comes to children or family care because they take the main role in this task. Furthermore, there is also a difference when it comes to the answers provided by women and men about the experiences of women breastfeeding at work and the social stigma faced by them during deployment in a Peace Operation. Lastly, women and men present differences related to the ideal age for their first deployment in a Peace Operation, and the age at which they were actually deployed.



#### Issue area objectives are:

- » To identify if the adequate information for deployment is provided.
- » To measure whether the facilities, equipment and services provided during deployment are enough and adequate for women.
- » To identify if the infrastructure, equipment, and services provided have connection with women's deployment.

### **Main findings**



Peace operation's infrastructure is of medium-high priority for the Secretary of Navy. In comparison with other issue areas, it affects women disproportionately, and it also is a barrier for them and for men. It is one of the issue areas where institutional policies reflect personnel's experiences. It was ranked by the women surveyed in seventh place when it came to challenges, they face in order to increase their participation in Peace Operations.

#### **Main good practices**

- SEMAR offers, for deployment, training abroad and in CECOPAM, but only 24% were trained at CECOPAM, 16% in México, and 8% online. The offer needs to expand and become more accessible for candidates.
- » Sanitary facilities and exclusive dorms are considered adequate for women.
- » SEMAR provides equipment and quality additional tactical uniforms to the naval deployed personnel, and, in general, the same equipment is provided for women and men.
- $\ref{Model}$  Health services provided during missions are considered adequate, although mental health (24%) and general health (16%) ) services were the least adequate.

#### **Main barriers**

- » During deployment, only 50% of the surveyed personnel stated their dorm doors closed, and that they had adequate sleeping facilities. The threshold is 90%.
- » 66% of the surveyed personnel stated the uniform was adequate for their body. The threshold should be above 90%. There is nothing specifically designed to fit women's bodies, although the tactical uniform is, and there are vests made for breastfeeding women.

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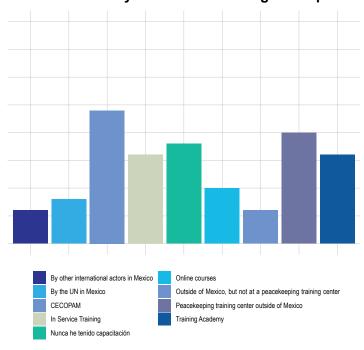
### Main good practices



#### Personnel is trained inside and outside Mexico

CECOPAM is the main source of training when it comes to peacekeeping. Similar proportions of the personnel pointed out that they were trained outside the country. Likewise, academy training, online courses, and abroad (not a training center) are important sources for Mexican personnel (see box 26.)

#### In which locations have you received training about peacekeeping?



Box 26. Places where personnel receive training

# Joint Training Center for Peace Operations Mexico (CECOPAM)

México has the Joint Training Center for Peace Operations Mexico (CECOPAM.) CECOPAM began functions in 2018, following joint forces from the Secretary of Foreign Affairs, the Secretary of National Defense, the Secretary of Navy, and the Secretary of Finance and Public Credit. Its mission is to train military, police, and civic personnel from the different Mexican State Agencies for deployment to UN's Peace operations

Forty men and forty women stemming from SEMAR have been sent to training at CECOPAM ever since its creation. CECOPAM, assigns four positions for every course taught specifically destined to SEMAR's personnel. CECOPAM is accessible for SEMAR's personnel through a transfer policy and expenses are covered by SEDENA¹. The syllabus for 2021 included the following courses:

- » United Nations military observers' course
- » Regional Training Course for the Handling of Weapons and Ammunition in Peace Operations.
- » United Nations Essential Pre-Deployment Course with a Gen der Approach
- >> United Nations Protection of Civilians Course
- Safe and Secure Approaches in Field Environments (SSAFE) Course
- >> Technical French in Peace Operations Course
- » United Nations Staff Officers Course
- » United Nations Police Course
- » Female Military Officers' Course

The duration of the course lasts between two and four weeks and is taught by Army and Air Forces teachers. There are also guest teachers from the Mexican Armada and the French Embassy.

The UN High Stated Officials course was certified in 2020. The certification of the rest of the courses is still pending due to the COVID-19 pandemic, as the UN has not been able to send the evaluation groups.

#### **CECOPAM** has adequate dorms for women and men

CECOPAM dorms are divided for women and men. For women, there are exclusive dorms with bathrooms integrated inside the institution. Men's dorms have a shared bathroom where the showers and toilets are.

#### Bathrooms cover personnel's necessities

All deployed personnel stated they had access to their preferred bathroom during their mission. Personnel's satisfaction shows that only 4% of the surveyed personnel consider the bathrooms inadequate.

**Box 27.** Services and facilities consider as inadequate

Service or installation	Total
None	56%
Bathrooms	4%
Bedrooms	8%
Office space	8%
Dining room	6%
Recreational space	4%
Uniforms	4%
Equipment	4%
I don't know	12%
I do not wish to reply	2%

### México has a diplomatic network in deployment countries

Thanks to the broad diplomatic network of México, personnel have access to embassies in the countries they are deployed in. Among them are Colombia, Haiti, Argel, and Morocco (for the Western Sahara mission), Lebanon, and others<sup>2</sup>.

### **Barriers**

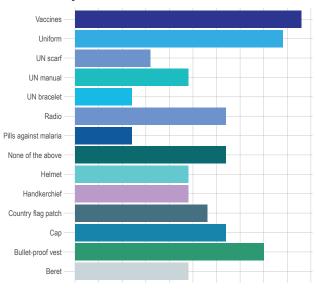


## Personnel's accommodations are not always covered during deployment

Personnel do not always stay at an accommodation provided by the mission. A majority of the surveyed personnel (32%) stated they rented an apartment to stay at during deployment. Only 22% of the personnel stated

<sup>2 &</sup>quot;Embassies of Mexico," accessed June 5, 2022, https://portales.sre.gob.mx/directorio/index.php/embajadas-de-mexico-en-el-exterior.

### Deployment material or equiment provided to women by the institution



Box 28. Equipment or material provided to men and women for deployment

they stayed at mixed accommodations and 14% in facilities divided by sex. Furthermore, 50% of the personnel stated dorms provided by the mission could not be locked with a key.

## Women identify the dorms as being inadequate with most frequency

Only 8% of the personnel stated Peace Operation dorms are inadequate. However, women (13%) have a higher chance of being considered inadequate, in comparison to men (3%).

#### Uniform adjusts to women's bodies less frequently

66% of personnel stated the uniform fitted their body. Nonetheless, women stated with less frequency that the uniforms for deployment suited their body (57%) in contrast to men (100%.) This is related to the fact that the uniforms provided by SEMAR are only differentiated by gowns and ceremonial ones (referring to the use of skirts, caps, and headpieces) and shoes. Nevertheless, there are no uniforms designed to fit women's bodies specifically.

# Men and women do not receive the same equipment for deployment

Men and women answer differently when it comes to the deployment equipment they receive. Furthermore, it seems sex has a negative effect on the equipment the deployed personnel receive. Nevertheless, this is not significant to the other data recently collected. The later statement creates contrasts because, in general, women and men are not given the same equipment. For deployment, utility knife; long sleeve shirt; land trousers; waterproof tactical military jacket; boots, backpack, and sunglasses are provided. Furthermore, in some cases, binoculars, GPS, and cameras are lent.

### Lack of gender perspective in order to promote menstrual management products

Deployed women in Peace Operations are not always provided with menstrual products. Only 29% of deployed women stated they received these types of products. To this day, SEMAR does not have a policy in order to promote menstrual management products to its personnel.

### Women have less opportunities of gaining access to health services

The access to health services during missions vary depending on sex. 48% of women stated they had access to mental health services, while 69% of men stated the same. Access to general health services for women was 71% and for men 100%. 33% of women and 43% of men had access to sex and reproductive health services. On the other hand, men had more access to contraceptives (57%) than women (29%.) Even if these services are not SEMAR's responsibility, the lack of access to them negatively impacts women's experience.

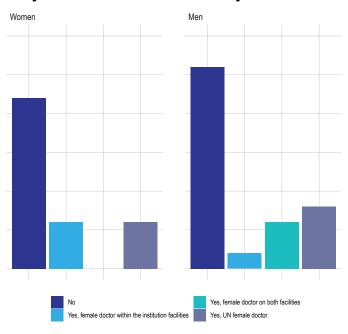
Furthermore, the medical attention is less probable from a woman. 44% of women stated they did not receive attention from a female doctor, in comparison with 52% of men. Men, nevertheless, stated they received attention from a female doctor inside institution facilities of the UN, and both. Women stated they received attention inside the UN's facilities and the institutions.

<b>Box29.</b> Health services personnel ha	ad access during their missions
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Services	Total responses	Women	Men
Mental health	62%	48%	69%
General care of your health	76%	71%	100%
Sexual and reproductive health	34%	33%	43%
Access to contraception	36%	29%	57%

79 (1) (2) (3) (4) (5) (6) (7) (8) (9) (10

#### Did you receive medical attention by a female doctor?



Box 30. Medical attention provided by a female doctor

#### Access to the different health services in SEMAR

Personnel have access to mental health services through the Department of Mental Health. This institution has provided, during the 2020-2021 period, a total of 20,866 psychological appointments "in order to contribute to the emotional stability of the retired and beneficiary navy personnel<sup>3</sup>. When it comes to reproductive and sexual health services, these ones are provided by Navy Health. The latter provides "the necessary services in order to prevent, seek diagnosis and treatment." Encapsulated as preventive medicine and specific protection, the same report considered 646 cervical cancer detections, and 708 breast cancer diagnosis<sup>4</sup>.

Campaigns have also been carried out on these issues<sup>5</sup>. Regarding contraceptive methods and sexual health provided by the missions, no information regarding this was found within SEMAR. However, the secretary adheres to the Official Mexican Standard of Family Planning Services which aims "to standardize the principles, operating criteria, policies and strategies for the provision of

<sup>3 &</sup>quot;Third work report" (Secretary of Navy, September 1, 2021).

<sup>4 &</sup>quot;Third work report" (2021).

<sup>5</sup> Secretary of Navy, "Sexual and Reproductive Health", Brochure, n.d. https://www.gob.mx/cms/uploads/attachment/file/665704/Salud\_Sexual.pdf.

family planning services in Mexico" and seeks to regulate "regulates requirements for the organization, provision of services and development of all activities that constitute family planning services<sup>6</sup>.

#### Gaps in implementation and experiences

There were implementation breaches related to the knowledge of the existence of CECOPAM and about the equipment that both men and women receive. In addition, there was a gap in access to the health service. Regarding experience breaches, men and women experienced training for deployment differently. They also responded differently to the question about the possibility of locking the door to the place where he slept, regarding the adjustment of the uniform to the body, and the hygiene menstruation kits for deployment. Men and women answer differently when it comes to having access to general health care and mental health during their deployment in a Peace operation.





#### The issue area objectives are:

- >> Ways to improve women's meaningful participation.
- » To ensure women have an impact in the way Peace operations are carried out.
- » To guarantee their participation is valued in the mission, and that they are to work in adequate work surroundings.

### **Main findings**



The experiences in Peace operations are of low priority because the findings indicate that so far, the experiences have been overall positive inside the institution. This area does not represent a barrier for women and men. It also does not disproportionately affect women or is experienced differently by women and men. However, it is one of the issue areas inside the institution that does not convey policies to the personnel. This is the last issue area that represents a challenge for women in order to increase their participation in Peace Operations.

#### **Main good practices**

- » Personnel's experience in Peace Operation is overall positive. 78% of deployed personnel stated they felt their participation on the mission helped improve peace and security inside the host country. Likewise, personnel faced few challenges during deployment.
- When it comes to SEMAR's input, the experiences are positive because personnel do not face issues with their payments, housing or food or freedom of mobility.
- » It is considered that participating in a Peace Operation will bring benefits such as: acquiring new abilities (92%,) improve their CV's (64%,) create new friendships (56%,) and gaining an extra income (48%.)
- » SEMAR, with the help of other institutions such as INMUJERES, CNDH, and CONAPRED, provided training regarding human rights, gender equality, sexual harassment prevention, as well as discrimination prevention.
- » It is perceived there is an ambiance of respect in the Peace Operations.

#### Main barriers

- Despite the positive experiences during deployment, this has not encouraged personnel to apply for deployment because a very small percentage (0.7%) pointed it out as a determining factor.
- The deployed personnel (72%) stated that the role they had during the mission matched with their abilities, although this was under the required threshold, 75%. Likewise, only 66% stated they felt qualified or very qualified to fulfill their tasks during the mission. 60% of the deployed stated they did not have issues during the return transition, but the numbers are under the 70% required.
- There is a lack of institutional support during the returning transition from a mission. Only 6% stated the received helped form the UN, and 4% from a supervisor or colleague.

### Main good practices



#### Personnel have positive experiences during deployment

Personnel's experiences in Peace Operation can be classified as positive. 78% mentioned they felt their role during the mission helped improve peace and security within the host country.

#### Issues encountered during deployment are few

Personnel face few issues during deployment. 32% stated they did not face issues during deployment. Problems related to food and insecurity inside the country of deployment were the most common, 14% of the personnel said so in both cases. Longing and nostalgia were the second most mentioned issues, with 12% of the surveyed stating it. Issues related to health, local people, personnel from other countries, discomfort towards UN's personnel, payments, among others, were present, but in lower percentages (see box 31).

#### Benefits related to deployment known to personnel

The benefits that come with deployment in a Peace Operation are very well known among personnel. The majority of the personnel recognized deployment brings new abilities, and more than half stated their CVs improve. The sample also mentioned new friendship as another benefit. Extra income and awards were also mentioned as benefits, but to a lesser degree. Box32. Benefits the personnel believe come with deployment

Problem	Total	Women	Men
None	34%	16%	52%
Traffic accident	6%	ON	12%
Health	6%	4%	8%
Discomfort in my work	2%	4%	ON
With local population	8%	8%	8%
With payments	8%	ON	16%
Nostalgia/ homesickness	12%	12%	12%
With accommodation / with hygiene	6%	12%	ON
With food	14%	20%	8%
With staff from other countries	8%	8%	8%
Insecurity due to the atmosphere of violence	14%	12%	16%
I was the victim of a crime	6%	8%	4%
Relationship with someone from your home country	2%	4%	ON
Relationship problems with someone in the country of deployment	4%	8%	ON

**Box 32.** Benefits the personnel believe come with deployment

Proceeds	Total responses
No benefit	2%
Extra salary	48%
Enhanced curriculum vitae/CV	64%
Rank up	4%
New skills	92%
Decorations	32%
New friendships / social networks	56%
Other	2%

Box 33. Issues personnel face when they come back from deployment

Point out which problems you think occur UPON RETURN from a UN Peace Operation	Total responses
No problems	60%
Problems in personal relationships	10%
Problems with my partner	14%
Problems with my family	4%
Problems with my children	2%
Problems with my friends	2%
Financial problems	6%
Infidelity	4%
Divorce/Separation	12%
Demerit	ON
Time lost from being on a mission	2%
I began to dislike colleagues in my home country	ON
Mental health problems	4%
Physical health problems	4%
Boredom	2%
Social stigma / rejection by people	2%
I missed opportunities to advance my career	2%
Rumors spread about me	2%
Trouble deploying again	4%
Other	2%

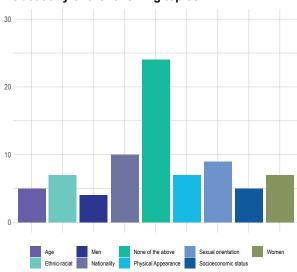
# Personnel does not lose work opportunities if they deploy

Deployed personnel when they return do not face demerits or demotion. Likewise, only 2% of the deployed personnel felt they lost career advancement opportunities because they were deployed.

# The issues faced by personnel when they come back from a mission are very few

SEMAR's women and men face few issues whenever they come back from their deployment. 60% of the surveyed personnel stated they did not face any issues when they came back. The most common problems were related to personal relations, partner problems, divorce, or separation. Nevertheless, work related issues and health issues were faced but to a lesser degree (see box 33.)

### Have you ever experienced a colleague make jokes about any of the following topics?



Box 34. Most commonly heard jokes during deployment

#### Violent behaviors related to gender are uncommon

Only 2% of deployed personnel received unwanted text messages from a colleague, and 10% heard some colleagues refer to a third party in a different way to their title/rank or name. No one stated their pictures were shared or uploaded to the internet by a colleague without their consent.

### The majority of the personnel addresses their colleagues in a respectful manner

SEMAR's personnel heard jokes about their colleagues for different reasons, however, these are uncommon. 48% of the personnel stated they never heard jokes or were the target of said jokes. Most commonly, the jokes are about nationality, sexual orientation, ethnicity, race, physical appearance, being a woman, age, class, being a man (see box 34). Men have higher chances of listening to these types of jokes than women.

### **Barriers**



#### Personnel training is not always adequate

Only 66% of the deployed personnel felt prepared or very prepared in order to complete their mission tasks. Likewise, only 72% stated the role they performed during the mission was in accordance with their abilities.

Who helped you during the transition that brought you back to the country after deployment?	Total responses	Women	Men
Nobody	14%	10%	24%
The United Nations	6%	NA	14%
A formal program from my institution	8%	14%	5%
Government	2%	NA	5%
Supervisor	4%	NA	10%
Friends	18%	5%	38%
Family	22%	5%	48%
Colleagues	4%	5%	5%

Box 35. Received help during the transition process

# Women and men do not receive the same assistance during the transition process

The assistance women and men receive during the transition process stems from several actors. Women stated they received assistance from SEMAR to a larger extent, while men stated they received more assistance from family and friends (see box 35). While SEMAR provides 15 leave days when returning from a mission, and also facilitates the access to institutional mental health services, there is not a specific program that helps personnel during the transition.

# Women consider all personnel are treated respectfully to a lesser degree

56% of the personnel believe everyone is treated respectfully during Peace Operations. However, only 43% of women answered in this manner in comparison to 90% of men. Likewise, women are subjected to more criticism. 48% said they have not been criticized, while 95% of men answered the same.

# Not all personnel participate in social activities or mentorships during deployment

Only 62% of the personnel stated they have frequently participated in social activities inside or outside deployment campsites. In the mentorship programs not, all personnel participate. Only 64% stated they have done so.

# Among personnel, family problems are persistent when they return from deployment

30% of deployed personnel stated they have had issues with their partners, children, and other family members when they returned from deployment. Separation, divorce, and infidelity were present on 16% of the deployed personnel. (see box 33).

## Negative experiences of deployed personnel affect their decision-making when it comes to applying

27% of personnel who heard negative stories about women during their deployment said those stories influence their decisions regarding deployment. Similarly, the same happened with personnel that heard men's negative experiences. 15% of them said this did not affect their decision regarding deployment. In contrast, personnel's positive experiences are not an incentive when it comes to applying.

#### Men have more freedom of mobility during deployment

Mobility during deployment was possible for both women and men, but to different extents. 48% of women stated they could leave the base if they wanted to. In comparison, 66% of men said the same. When it came to vehicle access, 38% of women said they had it, in comparison to 80% of men.

#### Gaps in implementation and experiences

Implementation gaps in these areas could not be concretely identified due to the lack of information provided by the institution and the information pertaining to deployment as well. When it came to experience gaps, there was a significant difference among answers provided by women and men as to whether they felt fulfilled during the mission, issues they faced, and if all personnel are treated respectfully. Furthermore, women and men have different experiences when it comes to participation in mentorship programs, the perception of whether their abilities matched with the roles they played, as well as their impressions on their training for the mission, issues with payments, food, housing and hygiene, and mission's restrictions. When it came to women and men having heard criticism related to not fulfilling their family duties due to deployment are different and the assistance they received when they returned from deployment. Lastly, there were also differences when it came to having heard jokes and negative experiences lived by men who have deployed.



#### Issue area objectives are:

- » To ensure Peace Operation deployments help women and men's careers
- » To ensure Peace Operation deployments impact on the careers and lives of uniformed women is the same as men.

### **Main findings**



This issue area is of low priority because it is not experienced differently by women and men, besides, institutional policies are conveyed to the personnel. It may represent a barrier for women and men with medium probability. However, it would not affect women disproportionately. This issue area is identified by women as the next to last challenge to increase their participation in Peace Operations.

#### **Main good practices**

- Personnel considers that deployment in a Peace Operations improves their CV (61%,) gives them new skills (81%) and does not jeopardize their chances of advancing in their careers (4%).
- The inclusion of UN evaluation reports in the national system of promotions was identified as a good practice. In SEMAR, the performance in Peace Operations is included in the military files of the personnel and by entering trained personnel at CECOPAM in a specific database.
- » There is general acknowledgment for deployed personnel, as well as for women's participation, echoing the Feminist Exterior Policy.

#### **Main barriers**

- Deployment in a Peace Operation is perceived as an "added" benefit in their career, but it is not considered when it comes to ranking up because the Mexican Army Access Law does not reference it.
- 3 42% of the deployed personnel came back to their original work role (under 75% per required by the methodology). This shows a lack of a returning strategy. Although it is possible to come back to the previous role, there's a need to take advantage of the new skills in other areas.
- » Regarding recognition of deployment, there is not an express or visible policy for deployed personnel. Only 34% mentioned they were recognized at SEMAR, but it did not go beyond the institution and publicly.

### Main good practices



## Personnel attributes deployment in Peace Operations a high value to their careers

61% of surveyed personnel consider deployment improves their CV, and 81% considers deployment teaches them new skills. On the other hand, personnel do not consider deploying for a mission causes loss of opportunities when it comes to advancing in their careers (4%).

Box 36. Benefits for deployment

Benefits you believe you get from participating in a Peace Operation	Total responses
No benefit	3.5%
Extra salary	32%
Enhanced Curriculum Vitae/CV	61%
Rank up	22%
New skills	80%
Decorations	48%
New friendships / social networks	53%

# At SEMAR there is a culture of "respect, protection, and promotion of human rights and for the fight for peace and international security"

Despite Mexico not having a national security strategy as such, Peace Operations are part of the National Development Plan in which "respect, protection, and promotion of human rights and for the fight for peace and international security" are identified as the main strategic course of action for the country's exterior policy.

#### **SEMAR's commitment to Peace operations**

SEMAR's commitment to Peace operations is framed inside the National Development Plan 2019-2014<sup>1</sup>. Despite SEMAR's sec-

toral strategy does not explicitly mention Peace operations<sup>2</sup>progress reports have included them since 2015. The institution's 2021 progress report mention: "In a United Nations Peacekeeping operation follow up, Captains and Navy Officials, from September 2020 to august 2021, participated as Military Observers and Mayor Stated Officials<sup>3</sup>."

### Deployment recognition is given throughout several areas

Steaming from the survey's data, 34% of the deployed personnel mentioned they were recognized at SEMAR, and no one mentioned they never received any recognition. Likewise, on a national level, it was found that the Mexican Government recognizes the importance of women's participation in Peace Operations, mainly through its feminist exterior policy. The institution has also broadcasted internally some deployment experiences, always looking out for their personnel's privacy<sup>4</sup>.

## Feminist exterior policy and Women's Agenda, Peace, and Security (MPS) in Mexico

Mexico has embraced a feminist exterior policy<sup>5</sup>. The commitment towards this agenda has been done through two axes. Mexico has a National Action Plan to implement the Women, Peace, and Security (WPS) Agenda in the country<sup>6</sup>. In second place, the commitment has been strengthened through their contributions towards the Security Council during the non-permanent membership of Mexico in said entity during 2021-2022. In 2021, Mexico, alongside Ireland and Kenya, formulated a collective commitment in order to uplift the importance of this agenda

- 2 "Marine Sector PROGRAM 2020-2024.", DOF 03-07-2020 § (2020).
- 3 "Third work report" (Secretary of Navy, September 1, 2021).
- 4 See: Luis Gerardo Alcalá Ferráez, "The Mexican Armed Forces in United Nations Peacekeeping Operations," *Journal of the Centre for Higher Naval Studies*, 2016 and Carlos Alejandro Sans Aguilar, "Communications in Peacekeeping Operations: experiences of the Uruguayan Navy", *Journal of the Centre for Higher Naval Studies*, December 2018.
- 5 Misión Permanente de México ante las Naciones Unidas. "Intervención del canciller Marcelo Ebrard en el debate general del 76° periodo de sesiones de la Asamblea General", discurso. Asamblea General de las Naciones Unidas, 23 de septiembre de 2021.
- 6 "Plan Nacional de Acción para el seguimiento de la Resolución 1325 (2000) del Consejo de Seguridad sobre 'Mujeres, Paz y Seguridad'" (México: Secretaría de Relaciones Exteriores, Secretaría de la Defensa Nacional, Secretaría de Marina, Secretaría de Seguridad y Protección Ciudadana, Instituto Nacional de las Mujeres, enero de 2021), https://www.gob.mx/cms/uploads/attachment/file/604428/PNA\_1325\_Plan\_Nacional\_de\_Acci\_n\_M\_xico\_\_ver\_espa\_ol.pdf.

in their Council rotary presidencies? Mexico, alongside Ireland, co-chaired. The Group of Independent Experts for WPS, and to promote efforts that seek for this agenda to be complete and significantly integrated transversally with the work done by the Security Council, including discussions about countries' specific cases and in Peace Operations mandates.

Box 37. Recognition received by deployed personnel, disaggregated by sex

	Total	Women	Men
Within the institution	34%	16%	52%
Media	2%	4%	NA
Neighbors / Community	4%	NA	8%
Family / Friends	38%	20%	56%
Government	4%	NA	8%

In addition, deployment is recognized internally through the possibility of taking advantage of the new skills and experiences of personnel deployed in units other than the one they belonged to when deployed. Similarly, non-deployed personnel did not attribute their decision to their belief that missions were not career-enhancing or not interested in peace missions.

#### **Barriers**



#### Salary is not a factor for deployment

32% of the sample mentioned receiving an extra income as a benefit. Although the percentage is not higher, from the comments received to this question it would seem that the reasons to deploy go beyond the income or economic benefit.

<sup>7 &</sup>quot;Women, Peace and Security: Open Debate on Protecting Women's Participation", Security Council Report, January 2022 Monthly Forecast, December 28, 2021, https://www.securitycouncilreport.org/monthly-forecast/2022-01/women-peace-and-security-open-debate-on-protecting-womens-participation.php.

# Personnel have no knowledge about the benefits regarding rank for deployment

It was detected that experiences in peacekeeping missions are not considered to obtain a promotion, since 22% mentioned "moving up the ranks" as a benefit. For senior personnel, these deployments are important when moving up in rank because they add to the curriculum. In the case of junior personnel, because the promotion policy follows national legislation, guaranteeing equality of circumstances.

### Deployment is not recognized through symbols or monuments

In Mexico and SEMAR, deployment in Peace Operations is not recognized either through monuments or statues or through a national peacekeeping day.

#### Gaps in implementation and experiences

Regarding the implementation gaps, it was found that the personnel do not recognize how the deployment benefits their careers and how these benefits are integrated into their file in the institution. There are implementation gaps related to the recognition by the government and the impossibility of returning to the same job they had before deployment. In terms of experience gaps, it was found that women and men responded differently regarding the personal or professional benefits they gain from returning from a Peace Operation and the problems they may face when they return.



#### The objectives of the issue area are:

- » Ensure that women participate equally in decision-making.
- » Integrate women's meaningful participation in priority policy areas for the country and for personnel.
- » Establish a national framework to increase women's meaningful participation.

### **Main findings**



This area is of medium-high priority because it is an issue area that is experienced differently by women and men. However, it does not represent a barrier for women and men, nor does it disproportionately affect women, and institutional policies are in tune with personnel experience. This issue area was identified in the sixth place among the barriers that women face to increase their meaningful participation in Peace Operations.

#### Main good practices

- There is trust among senior and junior personnel to ask for or provide guidance on their career, work-related issues, report misconduct, or discuss personal issues.
- Participation in Peace Operations is perceived as a benefit to the institution, as well as positioning the Mexican State at the international level.
- There are good practices in terms of gender sensibility 67% of personnel acknowledged that SEMAR has a policy of gender perspective integration, 69% have served under the supervision of a woman, 80% have had training on gender issues; and all gender training is given to all ranks. In addition, there are manuals such as: Equality, Diversity, and Inclusion (2020), Co-responsibility in the eradication of violence (2020) and Masculinities of the XXI Century, among others
- » Zero Tolerance Pronouncement to Sexual Harassment and Sexual Harassment in the Secretary of Navy-Armed Forces of Mexico was ratified by the five main authorities of the Secretary of Navy on March 23, 2020.

#### **Main barriers**

» Pre-deployment institutional training in English or French is identified as a barrier for 56% of personnel.

- While 50% of senior commanders have adequate knowledge about UNSCR 1325, 85% of junior personnel have not heard of it. This means that the information has not permeated the lower ranks.
- » Only 27% of the sample know the gender focal point within the institution
- Despite having several legislation in place about harassment and sexual harassment, these is not implemented satisfactorily.

### **Good practices**



#### In SEMAR there is openness by senior personnel

61% of women mentioned having a mentor within SEMAR who can provide guidance on their career. In addition, 92% of surveyed personnel are willing to approach management to report misconduct and 68% to discuss personal issues. 51% of the sample say they feel that senior officers are open to listening to junior officers.

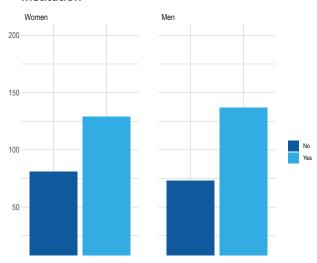
### Personnel recognize the value of Peace Operations to Mexico

The personnel surveyed believe that participating in peacekeeping operations benefits the institution, as well as that it positions the Mexican State at an international level (96.9%).

### Mexico has adopted the commitment to the deployment in Peace Operations and UNSCR 1325 (2000)

The commitment to the Women, Peace and Security agenda is reflected in first place by the fact that 50% of senior positions in the institution have adequate knowledge of UN Security Council resolution 1325 (2000). This is reinforced by the commitment through the publication of the first NAP for the implementation of the resolution in January 2021. The objectives of this Plan recognize an international commitment to increase the number of women in peacekeeping through two objectives: "To disseminate and sensitize military and police personnel on the role of women in conflict prevention and peace processes... [and]...promote the incorporation of the gender perspective in the institutions responsible for the maintenance of peace and security in Mexico, particularly at the local level."

### Do you have at least one mentor within the institution



Box 38. Mentors in the institution disaggregated by sex

#### Good practice: Lieutenant Commander Cecilia Saenz Morales, SEMAR pioneer woman in deploying to Peace Operations

Lieutenant Commander, Naval Health Service and Bachelor of Nursing, Cecilia Azucena Saenz Morales served in the United Nations Verification Mission in Colombia (UNVMC). She was the first woman from the Secretary of Navy to serve in a Peace Operation¹. Lieutenant Commander was trained at the Peace Training Centre in Kingston, Canada. She is currently subscribed to the Naval Medical Center. On her experience in the mission, the Lieutenant Commander has expressed that:

My profession and the training that I have, allowed me a greater approach with the population and provide care and evacuation of wounded, different ailments, pregnant and breastfeeding women<sup>2</sup>.

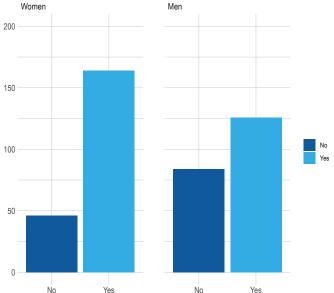
# The institution has an official policy for the integration of gender perspective

69% of personnel have served under a woman's command. In addition, 80% of personnel have had training on gender issues during the service, which

<sup>1 &</sup>quot;Mexicana brings peace to FARC," *El Universal*, January 25, 2018, https://www.eluniversal.com. mx/nacion/sociedad/primera-mexicana-en-mision-de-paz-en-colombia.

<sup>2 &</sup>quot;Nurse Cecilia Sáenz supported peace in Colombia," *Excelsior*, March 7, 2018, https://www.excelsior.com.mx/nacional/2018/03/07/1224759.

# Have you ever served under the supervision of a women?



Box 39. Staff who have served under the supervision of a woman, disaggregated by sex

are primarily conducted by the Directorate-General for Human Resources and the Human Rights Protection and Unit. 67% of personnel recognize that SEMAR has a policy for the integration of gender perspective, which is represented in the Labor Equality and Non-Discrimination Policy. 55% of survey personnel mentioned that SEMAR has a gender division/unit.

## The gender mainstreaming policy in SEMAR: The Labor Equality and Non-Discrimination Policy

The Labor Equality and Non-Discrimination Policy of the Ministry of the Navy was published in 2020³ and has as a general objective the promotion of a culture of equality and non-discrimination, guaranteeing equal opportunities for all the personnel of the institution. In addition, as complementary objectives, to achieve a gender perspective and substantive equality by promoting a "cultural and institutional change respectful of the rights of women and men" considering gender differences. The second complementary objective is equal employment opportunities and inclusion through the generation of institutional conditions for the full exercise of labor rights under conditions of equality. For its implementation and evaluation, the body in charge will be the

<sup>3</sup> Secretarial Agreement 125/2020", Number 125 of 2020 § (2020).

<sup>4 &</sup>quot;Standing Subcommittee on Equality and Non-Discrimination. Action Plan" (2021), https://semar.gob.mx/UPRODEHU/Igualdad/Plan\_de\_Accion\_Logro\_Objetivos.pdf.

Ethics and Prevention of Conflicts of Interest Committee, which may request implementation from the General Directorate of Human Resources.

To complement the internal structure of the implementation of the Policy, the Permanent Subcommittee on Labor Equality and Non-Discrimination was created. This is chaired by the head of the Unit for the Promotion and Protection of Human Rights and within its scope of competence it is established that it was created for "the implementation, administration and execution of good practices to be institutionalized in the Secretary of Navy ... in matters of Labor Equality and Non-Discrimination"<sup>5</sup>.

#### There are male allies within SEMAR

Within the institution there are male allies who promote women's rights within the institution 60% of the surveyed personnel have heard men talk to their colleagues in order to correct problematic behaviors. To a lesser extent, they know men who have defended women who were being discriminated against (40%).

## The fight against SEA is done from different perspectives.

The Zero Tolerance Statement on Harassment and Sexual Harassment in the Secretary of Navy – Armed Forces of Mexico<sup>6</sup> was ratified by the five main authorities of the Ministry of the Navy on March 23, 2020. In addition, the Secretary of Navy has spoken about the importance of integrating the gender perspective in the institution<sup>7</sup>. There is a national framework that defines what constitutes sexual harassment and harassment, as well as the creation of prevention, training, and certification actions in SEA.

### The gender perspective at the highest levels of the Mexican State

Mexico has a broad legal framework on gender issues within its national security strategy. The last two National Development Plans refer to gender equity and a gender perspective. As for the

<sup>5 &</sup>quot;Manual on the integration and functioning of the standing subcommittee on equality and non-discrimination" (2020), https://www.semar.gob.mx/igualdad/2020/Manual\_Subcomit%C3%A9\_Igualdad\_151020.pdf.

<sup>6 &</sup>quot;Pronouncement of Zero Tolerance to Sexual Harassment and Sexual Harassment in the Secretary of Navy - Navy of Mexico" (2020).

<sup>7</sup> José Rafael Ojeda Durán, "Message on the occasion of 'International Women's Day' 2022 - Puerto de Topolobampo", on March 8, 2022, https://puertotopolobampo.com.mx/noticias/mensaje-secretario-marina-dia-mujer/.

plan from 2019 to 2024, it has as one of its guiding principles "Leave no one behind, leave no one out", in which it includes gender equality. With respect to the previous government (six-year term 2013 - 2018)9, it proposed the development of the gender perspective in all areas of the federal administration.

The legislation around Sexual Exploitation and Abuse under which SEMAR is governed is extensive. The institution is supported by a robust framework through the Ministry of Public Function and the Protocol for the Prevention, Attention and Punishment of Sexual Harassment.

# Good practice: Protocol for the Prevention, Attention and Punishment of Harassment and Sexual Harassment of the Ministry of Public Function

The protocol<sup>10</sup> aims to: establish specific measures to prevent sexual harassment in the FPA agencies and entities and promote an institutional culture of gender equality and a work environment free of violence; define mechanisms to guide and, where appropriate, provide specialized accompaniment, before the competent authorities, to the alleged victim of sexual harassment, in order to guarantee non-revictimization and access to justice; indicate the competent channels and bodies within the offices and entities of the FPA, which may know and, where appropriate, investigate or punish sexual harassment and sexual harassment; establish guidelines for the preparation of each FPA unit and entity to have a record of cases of sexual harassment and sexual harassment, in order to allow their analysis, facilitate their follow-up, identify patterns and implement actions that inhibit and eradicate them; and contribute to the eradication of impunity that leads to the occurrence of sexual harassment and sexual harassment in the FPA.

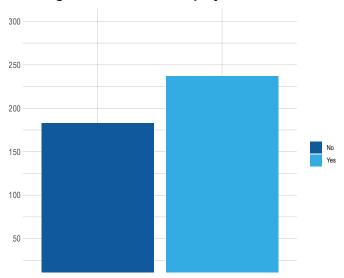
<sup>8 &</sup>quot;National Development Plan 2019-2024.", Official Journal of the Federation § (2019).

<sup>9</sup> Government of the Republic, "PLAN Nacional de Desarrollo 2013 - 2018", Official Journal of the Federation § (2013).

<sup>10</sup> Ministry of Public Function, "PROTOCOL for the prevention, attention and punishment of sexual harassment and sexual harassment" (2020).

 $\begin{array}{c|c} 103 & \end{array} \qquad \begin{array}{c|c} 1 & 2 & 3 & 4 & 5 & 6 & 7 & 8 & 9 & 10 \end{array}$ 

### Does the institution have programs for training in English or French for deployment?



Box 40. Language training, disaggregated by sex

#### **Barriers**



#### Deployed women are not known in the institution

93% of staff surveyed do not know how many women have been deployed in UN Peace Operations

#### Staff are unaware of language training opportunities

Only 56% of staff mentioned that the institution has a pre-deployment training program in English or French.

#### UNSCR 1325 (2000) is not known by personnel

85% of staff have not heard of UN Security Council Resolution 1325 (2000)

# **Gender focal points and advisors are not a well-known figure in SEMAR**

Only 27% of staff mentioned knowing the gender focal point within the institution. In the institution, there are no gender focal points as such, but there are personnel trained by INMUJERES who act as counselors on issues of harassment and sexual harassment. Regarding gender counselors, 47% of personnel mentioned that they know them. These are included

Which of the following gender tools do you know exist in your organization?				
Gender tool	Total	Women	Men	
Advisor or guide	47.38%	44.76%	50.00%	
Focus	27.38%	22.86%	31.90%	
Division/Unit	55.00%	51.43%	58.57%	
Gender mainstreaming policy	66.90%	64.76%	69.05%	
Other	0.71%	0.48%	0.95%	
I don't know	12.86%	13.33%	12.38%	

Box 41. Gender tools known to staff, disaggregated by sex

in the Directorate of Gender Equality and Inclusion, which, although not called gender advisors, fulfill these functions, and have a broader scope than that of a consultancy. The institution has also created manuals on equality, diversity, and inclusion, on co-responsibility in the eradication of violence and masculinities<sup>11</sup>.

### Gender training is not present at all levels of the institution

59% of the sample mentioned not having received training on gender issues during their training at the academy. Less than 90% of staff reported having had training in exploitation, harassment, and sexual abuse (56%), domestic and institutional violence (62%), gender and leadership (52%), as well as various gender issues prior to and during deployment. This differs from the institutional position since SEMAR has a series of courses and training on gender.

# Training by the Unit for the Promotion and Protection of Human Rights

In terms of gender, the 2020-2021 Progress Report, the Secretary of Navy reports given "conferences related to the General Law of Access of Women to a Life Free of Violence (LGAMVLV) to 48,713 naval elements, and the Federal Law to Prevent and Eliminate Discrimination to 41,938 members of the institution<sup>12</sup>." In addition, online trainings on the topics "Gender Equality, we are all equal" and "Prevention of Harassment and Sexual Harassment" have been carried out to 3,207 women and only 905 men.

<sup>11</sup> Copies of these manuals were delivered in hard copy to the RESDAL team.

<sup>12 &</sup>quot;Third work report" (Secretary of Navy, September 1, 2021).

Despite these tools and moments in order to train personnel, it seems that these trainings are an effort that has not yet been consolidated institutionally. On several occasions during the preparation of this study, staff expressed a greater need for training in human rights and gender. There are two important antecedents of the lack of training in this area.

The amicus curiae<sup>13</sup> presented before the Inter-American Court of Human Rights by various civil society organizations, exalted the obligation of the Mexican State to comply, in this case, with the Secretary of Navy, with mandatory and permanent training in human rights, which put at the center of these the needs, realities and rights of women. Secondly, Recommendation 60/2022 of the CNDH14 in its fifth and sixth recommendations, urges the institution to increase its training efforts in this area. In the case of the former, it is recommended to "Impart... a training course on human rights and violence against women for the staff of the Unit for the Promotion and Protection of Human Rights... including responsible public servants assigned to the area." For the second, it is recommended to "Impart... a course for all the teaching staff of the Centre for Naval Higher Studies... on violence against women; the duties of the State to prevent, investigate and eradicate it and, on access to justice with a gender perspective".

Box 42. Gender training

Institution in charge	Course
SEMAR	Prevention of Sexual Harassment and Harassment
	Zero Tolerance for Sexual Harassment and Harassment in the APF
Budgeted by the Ministry of Finance and supervised by INMUJERES	Violence-Free Work Environment from a Gender Perspective
	Micro Machismos How to break with everyday machismo in the workplace?
	System of Care
	Interculturality and Gender Perspective
	Gender Perspective in Psychological Practice

<sup>13 &</sup>quot;Amicus curiae filed before the Inter-American Court of Human Rights related to the compliance by the Mexican State with the judgments issued in the cases Fernández Ortega et al. v. Mexico and Rosendo Cantú and another vs. Mexico". Data Cívica, A.C., EQUIS Justicia para las Mujeres, A.C. and Intersecta Organización para la Igualdad, A.C. October 15, 2020, https://www.corteidh.or.cr/docs/supervisiones/escritos/rosendo\_canty\_y\_otra\_vs\_meyico/Amicus\_15\_10\_2020.pdf.

<sup>14 &</sup>quot;On the non-acceptance of the conciliation proposal regarding violations of the human rights to a life free of violence, privacy and protection of personal data to the detriment of qv, attributable to public servants of the ministry of the navy, in Mexico City". National Human Rights Commission, 25 March 2022, https://www.cndh.org.mx/sites/default/files/documentos/2022-03/REC\_2022\_060.pdf.

# There have been cases of harassment, sexual harassment and sexual abuse in the institution, and the channels for reporting them are blurred

It was found that within the institution there have been cases of sexual harassment and sexual abuse. Recommendation 60/2022 of the CNDH establishes that, within the institution, the victim was not provided with timely attention and precautionary measures to protect her in her work area. In addition, in 2021 a case was reported in the media in which a young woman from the Naval Aviation Mechanical School suffered sexual assault by one of her professors and was revictimized  $^{15}$ .

Despite having a procedure for reporting cases of harassment and sexual harassment (updated in 2021), which specifies the steps, areas in charge and actions to be taken, this is not adequately implemented. This is reflected in the recommendation of the CNDH mentioned above, in addition to the fact that in many cases a gender perspective is not applied for complaints and follow-up of attention to the victim.

# General procedure for filing a complaint or complaint for possible acts of harassment and sexual harassment<sup>16</sup>

According to the institution, the filing of a complaint is carried out in five general phases. In the first place, the complainant may report through various modalities and may be ratified in the form of complaint or formal report. This will be presented to the inspection of its command so that the complaint can be analyzed, the necessary interviews are carried out and the respective report is presented to the Directorate of Gender Equality and Inclusion of UPRODEHU. This in turn will receive the complaint form and convene the Committee-SEMAR. The committee analyzes the complaint and sends the information to INCOGMAR after collecting the background, reports, analyses, conclusions, and recommendations.

INCOGMAR analyzes the information regarding the alleged responsibility on the part of a public servant, and if it is considered that the conduct is a reason for a crime, the Legal Unit is urged to file the corresponding complaint. If it is not considered a crime, it is resolved according to law through two ways: if it is considered an administrative offense, the corresponding sanction is imposed; in case of serious misconduct, it is recommend-

<sup>15 &</sup>quot;Rape inside Semar: Mary faced the Navy alone... and won", Proceso, accessed June 19, 2022, https://www.proceso.com.mx/reportajes/2021/10/19/violacion-dentro-de-la-semar-mary-enfrento-sola-la-marina-gano-274146.html.

<sup>16 &</sup>quot;ON THE NON-ACCEPTANCE OF THE CONCILIATION PROPOSAL REGARDING VIOLATIONS OF THE HUMAN RIGHTS TO A LIFE FREE OF VIOLENCE, PRIVACY AND PROTECTION OF PERSONAL DATA TO THE DETRIMENT OF QV, ATTRIBUTABLE TO PUBLIC SERVANTS OF THE MINISTRY OF THE NAVY, IN MEXICO CITY." (National Human Rights Commission, 25 March 2022), https://www.cndh.org.mx/sites/default/files/documentos/2022-03/REC\_2022\_060.pdf.

ed to appear before the corresponding Disciplinary Body. Subsequently, INCOGMAR informs the aggrieved military officer and the Committee of the agreement established. Finally, the SEMAR Committee draws up an Action Plan regarding possible acts of harassment and sexual harassment.

### Gaps in implementation and experience

An implementation breach was found in terms of the existence of gender trainers within the institution or advisors or guides on gender issues, training on gender issues and in pre-deployment training. Regarding the experience breach, women and men answered differently as to whether they would be willing to address management to discuss work and personal issues, and they have served under a female supervisor and on the gender training they receive before and during deployment.



#### The objectives of the issue area are:

- » To ensure that women participate equally in decision-making, planning, implementation, and evaluation of all activities related to Peace Operations.
- » To eliminate preconceived attitudes about women's roles and skills in relation to their work, as well as peace operations deployments.
- >> Transversal theme that intersects and influences the other eight issue area.

## **Main findings**



Gender roles are of high priority because it is a barrier for both women and men and disproportionately affects women. The scores on the implementation and experience gap are also average with respect to the other issue areas. This issue area was identified as the main challenge for women to increase their participation in Peace Operations. 48% of the surveyed women stated that cultural ideas make people doubt women's abilities for deployment. The Gender Roles Scale shows that there is a strong burden associated with gender roles identified for women and men.

## **Main good practices**

- The personnel deployed relate to the local population (58%) and 93% consider that women are capable of conducting tactical operations.
- » There are no prohibitions on women performing traditional or stereotypically male- tasks.
- Personnel are aware of who to turn to in case of harassment, and sexual and workplace violence.

#### **Main barriers**

» Gender roles are confirmed in terms of the type of activity to be performed by men and women, for example: women do not perform combat and/or operational functions during deployment; while men perform many more leadership roles than women; women are encouraged to interact with children in conflict zones; men must respond to riots; women should write situation reports; among others.

- The division of additional work during the mission such as cooking, washing, cleaning, care, and community activities are not carried out equally between men and women, with gender roles persisting.
- » Promote and increase the scope of gender workshops.
- » Continuous training on gender, resolution 1325 (2000) and WPS agenda.

## **Good practices**



#### Deployed personnel are involved within their deployment

58% of deployed personnel interact with the local population during deployment. A higher percentage of men reported interacting every day with the local population during their deployment. 36% of women stated that they never interacted with the local population.

Box 43. Interaction with the local population, disaggregated by sex

How often did you interact with the local population during your deployment?						
Total Women Men						
Never	22%	36%	8%			
Every day	44%	28%	60%			
Once a week	10%	4%	16%			
Every two or three weeks	4%	8%	ON			
Once a month	4%	4%	4%			
Once during deployment time	4%	4%	4%			

## Women are seen as capable of performing tactical operations

93% of the staff in the sample consider that women are capable of performing tactical operations.

## A feeling of insecurity is no reason for the lack of women who want to deploy

Less than 20% said it was due to security issues in the mission.

Box 44. Ability to perform tactical operations, disaggregated by sex

	Women are able to participate in special tactical operations.			Men are able to participate in special tactical operations.		
	Total	Total Women Men		Total	Women	Men
Strongly disagree	1.43%	0.95%	1.90%	0.48%	0.48%	0.48%
Disagree	2.14%	1.43%	2.86%	1.19%	0.95%	1.43%
Neutral	2.86%	2.86%	2.86%	2.14%	2.86%	1.43%
I agree	68.81%	68.10%	69.52%	75.24%	72.86%	77.62%
Totally agree	24.29%	25.71%	22.86%	20.95%	22.86%	19.05%
I do not know	0.48%	0.95%	ON	ON	ON	ON

#### Men and women act equally in deployment

Women and men who deployed served in equal measure as gender focal points. In addition, women do not face prohibitions from performing tasks traditionally or stereotypically designed for men.

## **Barriers**

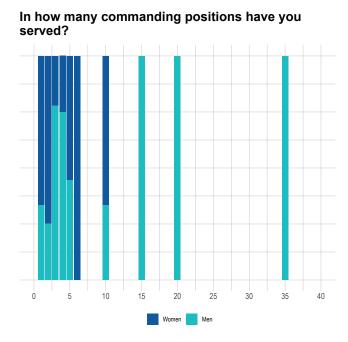


## Women do not participate in operational or combat areas

Although women are considered capable of performing tactical operations, at the time of deployment the story of the data is different. In deployment functions, it was found that women and men do not serve equally in combat and/or operational functions during deployment, with women being the least so. In 2019 1,395 men served in combat roles compared to 145 women.

#### Women are not leaders in the institution.

In 2019, 1,081 men served as leaders within SEMAR while only 12 women did  $\,$ 



Box 45. Leadership positions of deployed personnel

#### Women and men are not deployed in the same missions

Similarly, it was found that women and men are not deployed in the same missions. 20 % of the men have deployed to MINUSTAH and 16 per cent to MINURSO. 4% of women have deployed to UNMOGIP, MINUSMA and MONUSCO. Finally, 36% of women have deployed to UNVMC in contrast with 32% of men.

Mission	Total	Women	Men
UNMOGIP	2%	4%	ON
UNVMC	34%	36%	32%
MINUSTAH	10%	ON	20%
MINUSMA	4%	4%	4%
MONUC/MONUSCO	2%	4%	ON
MINURSO	8%	ON	16%
Other	20%	24%	16%

#### Missions are restrictive towards women

48% of men answered that they could leave the base or compound whenever they wanted, in contrast with 32% of women. 44% answered that they could not leave the base or compound, in contrast with more than 50% of women. Regarding needing an escort to leave, 40% of men considered that

Box 47. Restrictions during the mission, disaggregated by sex

	Could he leave the base/ compound whenever he wanted to?		nd whenever he leave the base/compound?			Did you have access to an UN-provided vehicle whenever you needed it?			
	Total	Women	Men	Total	Women	Men	Total	Women	Men
Yes	38%	32%	48%	24%	8%	40%	48%	28%	68%
No	50%	52%	44%	64%	76%	52%	40%	56%	24%

they did need an escort to leave and 52% that they did not. 8% of women answered that they needed escort versus 76% who did not. Finally, 68% of men had access to a vehicle whenever they needed in contrast with 28% of women. 56% of women responded that they did not have access to a vehicle in contrast with only 24% of men.

When analyzed by mission, considering UNVMC as a mission that more or less equally deployed men and women, the percentages become more or less homogeneous. This homogeneity could refer to a difference in sex rather than the internal dynamics of the mission. Regarding the possibility of leaving the base, 56% of women responded that they could not do so in contrast with 44% of women who could leave the base. In the case of men, the percentage is 50% for both answers. 89% of women deployed to UNVMC stated that they did not need an escort to leave the base and only 11% did need one. In the case of men, the answers were 50% needed versus 50% did not need. Finally, faced with the possibility of having a UN vehicle, 56% of women said they did not have one in contrast with 44% who did have access. Regarding men, 75% reported having access to the vehicle and 25% did not.

## **Gender roles permeate the division of labor during missions**

First, 70% of the sample mentioned that they consider women to be the ones who need to interact with children in the conflict zone, while only 13% stated men were the ones who should do so, and 18% said that both are the right ones to do so. When we look at the differentiated responses, we find that women consider to a greater extent that it is women who should interact with women and children. In the case of men, the percentage is reduced (compared to women's responses) when it comes to women being indicated to be the ones interacting with women and children.

In the case of those who must interact with refugees in the camps, the percentage of the personnel surveyed pointed towards men as being the right ones to carry out this activity (46%) is more equitable close to the percentage that indicated women as the right ones (32%). Women's responses indicate that, to a greater extent, they believe that it is men who should interact with refugees, which is the same as men's responses. 21% of the total personnel, women, and men, consider it a task for both women and men.

Training local security forces is a task that is considered mainly for men with 58% of the total sample. 29% consider both and only 13% believe it is a task for women. When looking at disaggregated responses, 54% of women consider it a task for men in comparison with 62% of the men surveyed. In the case that it is a task for female members, when compared to the percentage of men's responses, 18% consider it a task for them compared to 9% of men who do so.

**Responding to a riot** is considered a task for men (60%), while only 11% said women are the ones to do it. The percentages of women's responses indicate that women are considered more apt to answer than men consider women by almost 6 percentage points (14% of the sample of women versus 8% of men).

In the face of bomb/terrorist attack threats, personnel believe that men should respond (57%) and only 30% believe that both men and women should respond to the attack. In the case of women's responses, the percentage considered to be men increases more than the total responses and for men, decreases (59% and 56% respectively). However, women again consider that they are able to respond to this situation compared to the percentages of total responses and men (13% versus 12% and 11% respectively).

Finally, the task of **writing information reports on the situation** is the second task considered for women. 52% of the sample believe that it is women who should do it, which contrasts with the percentage of respondents who believe that it is men who should perform this activity (14%). Men consider to a greater extent that they are the ones who can do it in comparison with women's responses (16% vs. 12%). However, this is replicated for women's responses about them as tasked with carrying out such a task (55% of women versus 49% of men).

#### Women perform stereotyped tasks

The division of additional tasks during the mission, such as cooking, cleaning, childcare, and community activities, are not divided equally between men and women. 48% of deployed men said they had not participated in any activity compared to 28% of women. Women perform more in tasks such as community support, provision of health services and care of children.

**Box 48.** Division of tasks, sex-disaggregated responses

Situation	Member	Total	Women	Men
	Both	17.62%	15.71%	19.52%
Engaging with women and children in a conflict zone	Male member	12.62%	11.43%	13.81%
	Female member	69.52%	72.86%	66.19%
	Other	0.24%	ON	0.48%
	Both	21.19%	21.43%	20.95%
Engaging with	Male member	46.19%	43.33%	49.05%
refugees in a camp	Female member	32.38%	35.24%	29.52%
	Other	0.24%	ON	0.48%
	Both	28.57%	28.10%	29.05%
Train local Military/ Security Forces	Male member	58.33%	54.29%	62.38%
	Female member	13.10%	17.62%	8.57%
	Both	28.57%	27.14%	30.00%
Responding to a mutiny / revolt	Male member	60.00%	58.57%	61.43%
against the government	Female member	11.19%	14.29%	8.10%
	Other	0.24%	ON	0.48%
Responding to an	Both	30.24%	27.62%	32.86%
alleged terrorist attack after receiving a bomb	Male member	57.38%	59.05%	55.71%
threat	Female member	12.38%	13.33%	11.43%
	Both	33.57%	31.90%	35.24%
Write informative	Male member	14.29%	12.38%	16.19%
reports on the situation	Female member	51.90%	55.24%	48.57%
	Other	0.24%	0.48%	ON

**Box 49.** Tasks or activities on mission, disaggregated by sex

While serving in the mission or missions, in addition to the tasks that usually corresponded to you, did you participate in any of the following activities? Women Activity **Total** Men None 38% 28% 48% 20% Cook 12% 4% 24% Clean 18% 12% Driving vehicles 18% 12% 24% Translation 10% 16% Community Support 20% 24% 16% Provision of health services 16% 8% 24% Teaching 12% 8% 16% Childcare 2% 4% ON Orientation to people 16% 8% 24%

#### There are cases of discrimination in Mexico and SEMAR

According to CONAPRED's Annual Report, in 2020, three cases of discrimination based on sex were reported, of which one was against a federal public servant, 34 cases based on gender, 10 of which were against federal public servants. These figures are in the context of the COVID-19 pandemic and there is a number of cases that are not reported to CONAPRED¹. In addition, there is a public case in which a member of the Secretary of Navy suffered harassment and sexual violence by one of her teachers².

<sup>1</sup> CONAPRED, "Annual Report of Activities and Budgetary Year 2020" (Ministry of the Interior and CONAPRES, 2020).

<sup>2</sup> CONAPRED, "Annual Report of Activities and Budgetary Year 2020" (Ministry of the Interior and CONAPRES, 2020).

### Gaps in implementation and experience

Implementations gaps were found in reference to the constraints faced by personnel during deployment. Regarding the experience gap, women and men answered differently the question about the frequency in which they participated in operational activities during deployment, as well as the number of leadership positions they have held throughout their career. There are significant differences in the restrictions women said they faced during deployment. Finally, women and men answered differently whether they were involved in additional activities at deployment and about the missions to which they were deployed.



### The objectives of the issue area are:

- To ensure that women have a measurable impact on the way peace operations are conducted and that the effects of deployment on the lives of women in uniform are as positive as those of men.
- » It focuses on changing individual attitudes and institutional culture to the point that women are treated as equal members of the team.

It is transversal in the sense that if individuals in a close-knit group have negative or stereotypical beliefs about those outside the group, then they are privileging people inside and creating a hostile work environment for those outside the group.

## **Main findings**



The issue area related to social exclusion is of medium-low priority for the Secretary of Navy. This is because, although it has a high implementation gap score, relative to the other issue areas, the barrier scores, institutional barrier scores for women and experience scores are low and medium respectively. In addition, the scales of severity of taboo behavior and its notification, as well as male beliefs refer to an institution charged with masculine attitudes. This issue area is not part of the three main challenges identified by women for their participation in peace operations.

## **Main good practices**

- » Training for naval personnel on issues of prevention of discrimination and human rights violations
- "> Training of personnel in "New masculinities in the XXI century", of which SEMAR has a manual available to all personnel
- » All calls for courses and postgraduate courses are gender inclusive
- » SEMAR's dissemination material on gender equality is inclusive
- » An atmosphere of respect is detected in the missions and the institution (they are considered as a family)

#### **Main barriers**

» Increase the scope of the aforementioned good practices and raise awareness and sensitize about domestic violence practices, since it is not considered a violation of disciplinary conduct. This is the same case for men have of being accused of sexual harassment by

- a colleague and men avoiding socializing with the opposite sex for fear of being accused of harassment / sexual harassment.
- Sender-based harassment and violence are still prevalent: 44% of personnel heard jokes about the physical appearance of a third party; 30% about women and 35% about someone else's sexual orientation.
- Initiation activities such as punishment/discipline are still practiced, and some still brag to other colleagues about having sex or attending brothels.

## **Good practices**



#### Personnel are aware of internal grievance mechanisms

96% of the personnel in the survey recognize that there is an official harassment policy, which is part of the Protocol for the Prevention, Attention and Punishment of Sexual Harassment of the Ministry of Public Function. Regarding the existence of an internal complaints system, 94% of personnel responded to knowing about it. This means that the internal guidelines are complemented by national mechanisms and, in the same sense, by constitutionally autonomous bodies such as the CNDH.

### Deployed personnel have not experienced exclusion pranks during the mission

Only 2% of deployed personnel mentioned having heard or received unwanted texts from colleagues, 4% said they had heard or received criticism for not covering family obligations, 10% heard or were called differently from their name or rank and no one reported that photos of him/her had been uploaded to the internet without their consent.

#### Strong positive engagement in the institution

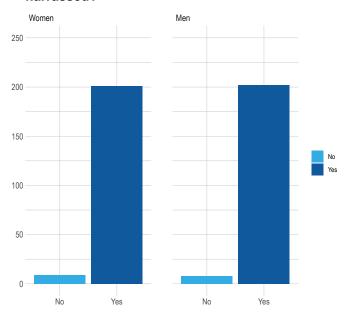
92% mentioned that mixed sports activities and events are organized and there are positive bonding experiences that include activities such as extracurricular physical activities, sporting events, training exercises, among others.

#### Strong inclusion in the institution

90% of personnel consider SEMAR to be like a family and 59% of personnel agree/fully agree with issuing a women-exclusive call to increase their participation in Peace Operations.

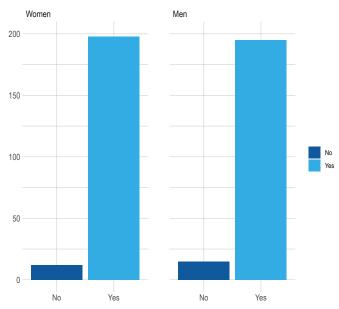
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## Do you know who to speak in case of being harrassed?



**Box 50.** Knowledge of who to speak to in case of harassment, disaggregated by sex

## Do you know about the internal complaints system within your organization?



**Box 51.** Knowledge of the internal complaints system, disaggregated by sex

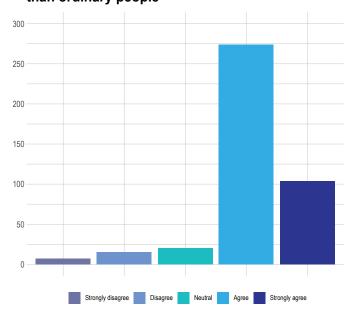
Box 52. Negative experiences in deployment

Experience	Total	Women	Men
No	62%	48%	76%
Unwanted messages	2%	ON	4%
Referring to someone by nicknames	10%	12%	8%
Criticism for not fulfilling family obligations	4%	4%	4%

**Box 53.** Positive experiences of bonding in the institution

Activity	Total	Women	Men
I didn't know about these kinds of integration activities.	5.71%	5.71%	5.71%
Sports	78.81%	80.48%	77.14%
Formal mixed non-sports recreational activities (religious groups, choir, band)	27.14%	25.24%	29.05%
Extracurricular physical activities	39.05%	37.14%	40.95%
Training/Training Exercises	79.52%	80.95%	78.10%
Vocational Programs	22.62%	21.90%	23.33%
I do not know	4.76%	3.81%	5.71%
I do not wish to reply	2.62%	2.86%	2.38%

We, in the institution, are more of a family than ordinary people



**Box 54.** Cohesion within the institution

## Frequent and normalized interaction between men and women within the institution

The surveyed personnel believe that the best way to train personnel is through mixed training (97%). In addition, it was recorded that personnel work with the opposite sex on a regular basis and socialize with each other frequently. 88% said they interact with their colleagues outside of work. Regarding interaction with the opposite sex, 94% of staff reported working, while 68% said they socialize.

Box 55. Interaction between men and women in the institution

	How often do members of the military/security socialize with colleagues of the opposite sex?			How often do you work with colleagues of the opposite sex?		
	Total	Total Women Men			Women	Men
Less than once a month	6.43%	8.10%	4.76%	2.38%	1.90%	2.86%
Once a month	13.81%	15.24%	12.38%	1.19%	0.48%	1.90%
Every two weeks	2.38%	3.33%	1.43%	0.24%	ON	0.48%
Once a week	6.67%	7.62%	5.71%	1.43%	0.95%	1.90%
A few days a week	11.67%	10.95%	12.38%	3.33%	1.90%	4.76%
Every day	56.19%	51.90%	60.48%	90.71%	94.76%	86.67%
I do not wish to reply	2.86%	2.86%	2.86%	0.71%	ON	1.43%

# Personnel share dormitories, and bathrooms are separated by sex

Personnel use the same barracks. However dormitories and bathrooms are separated by sex, with some exceptions where they are unisex.

## **Barriers**



## Domestic violence is not a violation of disciplinary conduct

80% personnel noted that domestic violence is considered a violation of disciplinary conduct. This is regulated through national regulations<sup>1</sup>. At an institutional level, domestic violence is not covered by the disciplinary law and only has a consequence in the military file if it is transferred to disciplinary matters or if it is brought to civil courts.

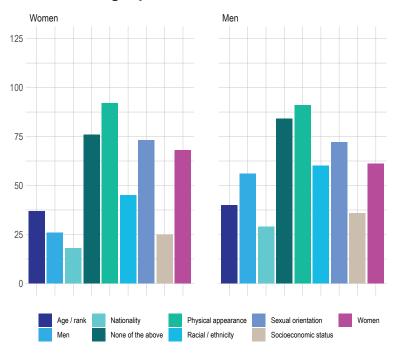
## Women and sexual orientation continue to be the subject of jokes in the institution

44% of personnel have heard colleagues make jokes about someone else's physical appearance, 30% about women, and 35% about someone else's sexual orientation. In general, the percentages remain more or less the same when the answers are differentiated by sex. Women responded the most to having heard jokes about physical appearance (44%), followed by sexual orientation (35%) and women (32%). For men, 43% have heard jokes about women, 34% about sexual orientation and 29% about women and racial or ethnic jokes.

#### Men's attitude towards harassment is defensive

12.38% of men mentioned feeling worried/very worried about being accused of sexual harassment by a colleague and 11% of men said they avoid socializing with the opposite sex for fear of being accused of sexual harassment.

## Have you ever experienced jokes about any of the following topics?



Box 56. Jokes heard in the institution, disaggregated by sex

Box 57. Attitudes towards harassment, disaggregated by sex

		Total	Women	Men
How worried do you feel about being accused of sexual harassment by a colleague?	Very worried	10.48%	8.57%	12.38%
	Worried	10.24%	9.05%	11.43%
	I'm not worried	77.86%	80.95%	74.76%
	I do not know	1.19%	0.95%	1.435
	I do not wish to reply	0.24%	0.48%	ON
	No	91.67%	95.24%	88.10%
Do you avoid socializing with the opposite sex because you are concerned	Yes	7.62%	3.81%	11.43%
about being subjected to complaints of sexual harassment or harassment?	I do not know	0.48%	0.48%	0.48%
	I do not wish to reply	0.24%	0.48%	ON

### Negative linkage activities persist in the institution

Negative experiences in the institution are mainly punishment or discipline with 42%, followed by jokes or teasing with 16% and initiation or hazing rituals with 13%. 50% of personnel consider that these activities are necessary for the creation of camaraderie or cohesion, to put new recruits in their place and because they eliminate weak points.

**Box 58.** Negative bonding experiences in the institution

		Total	Women	Men
	I didn't know about these kinds of			
	integration activities.	22.6%	21.9%	23.3%
	Punishment/Discipline	42.1%	40.5%	43.8%
	Sexual activity	1.7%	ON	3.3%
	Jokes/Teasing	16.4%	15.7%	17.1%
New recruits usually face induction	Making fun of women/Making fun of new recruits who act or dress like women	6.4%	2.9%	10.0%
activities by other members	Making fun of homosexuality	10.0%	9.0%	11.0%
	Informal initiation/hazing rituals	12.9%	12.9%	12.9%
	Other	1.2%	1.0%	1.4%
	I do not know	17.6%	17.6%	17.6%
	I do not wish to reply	7.6%	7.1%	8.1%
	None of the above	11.4%	12.4%	10.5%
	Necessary because they create fellowship/cohesion	31.7%	23.3%	40.0%
	Necessary because it puts new recruits in their place	7.4%	7.6%	7.1%
	Necessary because they eliminate weak points	11.4%	11.0%	11.9%
	They're not serious because they're just fun games.	2.9%	2.9%	2.9%
In its opinion, the activities mentioned	They are not necessary and can sometimes be dangerous	16.0%	17.6%	14.3%
above are:	They are not necessary because they can do less to women	7.1%	6.2%	8.1%
	They are not necessary because they can hurt people	16.7%	18.6%	14.8%
	Other:	1.0%	1.4%	0.5%
	I do not wish to reply	9.5%	10.0%	9.0%
	Not applicable	18.6%	19.0%	18.1%

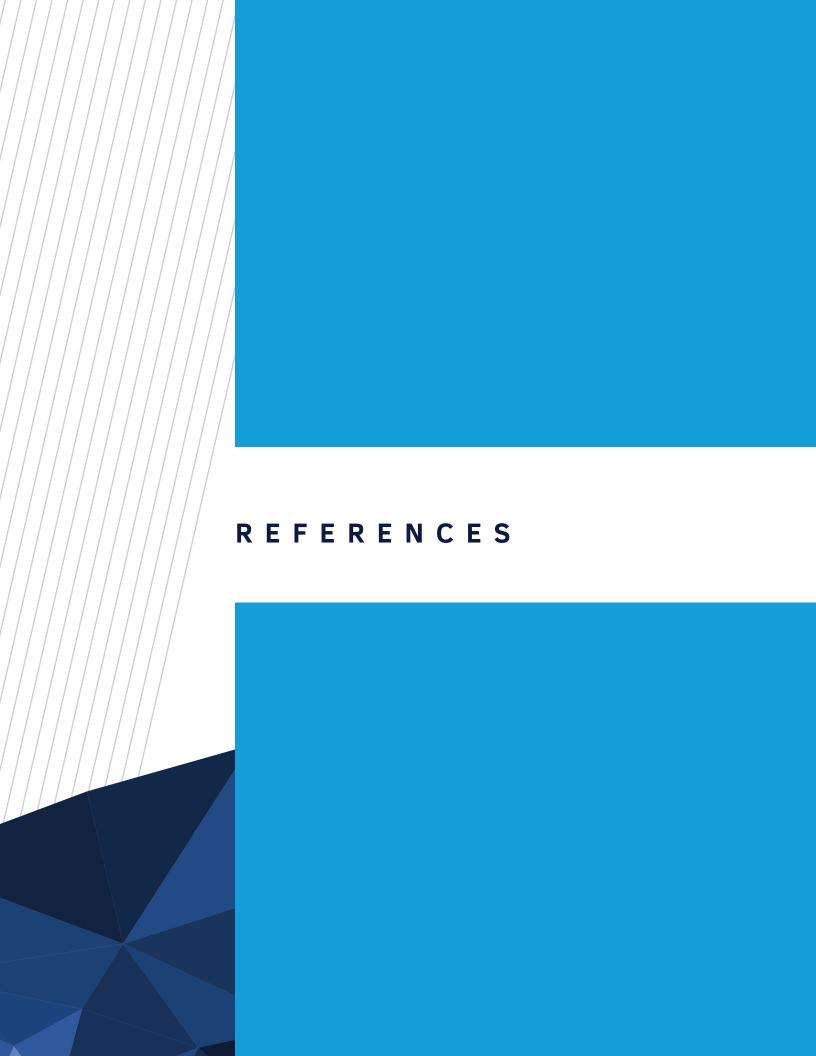
1 2 3 4 5 6 7 8 9

### Strong male presence in the institution

25% of the surveyed personnel said that members of the institution brag to others about having sex, while 53% said they did not. 21% said they didn't know. Regarding whether the members of the institution visit brothels, 26% said they did it in contrast with 26% who did not. 46% said they "don't know".

### Gaps in implementation and experience

Implementation breaches could not be addressed or identified in this issue area. Regarding experience breaches, men and women responded differently, as to whether personnel know if there is an official whistleblowing policy, what kind of situations related to gender-based harassment/violence they have experienced, and whether they are concerned about being accused of sexual harassment. Men and women answered differently whether men and women interact with each other and whether personnel attend brothels outside of work.



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