



Mexico

POLICY SCORECARD



To what extent are Mexico's national policies that focus on engaging men and boys gender-transformative?



MenEngage Alliance

working with men and boys for gender equality

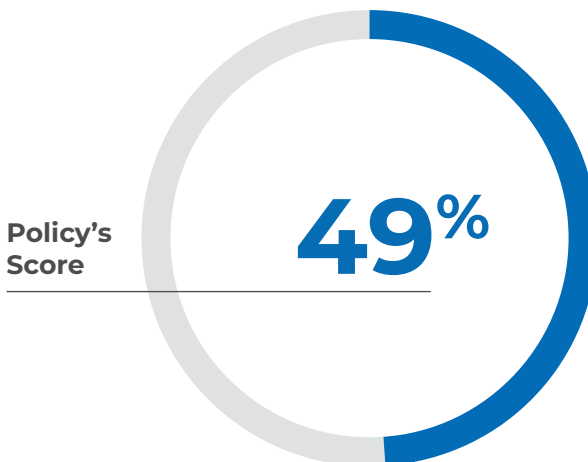
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A review of Mexico's **National Policy:**

Policy in focus: National Strategy for the Prevention of Teen Pregnancy/ Estrategia Nacional para la Prevención del Embarazo en Adolescentes

At a glance

The **National Strategy** offers a broad discussion of gender roles and stereotypes and a recognition that an approach that transforms harmful norms is required across legislative and educational spheres. There is no specific budget allocated to the National Strategy, thus its implementation has been weak and unclear. As a result, many of the planned activities, including the participation of men and boys, have been weak and in some instances even have been overlooked. These issues are reflected in the policy's overall score of 49%.



This is part of a series of policy reviews developed in partnership between MenEngage Global Alliance and FemJust.

Find out more about the methodology used to review this policy – and how you can use it to hold law-makers and policy implementing institutions accountable from national to global levels – at menengage.org/advocacy.

The policy was reviewed independently against a methodological framework that assesses the policy against a range of criteria. Qualitative and quantitative data were collected from interviews, document reviews, and survey responses.

Interviews and respondents included feminist, LGBTIQ and youth activists, and people from government and UN officials, and academia. Find out more about the methodology and detailed results for Mexico and other countries assessed at menengage.org/advocacy.

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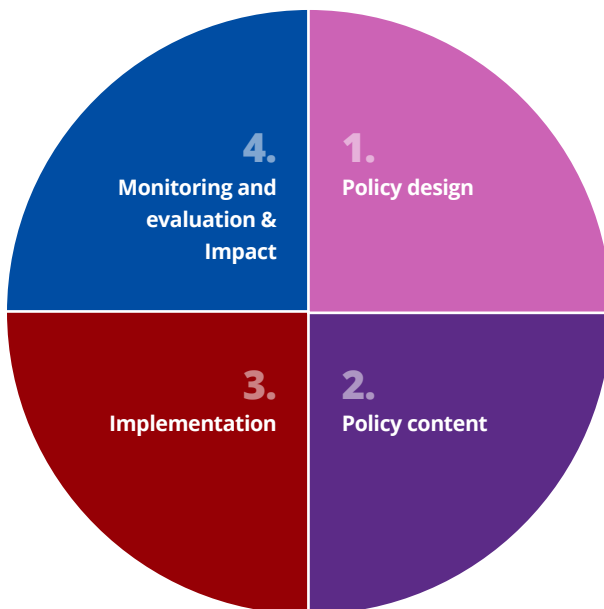
THIS IS A REVIEW OF THE POLICY:	National Strategy for the Prevention of Teen Pregnancy/ <i>Estrategia Nacional para la Prevención del Embarazo en Adolescentes (ENAPEA)</i>
DATES OF THE POLICY:	2015-2030
SCOPE:	National policy of Mexico
POLICY DEVELOPED BY:	Investigación en Salud y Demografía (INSAD), a national level CSO, in consultation with the Instituto Nacional de las Mujeres (INMUJERES), Consejo Nacional de Población (CONAPO), and Secretaría de Salud (SSA)

How has this policy been analysed?

The policy was analysed based on its alignment to the following frameworks through all phases of the policy process:

- 1. Intersectional Feminist analysis**
- 2. Human rights-based approach**
- 3. The socio-ecological model**

The policy's approach towards engaging men and boys through a feminist policy process is assessed across four areas:



What makes a policy gender-transformative?

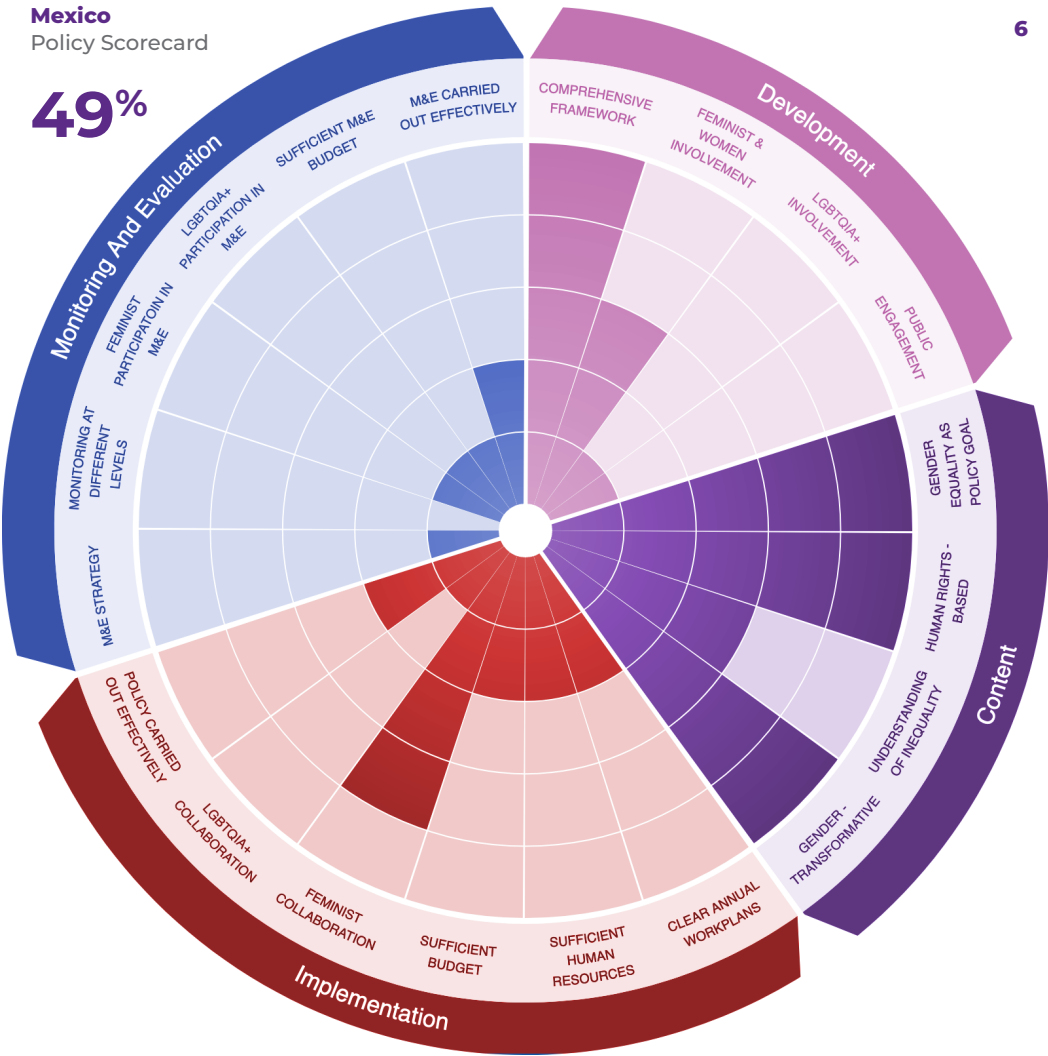
A gender-transformative policy aims to: dismantle harmful and oppressive social and gender norms, create new norms that affirm people of all gender identities and expressions, and redistribute gendered and other intersecting forms of power and privilege. It also puts into practice the human rights principles of participation, empowerment, accountability, transparency, and centering the most affected and the most marginalized, among others.

It appropriately conceptualizes and analyzes the problem in focus - for example, gender inequality or gender-based violence or adverse sexual and reproductive health outcomes. **This includes identifying the power imbalances created by gender norms and stereotypes, and how these intersect with other forms of oppression.** It does not perpetuate existing gender norms and stereotypes in its framing, assumptions or strategies.

It recognizes the leadership of feminist and queer movements and meaningfully engages them at all stages of the policy process, from design to implementation to evaluation. At its heart, a gender-transformative policy is **accountable to all those who have been historically oppressed by patriarchal norms**, discrimination and violence, including girls, women, trans, non-binary and queer people.

When a gender-transformative policy engages men and boys, it does so in service of the mission of achieving a gender just society, social and political institutions, and policy framework. **Specific strategies call on and enable them to recognize and dismantle patriarchal power and privilege utilizing an intersectional feminist approach.** Strategies to engage men and boys do not operate in a silo, rather form part of a comprehensive strategic framework to achieve gender transformation and equality.

49%



This chart shows how strong the policy is in terms of intersectional feminist thinking and practice, across 20 scoring criteria. The criteria are grouped into four areas, offering a quick visual guide to how well the policy was developed, implemented and monitored, as well as the strength of its content. The scores reflect a thorough assessment of evidence and interviews, against a standardised scoring framework.

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Highlights

- ▲ The policy is part of a robust gender equality framework and builds upon, and is aligned with, several pre-existing strategies and policies on gender equality and non-discrimination, youth, violence against women, sexual and reproductive health and rights for teenagers, social development, and the rights of indigenous people, among others.
- ▲ The strategies proposed in the policy focus on challenging harmful norms and stereotypes, promoting attitudinal change in men and boys, and integrating vital programs (e.g. sexuality education and teacher training), into government institutions.



Lowlights

- ▼ LGBTQI activists and organizations were excluded from the design and implementation of the policy.
- ▼ Monitoring and evaluation of the policy by the government has been virtually non-existent, however an external international cooperation agency has been recruited to evaluate progress towards achieving the policy's objectives to date.

Engaging men and boys for the promotion of gender equality generally enjoys government support in Mexico; the application of the strategy, however, has been superficial at best and deep and meaningful dialogue on how to engage men and boys has been absent from national discourse.

The current administration of President Andrés Manuel López Obrador has failed to actively promote male involvement, and activists in the country highlight that the government's commitment is often focused on policy development, but falls short on implementation.



“ENAPEA doesn’t have its own personnel dedicated exclusively to the strategy. Those involved have to attend to various others activities, and therefore, they can only dedicate part of their time to carry out ENAPEA actions and responsibilities, which detracts from the policy’s potency”

GOVERNMENT OFFICIAL

In what landscape did the policy emerge?

Engaging men and boys for the promotion of gender equality generally enjoys government support in Mexico; the application of the strategy, however, has been superficial at best and deep and meaningful dialogue on how to engage men and boys has been absent from national discourse. Opportunities to meaningfully engage men and boys for sexual and reproductive health and rights either reinforce gender norms or frame male involvement as an additional burden rather than as a co-responsibility. For example, interventions focused on contraceptive use tend to focus primarily on women and largely neglect male shared responsibilities for contraceptive use.

Although engaging men and boys has support among policy makers, the current government of President Andrés Manuel López Obrador has been less active in promoting male involvement than the previous government, and activists within the country highlight that government commitment typically centers on policy development but falls short on implementation. The nature of interventions in the country, activists suggest, precludes meaningful social change in the country. Interventions popularized by the government typically focus on strengthening men's participation in contraceptive use rather than digging deeper and building societal awareness about gender roles and stereotypes associated with contraception.

CSOs working on sexual and reproductive health have been instrumental in building awareness among men of their role in achieving a gender-just society, and the opportunities for them to be agents of change. Feminist organizations in the country have tended to not engage in work of building new, positive masculinities as this is not seen as a movement priority.



How was the policy design process carried out?

The Estrategia Nacional para la Prevención del Embarazo en Adolescentes (ENAPEA) (The National Strategy for the Prevention of Pregnancy in Adolescents) provides very little information on the policy design process, though it does indicate that the Strategy was the result of collaboration among 13 Federal Government agencies and other organizations. ENAPEA was drafted by Investigación en Salud y Demografía (INSAD), a national level CSO, in consultation with the Instituto Nacional de las Mujeres (INMUJERES), Consejo Nacional de Población (CONAPO), and Secretaría de Salud (SSA).

Key informants described a chaotic process: for example, leadership tension between CONAPO and INMUJERES, who were both chairing the Grupo Interinstitucional de Prevención del Embarazo en la Adolescencia (GIPEA) - the Secretariat responsible for coordinating implementation of the ENAPEA; activities were included in ENAPEA without any consultation beforehand with the government institutions intended to implement these activities; prior to finalizing the Strategy, it was reviewed by the Instituto Nacional de Salud Pública (INSP) which significantly strengthened it (by adding a component focused on freedom from violence), though in the end, final decisions were made by CONAPO and INMUJERES.

There was no formal mechanism through which civil society could participate in the ENAPEA's development. The government did not lead or facilitate broad base civil society consultations, and it is unclear whether INSAD independently undertook consultations with other CSOs prior to drafting the Strategy. Instead a presentation of the ENAPEA was made to approximately 40 invited CSOs, including sexual and reproductive health and rights, feminist, sexuality, and youth organizations, and academia, thereby mimicking processes in which civil society are brought to the table in order to provide approval to non-participatory consultative approaches. Ultimately, due to significant pressure by CSOs, the process was made officially participatory and three formal seats for civil society were created by GIPEA. The installation of the three seats, however, was not strategic - rather, it was "first come, first served".



How are masculinities addressed in the content of the policy?

ENAPEA offers a broad discussion of gender roles and stereotypes and a recognition that an approach that transforms harmful norms is required across legislative and educational spheres. The Strategy also highlights the importance of local level awareness raising that challenges the practices and norms which reinforce pregnancy and parenthood as the sole responsibility of women and girls in favor of a model of co-responsibility. This approach is further supported by the key guiding criteria used to inform the Strategy: intersectionality, human rights, a gender perspective, and responsibility. ENAPEA builds upon and is aligned with several pre-existing strategies and policies on gender equality and non-discrimination, youth, violence against women, rights of indigenous people, social security, education, social development, and sexual and reproductive health for teenagers, among others.

ENAPEA is informed by eight guiding axes: intersectorality (cross-cutting sectors and stakeholders); citizenship and sexual and reproductive rights; gender perspective; life course and life project; co-responsibility; youth participation; research and scientific evidence; and evaluation and accountability.

Two specific strategies directly pertain to engaging men and boys:



GOAL 3: “Ensure effective access to a full range of contraceptive methods, including long-acting reversibles, to ensure a free and informed choice and the co-responsibility of the male in the exercise of sexuality”

“Line of Action 13. Strengthen male co-responsibility in the exercise of sexuality and double protection in the use of contraceptive methods

- Generate and promote spaces for reflection for adolescents in schools and in the community on facts about the use of contraceptive methods for men and women, about the responsibility of both in the prevention of pregnancy, and responsible parenthood and building new masculinities”



GOAL 5: “Guarantee the right of girls, boys and the adolescent population to receive comprehensive sexuality education at all levels of public and private schools.”

“Line of Action 19: Link the school with the community and family environment in the promotion of comprehensive education in sexuality and the promotion of adolescent and youth leadership and citizenship, considering the interventions based on evidence.

- Implement methodologies aimed at the active participation of men in ENAPEA”
(Translated from Spanish)

Engaging men and boys within the context of comprehensive sexuality education, as ENAPEA has done, is critically important as it can create space for discussions on power and gender in relationships, sexual rights and sexual citizenship, and equip young people with knowledge about their rights, and life skills to advocate for their rights and exercise responsibility for their sexuality. In the context of teenage pregnancy, co-

responsibility is a fundamentally important way to engage men and boys for gender equality in a way that could be transformative.

ENAPEA's intersectional approach to addressing teenage pregnancy is also a clear strength of the strategy. In addressing teenage pregnancy, ENAPEA tackles the various factors that bear down upon young people. For example, other Lines of Action address general education, job opportunities for young people, GBV and child sexual abuse, health services, as well as campaigns on sexual and reproductive health for young people and access to training and capacity-building for teachers, health personnel, parents, and community leaders. This approach creates space to include interventions on gender equality, transform masculinities broadly, and deal with teenage pregnancy comprehensively.

The strength of policies rests not only on the strategies they prescribe, but also on being well-resourced. Unfortunately, there is no budget for ENAPEA. Key informants highlighted that this is not particular to ENAPEA itself but part of a troubling trend of under- or unfunded social programs focused on securing rights and creating enabling environments for the exercise of rights. Key informants also indicated that despite their efforts to include a budget annex specifically on ENAPEA within the Federal Expenditure Budget Decree, they have not been successful. Instead, the Government cites that ENAPEA is resourced through other program budget annexes focused on youth, health, and equality. The lack of a specific budget for the actualization of ENAPEA undermines efforts to ensure accountability - a key tenet of gender-transformative policies - and even presently, as CONAPO is preparing its next annual budget decree, key informants again doubt that ENAPEA will have directly allocated resources.



How well has the policy been implemented?

Implementation of ENAPEA, key informants said, has been uneven but mostly poor or unknown. They describe the administrative architecture for implementation as participatory - consisting of 11 government agencies as well as CSOs and academia - but simultaneously describe the outcomes of collaboration among these entities as largely fruitless and hamstrung by a lack of resources.

The only funded activity was the Campaign for Teenage Pregnancy which was led by the President's office, independent of the ENAPEA. Perhaps due to a lack of resources, the strategies contained in ENAPEA were not equally implemented, and only activities such as information fairs in different States took place. Furthermore, these were led by CONAPO - which largely consists of demographers and is not an implementation body - rather than the Ministries of Education or Health, which would be better suited.

Key informants pointed to the sporadic and isolated implementation of activities as another roadblock. For example, while the school curricula on sexuality education are strong, not all teachers and school personnel have received training or support to teach them, and the vast majority of teachers do not have a deep enough understanding of the content to effectively deliver sexuality education. Moreover, the standards of sexuality education delivered vary, as states are left to narrow the scope of the federally provided sexuality education curriculum and develop their own materials. Thus, specific strategies that focus on engaging men and boys likely vary from state to state, if they are at all addressed.

Although multiple government institutions have a mandate to implement different aspects of ENAPEA, commitment to implementing the Strategy has largely come from INMUJERES, CONAPO, and Secretaría de Salud - agencies

that typically focus on women - while the other institutions named in the ENAPEA have not demonstrated a similar commitment. Key informants pointed in particular to the failings of the Secretaría de Educación Pública (SEP), to take ownership and play a significant leadership role for ENAPEA, and implementing comprehensive sexuality education. While SEP has done work on implementing aspects of sexuality education, this has not been comprehensive, and it is rare for the institution to address gender roles or masculinities. Moreover, this lack of leadership does not make use of the institution's unique access and responsibility to work with adolescent boys and girls. This void in leadership creates a gap that no other institution can fill. This is further compounded by the lack of dedicated government staff for ENAPEA across any of the institutions mandated to implement ENAPEA.

Key informants also highlighted that while robust civil society participation in implementation is dependent on the will of government institutions, such as the Ministries of Health, and Adolescents and Youth, young people have participated in consultations discussing activities but have not participated in a substantive way with respect to policy implementation. Similarly, despite advocacy efforts, LGBTQI people's participation was also limited.



Has the policy been monitored & evaluated?

To date, there has been no systematic monitoring or evaluation of ENAPEA, and a lack of funding has prevented an assessment of progress towards the Strategy's goals. There have been attempts to capture progress towards goals by using other existing mechanisms: the Ministry of the Interior tried to evaluate one set of indicators but their analysis was largely dependent on the willingness of the institutions to provide the requested information. For example, when SEP was asked whether comprehensive sexuality education was provided, they responded affirmatively but without any comment on the quality. Without further qualitative information, it is difficult to assess whether progress has been made in this regard. Other attempts to collect information on implementation through the National Youth Survey (ENAJUVE) failed due to cuts and redirecting of funds from the youth survey towards the COVID-19 response.

EuroSocial, an international cooperation agency, has been recruited by the government to conduct an evaluation of the ENAPEA and all key informants interviewed for this report, including government officials are looking to this evaluation to gain a better understanding of the outcomes of the ENAPEA thus far. This is a positive step and, at a basic level, there is hope among activists in the country that the evaluation will make a compelling case for having a budget.

A closer look at the other case studies

As part of this initiative, we carried out a review of other national policies, including:

Costa Rica	Política nacional para la atención y la prevención de la violencia contra las mujeres de todas las edades Costa Rica 2017-2032 (National Policy for the Attention and Prevention of Violence against Women)
Czech Republic	Government Strategy for Equality of Women and Men in the Czech Republic for 2014 – 2020
Indonesia	Government Regulation Number 61 of 2014 on Reproductive Health
Mexico	Estrategia Nacional para la Prevención del Embarazo en Adolescentes (National Strategy for the Prevention of Teen Pregnancy)
Rwanda	National Policy against Gender-Based Violence, 2011
Sri Lanka	Policy Framework and National Plan of Action to address Sexual and Gender-based Violence (SGBV) in Sri Lanka 2016-2020
Trinidad and Tobago	National Policy on Gender and Development: A Green Paper, 2018
Turkey	National Action Plan on Combating Violence against Women (2016-2020)

Cross-Cutting Themes Across All Score Cards

Some key themes surface from the country scorecards:

Almost universally, **gender inequality** is not fully understood, particularly how patriarchal norms lead to social control of sexuality, sexual behavior, bodies and gender identities, and how this results in oppression and violence against not only women but also queer and trans men, intersex and nonbinary people.

Oftentimes there is a disconnect between a policy's stated intentions and the **implementation** on the ground, which may be poor, or even nonexistent. There is even an instance where a robust policy has been adopted but the government through its actions is actively undermining gender equality and the rights of women and LGBTQI people.

LGBTQI groups and organizations are largely absent from the processes of design, implementation, monitoring and evaluation of policies focused on gender equality, gender-based violence and sexual and reproductive health.

Across the board, **human and financial resources** are insufficient for the effective implementation of the policies assessed. Often national budgets lack the systems and/or the transparency required in order to track the funds allocated towards the implementation of specific policies.

Nearly all the policies include **gender-transformative strategies** to engage men and boys, with a focus on changing the knowledge, attitudes and behavior of men and boys; challenging oppressive social norms and stereotypes; adoption of gender-transformative programs and policies by social institutions; and strengthening the legal and policy framework in favor of gender equality.

A large majority of the policies have adequate accountability mechanisms in the form of **monitoring and evaluation** strategies; however, these are not followed through with sufficient funds or action. Moreover, indicators intended to monitor progress are often quantitative and focused on outputs or outcomes, rather than processes or impact.

Would you like to carry out this methodological analysis for a national - regional - global policy?

The Policy Analysis Toolkit serves as tools which aim to support the efforts of MenEngage Alliance's members and other advocates to advance gender-transformative policies and programs.

The Policy Analysis Toolkit, as an accompaniment resource to the policy case studies and score cards, can further be utilized and adapted to analyze other national, regional and global policies.

The process and resources to replicate these efforts can be accessed at menengage.org/advocacy.

