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EnfoqueDH:

HUMAN RIGHTS PUBLIC POLICY ACTIVITY



FINAL REPORT 2020

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ACRONYMS

AMELP	Activity Monitoring, Evaluation and Learning Plan
CADHAC	Ciudadanos en Apoyo a los Derechos Humanos A.C.
CEAV	Executive Commission for the Attention of Victims
CEDEHM	Centro de Derechos Humanos de las Mujeres
CEPAD	Centro de Justicia para la Paz y el Desarrollo
CMDPDH	Comisión Mexicana de Defensa y Promoción de los Derechos Humanos
CNB	National Search Commission
COLMEX	Colegio de Mexico
CONAVIM	Comisión Nacional para Prevenir y Erradicar la Violencia contra las Mujeres/National Commission for the Prevention and Eradication of Violence against Women
CSO	Civil Society Organization
EAAF	Equipo Argentino de Antropología Forense/Argentinean Team of Forensic Anthropology
FGR	Fiscalía General de la República/General Prosecutor's Office
FJDL	Centro Diocesano para los Derechos Humanos Fray Juan de Larios
FLACSO	Facultad Latinoamericana de Ciencias Sociales/Latin American Faculty of Social Sciences
GBV	Gender Based Violence
GIZ	German Agency for International Cooperation
GLD	General Law on Disappearance
GLT	General Law on Torture
HICD	Human and Institutional Capacity Development
IFED	Instituto para el Fortalecimiento del Estado de Derecho
IJPP	Instituto de Justicia Procesal Penal
IMDHD	Instituto Mexicano de Derechos Humanos y Democracia
INSYDE	Instituto para la Seguridad y la Democracia, A.C.
ITESM	Instituto Tecnológico y de Estudios Superiores de Monterrey
ITESO	Instituto Tecnológico y de Estudios Superiores de Occidente

LGBTI	Lesbian, Gay, Bisexual, and Transgender and Intersex
LLE	Laboratorio de Litigio Estructural
NSCC	National Search Citizen Council
NHRP	National Human Rights Program
OHCHR	Office of the United Nations High Commissioner for Human Rights
OSJI	Open Society Justice Initiative
PUDH-UNAM	Programa Universitario de Derechos Humanos de la Universidad Nacional Autónoma de México/Universidad Nacional Autónoma de México's Human Rights University Program
RENADET	National Registry for the Crime of Torture
SEGOB	Secretaría de Gobernación/Ministry of the Interior
SIMO	Sistemas de Inteligencia y Mercados de Opinión S.C.
UPR	Universal Periodic Review
USAID	United States Agency for International Development
WOLA	Washington Office on Latin America

EXECUTIVE SUMMARY

Mexico has a long history of grappling with human rights concerns, with violations increasing since 2006 when President Felipe Calderón waged the war on drugs. International attention was drawn to gross human rights violations in Mexico, such as the Mexican military’s extrajudicial execution of 22 civilians in Tlatlaya in June 2014, and the disappearance of 43 students in Iguala, Guerrero in September 2014. These cases highlighted significant human rights abuses: unlawful killings committed by security forces, torture, disappearances, and persistent levels of impunity with extremely low rates of prosecutions.

According to official figures, 151,233 people were killed between December 2006 and August 2015, with 26,000 people reported as missing by the end of 2015—many due to forced disappearances. Torture also became a central human rights concern, as the National Human Rights Commission reported 11,608 complaints of torture and other ill treatments between 2006 and 2014, while civil society organizations (CSO) reported more than 500 documented cases over the same period. Official data significantly underestimated true levels of victimization in Mexico, as the Open Society Justice Initiative (OSJI) noted a lack of reliable figures for murders, cases of torture, and disappearances. A further complication was the reluctance of the Peña Nieto administration (2012 to 2018) to accept the conclusions and recommendations issued by international bodies regarding the human rights crisis in Mexico, including the Inter-American Commission on Human Rights, OSJI, the Office of the United Nations High Commissioner for Human Rights (OHCHR) and the United Nations Committee on Enforced Disappearances.

Against this backdrop, in October 2015, USAID entered into a cooperative agreement with Chemonics International, in association with the Comisión Mexicana de Defensa y Promoción de los Derechos Humanos (CMDPDH), to implement the Human Rights Public Policy Activity (EnfoqueDH). EnfoqueDH focused on addressing the human rights crisis in Mexico by building the capacity of the government of Mexico and civil society to design, implement, and evaluate effective public policies. This ambitious, five-year project had an initial budget of \$7,487,648, which USAID modified to expand the Project’s activities, increasing the final budget to \$11,125,685. During its first three years, EnfoqueDH focused on the prevention and response to gross human rights violations, as well as supporting implementation of the 2014 to 2018 National Human Rights Program (NHRP), the government of Mexico’s policy framework dedicated to human rights.

Facing the deep-seated distrust that CSOs had for the government of Mexico, EnfoqueDH made significant progress in its first three years to facilitate collaborations between government and civil society at both the federal level and in five priority states — Coahuila, Chihuahua, Jalisco, Nuevo León and Tamaulipas. EnfoqueDH sought to bolster state capacity to prevent and respond to human rights violations, particularly torture and forced disappearances. In parallel, EnfoqueDH strengthened government response to human rights violations through advocacy efforts designed to improve policy development and implementation.

KEY ACHIEVEMENTS FROM THE FIRST THREE YEARS INCLUDE:

At the national level:

Trained specialized government officials and civil society to assess allegations of torture and other ill treatment, file torture reports with the judiciary and other investigative bodies, and monitored and documented torture in the penitentiary system.

Facilitated **best practices to improve response to forced disappearances between CSOs** from ten different states across Mexico.

Strengthened the Gender Violence Alert for Women through **support to the National Commission to Prevent and Eradicate Violence Against Women (CONAVIM)**.

Updated the National Investigation Protocol with a Gender Perspective for the Crime of Femicide, and the Investigation Protocol for Sexual Violence.

Supported the implementation of the National Acting Protocol for Justice Personnel in Cases that Involve Sexual Orientation and Gender Identity.

At the state level:

Designed and implemented a local protocol on the use of force in Monterrey, Nuevo León, **developed jointly between CSOs, government authorities and local police**. This protocol was adopted by local justice institutions, leading to **638 trained police officers** on the protocol's application, with support from EnfoqueDH.

Created Chihuahua's Victims' State Commission and Specialized State Attorney Unit for Gross Human Rights Violations. In addition, targeted support was provided for forensic investigations by generating DNA profiles of relatives of missing persons, and human biological material from 22 individual profiles, leading to the **positive identification of eight individuals**.

Strengthened Coahuila's State Prosecutor's Office's ability to **improve investigations of forced disappearance cases** through use of a case prioritization methodology compliant with international standards.

Supported the **creation of Tamaulipas' Specialized Immediate Search Group** to foster effective responses to disappearances near Ciudad Victoria.

Built the institutional capacity of municipal authorities in Guadalajara, Jalisco to focus on human rights and gender in planning, programming, and public policy implementation, resulting in **\$500,000 USD earmarked for human rights gender-focused activities**.

In 2017, the government of Mexico enacted the General Law on Disappearance (GLD) and the General Law on Torture (GLT). These historic policy breakthroughs were a result of countless actions and advocacy efforts from CSOs that demanded truth and justice for the families of missing persons and victims of torture. In 2018, after a landslide victory, President Andres Manuel López Obrador took office. Within two days, he created a commission to conduct a new investigation into the case of the 43 students who had disappeared in Guerrero. Unlike the previous administration, López Obrador's administration was open to international scrutiny, even accepting international recommendations to address pressing human rights issues. For instance, in 2019, during its 40th session, the Human Rights Council of the United Nations commended the unprecedented response of the Mexican government to accept and address the vast majority of the Universal Periodic Review (UPR) recommendations. Similarly, in August 2020, the government of Mexico formally recognized the competence of the United Nations Committee on Enforced Disappearances in receiving and considering cases of missing persons, a fundamental step towards recognizing the responsibility of the State in the disappearance of persons in Mexico. In the context of these major developments, EnfoqueDH began to focus its efforts around the implementation and oversight of these General Laws. The Project partnered with new institutional actors such as Alejandro Encinas, Undersecretary for Human Rights, whose leadership was key to advancing significant human rights issues, and the National Search Commissioner, Karla Quintana Osuna, who brought an extensive technical background and political will to collaborate with civil society on these renewed efforts to search for missing persons.

In this evolving context, USAID pivoted EnfoqueDH's scope of work to focus on activities with the greatest impact. In early 2019, in advance of the fourth year of the project, USAID modified its cooperative agreement with Chemonics to enable EnfoqueDH to focus exclusively on the implementation of the two General Laws, while also shifting the geographic focus toward the states of Coahuila, Chihuahua, and Jalisco. In the fifth and final year, USAID included the State of Veracruz, due to the high number of missing persons, political will to address human rights violations, and the active presence of civil society.

EnfoqueDH concentrated on developing efficient government institutions and promoting an active and participatory civil society as factors necessary to implement the General Laws. To help government institutions comply with their obligations under the General Laws, EnfoqueDH partnered with, and provided technical assistance to, the Ministry of the Interior (SEGOB), the National Search Commission (CNB), the General Prosecutor's Office (FGR), the Federal Institute of Public Defense, the Supreme Court of Justice, and corresponding state-level counterparts.

During the last two years of the project, EnfoqueDH made key contributions towards the search for missing persons and prevention of torture through the:

Improvement of official registries of gross human rights violations, including the **National Registry of Missing Persons**, and the **National Registry for the Crime of Torture**.

Facilitation of exchanges and cross-sector collaboration between the government and civil society to develop the **National Program to Prevent Torture**.

Empowerment of judicial actors by building capacity within the Federal Institute of Public Defense, and providing technical assistance to the Supreme Court to update the **"Protocol for those who Administer Justice in Matters Related to Acts Constituting Torture and Other Ill-Treatments."**

Establishment of the first Regional Search Program for the Northeastern Region of Mexico, in partnership with the CNB, to improve the search for missing persons in the States of Coahuila, Durango, Tamaulipas and Nuevo León.

Development of the Unified Search Protocol, in collaboration with the CNB, to guide and regulate search efforts of relevant authorities across Mexico.

Advancement of forensic investigations through **technical assistance provided by international forensic experts**.

Development of independent monitoring mechanisms through support to CSO advocacy efforts for implementation of both General Laws.

Empowerment of victims' families to participate in the design of public policies focused on torture and forced disappearances.

At the state level, noteworthy achievements include the following:

In Chihuahua, EnfoqueDH designed a **Continuous Human Rights Specialization Program with a specific focus on torture and disappearances for the State Prosecutor's Office**, enabling relevant authorities to better investigate and document these practices.

In Coahuila, in coordination with CSOs, missing persons collectives, and the Legal Counsel's Office of Coahuila's state government, EnfoqueDH supported the **harmonization of state laws with the GLD**. As a result, **24 state regulations** were modified to be in compliance, specifically those related to the Special Declaration of Absence. This change allowed the next of kin of disappeared or missing persons to safeguard their rights as long as their whereabouts are unknown.

In Jalisco, the Project fostered **collaboration among high-level representatives from state and federal governments, relatives of missing persons, and civil society**. In parallel, EnfoqueDH continued to **develop the capacity of government authorities and civil society on key issues** related to the documentation of cases of torture, and increase the multidisciplinary work needed to produce comprehensive expert assessments.

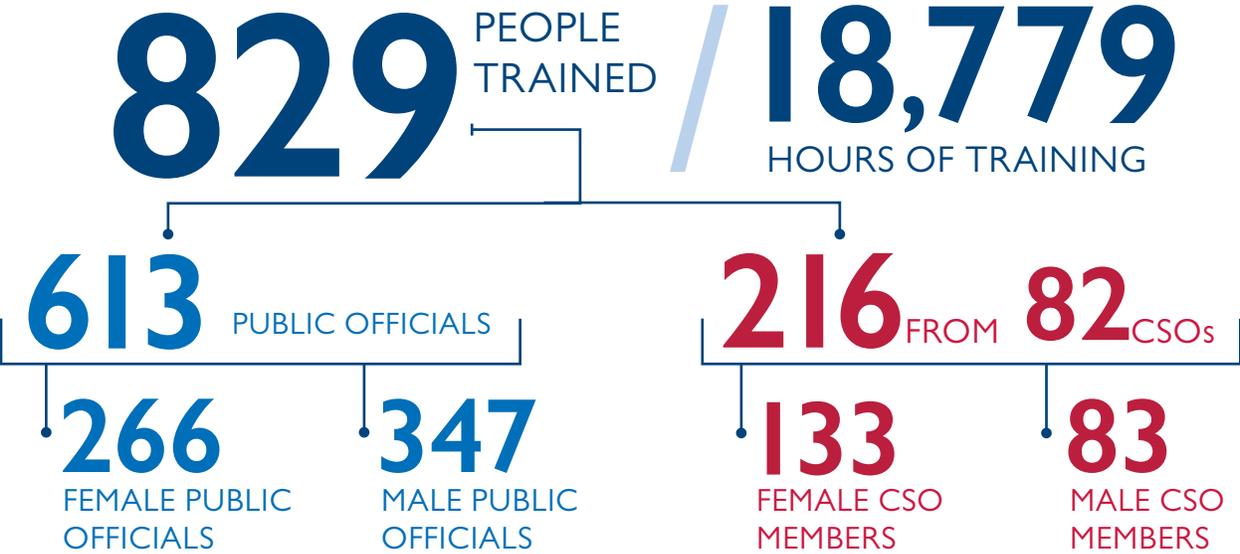
In Veracruz, EnfoqueDH **built the technical and operational capacities of the Veracruz Search Commission** through various initiatives, including the development of its **internal regulatory framework and organizational structure**, as well as supporting the Commission in its request for **\$675,000 USD in federal funding**.

In total, EnfoqueDH supported 27 CSOs and universities through **\$2.7 million USD in grant funding**, leveraging partner expertise, and cultivating a stronger, more effective civil society capable of advocating and partnering with the government of Mexico.

Chemonics' management approach was characterized by robust data tracking, effective data collection, collaborative and adaptive learning, as well as tailored activity development to test impact. As part of the implementation strategy changes in Year 4, the EnfoqueDH Monitoring, Evaluation and Learning Plan was revised to align indicators with efforts to support the implementation of the General Laws. By the end of the activity period, EnfoqueDH reached or exceeded the targets for 12 out of 13 indicators. These indicators measured impact and achievements related to policy changes and recommendations for state and federal counterparts for the implementation of both General Laws, collaboration between the government of Mexico and CSOs, and training for CSOs, human rights defenders, and judicial authorities. For detailed information on the results of the Program, please refer to Annex I and II.

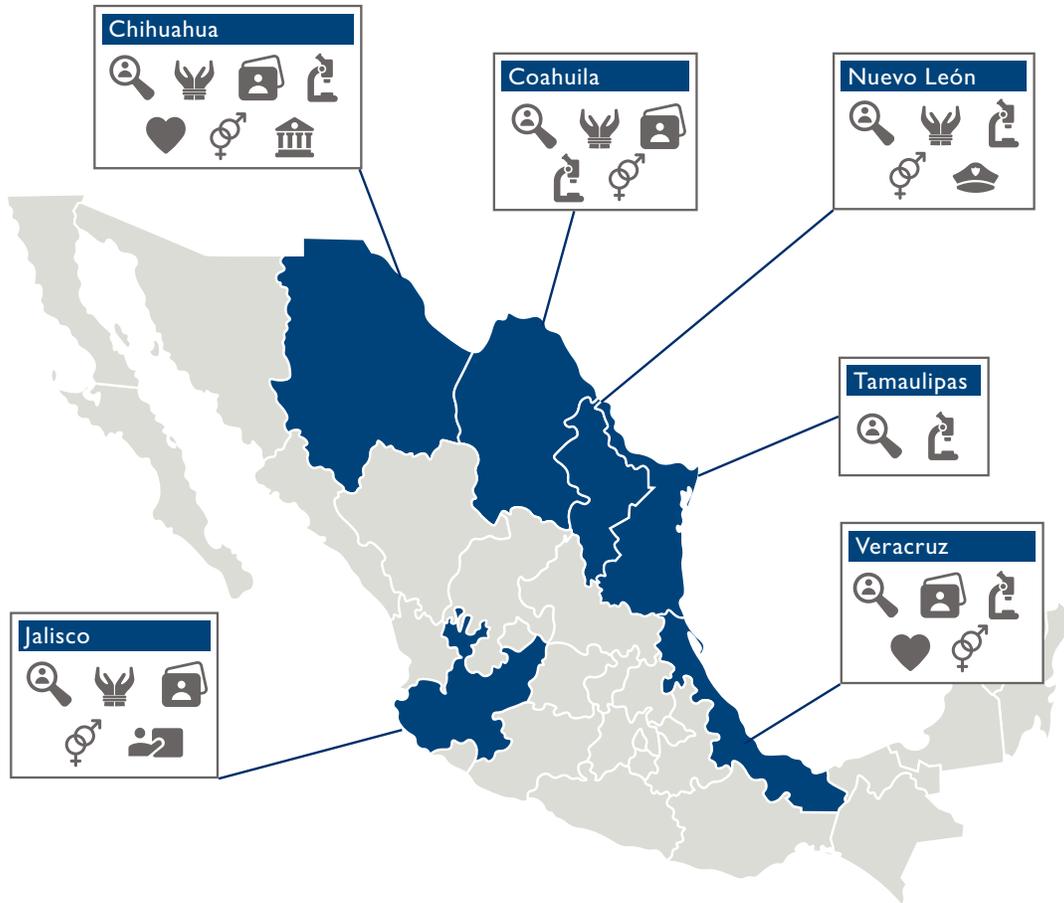
This final report details EnfoqueDH's comprehensive strategy and approach to making inroads in the human rights policy landscape in Mexico over the past five years. With steadfast determination, EnfoqueDH and its partners have advanced key prevention and response policies and actions, helping to set Mexico on a path to eradicating the human rights violations of torture and forced disappearances.

AUTHORITIES, ORGANIZATIONS AND DEFENDERS TRAINED TO PREVENT AND ADDRESS HUMAN RIGHTS VIOLATIONS



MAP OF ENFOQUEDH THEMATIC PRIORITIES PER STATE

-  Disappearance
-  Forensic Assistance
-  Police Training
-  Torture
-  Victims' Assistance
-  Institutional HR Capacity Building
-  Memory and truth
-  LGBT & Gender Rights
-  HR Training

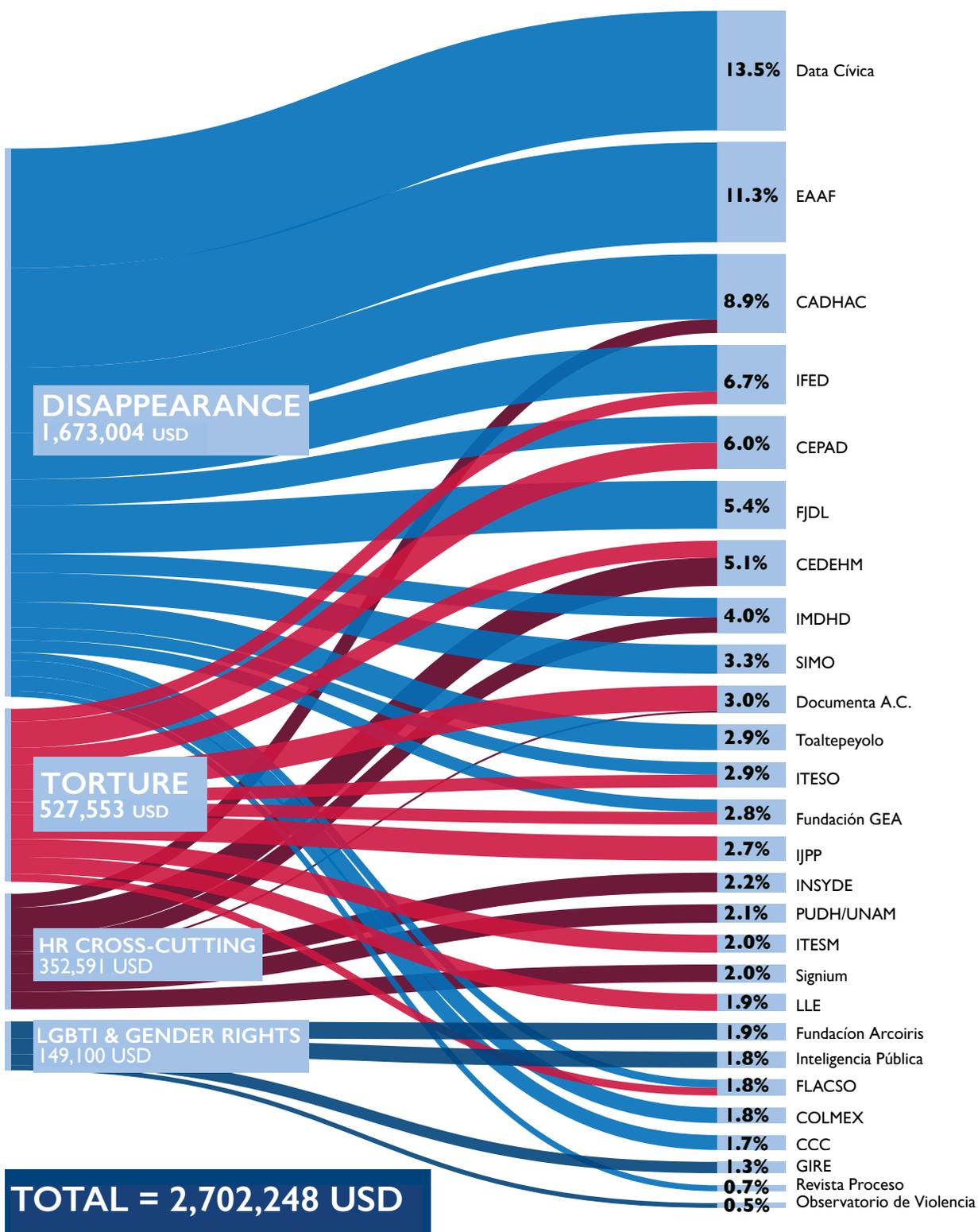


GRANTS BY STATE

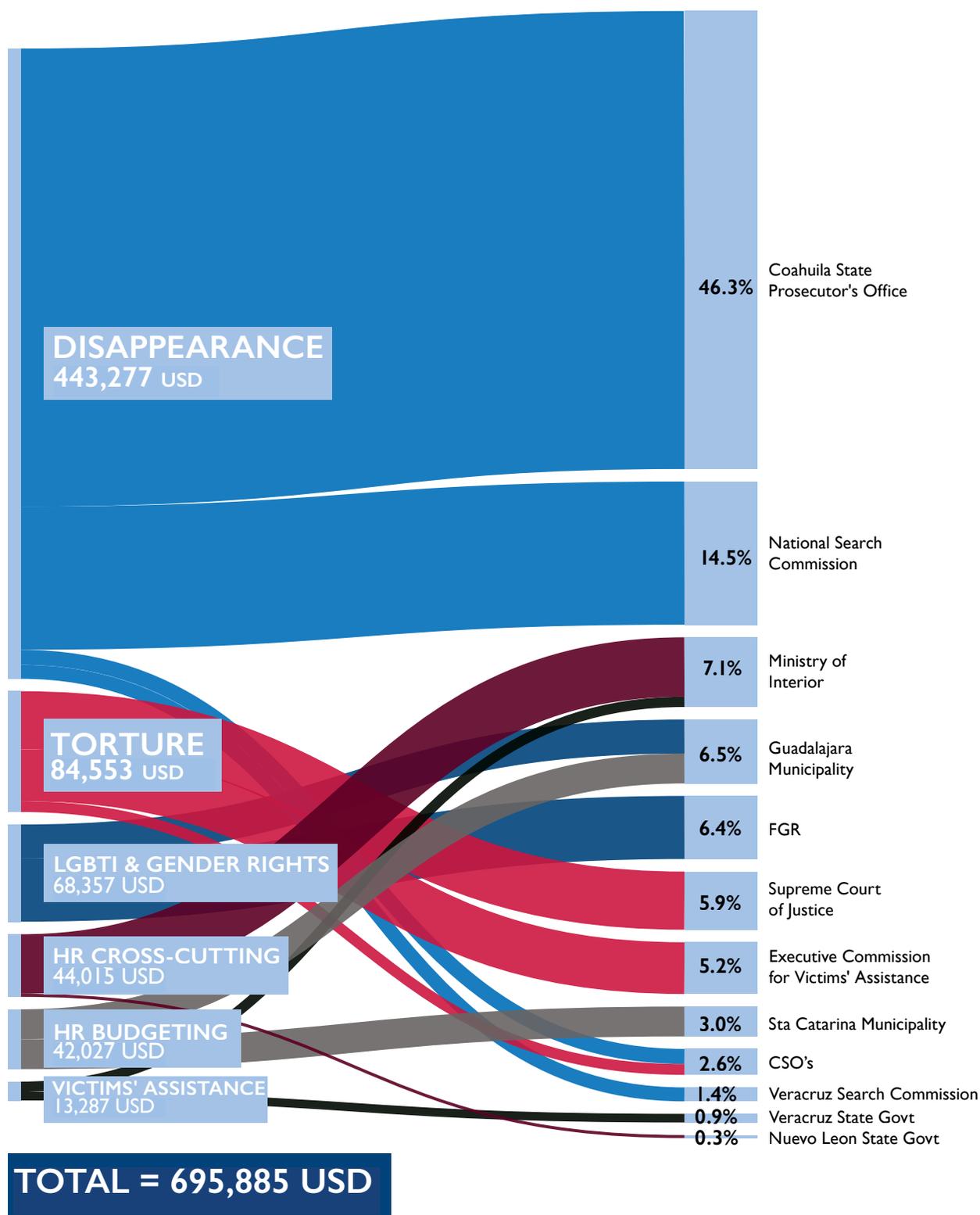
2,702,248 USD TOTAL



GRANT RESOURCES ALLOCATED TO CIVIL SOCIETY ORGANIZATIONS AND UNIVERSITIES



RESOURCES ALLOCATED TO CONSULTANTS FOR TECHNICAL ASSISTANCE



OBJECTIVE I.

Strengthen the Prevention and Response Capacities of Local Systems to Enable the Implementation of the General Law on Torture

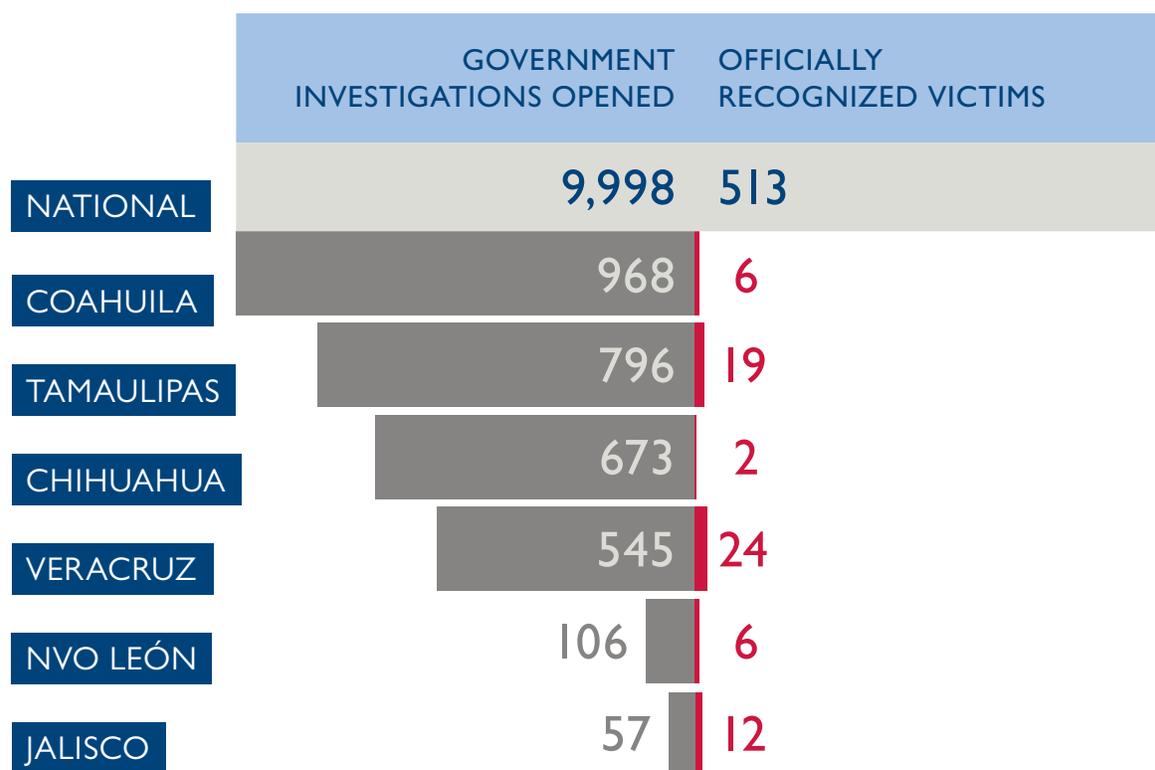
In collaboration with key government institutions and civil society, EnfoqueDH strengthened prevention and response mechanisms to address torture and other cruel, inhuman or degrading treatments or punishments. Through a results and local systems-based approach, the Project developed innovative and sustainable interventions designed to be easily implemented and adopted by local actors.

CONTEXT

State actors in Mexico have a long history of utilizing torture as a tactic to obtain confessions upon detention. The World Justice Project found that 72 percent of detainees, and 81 percent of convicted inmates, had been tortured. Incidents of torture and other ill treatments increased when authorities were attempting to find incriminating evidence, based on 2016 data from the National Institute of Statistics and Geography. An alarming impunity rate is a further complication—of the 27,342 investigations of torture cases in Mexico between 2006 and 2018, only 20 resulted in convictions.

To advance implementation of the General Law on Torture (GLT), EnfoqueDH collaborated with President López Obrador's administration to develop strategies, objectives, indicators and monitoring mechanisms for the National Program to Prevent and Punish Torture. However, the eradication of this practice is influenced by various challenges such as the: implementation of a national registry for the crime of torture; access to basic procedural guarantees such as lawyers after arrest; continued use of statements obtained through torture in criminal trials; the common practice of torture and ill-treatment by police forces, armed forces and other public officials; and a lack of specialized prosecutors to investigate this crime at the state level. Due to the reluctance of the government of Mexico to acknowledge cases of torture, according to official statistics registered in the SinTortura platform, the number of judicial investigations opened is significantly higher than the number of victims officially recognized by the Mexican government.

STATE-LEVEL TORTURE INDICATORS



Source: Compiled based on data from SinTortura.org with data from 2014 to 2018

APPROACH

Initially, EnfoqueDH focused on improving the registries and information on torture, while conducting advocacy efforts to improve policies related to prevention and response to torture. Following the GLT enactment, EnfoqueDH concentrated efforts on building capacity in the government of Mexico at the federal and state level to implement the General Law, and engaging civil society to effectively oversee implementation. EnfoqueDH used the following three-pronged, comprehensive strategy:

1. Given the lack of documentation and accurate registries in Mexico, EnfoqueDH first focused on the **promotion of enhanced and more precise registries of torture and more detailed reporting**. Up-to-date data and statistics, including specific characteristics of victims and behaviors by perpetrators, are necessary for the design of practical public policies and official responses in national and local contexts. Due to EnfoqueDH's technical assistance, key local actors within civil society, and at different levels of government, developed innovative methodologies and tools to record and document torture.
2. EnfoqueDH focused on **building an understanding of effective measures to prevent and respond to torture cases among local actors**. EnfoqueDH addressed a lack of understanding at the state level to prevent and respond to torture cases, working with government counterparts

such as the General Prosecutor's Office, the Executive Commission for Attention to Victims (CEAV), the Ministry of the Interior, the Federal Institute of Public Defense, the Supreme Court of Justice and local prosecutor offices. By offering solutions to improve their capacities to prevent and respond to torture, EnfoqueDH addressed strategic institutional gaps, reinforcing institutional systems and strengthening capacity-building programs. EnfoqueDH focused efforts on building advocacy skills among civil society actors and enhancing support for victims of torture.

3. To ensure the government of Mexico's compliance with the GLT, EnfoqueDH focused on **raising awareness on the contents of the GLT, and support for its implementation**. Over the course of three years, EnfoqueDH trained 119 government of Mexico officials and CSO representatives, with an emphasis on the required legal and institutional obligations of the GLT. To ensure oversight of GLT implementation, EnfoqueDH worked with CSOs to raise awareness on the government of Mexico's obligation under the law, and aspects for the documentation, prevention and sanction of torture.

MAIN ACCOMPLISHMENTS AND IMPACT

IMPROVING THE DOCUMENTATION, REGISTRIES AND OVERSIGHT OF TORTURE CASES

Increased capacity to monitor the government of Mexico's compliance on the prevention and eradication of torture.

At the start of the EnfoqueDH project, there was inadequate monitoring and evaluation of institutional and policy frameworks, and the impact of state interventions that addressed torture. Therefore, in 2017, EnfoqueDH partnered with the Latin American Faculty of Social Sciences (FLACSO) to develop unique indicators using the OHCHR guidelines to measure the existence and efficacy of a legal framework to prevent and respond to torture. The indicators would also measure the degree to which the State fulfills its obligations to respect, protect and guarantee that acts of torture do not occur. As part of an awareness-raising strategy to promote the adoption of indicators and highlight the need to measure the government of Mexico's compliance with the GLT, EnfoqueDH shared the indicators in 2018 with the OHCHR, the National Commission on Human Rights, the National Statistics and Geography Institute, and the General Prosecutor's Office.

Increased transparency and accountability on torture. In the past, CSOs have identified the Mexican armed forces as a main perpetrator of torture, but lacked systematized documentation from official sources to support this claim. In 2018, the CMDPDH, as part of its contract under EnfoqueDH, launched "*Indelible marks: disappearances, torture and assassinations by security institutions in Mexico (2006 – 2017)*". Using a cutting-edge case management system, CMDPDH systematized over 500 public federal and local government documents, disaggregating data to identify criminal patterns, chains of command and material resources used by armed forces to commit gross human rights violations. Some of the findings are overwhelming, such as the discovery that the Mexican Armed Forces were responsible for half of the cases of disappearances, and 70 percent of cases of torture. CMDPDH registered data on 527 victims of torture, with almost half (252) of the cases occurring inside military installations. When shared, these findings quickly generated attention in the media. CMDPDH leveraged this attention, contributing to the public debate regarding the risks of the recently created National Guard. In the longer term, these findings will help CSOs continue to monitor and evaluate the government of Mexico's compliance with its human rights obligations.

Equipping CSOs to monitor torture in detention centers. Torture cases primarily occur at detention centers, yet there are limited oversight actions carried out by human rights defenders, CSOs, and local human rights commissions to prevent torture and document cases in these centers. This is mostly attributed to a lack of knowledge on how to properly conduct oversight, coupled with the legal and administrative hurdles faced when entering detention centers. EnfoqueDH addressed these issues by collaborating with Documenta to draft and publish the “*Guide to Preventive Monitoring in Prisons for Civil Society Organizations*” in 2018. The guide provides a clear methodology for CSOs and local and federal human rights commissions preparing for prison visits, as well as best practices for conducting monitoring and documentation activities. Ultimately, the guide encourages CSOs and human rights commissions to undertake preventive work on torture by collaborating on efforts to monitor detainee conditions in Mexican prisons. Documenta has continued to promote the adoption of the guide through workshops with state human rights commissions from Coahuila, Oaxaca, Baja California and Jalisco. Commissions in each of these states have embraced the use of this guide. For example, Coahuila’s State Human Rights Commission applied the guide’s methodology during several visits to monitor the conditions of detainees in municipal prisons, while Jalisco’s State Mechanism to Prevent Torture adopted the methodology to monitor prisons across the state.

Uncovering torture in Mexican prisons through open data and technology. To illuminate the prevalence of torture in detention centers, EnfoqueDH and sub-grantee Documenta held the first Penitentiary System Datathon in 2019, in partnership with SocialTIC and the United Nations Development Program. Over the course of two days, more than 70 participants—CSO members, journalists, and data specialists—gathered to generate, systematize, analyze and visualize information on torture in the Mexican prison system. By fostering collaboration and innovation, the Datathon generated solutions that CSOs and activists can use to overcome information gaps. A wide variety of tools were developed to help raise awareness about specific issues such as the conditions of women, children and youth in prisons. Each team presented their tools before an audience of fellow participants and a panel of expert judges. The winning team developed “INDHPOL,” a digital tool that used open data to create a national index of torture and corruption in Mexican prisons, including information on detainee conditions, services and demographics. This tool was further developed as part of Documenta’s open data initiative, “[Prison Observatory](#),” which focuses on increasing global awareness about the conditions detainees face in penitentiary systems. These efforts enriched public discourse on how a national registry for torture should function.

Towards interconnected official torture registries in Mexico. Unreliable and decentralized data on torture cases has hampered the government of Mexico’s capacity to efficiently monitor cases and provide an adequate response. EnfoqueDH collaborated with the FGR and the CEAV to develop a standardized methodology to register instances of torture at both local and federal levels. In addition, EnfoqueDH created a series of guidelines to link data from the National Registry of Torture Victims, managed by CEAV, with the National Registry for the Crime of Torture (RENADET), which is under the FGR’s purview. The combination of methodology and guidelines allow the FGR and CEAV to maintain consistent data on torture victims across registries, and ensures comprehensive attention to victims. The Special Prosecutor for Human Rights emphasized the value of EnfoqueDH’s collaboration with the FGR, and the support provided for the design and development of the RENADET.

BUILDING A DIGITAL TORTURE OBSERVATORY



A lack of centralized, official data on torture cases has undermined CSO efforts to advocate for the eradication of torture in Mexico. This changed in 2019, as a result of EnfoqueDH's sub-grant with Instituto Tecnológico y de Estudios Superiores de Monterrey—to build a digital platform—

www.sintortura.org—where civil society can closely monitor the implementation of the GLT. To build the platform, EnfoqueDH forged strategic alliances with leading organizations that advocate for the eradication of torture including the Centro de Derechos Humanos Miguel Agustín Pro Juárez, Comisión Mexicana de Defensa y Promoción de los Derechos Humanos, Documenta, Fundar, and the OHCHR.

This platform created a space where official information and relevant indicators on the implementation of the GLT is centralized and accessible, enabling CSOs to know whether authorities are complying with their obligations under the law.

As part of its support, EnfoqueDH initially led the process to update official information and indicators by issuing, reviewing, and processing over a thousand access to information requests directly linked to each of the platform's indicators.

To ensure sustainability, management of the platform was transferred to the USAID sub-grantee, Documenta, in February 2020. In this role, Documenta will continue to coordinate advocacy actions with other stakeholders, as well as update data under each of the platform's indicators.

STRENGTHENING LOCAL SYSTEMS TO PREVENT AND RESPOND TO CASES OF TORTURE

Development of national use of force guidelines, with a gender and ethnic perspective. In 2017, in collaboration with the Instituto para la Seguridad y Democracia A.C. (INSYDE), EnfoqueDH produced the *Toolkit on the Use of Force by Police with a Gender and Ethnic Perspective*. This comprehensive toolkit included an assessment on the current use of force regulation in state police institutions, guidelines for supervising implementation, training course modules, participant trainer manuals, and an innovative individual and institutional performance evaluation incorporating use of force as an evaluation criteria. The toolkit was presented for discussion in five regional Public Security Secretaries' Conferences, where it was highlighted as an important instrument that was improving knowledge within police units about guidelines governing the excessive use of force, and giving prevention strategies in both state and municipal contexts. Subsequently, EnfoqueDH's implementing partner, CMDPDH, disseminated the toolkit to the government of Mexico as part of their ongoing advocacy efforts.

Improving conditions for detainees at Alamey. Determined to address police practices related to use of force at the municipal level in Monterrey, Nuevo León, CADHAC, in partnership with EnfoqueDH, interviewed nearly 70 percent (1,962 interviews) of detainees at Alamey, one of Monterrey’s largest detention centers. These interviews allowed CADHAC to identify whether detainees suffered abuses during their detention process. CADHAC identified a series of irregularities, including indications of excessive use of force in 20 percent of detainees, as well as cases of arbitrary detention, threats, unjustified use of weapons, and lack of specialized procedures for the detention of children and adolescents. Further, CADHAC found that eight percent of detainees had been denied a phone call, 15 percent were denied food, and 72 percent were forced to undress. Equipped with this information, CADHAC met regularly with the State Security Commissioner to advocate for improving the conditions of detainees. As a direct result of CADHAC’s intervention and collaboration, complaints of phone call denials decreased by 50 percent, denial to provide food decreased by 73 percent and complaints about being forced to undress decreased by 76 percent.

HIGHLIGHT

PREVENTING EXCESSIVE USE OF FORCE AT THE MUNICIPAL LEVEL



In 2017, EnfoqueDH partnered with sub-grantee Ciudadanos en Apoyo a los Derechos Humanos A.C. (CADHAC) to address police practices related to use of force at the municipal level. The partnership provided support for the design and implementation of a local protocol on the use of force in Monterrey, Nuevo León. Monterrey’s mayor, Adrian de la Garza, paved the way for a strong collaboration with local police and municipal authorities, resulting in rapid adoption of the protocol. In total, Monterrey municipal authorities trained

638 police officers on basic human rights, and on the correct application of the protocol. EnfoqueDH also led an exchange between representatives from the Fort Worth, Texas police department, and 80 Monterrey police officers on challenges and best practices for the correct use of force, with particular attention placed on the respect for human rights.

As a result of Excessive Use of Force Protocol, the municipal Honor and Justice Commission which receives and investigates excessive use of force cases, reported a 40 percent decrease in cases in the five months following the training.

Strengthen institutional capacity to implement the GLT. Following enactment of the GLT, EnfoqueDH quickly mobilized to develop guidelines for implementation and provide authorities at the national and state level with knowledge of the GLT. EnfoqueDH collaborated with the OHCHR and the German Agency for International Cooperation (GIZ), to produce the [Basic Guide to Understanding the GLT](#). Using a didactic approach, the guide explains basic elements related to the crime of torture, institutional changes derived from the GLT, and principles related to the prevention, investigation, documentation and protection of victims. As evidence of the guide's significance, during the 66th session of the United Nations Convention against Torture, the government of Mexico made a reference to the guide in order to explain the faculties that law enforcement authorities now have under the GLT.

To train 40 representatives of State Prosecutor Offices and CSOs from the States of Jalisco, Tamaulipas, Coahuila, Nuevo León, Chihuahua, and Oaxaca about the ongoing challenges of carrying out an adequate investigation in cases of torture, in 2018 EnfoqueDH joined forces with CMDPDH, the OHCHR, GIZ, and INSYDE. Recognizing the daunting challenge of documenting and investigating torture, as well as the lack of experts trained on international standards, participants were provided with guidelines that comply with the Istanbul Protocol for developing medical and psychological expert reports.

Subsequently, in 2019, EnfoqueDH worked with CMDPDH and FLACSO to develop a joint assessment titled *“Strengthening Institutional Capacities to Prevent, Investigate and Sanction Torture and Ill Treatments.”* The assessment was an effort to foster GLT implementation at the local level, and raise awareness on the legal obligations of government authorities under the General Law. Through an analysis of GLT implementation progress achieved both in the State of Jalisco and at the federal level, the assessment found that important institutional deficiencies hindered implementation of the General Law, such as the lack of accurate official figures on torture, the need for an official investigation protocol, and insufficient allocation of resources within prosecutors' offices geared specifically toward conducting investigations in cases of torture. In July 2019, EnfoqueDH presented the final version of the report to the FGR, which included a series of recommendations to help FGR comply with their obligations under the GLT. The Special Prosecutor for Human Rights acknowledged the assessment, and its contributions to help FGR develop corrective actions.

Developing sustainable and innovative planning and budgeting tools for response to torture cases. EnfoqueDH, in collaboration with Fundación GEA, developed [“The Price of Justice”](#) tool. This pioneering methodology allows law enforcement agencies and specialized CSOs to accurately calculate the amount of human, material and financial resources needed to find missing persons, guarantee torture victims' rights, and how to better equip law enforcement agencies to address and mitigate these gross human rights violations. Additionally, the tool serves as an accountability mechanism for the planning and budgeting processes of law enforcement agencies.

Providing psychosocial support to victims of torture. Psychosocial and legal assistance is a critical asset to torture survivors, as it can empower victims in their pursuit of justice and increase their likelihood of receiving reparation. Between 2017 and 2019, CMDPDH held a series of workshops in Mexico City to offer psychosocial support to networks of victims of torture from Baja California, the State of Mexico, Mexico City, Chihuahua, San Luis Potosí, Morelos and Oaxaca. During these sessions, 117 victims reflected on and exchanged experiences in five main areas: (1) contexts of torture; (2) awareness and comprehension about the psychosocial impacts of torture; (3) support systems to confront their trauma; (4) access to justice and reparation; and (5) joint legal defense strategies against torture. As a result of CMDPDH's commitment to provide continuous support, victims have been able to consolidate networks, creating spaces for ongoing

exchanges, development of joint legal strategies to eradicate torture and efforts to increase widespread awareness of the effects of torture.

ENABLING A LEGAL RESPONSE TO TORTURE

Improving judicial actors' capacity to investigate and sanction torture. With the goal of improving the capacity of judicial authorities to combat torture more effectively, and promoting best practices in criminal proceedings, EnfoqueDH established a partnership with the Supreme Court of Justice to update the 2014 “Protocol for those who Administer Justice in Matters Related to Acts Constituting Torture and Other Ill-Treatments” (see project highlight).

HIGHLIGHT

UNPRECEDENTED COLLABORATIONS EMPOWER JUDICIAL ACTORS TO COMBAT TORTURE



In January 2020, EnfoqueDH established an unprecedented collaboration with Mexico’s Supreme Court to support the Judicial Branch in adopting a more assertive position to combat torture. The partnership with the Supreme Court, the first ever established with a USAID-funded project, updated the 2014 “Protocol for those who Administer Justice in Matters Related to Acts Constituting Torture and Other Ill-Treatments.” The Protocol had become outdated with the implementation of the new criminal justice system in 2016, and the GLT in 2017.

EnfoqueDH led the coordination between three regional consultative forums to update the Protocol in Chihuahua, Jalisco and Veracruz, involving over 100 members from state and federal judiciary authorities, as well as CSOs.

As a result of this effort, the Supreme Court now has the necessary input from a broad base of stakeholders to develop an effective instrument to combat torture more effectively. In the long-term, the updated Protocol allows judicial authorities to comply with their obligations to eradicate the practice of torture once and for all.

Complementing the partnership with the Supreme Court, EnfoqueDH increased public defenders' capacity to prosecute torture cases, in collaboration with sub-grantee Laboratorio de Litigio Estructural (LLE) (see project highlight below).

HIGHLIGHT

EDUCATING PUBLIC DEFENDERS, ERADICATING TORTURE



In January 2020, EnfoqueDH sub-grantee Laboratorio de Litigio Estructural (LLE), carried out capacity-building sessions for public defenders responsible for prosecuting cases of torture at the Federal Institute of Public Defense (IFDP). More than 60 public defenders had the opportunity to learn from subject matter experts, including the United Nation's former Special Rapporteur on Torture, Juan E. Méndez, and Macarena Sáez, Faculty Director of the Center for Human Rights at American University.

Additionally, the LLE held four virtual dialogues with over 450 participants from the Special Prosecutor's Office for Torture, and the Special Prosecutor's Office for Human Rights. These virtual sessions created a space where law enforcement authorities could discuss and exchange innovative methods to improve the application of the Istanbul Protocol.

Over 10 months, the LLE drafted acting guidelines for public defenders regarding torture and other cruel, inhuman or degrading practices; a questionnaire for victims of torture that are supported by the IFDP; and a proposal for the development of a database for IFDP torture cases. Through its sub-grant with the LLE, EnfoqueDH built key capacities related to the detection, investigation and sanction of torture, and improved and expanded the role of public defenders in the prevention and eradication of this practice.

In addition Instituto para el Fortalecimiento del Estado de Derecho (IFED), a sub-grantee under EnfoqueDH, developed a specialized assessment to identify specific criteria issued by the Supreme Court related to torture, and their application under the GLT, particularly in criminal proceedings. In addition, the assessment highlights the challenges faced by criminal justice system operators to comply with the GLT, as well as useful tools for victims of torture and their legal representatives to effectively defend their rights before law enforcement agencies. The assessment was widely disseminated through social networks in an effort to create awareness among judges, prosecutors and CSOs, of best practices and lessons to be extracted from the Supreme Court's decisions.

Finally, between 2019 and 2020, EnfoqueDH partnered with Instituto de Justicia Procesal Penal (IJPP) to strengthen eight CSOs from EnfoqueDH's four priority states and local authorities from Veracruz to investigate, litigate and document cases of torture under the GLT and the National Code of Criminal Procedures. The trainings and resources applied an approach based on the importance of psychosocial support and a human rights perspective.

HIGHLIGHT

PROMOTING A STRONGER INSTITUTIONAL RESPONSE TO TORTURE IN JALISCO



As EnfoqueDH worked with government counterparts, the team encountered several institutional deficiencies in the State of Jalisco. In 2019, to raise awareness on challenges of eradicating torture in the state, EnfoqueDH partnered with FLACSO and grantees Centro de Justicia para la Paz y el Desarrollo (CEPAD) and Instituto Tecnológico y de Estudios Superiores de Occidente (ITESO) to produce an assessment regarding the status of GLT implementation in the state. The assessment revealed that important institutional deficiencies such as: lack of accurate official figures on torture; the need for an official protocol to investigate this crime; and a better allocation of resources to prosecutors continued to hinder the implementation of the GLT in Jalisco. These findings were presented to civil society, academia and local government authorities, and throughout 2020, CEPAD and ITESO carried out several dissemination efforts to encourage implementation of the findings.

OBJECTIVE 2.

Strengthen the Prevention and Response Capacities of Local Systems to Enable the Implementation of the General Law on Disappearance

Over the past five years, EnfoqueDH placed particular emphasis on fostering a cohesive response to disappearances within the government of Mexico. By shining a spotlight on the lack of accurate registries and statistics of this human rights violation, coupled with lack of guidance and technical expertise to carry out effective searches for missing persons, EnfoqueDH advanced federal and local level prevention strategies and responses to forced disappearances.

CONTEXT

Acknowledging a lack of consistent and harmonized forced disappearance registries, there were an estimated 26,898 missing persons in Mexico in 2015. At that time, without adequate legal and institutional frameworks, efforts to search for and identify missing persons were diffuse, and mostly inefficient.

The enactment of the General Law of Disappearance (GLD) in 2017 strengthened the government of Mexico's ability to track and investigate disappearances. The law created measures and protocols to address disappearances, standardized the criminal definition of forced disappearance, eliminated jurisdictional aspects that complicated investigations, and created the National Search System and the National Search Commission to relieve family members of missing persons from the burden of leading search efforts and carrying out their own investigations. Because implementation of the GLD under the previous administration was inadequate, President López Obrador recognized the need to take decisive action. One of the most important steps taken by his administration was an increased federal budget allocation to local search commissions. In 2020, 22.85 million USD were assigned to local search commissions to strengthen their capacities and operation. Another key initiative was the creation of an Extraordinary Forensic Identification Mechanism in March 2020. This extraordinary, multidisciplinary mechanism was designed to maintain the necessary technical-scientific autonomy to carry out expert assessments on bodies or remains that had not been identified. Finally, the López Obrador administration announced the creation of five regional forensic institutes in Coahuila, Nuevo León, Sonora, Veracruz, and Mexico City.

STATE-LEVEL DISAPPEARANCE INDICATORS

Nationally there are **75,064** missing people.

EnfoqueDH's priority states sum **51.2%**.

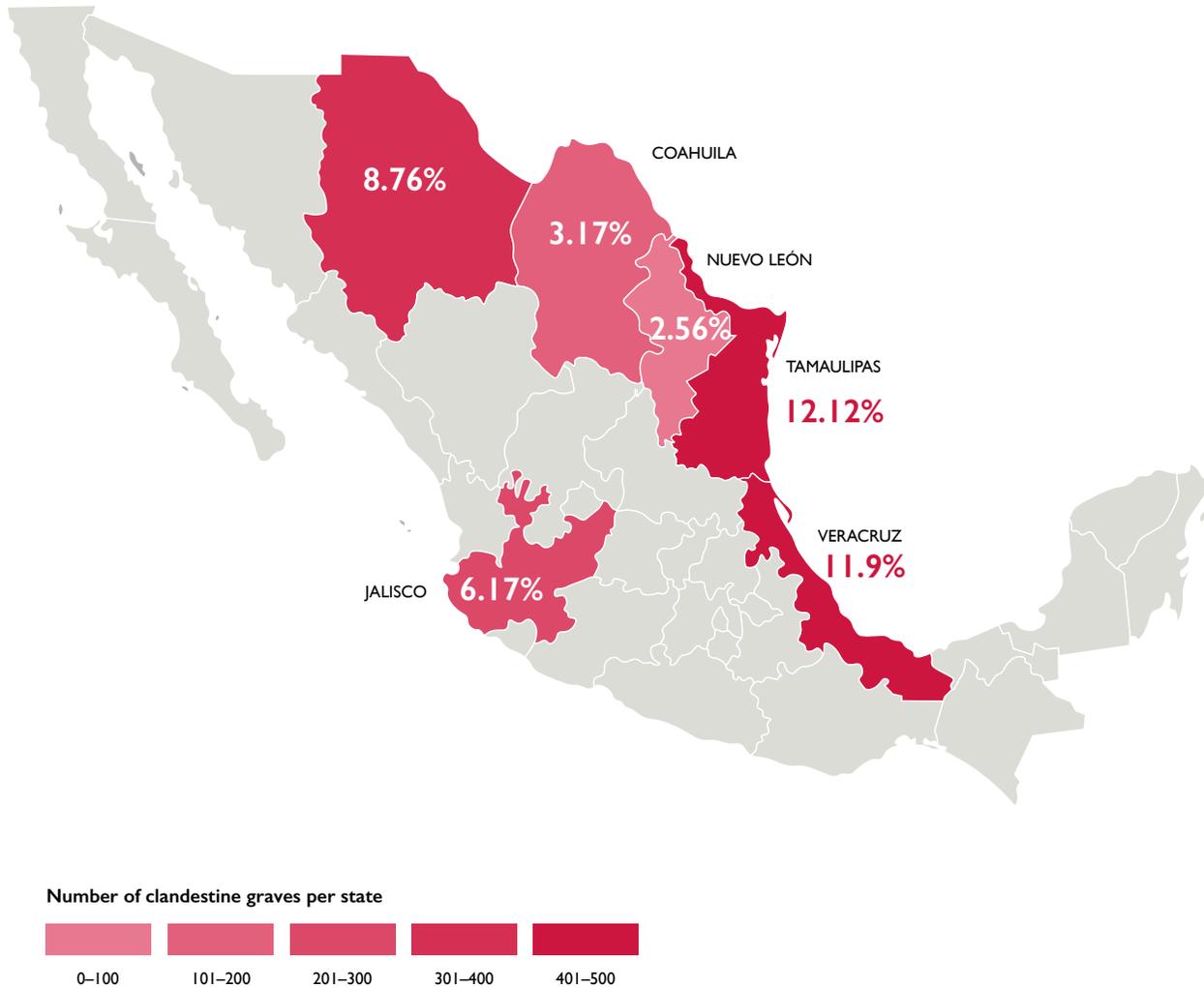


Source: Compiled based on the RNPDO with data from 1964 to August 31st 2020

STATE-LEVEL FORENSICS STATISTICS

3,631 clandestine graves located between 2006 and 2020

44.7% are situated in EnfoqueDH's priority states



Source: Compiled based on the RNPdNO with data from 1964 to August 31st 2020

APPROACH

At the federal level and in the five priority states with a higher concentration of cases of missing persons, EnfoqueDH partnered with key government institutions and CSOs to strengthen local capacities to prevent and respond to forced disappearances. EnfoqueDH's holistic strategy was based on the following four focus areas:

- 1. Providing local system actors with essential tools to implement the GLD.** Key activities included supporting the development of the National Registry of Missing Persons and consolidating strong relationships between National and Local Search Commissions to create common information management and search strategies.
- 2. Developing and strengthening local system capacities to search, investigate and prosecute disappearances,** with a special interest on the effective implementation of the GLD. Activities were geared toward supporting the government of Mexico to address institutional gaps and fulfill its legal and institutional obligations, as well as to develop effective search strategies. EnfoqueDH placed special emphasis on transferring cutting-edge knowledge and techniques to respond to the forensic crisis overwhelming local and federal government authorities in Mexico.
- 3. Developing and fostering the use of reliable data, context-analysis and strategic planning and budgeting tools.** EnfoqueDH created and promoted spaces for the exchange of national and international experiences and best practices. This was essential to strengthen search and identification activities, and enable precise public policies addressing forced disappearances that were truly responsive to the national context. Providing access to reliable statistics and innovative tools enabled CSOs to build essential accountability and transparency mechanisms to monitor the fulfillment of government responsibilities. This in turn improved their capacity to support investigations and effectively advocate on behalf of victims' families, and ensured that both the victims' families and CSOs were able to participate in the design and implementation of public policy focused on prevention and response to disappearances.
- 4. Supporting efforts to build collective memory to provide truth and justice for victims.** To tackle complex issues such as stigmatization of disappearance on victims' families, it was critical to develop a broad range of written and audiovisual materials to raise awareness on the experiences and daily struggles that CSOs, victims and families have endured in the search for truth and justice.

MAIN ACCOMPLISHMENTS AND IMPACT

PROVIDING LOCAL SYSTEM ACTORS WITH ESSENTIAL TOOLS TO IMPLEMENT THE GENERAL LAW ON DISAPPEARANCE

Equipping government officials to comply with responsibilities established under the GLD, and equip CSOs to conduct oversight of its implementation. The enactment of the GLD was a historic milestone towards improving the prevention and response to forced disappearances. However, many policies in Mexico fail at the implementation stage, therefore EnfoqueDH recognized the urgency of supporting the law's implementation. To this end, the EnfoqueDH quickly partnered with the OHCHR and GIZ to develop the [Basic Guide to Understanding the General Law against the Disappearance of Persons](#). This user-friendly guide contains the GLD principles, outlines the new institutional framework, and describes the government of Mexico's obligations in the areas of search, investigation, prosecution, provision of assistance to victims, and prevention.

THE POWER OF FORENSIC ANALYSIS IN CHIHUAHUA



From 2015 to 2020, EnfoqueDH made significant headway to improve the capacity of authorities responsible for conducting forensic investigations through its partnership with international forensic experts from the Argentinean Team of Forensic Anthropology (EAAF).

In Chihuahua, this partnership used genetic techniques that accounted for inevitable thermal alteration over time to successfully identify skeletal remains. The Project's partnership with EAAF investigated 116 missing persons' cases, including cross-checking data against 303 DNA samples and 52 human remains recovered in mass graves. Twenty-two individual profiles were created, and eight missing persons were identified.

As a result of EnfoqueDH's efforts, over 100 families of missing persons were trained to understand how forensic analysis works, and are better able to follow-up on their cases.

Promoting the participation of relatives of missing persons and civil society in oversight of GLD implementation.

The GLD calls for the creation of the National Search Citizen Council (NSCC), intended to bridge the gap between relatives of missing persons and the government of Mexico. Despite being required to fund the NSCC under the GLD, a year after its enactment the government had failed to fulfill this commitment. Given the importance of this independent entity, EnfoqueDH seized the opportunity to support key NSCC activities, empowering CSOs to participate in the oversight of GLD implementation. Through a sub-grant under EnfoqueDH, the Centro de Colaboración Cívica developed 16 indicators to monitor GLD implementation, and built an [online platform](#) through which the NSCC could share its work and findings. These efforts fostered continuous, collaborative work between authorities from six states and the relatives of missing persons, representing a breakthrough in the willingness of the government of Mexico to engage relatives and CSOs in their search efforts.

Improved efficacy of the National Search Commission: The lack of standardized guidelines that coordinate the search for missing persons undermines the efficiency of search efforts. To address this urgent need, the GLD calls for the development of the Unified National Search Protocol. In response, EnfoqueDH produced operational flow charts, which were included as part of the Protocol. In partnership with the CNB, EnfoqueDH also supported the development of a series of coding protocols to standardize information on disappearances throughout Mexico, with an emphasis on cases that took place during between 1968 and 1982, the period known as the "Dirty War". Finally, the CNB and EnfoqueDH partnered to produce the first volume of a training manual that synthesizes best practices from academic experts for use in the search for missing persons.

Further contributing to improved GLD coordination efforts, EnfoqueDH, working with the International Committee of the Red Cross and GIZ, organized a workshop on best practices for data access and analysis. The workshop was the first national and international exchange on search, location and identification efforts in Mexico where representatives from a wide range CSOs were able to work with government actors, including the recently appointed National Search Commissioner, marking a defining moment for collaboration on search efforts.

STRENGTHENING THE LOCAL SYSTEM TO SEARCH, INVESTIGATE AND PROSECUTE DISAPPEARANCES

Leveraging judicial mechanisms to improve response to disappearances. EnfoqueDH partnered with IFED to identify and create awareness among government and civil society about mechanisms used by the Federal Judicial Branch to respond to disappearances. Specifically, awareness of the use of the "amparo" trial, a federal jurisdictional legal mechanism for protecting Mexicans from human rights violations, where courts can require actions at the state level. Building on IFED's work, EnfoqueDH supported the CNB in the development of a series of operational guidelines that trigger jurisdictional and administrative mechanisms, such as the "amparo" trial, to allow authorities to carry out their duties in a more efficient and coordinated manner. These guidelines are expected to help relatives of missing persons, their legal representatives, criminal justice system operators and judges understand the different legal instruments that can be leveraged in bringing missing person cases to justice.

Increasing efficiency in the investigation of disappearance cases at the federal level and in Coahuila, Nuevo Leon, Tamaulipas, and Chihuahua. From January to November 2017, EnfoqueDH, working with key international experts, the Centro Diocesano para los Derechos Humanos Fray Juan de Larios (FJDL), and the Open Society Foundation, collaborated extensively with Coahuila's Special Prosecutor for Missing Persons to develop recommendations on how to more effectively prioritize and handle caseloads. This assistance resulted in the development of a case prioritization methodology adopted by the State of Coahuila in December 2019.

Similarly, in Nuevo León, EnfoqueDH partnered with CADAHC in 2018 to provide legal advice and work with relatives of disappeared persons in Tamaulipas. This support included technical assistance and newly established channels for coordination from independent investigation experts for the General Prosecutor Offices of Tamaulipas and Nuevo León. Based on the technical assistance received, the General Prosecutor Offices were able to develop detailed context analyses for twenty cases of disappearances. CADAHC also improved communication between the General Prosecutor Offices and relatives of missing persons regarding progress on their cases, thereby improving victims' access to justice in the state. Moreover, seeking to replicate successful experiences from Nuevo León, EnfoqueDH, through CADAHC, supported the State of Tamaulipas General Prosecutor Offices in the design of its Specialized Immediate Search Group, (GEBI) to promote an effective response to disappearances around Ciudad Victoria (capital of Tamaulipas), in the first 72 hours after a report.

Through grantee Argentinean Team of Forensic Anthropology (EAAF), EnfoqueDH provided independent forensic assistance to strengthen the investigation of missing person cases in the States of Tamaulipas, Nuevo León and Guerrero. In San Fernando, Tamaulipas, and Cadereyta, Nuevo León, close collaboration with state and federal authorities have proven fruitful. To date, EnfoqueDH's support has resulted in the identification of five missing persons, two cases of missing migrants in Tamaulipas, and three cases related to the massacres of San Fernando and Cadereyta. However, the State of Guerrero remains a challenge, as the State General Prosecutor's Office has not provided complete information on the remains to be identified.

Beginning in 2017, through its sub-grant with Centro de Derechos Humanos de las Mujeres (CEDEHM), EnfoqueDH provided technical assistance to the General Prosecutor's Office in the State of Chihuahua to design, organize and establish a specialized Prosecutor's Office dedicated to investigating gross human rights violations. In 2019, EnfoqueDH provided further institutional strengthening for this specialized Prosecutor's Office through a needs assessment and technical trainings consisting of 12 four-hour modules for 88 authorities.

Advocating for GLD implementation at the state level. Because local context in Mexico varies significantly from state to state, EnfoqueDH developed state specific partnerships and approaches. As an example, in the State of Jalisco, EnfoqueDH partnered with Centro de Justicia para la Paz y el Desarrollo (CEPAD) to work with officials to adapt GLD guidelines to the local context. The developed guidelines were based on an in-depth assessment on disappearances in the state, and highlighted the urgency to assign resources for the implementation of the GLD, improve information gathered on missing persons, as well as bringing attention to the lack of government commitment to translate policy into action. These guidelines equipped CEPAD with tools to advocate for targeted improvements in the implementation of the GLD in Jalisco, including an [assessment](#) on the creation of the State's Search Commission.

HIGHLIGHT

ONE STEP CLOSER: DEVELOPING THE FIRST REGIONAL SEARCH PROGRAM IN MEXICO



The northeastern region of Mexico, comprised of the States of Nuevo León, Tamaulipas, Durango, and Coahuila, among others, accounts for 30 percent of recorded disappearances in Mexico. EnfoqueDH partnered with the CNB to develop a comprehensive search program for the region, and engaged local search commissions, government agencies, and human rights organizations to encourage collaboration.

On March 23, 2020, the Washington Office on Latin America (WOLA) published an article on the CNB's Search Plan, noting this regional plan

will serve as the foundation for a national search plan — a measure mandated by the GLD. WOLA states: *“...measuring success must go beyond counting the number of mass graves found or the number of remains identified. Progress should also be measured by efforts to increase staffing and funding levels within state-level prosecutor's offices, search commissions, and other relevant agencies...”*

On April 29, 2020, the CNB presented the Regional Search Program to law enforcement authorities in the State of Durango, where authorities made a commitment to promote adoption of the Regional Search Program, thus moving one step closer to achieving an increased capacity for the search for missing persons in Mexico.

Adapting local law to ensure GLD implementation in Coahuila. In the State of Coahuila, EnfoqueDH identified conflicting local laws regarding the search for disappeared persons. To address this, EnfoqueDH partnered with sub-grantee FJDL to harmonize Coahuila's state laws with the GLD. Through the Project's collaboration with CSOs, missing persons collectives and the Legal Counsel's Office, 24 state regulations were modified to be in compliance with the General Law, specifically those related to the Special Declaration of Absence, which allows the next of kin of disappeared or missing persons to safeguard their rights as long as their whereabouts are unknown.

Increasing local capacity to implement GLD. Immediately after USAID expanded EnfoqueDH's scope to include assistance in Veracruz, the project partnered with sub-grantee Instituto Mexicano de Derechos Humanos y Democracia (IMDHD). The sub-grant resulted in improved context analysis of forced disappearance in Veracruz, and the development and execution of trainings for CSOs on GLD implementation. IMDHD also developed three virtual training sessions for 14 women from 14 Veracruz-based collectives to strengthen their leadership capacity and political participation in search efforts. Complementing these efforts, EnfoqueDH worked closely with the Solecito collective, Veracruz's most prominent collective of relatives of missing persons. Working hand-in-hand with Solecito collective members, EnfoqueDH conducted an assessment to determine the following main barriers to bringing their cases to justice: lack of updated information; absence of legal advisors assigned to support the families; inconsistencies in genetic profiles; and few search initiatives. Based on these findings, EnfoqueDH provided legal advice and developed strategies to help the collective's members overcome the identified challenges.

HIGHLIGHT

BUILDING THE CAPACITIES OF VERACRUZ SEARCH COMMISSION



In response to a request by Veracruz state officials for EnfoqueDH to build the capacities of its State Search Commission, EnfoqueDH provided specialized technical assistance from December 2019 to September 2020. As a result, the State Government Secretariat incorporated the internal regulatory framework, into its structure, in accordance with the local law on disappearance. Additionally, EnfoqueDH reviewed the working version of the Unified Search Protocol, highlighting more than 100 observations and several proposed redactions, and incorporated observations made by

families and CSOs into the Protocol, giving them a voice in public policy. To ensure the sustainability of the Commission's future work, EnfoqueDH developed a progress assessment of their obligations while operating under the GLD.

EnfoqueDH's recommendations were critical for the Commission, given that decision-making regarding compliance and operations were based on project feedback. As a testament to EnfoqueDH's technical assistance, the State Search Commission was able to request \$675,000 USD in federal funding to cover its operations.

CREATING AND ENABLING THE USE OF STATISTICS, CONTEXT-ANALYSIS, STRATEGIC PLANNING AND BUDGETING TOOLS

Strengthening the National Registry of Disappeared Persons. One of EnfoqueDH's key areas of focus was the improvement of the national registry of missing or disappeared persons. From the onset, EnfoqueDH identified sub-grantee FJDL as a key partner given its work in Coahuila to provide legal aid to victims, and advocate for effective policies that address gross human rights violations. Through this partnership, EnfoqueDH conducted an initial assessment and issued recommendations with regards to the strengths and deficiencies in the Registry of Data on Missing or Disappeared Persons.

After the CNB and Data Cívica signed a collaboration agreement in July 2017, EnfoqueDH leveraged this partnership, working with both organizations to design and operationalize the New National Registry of Missing Persons. Through a groundbreaking analysis of more than one hundred federal and state databases, Data Cívica performed an in-depth, groundbreaking analysis of over one hundred federal and state databases managed by general and public prosecutors, cross-referencing data to remove duplicate entries across all official missing person databases. Furthermore, Data Cívica was able to identify and issue recommendations on key elements for the new Registry, such as a function to track all modifications, accessibility through online and open data formats, and the ability to cross-check data with other official sources of information on missing persons.

Building on these efforts, EnfoqueDH supported a joint collaboration between FLACSO, the Human Rights Data Analysis Group, the Iberoamerican University, and Data Cívica to develop a statistical estimate of missing persons in states with high levels of disappearances that had not yet been documented by registries. As a result of this estimate, states including Chihuahua, Tamaulipas and Coahuila, were found to be underreporting the number of missing persons, resulting in an increase in comparison to the official registries. As an example, Data Cívica uncovered at least 13,980 missing persons not included in the Tamaulipas registry, bringing the total of missing persons in the state to 19,556. EnfoqueDH disseminated recommendations to strengthen the missing persons registries to key government of Mexico actors, as well as to the National Search Citizen Council. Recommendations included the need for increased interconnection between different data systems of the National Search System, the creation of a public protocol to guide data collection, the creation of a methodology to distinguish when a person is missing, when someone has been disappeared, and the incorporation of people who have been located into registries.

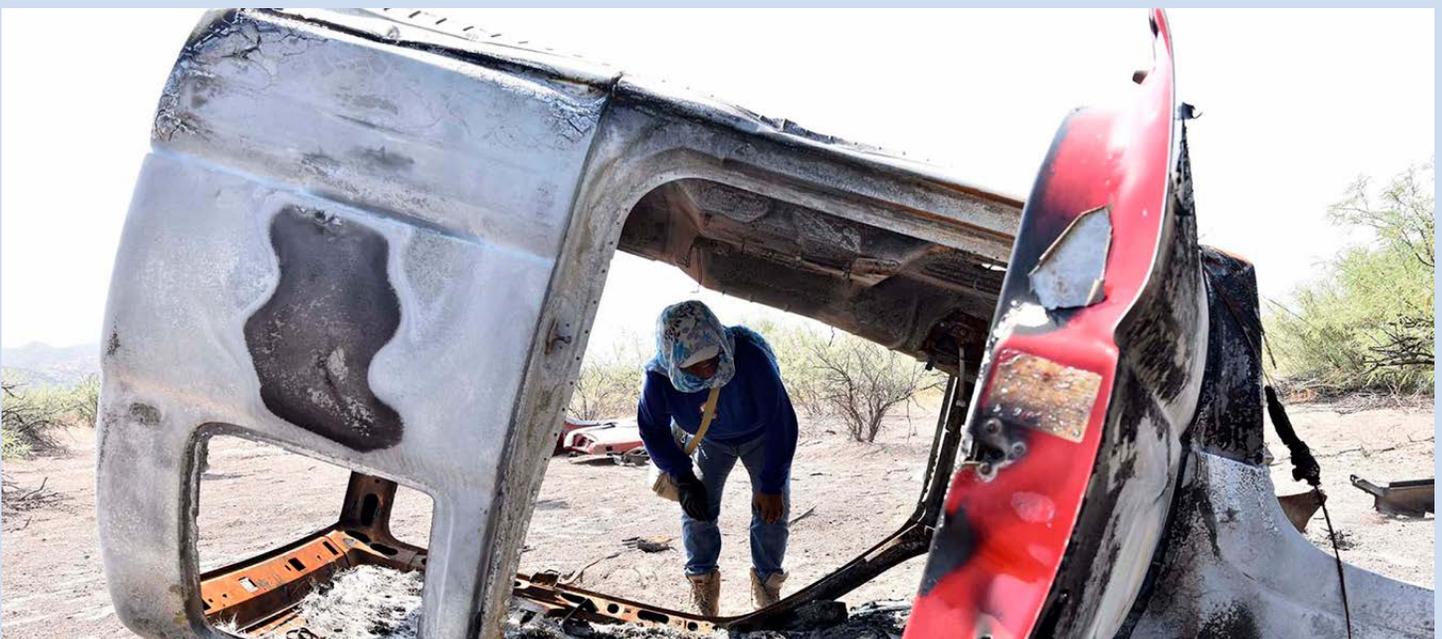
RAISING PUBLIC AWARENESS ON MISSING PERSONS AND DOCUMENTING THEIR STORIES IN MEXICO

Raising awareness and reducing stigmatization of forced disappearance victims. EnfoqueDH supported sub-grantee Centro de Derechos Humanos Toaltepeyolo to produce the documentary, "Siempre Presente," which was broadcast on various social media channels to raise awareness and increase visibility of disappearance cases in Veracruz. EnfoqueDH also partnered with Sistemas de Inteligencia y Opinión en Mercados S.C. (SIMO) to assess the degree of stigmatization of forced disappearance victims in the press, analyzing over 200,000 mentions from 2006 to 2020 of missing persons at both the national level and in six states. Additionally, SIMO surveyed 500 individuals to gain insight on public perception and the public narrative surrounding this human rights violation. Based on SIMO's findings, between 2006 and 2011, there was a generalized perception that victims are responsible for their fate, that they have put themselves in risky situations, which was linked to a perception that kidnapping and disappearances are linked to "drugs,"

"weapons" and "crimes." In 2012, family-led narratives calling for "Search" and "Justice" appeared to counter the initial stigmatization on disappearances, followed by a discourse linked to the search for missing persons with a specific focus on remains, bodies and clandestine graves. These assessment results are publicly available on SIMO's [website](#), and continue to raise awareness of perception, stigmatization and the role played by media in constructing the public narrative on gross human rights violations.

HIGHLIGHT

ADVANCING TRUTH, JUSTICE, AND RECONCILIATION THROUGH THE POWER OF STORYTELLING IN COAHUILA



Documentation of individual and collective memory is key to ensuring truth, justice and reconciliation, as well as contributing to healing the trauma endured by victims. Working closely with missing persons collectives, EnfoqueDH discovered that many of the victims' stories were at risk of being forgotten, therefore EnfoqueDH supported the Colegio de Mexico (COLMEX) to produce video documentation of the history of [four collectives in Coahuila: FJDL, Grupo VIDA, Familia Unidas, and Alas de Esperanza](#).

In a separate effort to further documentation efforts through story-telling, EnfoqueDH published an in-depth report titled "*The bodies nobody knew about*" written by journalist Ms. Daniela Rea. The report shared powerful and personal insights on FJDL's work in Coahuila and was one of six reports developed and published through a collaboration between EnfoqueDH and Ms. Rea that chronicled the daily struggles and experiences of CSOs in EnfoqueDH's priority states.

EMPOWERING RELATIVES OF MISSING PERSONS AND CIVIL SOCIETY TO PARTICIPATE IN PUBLIC POLICY DESIGN AND JOINT COLLABORATIONS FOR THE SEARCH OF MISSING PERSONS

Empowering victims through psychosocial support. Psychosocial support is an important element to help a victim's relative cope with their trauma and the psychosocial consequences of the disappearance. Between 2019 to 2020, EnfoqueDH partnered with the Instituto Tecnológico y de Estudios Superiores de Occidente (ITESO) in Jalisco to provide psychosocial workshops for families of missing persons. These workshops created a vital space for families, and women in particular, to come together as a community and share their experiences. As a result, victims in Jalisco became better positioned to advocate for their rights.

Empowering collectives of relatives of missing persons. In 2017, through a sub-grant with IMDHD, EnfoqueDH strengthened the technical, legal and organizational capacities of 12 collectives in Mexico. Using training and educational materials, EnfoqueDH helped to generate alliances, create spaces for collectives to exchange experiences, and expand the role that collectives play in investigations. Based on workshop outcomes, IMDHD developed the [“Guide to the Disappearance of Persons and Related Crimes”](#), to help orient relatives of missing persons on what to do if a family member goes missing.

Facilitating the exchange of best practices among CSOs to support the search for missing persons. Because of their geographic spread across Mexico, the relatives of missing persons collectives rarely have opportunities to coordinate efforts. To increase and facilitate coordination, EnfoqueDH partnered with sub-grantee CADHAC to compile best practices from across the country on the search for missing persons. In Nuevo León, CADHAC worked with the State General Prosecutor's Office by organizing a study tour with representatives from the International Commission on Missing Persons in Nuevo León. The tour led to the development of a report outlining general recommendations to address the problem of missing persons in the state.

Leveraging technology to search for missing persons. Understanding the critical contribution civil society can have in improving investigation of forced disappearance cases, EnfoqueDH continued its close partnership with sub-grantee EAAF to host a series of specialized virtual workshops for CSOs focused on spatiotemporal analysis of case data. These virtual workshops equipped CSOs to perform sophisticated analysis to map and visualize data, enabling the identification of potential patterns in criminal data across space and time. The data can improve an investigator's understanding of the context of a case, which in turn can generate new insights into investigative leads. The workshops concluded in July 2020, and were comprised of five sessions, with participants from leading CSOs such as the CEDEHM, Centro de Derechos Humanos Miguel Agustín Pro Juárez and FJDL. Participants were trained on the use of various secure, affordable and efficient digital tools to carry out spatiotemporal analysis of data. The training also served as a pilot that was later replicated, through a workshop with 11 CSOs and another workshop with 25 journalists. With these tools, both CSOs and journalists are better positioned to advocate for more diligent investigations into disappearance cases.

Bolstering local capacity to carry out exhumations in Coahuila. EnfoqueDH partnered with sub-grantee FJDL to address deficiencies in the technical capacity of state officials responsible for exhumations. Through the sub-grant, EnfoqueDH collaborated with local authorities to assess the State's Exhumation and Forensic Identification Plan, and design a massive exhumation strategy for municipal cemeteries. In November 2019, this support resulted in the first mass exhumation led by state authorities in Saltillo, in which 53 bodies were recovered.

STRENGTHENING MEXICO'S NATIONAL HUMAN RIGHTS POLICY FRAMEWORK



With an understanding that the National Human Rights Program (NHRP) has been the backbone of the government of Mexico's commitment to human rights, EnfoqueDH concentrated its support on the implementation and evaluation of the 2014 to 2018 NHRP, providing assistance for its design and technical input for the 2019 to 2024 iteration. Under its sub-grant with Signum, between 2017 to 2018, EnfoqueDH drafted an assessment of the NHRP's impact, including recommendations on areas of opportunity and improvement for future NHRP iterations. The assessment was presented to government officials and civil society in November

2018 at the 21st Session of the Commission on Governmental Policy on Human Rights in Mexico City. As a result, the new General Director of the Public Policy area of the Human Rights Undersecretary, responsible for the design and elaboration of the new Program, requested EnfoqueDH's technical assistance to design a more feasible and realistic NHRP for the new government administration.

EnfoqueDH engaged three expert consultants to provide technical assistance for the drafting of the new NHRP. Contributions included the development of the NHRP methodology, content, legal justification and incorporation of the previous assessment's recommendations. EnfoqueDH also supported the selection of the Program's Advisory Council, comprised of human rights experts representing CSOs, such as Consuelo Morales Elizondo, Director of CADHAC (former sub-grantee), and José Ramón Cossío Díaz, former Minister of the Supreme Court and Director of IFED (former sub-grantee). EnfoqueDH's assistance also included organizing consultation sessions with CSOs, government authorities, and victims to ensure the NHRP took into account input from all stakeholders.

As part of additional efforts to improve capacity within both the government of Mexico and CSOs to oversee Mexico's monitoring and reporting obligations under the Protocol to the American Convention on Human Rights in the area of Economic, Social, and Cultural Rights, EnfoqueDH provided technical support to the Ministry of Interior (SEGOB) to develop the Platform for the Human Rights National Evaluation System. Over eight months, EnfoqueDH provided critical technical assistance, and participated in a collaborative design process, involving SEGOB's Public Policy Directorate, the Information and Communication Technologies General Directorate, the Ministry for Foreign Affairs, the National Digital Strategy, the Universidad Nacional Autónoma de México's Human Rights University Program and more than 50 government institutions. The resulting platform, presented to civil society and government counterparts, facilitates public access to official information, user-friendly visualization, georeferencing capacity, and massive data downloading options. To guarantee continued use and to ensure sustainability, SEGOB officials were trained in the management and use of the Platform.

INSTITUTIONAL STRENGTHENING OF ENFOQUEDH'S LOCAL IMPLEMENTING PARTNER



One of EnfoqueDH's main objectives was the organizational strengthening of its main implementing partner Comisión Mexicana de Defensa y Promoción de los Derechos Humanos (CMDPDH), a leading human rights CSO in Mexico. Since late 2016, EnfoqueDH worked continuously to strengthen the administrative, financial and communication capacities of CMDPDH.

COMMUNICATIONS SUPPORT

EnfoqueDH supported CMDPDH to carry out its social media campaign [#NoMásImpunidad](#) which raised awareness on the alarming rates of nearly total impunity on gross human rights violation cases. Through this support, CMDPDH published nine capsules on social media featuring renowned figures in Mexico, such as actress Yalitza Aparicio, discussing pressing human rights violations and calling for cases to be brought to justice. The videos have reached over 1,350,000 people on Facebook.

To strengthen CMDPDH's communications, EnfoqueDH engaged SPIN Taller de Comunicación Política under a separate subcontract. SPIN provided CMDPDH with key tools, and tailored internal and external strategies to consolidate and position the organization as Mexico's leading CSO dedicated to the defense and promotion of human rights.

TECHNICAL SUPPORT

Starting in 2016, EnfoqueDH engaged consultants to help CMDPDH become proficient in the use of I-doc, an Investigation and Documentation System, developed by the Case Matrix Network. I-doc supports documentation, fact-finding, and investigatory activities connected to core international crimes (genocide, crimes against humanity, and war crimes) and gross or widespread human rights violations. Subsequently, CMDPDH successfully used the I-doc database to explain human rights violations such as torture, forced disappearance, and extrajudicial executions in Mexico. As well,

CMDPDH has used I-doc to: systematize information, disaggregate facts, identify actors or institutions that commit the crimes, identify victims, and analyze more than 500 public information documents from federal and state governments. I-doc also allows CMDPDH to identify criminal patterns and identify military chains of command that have committed human rights violations or crimes against humanity. Since 2018, CMDPDH has cooperated with Security Force Monitor, a non-profit research group specializing in data on security forces, enabling CMDPDH to determine the military and navy chains of command and responsibility structures, while also identifying perpetrators involved in massacres or those related to mass graves. In 2018, CMDPDH published an investigation about disappearances, torture and killings committed by the security institutions in Mexico from 2006 to 2017, which was used in reports for the International Criminal Court.

MANAGEMENT, FINANCIAL AND ADMINISTRATIVE STRENGTHENING SUPPORT

Chemonics applied the Human and Institutional Capacity Development (HICD) tool to support CMDPDH in its identification of performance gaps, introduce solutions to close those gaps, and enable a cyclical processes of continuous performance improvement through the establishment of performance monitoring. Through HICD, EnfoqueDH staff worked hand-in-hand through regularly scheduled sessions to assess and provide assistance to improve CMDPDH's budgeting, accounting, and file management. By the end of the project, CMDPDH had improved its internal processes, and instituted best finance and administrative practices for its work with potential donors, including standardized internal processes for control, registration, verification and accountability.

CROSS-CUTTING FOCUS ON RESPECT FOR HUMAN RIGHTS OF VULNERABLE POPULATIONS

EnfoqueDH placed particular emphasis on women, the Lesbian, Gay, Bisexual, Transgender and Intersex community and persons with disabilities in the design and implementation of strategies to strengthen policies, increase access to justice and work with the government of Mexico to improve inclusive budgeting and planning practices. Partnering with civil society, EnfoqueDH supported advocacy efforts to hold the government of Mexico accountable in its responsibility to protect the human rights of these vulnerable populations in Mexico.

CONTEXT

Crimes against Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI) persons in Mexico have grown exponentially in recent years. Hate, violence, and discrimination towards the LGBTI community are common, and have led to escalating murder rates. According to Letra Ese, a local CSO, at least 473 LGBTI people were murdered between 2013 and 2018 because of their sexual orientation or gender identity. The lack of capacity of law enforcement agencies to implement measures to prevent and address this pressing issue is a contributing factor to this cycle of violence. Mexico's social norms do not acknowledge crimes committed against the LGBTI community as hate crimes, and because gender identity is not recognized as a motive for murder, agencies are unprepared to address the impact of these crimes.

As for gender-based violence, femicides in Mexico have increased by 145 percent between 2015 and 2019, with more than 1,000 cases reported in 2019. The actual number of femicides in Mexico is likely to be significantly higher, given the underreporting of femicides, and the negligence on behalf of states that do not distinguish them as separate crimes from homicide. These statistics have a significant impact on Mexican women's sense of security, with 77 percent of Mexican women reporting feeling unsafe.

APPROACH

Seeking to improve and advocate for the human rights of vulnerable populations, EnfoqueDH focused on strengthening federal and local legal frameworks, raising awareness of disproportionate rates of human rights violations against vulnerable populations, and developing an empowerment strategy. Through specific initiatives, EnfoqueDH made significant headway in supporting state and municipal governments to have a human rights-based approach, and to promote collaboration between the government and civil society.

MAIN ACCOMPLISHMENTS AND IMPACT

DEVELOPING AND IMPLEMENTING LEGAL MECHANISMS TO IMPROVE RESPONSES TO GENDER-BASED VIOLENCE

Strengthening the Gender Violence Alert for Women. With the goal of improving the federal government's efforts to prevent and eradicate violence against women, EnfoqueDH partnered with the National Commission for the Prevention and Eradication of Violence against Women (CONAVIM). The partnership developed a proposal to reform both the General Law Granting Women Access to a Life Free of Violence, as well as the guidelines to improve the Gender Violence Alert for Women. By facilitating dialogue between civil society experts, universities, and the government of Mexico officials responsible for the oversight of the AVGM, EnfoqueDH identified deficiencies, and developed recommendations to enable CONAVIM to push for the improvement of the AVGM.

Strengthening judicial branch capacities to address femicides and sexual violence. In 2018, EnfoqueDH provided technical assistance to the Special General Prosecutor's Office for Violence against Women and Human Trafficking to help update the Investigation Protocols for Femicide and Sexual Violence. The objective was to improve Mexico's legal framework to eradicate Gender Based Violence (GBV) and support the implementation of outstanding UPR recommendations. As a result, the updated Protocols incorporated the requirements of the new judicial system, thereby improving the capacity of the State General Prosecutor's Office to investigate these crimes.

Paving the way for improved access to justice for LGBTI persons in Mexico. In 2018, to address the alarming increase in the rate of violence against LGBTI persons, EnfoqueDH developed a comprehensive strategy consisting of a ten-month collaboration with the General Prosecutor's Office and the National Council to Prevent Discrimination. This cross-agency partnership enhanced the implementation of the Conduct Protocol for Justice Personnel in Cases That Involve Sexual Orientation and Gender Identity. While other national protocols have been issued without concrete follow-up measures to support their implementation, this potential issue was avoided through support provided by EnfoqueDH's. The Project provided technical assistance and training to public officials from 32 state delegations of the General Prosecutor's Office and law enforcement officials to: (1) incorporate a monitoring and evaluation component to track and improve the protocol's implementation; (2) promote the exchange of best practices between local law enforcement agencies; and (3) design and implement a mandatory protocol training guide for law enforcement agencies that included practical cases and local assessments of hate crimes to ensure the different types of cases found throughout the country were addressed. As a result, federal law enforcement agencies now have a sustainable long-term strategy to advance the rights of LGBTI persons, thereby contributing to improved investigation processes and greater attention to victims.

PLANNING AND BUDGETING TO IMPROVE PREVENTION AND RESPONSE TO GENDER-BASED VIOLENCE

First planning and budgeting exercise with human rights and gender perspective in Guadalajara. One of the main conclusions derived from the National Human Rights Program Evaluation, conducted in 2017 and supported by EnfoqueDH, was the lack of capacity within the government of Mexico to adequately plan for and address human rights challenges at all levels of government. To address this shortcoming, EnfoqueDH worked with

the municipality of Guadalajara to incorporate a human rights approach into its 2018 municipal planning and budgeting cycle. Working closely with 33 local government officials to review the 2018 budget, EnfoqueDH's team determined ways to allocate sufficient resources to GBV prevention and response activities. The team also incorporated budget line items for three core programs: Made by Women (Hecho por Mujeres), Code Pink (Código Rosa), and medical services focused on care for victims of family violence, sexual violence and violence against women. As a result of EnfoqueDH's work, Guadalajara's Treasurer incorporated a gender chapter into the municipal budget, advocating for the use of a human rights and gender lens in the municipality's planning and budgeting process, as well as encouraging participation of relevant municipal government actors.

“Thanks to EnfoqueDH’s support, our municipality increased gender-focused activities by almost \$500,000 USD in our 2018 budget”

–Guadalajara’s municipal treasurer
on EnfoqueDH’s impact

EnfoqueDH's support for the Guadalajara municipal government also strengthened the local Code Pink strategy, resulting in 6,808 protection orders issued, 557 emergency services activated, 20 police officers assigned to specialized attention for women, and 47 persons detained for violation protection orders. Beyond municipal-level gains, this achievement set an example for other government actors, demonstrating that planning and budgeting with a gender perspective has a significant impact.

SUPPORTING CIVIL SOCIETY TO ADVOCATE FOR ERADICATION OF VIOLENCE AGAINST LGBTI INDIVIDUALS

Raising awareness on the violence against LGBTI individuals. Mexico's 2018 UPR included a recommendation to “improve records and other data on violence faced by LGBTI persons.” To address the lack of government action, EnfoqueDH, in collaboration with sub-grantee Fundación Arcoiris, supported strategic alliances among CSOs from all 32 states to build a National Observatory of Hate Crimes against the LGBTI community. This groundbreaking initiative allowed government authorities to understand the magnitude of these crimes in Mexico. The observatory included a three-day practical session held in 2019, where civil society representatives from ten states (Nuevo León, Baja California, Coahuila, Jalisco, Chihuahua, Veracruz, Guerrero, Michoacán, Puebla, and Mexico City) met to discuss strategies in their respective states to strengthen advocacy efforts for prevention and response to hate crimes. In July 2019, building on the success of the newly established observatory, Fundación Arcoiris organized five workshops led by local LGBTI organizations to train 71 journalists and media representatives from Jalisco, Chihuahua, Coahuila, Veracruz, and Baja California. These workshops promoted a more complete, shared understanding of the violence encountered by the LGBTI community, the legal framework that protects victims, and strategies to ensure journalistic pieces include a human rights perspective. These efforts culminated in a fully functional [national registry](#) managed by sub-grantee Fundación Arcoiris and local allies in different states. As well, journalists became better equipped to include key information and draw attention to these types of crimes, leading to publishing information with greater accuracy that further supports authorities in their response to these crimes.

Complementing the creation of the National Observatory of Hate Crimes, EnfoqueDH worked with another leading LGBTI CSO in Mexico, Letra Ese, to enhance their advocacy capacity. Through its sub-grant with

Data Cívica, EnfoqueDH supported Letra Ese to develop an in-house platform to register hate crimes against LGBTI persons reported by media outlets, and enable the visualization of their prevalence. With user-friendly features for data input, management and visualization, Letra Ese streamlined its advocacy materials on hate crimes against the LGBTI community in Mexico, and presented key information in a concise and strategic manner to authorities and law enforcement agencies.

FOSTERING CROSS-SECTOR COLLABORATION TO ADDRESS GENDER-BASED VIOLENCE THROUGH INNOVATION

Innovating solutions to respond to gender-based violence. In March 2019, EnfoqueDH hosted the “Human Rights Create-athon” in Mexico City, furthering USAID’s commitment to advance a culture of innovation. The Create-athon’s objective was to spark innovative technological solutions to prevent and address GBV in Mexico. The event included more than 40 participants, including university students, CSO representatives, information and communication technology specialists, and representatives from the Iberoamerican University, the National Human Rights Commission, and Uber Mexico. Create-athon entries ranged from mobile applications to detect patterns of violence by scanning narratives of a personal diary, alarm systems linked to mobile devices, platforms for local governments to simplify the way victims fill out reports, to a chat bot that offers automated support to victims. A multidisciplinary panel of expert judges selected four winners from the ten technological solutions participants developed and presented. The winning applications will undergo a process of enhanced development and refinement, and upon completion and testing will be disseminated among actors that have shown interest, including the National Human Rights Commission, the Iberoamerican University, the Municipality of Ciudad Juárez Chihuahua, Red Mesa Juárez, and the Municipal Institute of Juárez in Chihuahua.

IMPROVING RESPECT FOR RIGHTS OF PERSONS WITH DISABILITIES

Raising awareness on persons with disabilities rights. In 2016, as part of its partnership with sub-grantee Documenta, EnfoqueDH designed and led a training course on the rights of people with disabilities. The course, given to representatives from 30 CSOs that support persons with disabilities, included information on the Convention on the Rights of Persons with Disabilities, and trained human rights activists on how to more effectively advocate for persons with disabilities through a better understanding of existing institutional mechanisms. As a result of this training course, CSOs forged partnerships to conduct collective advocacy across Mexico.

LESSONS LEARNED AND RECOMMENDATIONS

SUPPORTING CSOs THROUGH GRANTS

Maintaining close collaboration with sub-grantees is essential for achieving greatest impact. To build stronger relationships with sub-grantees, it is essential that common goals are established. Specific, mutually agreed upon shared goals lead to greater alignment on priorities throughout implementation.

The desire for rapid results can lead to ineffective advocacy. Due to time constraints faced working under a sub-grant, CSOs can feel pressure to achieve meaningful results within the established timeframe. However, this can result in rushed agreements with government counterparts and other stakeholders that do not fully achieve their intended goals.

CSOs at the local level need support to achieve sustainability. Local CSOs remain dependent on donor funding to cover administrative and overhead expenses, which is necessary for long-term sustainability. Therefore, their capacity to manage grants is highly dependent on the influx of funding by outside organizations.

RECOMMENDATION

Sub-grants need to be adapted to each recipient's context and capacity. Attention to each grantee's capacity is key to ensuring that grant-making mechanisms and administrative requirements do not overburden organizations and compromise proposed results. Including sub-grantees in strategic planning processes can build their capacity to manage risk, and ensure institutional strengthening support is tailored to their needs. As well, it is important to work closely alongside grantees and provide mentorship to target areas of improvement.

KNOWLEDGE MANAGEMENT

CSOs need support to conduct contextual analyses at the local and federal level. CSOs working to address the causes of torture and disappearances often face immediate challenges specific to their socio-political contexts. These must be considered as a factor that can impact the development of long-term strategies. The characteristics of each local context can also determine what types of advocacy will be effective to improve the government's response to human rights violations.

Alternative sources for information need to be identified when authorities are unwilling to share data. Throughout the implementation of EnfoqueDH, the government of Mexico changed how it publicly disclosed information on torture and disappearances. At times, the government of Mexico refused to disclose data, despite numerous requests for access. CSOs need to proactively search for alternative data sources, and have a plan in place to mitigate the impact of this challenge.

Legal experts are essential personnel for CSOs in the human rights space. As legal frameworks for human rights violations can change when faced with a crisis or shifting socio-political dynamics, having personnel with applicable legal experience is critical to supporting CSOs in understanding the implications of changes to legislation or policies.

RECOMMENDATION

USAID should foster the creation of communities of practice. EnfoqueDH identified challenges faced by multiple organizations operating in unique contexts. These challenges were related to the development and implementation of long-term strategies to advocate for the prevention and response to gross human rights violations, access to public information for advocacy purposes, and gaps in specific policy or legal expertise that allowed responses to changes in normative frameworks. Having communities of practice enables improved knowledge sharing, as well as sharing of recommendations and best practices, which in turn empowers CSOs to become more efficient when resolving issues another organization has already addressed. In addition, communities of practice facilitate the use of a multidisciplinary approach to overcome new challenges, which positively impacts interventions.

DATA ANALYSIS AND TECHNOLOGY ADOPTION

Projects should create methodological guides to systematize data from project start-up. After facing significant challenges in data management, grantees realized they needed to improve the process for information gathering, as well as defining indicators before reaching out to authorities for data. Grantees grew to understand that establishing terminology used for information requests improves record management and consistency.

Grantees should plan to hold at least two feedback sessions with counterparts when in the final stages of developing technological tools. To ensure that the data is easily accessible for potential users, grantees realized they required multiple feedback sessions with representatives from relevant CSOs and government authorities. This allows for collaboration and validation of the tools before final release or publication.

The design of technological tools must incentivize frequent user engagement. For websites or online platforms, grantees recognized the importance of having a communications plan that included incentives for users to repeatedly return to the platform. A long-term sustainability strategy to keep content regularly updated can improve both the user-friendliness of the website, and accuracy of information.

RECOMMENDATION

Current and future technological tools need to incorporate a set of minimum requirements to enhance their impact. Given that public policy relies heavily on data and statistics, USAID should request grantees to design tools that include a robust methodology, multiple feedback sessions with counterparts, community management to incentivize external actors to engage with the tools, and a sustainability strategy to ensure the tools continue to be updated after the completion of sub-grants.

ADAPTIVE MANAGEMENT

External factors will affect implementation to varying degrees. The health measures imposed in Mexico in 2020 due to the COVID-19 global pandemic represented a significant challenge for project implementation. The pandemic considerably impacted the Mexican economy, resulting in substantial variations in exchange rates, and thus affecting budget execution. A three-month, no-cost extension awarded by USAID enabled EnfoqueDH to respond to evolving implementation conditions and needs by adapting to these circumstances, complete previously planned activities, and implement new initiatives geared toward maximizing project funds.

Anticipate and plan for staff turnover in key government institutions. With a new federal government taking office in December 2018, several agencies experienced lengthy staff transition processes, affecting collaboration and the reliability of commitments made by the previous administration. In response to the subsequent delays in EnfoqueDH's activities, the team strengthened its relationship with crucial counterparts such as the CNB, the General Prosecutor's Office, the Ministry of the Interior, and CEAV. Due to these forged relationships, the team was then able to identify new opportunities for collaboration with government organizations, and respond to institutional changes while still staying on track to complete Project goals. Additionally, to avoid long periods of inactivity, EnfoqueDH promoted working groups and presentations with civil society to disseminate and promote documents and tools developed in partnership with the previous government of Mexico administration.

Flexibility is critical. Despite EnfoqueDH's progress during its first three years, it was necessary to reevaluate its strategy and identify opportunities to maintain alignment with the political landscape. USAID's willingness to shift from a broader scope to a more targeted approach, monitoring the implementation of the GLT and GLD, enabled EnfoqueDH to capitalize on opportunities for increased impact.

RECOMMENDATION

Adaptive management should remain a guiding principle for all USAID projects to allow implementing partners to adapt to changes within counterpart institutions, and to shifts in socio-political contexts. It is particularly important to quickly adapt to changing government priorities and needs. When engaging with new government counterparts, significant emphasis should be placed on the early stages of technical assistance to build trust, while simultaneously ensuring buy-in from leadership and relevant stakeholders. Fully embracing the principle of adaptive management throughout implementation is critical to project success.

ANNEX I.

Indicator Summary

Indicator Table Summary

INDICATOR	TARGET	ACHIEVED	%	COMMENTS
1. Number of recommendations supported by USAID/ EnfoqueDH, adopted by the GOM, in benefit of the implementation of the General Law on Torture	5	7	140%	Target Exceeded
2. Number of recommendations supported by USAID/ EnfoqueDH, adopted by the GOM, in benefit of the implementation of the General Law on Disappearance	5	11	220%	Target Exceeded
3. Number of technological tools developed, that support actors of the local system in the implementation of the General Law on Torture	10	10	100%	Target Met
4. Number of technological tools developed, that support actors of the local system in the implementation of the General Law on Disappearance	2	5	250%	Target Exceeded
5. Number of Judicial Personnel trained with USG assistance	30	61	203%	Target Exceeded
6. Number of human rights organizations trained and supported	10	65	650%	Target Exceeded

INDICATOR	TARGET	ACHIEVED	%	COMMENTS
7. Number of human rights defenders trained and supported	45	158	351%	Target Exceeded
8. Number of government officials receiving USG-supported human rights training.	250	261	104%	Target Exceeded
9.1. Number of coordinated ventures among state and non-state actors involved in the protection of human rights (torture)	9	12	133%	Target Exceeded
9.2. Number of coordinated ventures among state and non-state actors involved in the protection of human rights (disappearance)	14	14	100%	Target Met
10. Number of initiatives for the recovery of memory, and access to truth and justice, in cases of disappearance	4	5	125%	Target Exceeded
11. Number of identified remains of missing persons	10	0	0%	Due to COVID-19 sanitary measures, efforts to individualize and identify human remains were impacted and delayed. Mainly as a result of restrictions to access laboratories and government facilities where human remains were kept.
12. Number of positive cross-matches between identified remains and family members of missing persons	5	5	100%	Target Met

**These indicators pertain to Years 4 and 5 of the EnfoqueDH's implementation, as included in the revised MEL Plan developed based on the Project's modified scope to focus on the implementation of the General Laws of Torture and Disappearance*

Indicator Achievements Summary Narrative

INDICATOR

- Number of recommendations supported by USAID/EnfoqueDH, adopted by the government of Mexico, in benefit of the implementation of the General Law on Torture

1. **July 2019.** Through collaborative work with the Comisión Mexicana de Defensa y Promoción de los Derechos Humanos and the Facultad Latinoamericana de Ciencias Sociales, EnfoqueDH drafted a joint assessment titled “*Strengthening institutional capacities to prevent, investigate and sanction torture and ill treatments.*” This document analyzes progress in the implementation of the General Law on Torture (GLT) in the state of Jalisco and at the federal level. In July 2019, EnfoqueDH presented the final version of the document to the General Prosecutor’s Office (FGR). The content was acknowledged by Sara Irene Herrerías, Special Prosecutor for Human Rights. The assessment is expected to contribute to the development of corrective actions to ensure that the General Prosecutor’s Office can comply with its obligations under the GLT.
2. **July 2019.** EnfoqueDH provided direct technical assistance to the FGR in the development of the National Program to Prevent Torture. Specifically, EnfoqueDH contributed to the development of the Program’s strategies, objectives, indicators, and follow-up mechanisms.
3. **March 2020.** EnfoqueDH developed a set of comprehensive recommendations to support the FGR in the development of a National Registry for the Crime of Torture (RENADET), mandated by the GLT. These recommendations include a standardized methodology to register instances of torture at local and federal levels and a series of legal foundations and guidelines to link data from the National Registry of Victims with RENADET. On March 10, Sara Irene Herrerías Guerra, Special Prosecutor for Human Rights, formally acknowledged EnfoqueDH’s recommendations, and their usefulness in the work that the FGR is carrying out on the matter.
4. **March 2020.** EnfoqueDH grantee Centro de Derechos Humanos de las Mujeres (CEDEHM), designed a Continuous Human Rights Specialization Program for Chihuahua’s State Prosecutor’s Office. The Program’s objective is to build capacities within the State Prosecutor’s Office so that all relevant authorities can incorporate a human rights approach in their day-to-day work. This Program includes a module on torture, focused on providing participants with increased knowledge and specialized skills to investigate and document this practice. The State Prosecutor’s Office acknowledged, through a formal communication, that it will consider all recommendations included in CEDEHM’s Program.
5. **July 2020.** EnfoqueDH formally submitted an Assessment to update the 2014 Protocol for those who Administer Justice in Matters Related to Acts Constituting Torture and Other Ill-Treatments, to the Supreme Court of Justice. The document includes guidelines and recommendations to update the Protocol, focusing on the “amparo” trial, criminal proceedings, and the execution of criminal sentences.
6. **September 2020.** Grantee Laboratorio de Litigio Estructural (LLE) developed a questionnaire for victims of torture that are supported by the Federal Institute of Public Defense. This tool will allow public defenders to document cases adequately, as well as to systematically collect data of each criminal case to populate the Institute’s internal database on torture.

7. *October 2020.* Grantee LLE developed acting guidelines for public defenders regarding torture and other cruel, inhuman, or degrading treatments. This tool includes a jurisprudential compilation that enhances the knowledge available for public defenders to fulfill their duties.

INDICATOR

2. Number of recommendations supported by USAID/EnfoqueDH, adopted by the government of Mexico, in benefit of the implementation of the General Law on Disappearance

1. *December 2018.* EnfoqueDH's technical assistance to Coahuila's local authorities positively impacted the state's legal framework. The State Law of Disappearance, published on December 15, 2018, incorporated several aspects of the methodology used by EnfoqueDH during the technical assistance to address 12 paradigmatic cases of enforced disappearance.
2. *January 2019.* The National Search Commission's former head, Roberto Cabrera, presented the official estimate for the number of missing persons: 40,180. This number was calculated based on the work carried out by EnfoqueDH, through grantee Data Cívica. It was the first time that the federal government produced an official estimate of missing persons in a unified list.
3. *August 2019.* EnfoqueDH grantee Centro Diocesano para los Derechos Humanos Fray Juan de Larios (FJDL) successfully advocated for the inclusion of specialized units in the structure of Coahuila's Local Search Commission. Examples of the inclusion of their recommendations can be seen in the incorporation of Identification and Context Analysis units, among others.
4. *February 2020.* EnfoqueDH provided technical assistance to the National Search Commission in the development of a Search Program for the northeastern region of Mexico, specifically for the states of Nuevo Leon, Tamaulipas, Durango and Coahuila. The Program will coordinate concrete actions between different government authorities, maximizing existing efforts focused on the search of missing persons in these states. Enrique Irazoque, Search Director at the National Search Commission, sent a formal communication to EnfoqueDH acknowledging the support in the design and development of the Program.
5. *March 2020.* EnfoqueDH grantee CEDEHM, designed a Continuous Human Rights Specialization Program for Chihuahua's State Prosecutor's Office. The Program's objective is to build capacities within the State Prosecutor's Office so that all relevant authorities can incorporate a human rights approach in their day-to-day work. The Program includes a module to provide participants with increased knowledge and specialized skills to search for missing persons, investigate disappearances, and support victims.
6. *March 2020.* The Government Secretariat of Veracruz published a reform to its organic law. It includes recommendations made by EnfoqueDH to incorporate the State's Search Commission into the structure of the Government Secretariat of Veracruz.
7. *March 2020.* EnfoqueDH grantee FJDL worked, alongside missing person collectives and the Legal Counsel's Office of Coahuila's state government, to harmonize state laws with the General Law

on Disappearance (GLD). As a result of FJDL's work, 24 state regulations were modified to be in compliance with the General Law, specifically in relation to the Special Declaration of Absence.

8. *April 2020.* The Government Secretariat of Veracruz approved a modification to the organizational structure of Veracruz Search Commission (CEBV). This change was a direct result of technical assistance provided by EnfoqueDH, where specific recommendations were made so the Commission could comply with its legal obligations and improve its operation. Among the approved changes are the reorganization of the CEBV's structure into six special units focused on: (1) the search of long-term missing persons; (2) immediate searches; (3) context analysis; (4) data processing and analysis; (5) legal affairs; and (6) institutional outreach.
9. *August 2020.* EnfoqueDH supported the National Search Commission to develop coding protocols to systematize and interrelate a wide range of information on disappearances in Mexico, with an emphasis on the period known as the "Dirty War" (1968-1982).
10. *August 2020.* EnfoqueDH provided technical assistance to the Veracruz Search Commission to update its internal regulatory framework to reflect its new organizational structure and to respond to new operational needs.
11. *October 2020.* EnfoqueDH provided technical assistance to the National Search Commission to map out a series of different operational flow charts that should be followed by authorities in the search of missing persons. The Commission included the final flow charts in the public version of the Unified Search Protocol.

INDICATOR

3. Number of technological tools developed, that support actors of the local system in the implementation of the General Law on Torture.

1. *In 2018 and 2019,* EnfoqueDH engaged a team of consultants to work closely with the Comisión Mexicana de Defensa y Promoción de los Derechos Humanos (CMDPDH) to adapt and become proficient in the use of I-doc, an Investigation and Documentation System, developed by the Case Matrix Network to support documentation, fact-finding, and investigatory activities connected to core international crimes (genocide, crimes against humanity, and war crimes) and gross or widespread human rights violations. As a result, the CMDPDH successfully adapted the I-doc database to systematize information, disaggregate facts, identify actors or institutions that committed torture, identify victims and analyze more than 500 public documents from federal and state governments.
- 2-7. *From January 31 to February 1, 2019,* EnfoqueDH, in collaboration with grantee Documenta held a Datathon on Corruption and Torture in the Mexican Penitentiary System. By fostering collaboration between CSOs, academia, the IT sector, and open data specialists, the Datathon sought to find a solution to the lack of information on torture and corruption in Mexican prisons. As a result of this exercise, participants developed 6 technological tools
8. *May 2019.* CSOs, with support from EnfoqueDH, launched a new initiative to fill the void of official information regarding homicides targeting LGBTI individuals. Using media reports as the primary data

source, Letra Ese, an organization dedicated to creating awareness on hate crimes against the LGBTI community, in partnership with EnfoqueDH grantee Data Cívica, developed a platform to register instances of this crime.

9. *October 2019.* EnfoqueDH, alongside grantee Instituto Tecnológico y de Estudios Superiores de Monterrey (ITESM), worked to build a collaborative digital platform, where CSOs can monitor the implementation of the General Law on Torture (sintortura.org). Towards this end, EnfoqueDH forged strategic alliances with leading organizations that advocate for the eradication of torture including: the Centro de Derechos Humanos Miguel Agustín Pro Juárez, Comisión Mexicana de Defensa y Promoción de los derechos Humanos, Documenta, Fundar: Centro de Análisis e Investigación, and the Office of the High Commissioner for Human Rights.
10. *October 2020.* Grantee Centro de Justicia para la Paz y el Desarrollo (CEPAD) developed a digital platform that presents key data on Jalisco's legal framework on torture, disappearance, victims' rights, and public services offered by the government of Mexico for victims. This tool aims to provide updated information about these human rights violations to journalists, researchers, and victims.

INDICATOR

4. Number of technological tools developed, that support actors of the local system in the implementation of the General Law on Disappearance.

1. *May 2019.* EnfoqueDH supported strategic alliances and networks between CSOs from all 32 states to build a National Observatory of Hate Crimes against the LGBTI community. These efforts culminated in a fully functional national registry managed by grantee Fundación Arcoiris and its local allies that work in different states. The tool seeks to help government authorities understand the magnitude of these crimes in the country, and to track disappearances occurred within the LGBTI community.
2. *July 2019.* Partnering with FJDL, grantee Data Cívica developed a platform to improve the input, registry, visualization, and georeferencing process of more than 400 documented incidents of forced disappearance. The platform also allows FJDL to monitor more than 60 cases where legal they provide aid.
3. *July 2019.* Partnering with CEPAD, grantee Data Cívica built a system to manage public information requests CEPAD makes regarding forced disappearances and other gross human rights violations. CEPAD uses this information as an oversight mechanism to ensure that authorities comply with their duties to protect and respect human rights in Jalisco.
4. *August 2020.* Grantee CCC supported the National Search Citizen Council in the development of a platform to assess the implementation of the General Law on Disappearance.
5. *October 2020.* Grantee CEPAD developed a digital platform that presents key data on Jalisco's legal framework on torture, disappearance, victims' rights, and public services offered by the government of Mexico for victims. This tool aims to provide updated information about these human rights violations to journalists, researchers, and victims.

INDICATOR

5. Number of Judicial Personnel trained with USG assistance.

- » *From January 22 to January 24, 2020*, EnfoqueDH grantee LLE carried out capacity-building sessions for public defenders in charge of prosecuting cases of torture at the Federal Institute of Public Defense. **61** public officials of the IFDP participated: **27** females and **34** males.

INDICATOR

6. Number of human rights organizations trained and supported.

- » *From February 28 to March 01, 2019*, grantee Fundación Arcoiris, gathered civil society representatives from ten states to provide capacity building trainings to improve advocacy for prevention and response to hate crimes in their respective states. During the sessions, participants also learned about using the platform developed by the National Observatory of Hate Crimes against the LGBTI community. Members from **18** human rights organizations participated.
- » *From November 7 to December 5, 2019*, the Western Institute of Technology and Higher Education held a workshop on expert assessments to detect cases of torture in Guadalajara, Jalisco. Members from **2** human rights organizations participated.
- » *From January 22 to January 24, 2020*, grantee LLE carried out capacity-building sessions for public defenders in charge of prosecuting cases of torture at the Federal Institute of Public Defense. Members from **2** human rights organizations participated.
- » *From December 9, 2019 to March 8, 2020*, grantee CEPAD carried out a series of capacity building sessions focused on conducting medical-psychological assessments based on the Istanbul Protocol. Members from **7** human rights organizations participated, including one organization working on women's rights.
- » *From September 17, 2019, to March 31, 2020*, grantee Instituto de Justicia Procesal Penal carried out capacity-building efforts to empower civil society organizations from Jalisco, Chihuahua, and Coahuila (three of EnfoqueDH's priority states) in the investigation, litigation, and documentation of the crime of torture. Members from **8** human rights organizations participated, including one organization working on women's rights.
- » *From March 9, to June 14, 2020*, grantee Instituto de Justicia Procesal Penal carried out training sessions with civil society representatives and Veracruz's local authorities. The sessions provided participants with the legal tools to strengthen how these actors, in their sectors, can include a psychosocial and human rights lens throughout the support they provide to cases of torture. Members from **6** human rights organizations participated.

- » *From June 29, to July 15, 2020*, grantee Equipo Argentino de Antropología Forense (EAAF) held a series of specialized virtual workshops for civil society organizations focused on spatiotemporal data analysis. Spatial and temporal analysis, mapping, and visualization techniques help to identify potential patterns in criminal data across space and time, which can significantly improve the understanding of a case's context and generate new insights into investigative leads. Members from **3** human rights organizations participated.
- » *From July 18, to August 2, 2020*, grantee Instituto Mexicano de Derechos Humanos y Democracia undertook a comprehensive virtual training course to strengthen leadership capacity and political participation among women who are members of missing person collectives and organizations from the state of Veracruz. Members from **8** human rights organizations participated.
- » *October 2020*, grantee EAAF concluded another round of the specialized virtual workshops for civil society members focused on spatiotemporal data analysis. Members from **11** human rights organizations participated, including an organization working on women's rights.

INDICATOR

7. Number of human rights defenders trained and supported.

- » *From February 28, 2019, to March 01, 2019*, grantee Fundación Arcoiris, gathered civil society representatives from ten states to provide capacity building trainings to improve advocacy for prevention and response to hate crimes in their respective states. During the sessions, participants also learned about using the platform developed by the National Observatory of Hate Crimes against the LGBTI community. **9** female and **9** male human rights defenders participated.
- » *From November 7 to December 5, 2019*, the Western Institute of Technology and Higher Education held a workshop on expert assessments to detect cases of torture in Guadalajara, Jalisco. **10** female and **1** male human rights defenders participated.
- » *From December 07 and 08, 2019*, grantee CEPAD, carried out a workshop to offer psychosocial support to victims of torture from Jalisco. **4** female and **4** male human rights defenders participated.
- » *From January 22 to 24, 2020*, EnfoqueDH grantee LLE carried out capacity-building sessions for public defenders in charge of prosecuting cases of torture at the Federal Institute of Public Defense. **2** female human rights defenders participated.
- » *From December 9 to March 8, 2020*, grantee CEPAD carried out a series of capacity building sessions focused on conducting medical-psychological assessments based on the Istanbul Protocol. **5** female and **2** male human rights defenders participated.
- » *From March 6 to 7, 2020*, the Western Institute of Technology and Higher Education held a workshop on providing psychosocial support to victims of forced disappearances in Jalisco. **16** female human rights defenders participated.

- » *From September 17, 2019, to March 31, 2020*, grantee Instituto de Justicia Procesal Penal carried out capacity-building efforts to empower civil society organizations from Jalisco, Chihuahua, and Coahuila (three of EnfoqueDH's priority states) in the investigation, litigation, and documentation of the crime of torture. **8** female and **8** male human rights defenders participated.
- » *From March 9, to June 14, 2020*, grantee Instituto de Justicia Procesal Penal carried out training sessions with civil society representatives and Veracruz's local authorities. The sessions provided participants with the legal tools to strengthen how these actors can include a psychosocial and human rights lens throughout the support they provide to cases of torture. **9** female and **5** male human rights defenders participated.
- » *From June 29, to July 15, 2020*, grantee EAAF concluded a series of specialized virtual workshops for civil society organizations focused on spatiotemporal data analysis. Spatial and temporal analysis, mapping, and visualization techniques help to identify potential patterns in criminal data across space and time, which can significantly improve the understanding of a case's context and generate new insights into investigative leads. **3** female and **2** male human rights defenders participated.
- » *From July 18, to August 2, 2020*, grantee Instituto Mexicano de Derechos Humanos y Democracia undertook a comprehensive virtual training course to strengthen leadership capacity and political participation among women who are members of missing person collectives and organizations from the state of Veracruz. **13** female human rights defenders participated.
- » *From September 3, to September 11, 2020*, grantee EAAF conducted a second round of specialized virtual workshops for journalists focused on spatiotemporal data analysis. **14** female and **11** male human rights defenders participated.
- » *From October 13, to October 23, 2020*, grantee EAAF conducted a third round of specialized virtual workshops for civil society members focused on spatiotemporal data analysis. **14** female and **9** male human rights defenders participated.

INDICATOR

8. Number of government officials receiving USG-supported human rights training.

- » *From November 21 to 22, 2018*, EnfoqueDH trained 151 police officers from the state of Nuevo León on how to prevent, investigate and prosecute human rights violations under the General Laws on Torture and Disappearance. **28** females and **123** males participated.
- » *From November 7 to December 5, 2019*, the Western Institute of Technology and Higher Education held a workshop on expert assessments to detect cases of torture in Guadalajara, Jalisco. **8** female and **8** male public officials participated.
- » *From January 20 to May 29, 2020*, grantee CEDEHM carried out the Human Rights Seminar. It consisted of virtual training for authorities from the State Prosecutor's Office to promote the incorporation of a human rights approach in their day-to-day work. **53** female and **35** male public officials participated.

- » *From March 9, to June 14, 2020*, grantee Instituto de Justicia Procesal Penal carried out training sessions with civil society representatives and Veracruz's local authorities. The sessions provided participants with the legal tools to strengthen how these actors can include a psychosocial and human rights lens throughout the support they provide to cases of torture. **4** female and **2** male public officials participated.

INDICATOR

9. Number of coordinated ventures among state and non-state actors involved in the protection of human rights (torture and disappearance).

9.1 Torture

1. *In 2019*, EnfoqueDH provided direct technical assistance to the General Prosecutor's Office in the elaboration of the National Program to Prevent Torture. By facilitating close coordination between government officials and civil society, EnfoqueDH contributed to develop the Program's strategies, objectives, indicators, and follow-up mechanisms.
2. *September 2019*, as part of EnfoqueDH's support to build strategic alliances and networks around a National Observatory of Hate Crimes against the LGBTI community, grantee Fundación Arcoiris, established working groups with law enforcement authorities from Coahuila to investigate hate crimes against LGBTI individuals such as torture, sexual violence, and homicides.
3. *On November 22, 2019*, grantee Instituto para el Fortalecimiento del Estado de Derecho (IFED) held a workshop to discuss and identify possible overlaps that may arise between the application of the GLT, and the criteria issued in recent years by the Supreme Court in relation to the crime of torture. The workshop brought together civil society organizations, members of the judicial branch of government, academics, experts, and a former Supreme Court Justice, to analyze current challenges faced by criminal justice system operators in complying with the General Law. This workshop opened a dialogue between key stakeholders to advocate for the eradication of this practice.
- 4–6. *Between December 2 and 5, 2019*, grantee Instituto de Justicia Procesal Penal held three inter-institutional discussion sessions with local civil society and criminal justice system operators from Chihuahua, Jalisco, and Coahuila. The purpose of these sessions was to exchange experiences and best practices to prevent and address cases of torture under the new criminal justice system
7. *From January 22 to 24, 2020*, grantee LLE carried out capacity-building sessions for public defenders in charge of prosecuting cases of torture at the Federal Institute of Public Defense. During this activity, more than 60 participants from 24 states had the opportunity to learn from subject matter experts such as the UN's former Special Rapporteur on Torture, Juan E. Méndez, and Macarena Sáez, Faculty Director of the Center for Human Rights & Humanitarian Law at the American University.
- 8–10. *Between February 27 and March 12*, EnfoqueDH supported the Supreme Court of Justice in the development of three regional consultation forums in Jalisco, Chihuahua, and Veracruz, to update the "Protocol for those who Administer Justice in Matters Related to Acts Constituting Torture and Other Ill-Treatments," published in 2014. This effort involved the active participation of over one-hundred federal and local magistrates, judges, public defenders, prosecutors, civil society organizations, and subject-matter experts.

11. *During May and June 2020*, EnfoqueDH and grantee LLE held four virtual discussion sessions with authorities from the Special Prosecutor's Office for Torture and the Special Prosecutor's Office for Human Rights. This activity aimed to create a space where law enforcement authorities could discuss and exchange innovative methods to improve the application of the Istanbul Protocol. These sessions featured Juan E. Méndez, the UN's former Special Rapporteur on Torture, and involved the active participation of 450 public servants from the General Prosecutor's Office.
12. *On June 22*, the LLE held a virtual workshop with the Federal Institute of Public Defense and international experts to review a series of tools developed to support public defenders in the effective documentation and prosecution of cases of torture. During the session, renowned subject matter experts such as Juan E. Méndez, UN's former Special Rapporteur on Torture, Macarena Sáez, Faculty Director of the Center for Human Rights & Humanitarian Law at the American University, and Rodrigo Borda from Argentina's Penitentiary Prosecutor's Office. Experts and public officials reviewed acting guidelines for public defenders regarding torture and other cruel, inhuman, or degrading treatments; a questionnaire for victims of torture supported by the Institute; and a database with the Institute's cases of torture.

9.2 Disappearance

1. *On March 25, 2019*, EnfoqueDH, in coordination with GIZ and the International Committee of the Red Cross, held the workshop: "Experiences on the access and use of information for the search, location, and identification of missing persons in Mexico." This was the first occasion where leading national and international actors have gathered to exchange information with the recently appointed National Search Commissioner. This workshop's main goal was to establish areas of collaboration between those in attendance to avoid the duplication of efforts in the search for missing persons.
2. *March 2019*, "The Price of Justice" tool developed in collaboration with grantee Fundación GEA, was presented to the National Search Citizen Council. At the state level, between February 19 and March 13, 2019, EnfoqueDH presented the "The Price of Justice" to government authorities and civil society organizations from Chihuahua, Jalisco, and Coahuila. Numerous actors demonstrated interest in the tool due to its potential to better equip law enforcement agencies and civil society with strategic planning and budgeting skills to address and mitigate gross human rights violations.
3. *July 2019*, the International Seminar on New Forensic Technologies for the Search of Missing Persons took place in Mexico City. With EnfoqueDH's support, grantees CEDEHM and EAAF provided a space where experts from Argentina, the United States, Australia, South Africa, and Switzerland shared experiences and best practices with relatives of missing persons. National and Local Search Commissions, public prosecutors, national and international non-governmental organizations, journalists, and international cooperation agencies participated.
4. *July 2019*, EnfoqueDH supported the organization and implementation of the National Human Rights Program's first consultation forum, focused on forced disappearances on July 8, 2019, in Mazatlán Sinaloa. EnfoqueDH contributed to design the methodology and coordinated the forum's working groups, which included government authorities, victims, and civil society organizations.
5. *July 2019* grantee FJDL, in coordination with civil society and international cooperation agencies, advocated for a formal agreement between the Inter-American Commission on Human Rights and the federal government so that the Commission could provide technical assistance for the creation of an

Extraordinary Mechanism of Forensic Identification. After this session, a working group was created to design a formal proposal for the Mechanism.

- 6.** *Between July 20 and August 1, 2019*, FJDL led a series of exhumations of bodies. While originally expecting to find 10 bodies, 13 were recovered. As a result, FJDL proposed to the Local Prosecutor's Office, the design of an assessment to initiate organized massive exhumation plans in local cemeteries where unidentified missing persons are presumed to be located.
- 7.** *From October 1 to October 10, 2019*, EnfoqueDH supported the National Search Commission to coordinate a series of consultation forums to develop a Search Program for the northeastern region of Mexico (Nuevo Leon, Tamaulipas, Durango, and Coahuila). This effort involved over 350 relatives of missing persons, local search commissions, government agencies, national and international human rights organizations.
- 8.** *October 2019* EnfoqueDH provided technical assistance to the National Search Commission to coordinate a consultation forum on the "National Search Program." This activity aimed to gather feedback from CSOs and relatives of missing persons on how a National Search Program should operate.
- 9.** *In 2019*, grantee FJDL contributed to strengthening the Coahuila's Search Commission, through the creation of an implementation plan for the local law on the matter. Representatives from five collectives of missing persons, CSOs, the General Secretariat of Government, and members of Coahuila's Autonomous Work Group participated in this activity.
- 10.** *November 2019*, EnfoqueDH alongside the National Search Commission, held a series of participative work sessions with key stakeholders from civil society organizations, to validate the working version of the Regional Search Program for the northeastern region of Mexico.
- 11.** *On December 4, 2019* in Guadalajara, Jalisco grantee CEPAD, gathered representatives from civil society, international organizations and members of Jalisco's Congress to discuss how the state is complying with the implementation of the General Law on Disappearance—two years after its enactment. In light of this, a representative from the Human Rights Commission of Jalisco's Congress, announced that civil society organizations, relatives of missing persons, and subject matter experts would be invited in January 2020 to participate in discussions on the enactment of the state's law of disappearance.
- 12.** *From January 27 to 31, 2020* in Guadalajara, Jalisco, grantee, the Western Institute of Technology and Higher Education, convened high-level representatives from state and federal governments, civil society, academia, the student community, and relatives of missing persons to discuss challenges in the implementation of local laws related to the issue of disappearance in Jalisco. The collaboration resulted in the development of joint solutions related to the prevention, response, investigation and sanction of this crime.
- 13.** *May 2020*, EnfoqueDH supported the National Search Commission in conducting five virtual work sessions to gather feedback on a preliminary version of the Unified Search Protocol, a key element under the General Law on Disappearance. This effort involved the active participation of over 250 relatives of missing persons from all over the country, and the oversight of members from local search commissions, the National Search Citizen Council, the International Committee of the Red Cross, the Inter-American Commission on Human Rights, the Office of the High Commissioner for Human Rights, and the German Agency for International Cooperation.

14. Through the sub-grant with the Centro de Colaboración Cívica, EnfoqueDH increased the technical capacities of the National Search Citizen Council to improve its oversight on the implementation of the General Law on Disappearance. An evaluation methodology to assess the degree of implementation of the GLD was finalized and applied in collaboration with the National Search Commission and 25 local search commissions.

INDICATOR

10. Number of initiatives for the recovery of memory, and access to truth and justice, in cases of disappearance.

Between April 27 and September 18, 2020, grantee SIMO published five articles, developed by journalist Daniela Rea, on the experiences and daily struggles that non-governmental organizations in EnfoqueDH's priority states have endured in the protection of human rights. Using the testimonies from the organizations and victims of torture and forced disappearances, SIMO published:

1. "How to make room for the truth?" and "What part of your path can help others?": Chihuahua.
2. "Torture in Jalisco: fifteen years of beatings, threats and impunity": Jalisco.
3. "A plan to bring them back home" and "The bodies nobody knew of: Coahuila.
4. "How to make present those that have disappeared?": Veracruz.
5. "We all want to find our children": Veracruz.

INDICATOR

11. Number of identified remains of missing persons.

No activities to report.

*Due to COVID-19 sanitary measures, the efforts to individualize and identify human remains were impacted and delayed. This was mainly a result of restrictions to access laboratories and government facilities where human remains were kept.

INDICATOR

12. Number of positive cross-matches between identified remains and family members of missing persons.

Through grantee EAAF, EnfoqueDH provided independent forensic assistance to strengthen the investigation of missing person cases in the states of Tamaulipas, Nuevo León and Guerrero. While close collaboration with state and federal authorities have been fruitful to advance in cases in San Fernando, Tamaulipas and Cadereyta, Nuevo León. The Project's support resulted in the identification of **5** missing persons, **2** cases (males) of missing migrants in Tamaulipas, and **3** (males) related to the massacres of San Fernando and Cadereyta.

ANNEX II.

Financial Performance

EnfoqueDH was signed on October 30, 2015 between USAID and Chemonics International, Inc and included a final, total contract ceiling of US\$ \$11,125,685. The table below presents an overview of expenditures over the life of project, providing detail regarding total funds expended by main line item by contract year, as well as cumulative expenditures under each of the Program's budget line items. The amounts under Year 5 include actual expenditure through October 2020 and projected expenditures between November 2020 and January 2021.

LINE ITEM	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	GRAND TOTAL	
I. Labor	\$244,533	\$595,065	\$533,866	\$388,627	\$614,241	\$2,376,332	
	Salaries and Wages	\$190,314	\$342,345	\$368,851	\$335,555	\$332,619	\$1,569,685
	Consultants	\$54,219	\$252,720	\$165,014	\$53,072	\$281,622	\$806,647
II. Fringe Benefits*	\$111,255	\$142,971	\$217,667	\$178,023	\$243,914	\$893,831	
III. Overhead	\$194,149	\$377,396	\$266,029	\$217,884	\$421,011	\$1,476,470	
IV. Other Direct Costs^	\$205,353	\$303,737	\$366,810	\$323,218	\$367,027	\$1,566,144	
V. Subcontracts	\$2,740	\$300,382	\$489,618	\$314,738	\$490,424	\$1,597,903	
VI. Sub-grants	\$22,182	\$532,265	\$478,314	\$573,431	\$964,480	\$2,570,672	
Subtotal	\$2,865,304	\$2,865,305	\$2,865,306	\$2,865,307	\$2,865,308	\$14,326,531	
VII. General and Administrative	\$48,957	\$138,036	\$66,977	\$66,977	\$167,140	\$538,905	
GRAND TOTAL	\$829,169	\$2,389,852	\$2,065,899	\$2,062,899	\$3,268,235	\$11,020,257	

* Includes Corporate and Direct Fringe costs

^ Includes Travel and Transportation, Allowances, Training, Equipment

Year 5 includes the 3 month no-cost extension (Oct 2019-Jan 2021) and includes projected costs

ANNEX III.

Index of Reports and Documents Produced under EnfoqueDH

OBJECTIVE I. Strengthen the Prevention and Response Capacities of Locals Systems to Enable the Implementation of the General Law of Torture

Improving the Documentation, Registries and Oversight of Torture Cases

- » [Indicators to measure the existence and efficacy of a legal framework to prevent and respond to torture and disappearance \(2017\)](#)
- » [Indelible marks: disappearances, torture and assassinations by security institutions in Mexico from 2006 to 2017 \(2018\)](#)
- » [Guide to Preventive Monitoring in Prisons for Civil Society Organizations \(2018\)](#)
- » [INDHPOL: National index of torture and corruption in Mexican Prisons \(2019\)](#)
- » [Recommendations for Torture Registries in Mexico \(2019/not public\)](#)
- » [Sintortura.org Platform \(2019\)](#)

Strengthening the Local System to prevent and respond to cases of torture

- » [Monterrey, Nuevo León, Use of Force Protocol \(2017\)](#)
- » [Toolkit on the Use of Force by Police with a Gender and Ethnic Perspective \(2017\)](#)
- » [Basic Guide to Understand the General Law of Torture \(2018\)](#)
- » [Infographic to understand the General Law of Torture \(2019\)](#)
- » [Strengthening Institutional Capacities to Prevent, Investigate and Sanction Torture and III Treatments \(2019\)](#)
- » [The Price of Justice Tool \(2019\)](#)

Enabling a Legal Response to Torture

- » [Assessment to identify specific criteria issued in recent years by the Supreme Court in relation to the crime of Torture and their application under the GLT \(2020\)](#)
- » [Acting guidelines for public defenders on matters related to torture \(2020\)](#)
- » [A Look at the Situation of Torture in the State of Jalisco \(2018\)](#)
- » [Implementation of the General Law of Torture in Jalisco \(2019\)](#)

OBJECTIVE 2. Strengthen the Prevention and Response Capacities of Locals Systems to Enable the Implementation of the General Law of Disappearance

Providing actors within the local system with essential tools to implement the General Law on Disappearance

- » [Basic Guide to Understanding the General Law against the Disappearance of Persons \(2018\)](#)
- » [The Price of Justice Tool \(2019\)](#)
- » [National Search Citizen Council Platform \(2018\)](#)
- » [Evaluation National Search Citizen Council to Monitor de Implementation of the GLD \(2020\)](#)
- » [Training Manual for the Search of Missing Persons: Volume I The Voice of Academia \(2020\)](#)
- » [Recommendations to Strengthen Chihuahua's Forensic Services \(2018\)](#)

Strengthening the local system to search, investigate and prosecute disappearances

- » Blog entries by IFED
 - [The Habeas Corpus amparo and missing persons \(2019\)](#)
 - [The Habeas Corpus amparo and missing persons part II \(2020\)](#)
 - [The Habeas Corpus amparo and missing persons part III \(2020\)](#)
- » [Results of the Technical Assistance to Coahuila's Special Prosecutor's Office for Missing Persons \(2017\)](#)
- » [Design of Tamaulipas Specialized Immediate Search Group \(2018\)](#)
- » [Continuous Human Rights Specialization Program for Chihuahua's State Prosecutor's Office \(2020\)](#)
- » [Regional Search Program for the Northeast \(2020/not public\)](#)
- » [Jalisco's Search Commission two years after its creation \(2020\)](#)
- » [Context Analysis of the Forced Disappearances in Veracruz \(2020\)](#)
- » [Leadership and Participation Guide for Women Members of Collectives of Relatives of Missing Persons \(2020\)](#)
- » [Main obstacles in the access of justice faced by the families of disappeared persons of the Solecito Collective in Veracruz \(2020/not public\)](#)

Creating and enabling the use of statistics, context-analysis, strategic planning and budgeting tools

- » [Assessment and recommendations with regards to the strengths and deficiencies in the Registry of Data on Lost or Disappeared Persons \(2017\)](#)

- » [Evaluation for the design of the new National Registry of Missing Persons \(2019\)](#)
- » [How do we estimate the universe of missing persons in Mexico? \(2020/not public\)](#)
- » [Comparative Study of Disappearances in the states of Tamaulipas, Coahuila and Nuevo León \(2020\)](#)
- » [Understanding dynamics of disappearances in Chihuahua, Coahuila and Nuevo Leon: Public Policy Recommendations \(2020/not public\)](#)

Raising public awareness on missing persons and documenting their stories in Mexico

- » [Proceso Magazine](#)
 - [Article about Coahuila \(2018\)](#)
 - [Article about Chihuahua \(2018\)](#)
- » [Toaltepeyolo's Documentary "Always Present" \(2020\)](#)

SIMO published five articles, developed by journalist Daniela Rea, on the experiences and daily struggles that non-governmental organizations in EnfoqueDH's priority states have endured in the protection of human rights. Using the testimonies from the organizations and victims of torture and forced disappearances, SIMO published:

1. ["How to make room for the truth?"](#) and ["What part of your path can help others?"](#): Chihuahua.
2. ["Torture in Jalisco: fifteen years of beatings, threats and impunity"](#): Jalisco.
3. ["A plan to bring them back home"](#) and ["The bodies nobody knew of"](#): Coahuila.
4. ["How to make present those that have disappeared?"](#): Veracruz.
5. ["We all want to find our children"](#): Veracruz.
 - [Narratives of the disappearance in Mexico - Tu Memoria & Mi Voz \(2020\)](#)
 - [Coahuila Search Collectives Documentaries \(2020\)](#)

Empowering relatives of missing persons and civil society to participate in public policy design and joint collaborations for the search of missing persons

- » [Guide to the Disappearance of Persons and Related Crimes \(2018\)](#)
- » [The Autonomous Work Group in Coahuila, a model of dialogue between relatives of disappeared persons, the government and civil society \(2018\)](#)
- » [The response to disappearance: A look at the work of nine organizations in ten states of Mexico \(2018\)](#)
- » [Creation and Development of Missing Person Collectives in Coahuila: Lessons for the Future \(2018\)](#)
- » [Report on the situation of disappearances, torture and the forensic crisis in Jalisco \(2020/working document not public\)](#)

STRENGTHENING MEXICO'S HUMAN RIGHTS POLICY FRAMEWORK

- » [Evaluation of the 2014-2018 National Human Rights Program \(2018\)](#)
- » [National Evaluation System of Human Rights \(2018\)](#)

STRENGTHENING ENFOQUEDH'S IMPLEMENTING PARTNER: CMDPDH

- » [#NoMásImpunidad campaign](#)
 - [Mission Possible - Gabriela Warkentin](#)
 - [Up the curtain - Alejandro González Iñárritu](#)
 - [The Flight - Denise Dresser](#)
 - [No More Impunity - Gael García](#)
 - [Until We Find Them - Alfonso Cuarón](#)
 - [Vicious Circle - Elena Poniatowska](#)
 - [Mexican Roulette - Lydia Cacho](#)
 - [We want to live - Cecilia Suárez](#)
 - [The story of a bullet - Yalitza Aparicio](#)
- » [Press Relations and Dissemination strategies \(Audience analysis and crisis management manual\) \(2020\)](#)

CROSS-CUTTING FOCUS ON RESPECT FOR HUMAN RIGHTS OF VULNERABLE POPULATIONS

Developing and Implementing legal mechanisms to improve response to gender-based violence

- » [Report on activities related to the Gender Violence Alert for Women \(2017\)](#)
- » [Strategic Litigation Route Reyna G.S. Case \(2017\)](#)
- » [Investigation Protocol for Sexual Violence \(2018\)](#)
- » [Investigation Protocol for Femicide \(2018\)](#)
- » [Conduct Protocol for Justice Personnel in Cases That Involve Sexual Orientation and Gender Identity \(2019\)](#)

Planning and budgeting to improve prevention and response to gender-based violence

- » [Guide for the Incorporation of a Human Rights Approach in the Planning and Elaboration of Municipal Budgets: Experiences from the Municipality of Guadalajara \(2017\)](#)
- » [Practical Guide for the Design of a Municipal Public Policy on Prevention, Attention, Punishment and Eradication of Violence against Women \(2017\)](#)

Supporting civil society to advocate for eradication of violence against LGBTI individuals

- » [Fundación Arcoiris: National Observatory of hate crimes against LGBT people \(2019\)](#)
- » [Letra Ese: Case platform to Monitor Hate Crimes \(2019\)](#)

Improving respect for rights of persons with disabilities

- » [Disabilities and Human Rights \(2017\)](#)

Attention to Victims

- » [Compendium of technical assistance to strengthen the Victim Attention System in Chihuahua \(2018\)](#)
- » [General Guidelines for the Process of Reception, Processing, and Implementation of Precautionary and Provisional Measures of the Inter-American Human Rights System \(2017\)](#)



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