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TRAINING MANUAL
FOR EMERGENCY CALL
OPERATORS

Strengthening Program for the Security of Vulnerable Groups
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INTRODUCTION

The Strengthening Program for the Security of Vulnerable Groups is a joint strategy between the Liaison and Partnership Office of the United Nations on Drugs and Crime and the National Security Commissioner, sponsored by the US Embassy in Mexico through the Merida Initiative. The Program aims to have a positive impact on enhancing both respect for and guarantee of the Human Rights of victims of gendered-base violence.

The program aims to strengthen institutional capacities and improve the coordination of public institutions with Women’s Justice Centers, through the training of police officers and emergency call operators in providing comprehensive assistance to victims of gender-based violence.

The profiles of the public servants that will be trained have been strategically chosen, since they are the authorities responsible for the first contact with the victims of gender-based violence, which makes them critical actors in the materialization of the human rights of the victims of gender-based violence.

Thus, this manual provides, from a human rights perspective, an analysis of the characteristics of violence against women, discrimination, gender stereotypes, the consequences of the mistreatment of girls, adolescents and women; the social causes of gender-based violence, the cycles or spirals of violence, the battered woman syndrome, the general characteristics of victims, as well as the types and modes of violence. This Manual comprises 6 modules, which will be examined throughout the 18-hour training.

On the one hand, the systematization of this information in a printed document, along with the thematic annexes per state, allows police officers to have a handy learning and reference resource. On the other hand, it aims to be a substantive training item for operators, as it can be a conceptual “toolbox” they can use whenever they deem it necessary. By doing so, they will be able to solve doubts, review essential concepts of gender-based violence and have an aid for their daily tasks.

It should be noted that a wide variety of normative instruments were consulted and integrated at national and international levels for the development of this training material. Such instruments establish the principles of public servants’ action, the victim’s rights and the police action in response to the above-mentioned rights.

In addition, the goals of the actors involved in creating institutional capacities that allow a broad protection of the rights of the victims of gender-based violence are highlighted, intending to transcend an inter-institutional program with a given validity date. Instead, it should guarantee integral and specialized assistance for this group in such vulnerable situation.

Finally, we have great pleasure in providing you with this manual, as it means that we have succeeded in taking a step forward to eradicate gender-based violence. You are encouraged to take full advantage of the training activities and to apply the theoretical-practical knowledge that will be examined in the following 18 hours.

We appreciate your attention and attendance to the training sessions.

Sincerely,
Coordination Team of the Strengthening Program for the Security of Vulnerable Groups

March 2017
OBJECTIVES

GENERAL OBJECTIVE:
To provide emergency call operators of the Mexican State with the technical and methodological mechanisms and procedures so that they are able to identify, assist and provide orientation, in an effective and professional manner, in cases of gender-based violence that they may encounter while performing their tasks and functions. This will contribute to strengthening the coordination with the Specialized Units of Immediate Attention to Victims of Gender-Based Violence and the Women’s Justice Centers.

SPECIFIC OBJECTIVES:

1. To be aware of the institutional capacities and bodies that, due to the nature of their functions, can provide support services and assistance to victims of gender-based violence.

2. To strengthen the coordination between emergency call lines, Women’s Justice Centers and other institutions or non-governmental organizations, thus promoting the integral response and adequate referral of the victims.

3. To provide elements to detect risk situations for the victims of different types and modes of gender-based violence by providing them with information about their rights when they are in a situation of violence.

4. To provide knowledge to refer cases to health, social assistance and justice institutions or non-governmental organizations that assist victims of gender-based violence when required.

5. To identify the agencies in charge of procurement and administration of justice, as well as public and private support bodies assisting victims of gender-based violence.

6. To learn to detect risk situations for the victims of different types and modes of gender-based violence.

7. To provide gender-perspective elements that ensure a better understanding of the types and modes of gender-based violence.

8. To share tools for the systematization of specific legislation for emergency call operators in terms of attention and sanction of gender-based violence in each state of the country.
“On the other side of the emergency line is not just the end of the abuse. There is the life you stopped living.”

Anonymous
1. A GENDER-BASED VIOLENCE APPROACH

1.1 - What is gender?

“Gender is a set of cultural roles. It is a costume, a mask, in which men and women dance their unequal dance.”

Gerda Lerner

While men and women have physical differences that define their biological sex, they also experience other differences related to cultural patterns throughout their lives. Thus, based on the biological characteristics of a person (his or her sex), a social differentiation has been constructed and normalized, and different behaviors and qualities have been assigned to women and to men, defining what masculinity and femininity ought to be, which is known as gender. This differentiation imposes unequal power relations between men and women.

According to the United Nations Organization, gender is the set of roles, behaviors, activities and attributes that a given society at a given time renders appropriate for men and women. Gender is related to the social attributes and opportunities associated with being a man or a woman, as well as with the ways in which the relationships between women and men—or girls and boys— are shaped by preconceived ideas of what they ought to be. These preconceived ideas also determine the differential access of men and women to social spaces.

Attributes, opportunities and relationships are socially constructed and learned through the process of socialization; they are context/time-specific and, as a result, they are subject to change. Gender determines what is expected from, permissible for and valued in a woman or in a man in a given context.
Gender is a part of a wider sociocultural context, just like other important sociocultural analysis criteria, including, for example, class, race, poverty level, ethnicity, sexual orientation or age. 

In most societies, there are differences and inequalities between women and men in terms of assigned responsibilities, activities performed, access and control of resources, as well as opportunities for decision-making.

Thus, over time, biological differences have generated social inequalities, since all social institutions have been constructed by differentiating the way women and men access them, limiting the exercise of all rights, especially for women, whose gender role marginalizes them from work opportunities and decision-making, in both the social and personal fields.

It is essential to understand that gender is a set of socially constructed attributes that, as a result, can be transformed in order to balance the access to all opportunities for all people.

**ACTIVITY**

WHAT ARE MEN LIKE? WHAT ARE WOMEN LIKE?

1.2 - Gender roles and stereotypes

A gender role is built through socialization. Socialization is the process by which people learn about their world and culture. This process is driven by institutions that are built and validated as disseminators of values in a given culture. Gender roles, in turn, are the spaces in which we learn to be men and women and to differentiate responsibilities, activities, skills and rights.

Roles based on stereotypes have thus been perpetuated. In addition, these roles devalue femininity and exalt masculinity, as culture has built parameters of success and power based on rationality and objectivity (where politics and decision-making have been placed in the public sphere) that exclude women. Women are attributed irrational and subjective traits that are suitable for the domestic space which has been undervalued in the social organization. These beliefs have resulted in discrimination against women in the public domain, excluding them or hindering their access to education, work, and justice, limiting the exercise of their citizenship and exposing them to violence.

On the other hand, stereotypes are the set of attributes and characteristics with no foundation whatsoever, which society assigns to men and women based on prejudices.

**Institution of primary socialization:** Family

**Institution of secondary socialization:** school, religion, peers, mass media, music, cultural traditions

**MALE STEREOTYPES**
- Dynamism
- Emotional Stability
- Aggressiveness
- Tendency to dominate
- Poorly-defined affective domain
- Courage
- Intellectual qualities or aptitudes
- Frankness
- Aptitude for science
- Efficacy
- Wisdom
- Bold
- Sexual

**FEMALE STEREOTYPES**
- Emotional instability
- Intuition
- Lack of control
- Very distinct affective domain
- Passivity
- Frivolity
- Tenderness
- Submission
- Fear
- Dependence
- Not skilled for sciences
- Skills for crafts
- Weakness
- Asexual
1.3 - Gender and discrimination

Discrimination is “Any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil, or any other field”.3

There are many forms of discrimination, such as discrimination based on race, ethnicity, sexual, sexual orientation, religion, etc. Discrimination can affect anyone and is always a violation of human rights. Since the second half of the 20th century, there has been significant progress in terms of legislation and policy design to eradicate discrimination. Unfortunately, however, discriminatory acts persist or are even increasing in some areas.

This is the case of gender-based social exclusion, which has been regarded, since the 1990’s, as an obstacle to the development of nations. The assessment of development indicators found that the fact that women remained in the least socially, politically and economically valued areas was a form of discrimination. In addition, discrimination against women has multiple manifestations, including gender-based violence, which has been tolerated, made invisible and passed down from one generation to the next.

One cause of discrimination is misogyny 4, a term defined as hatred towards women, fueled by the culturally rooted idea of male superiority and the overvaluation of male dominance over women. As we have seen, this is reinforced by factors such as traditions, family environment and the media influenced by negative stereotypes about women and their role in society.

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4- Misogyny is only one manifestation of violence against women. General Recommendation No. 19 of the CEDAW Committee on violence against women includes other types of violence.
There are several consequences of discrimination against certain groups, including women, namely:

- Limited social relationships.
- Deteriorated coexistence.
- Increasing violence and marginalization.
- Impaired social development.
- Lack of social solidarity.
- Vulnerability.
- Frustration.
- Resentment.
- Inscrutability.
- Anger.
- Impotence.
- Dependency.
1.4 - What is gender perspective for?

Gender perspective highlights how discrimination against women and other population groups is expressed, and evidences the inequality in the access to goods and services and, obviously, rights. Gender perspective allows us to notice this inequality in the distribution of resources, as well as in the work, social and family environment. If we have a clear diagnosis of what happens in our society, we can make a change.

In that sense, gender perspective is a tool used for analysis and as a means to modify and eradicate the existing discrimination between men and women. In short, learning to see through the lens of gender perspective enables us to identify where the gaps and breaches are in order to pave the way for both women and men.

Gender perspective does not seek to benefit women alone; instead, it strives for a change that generates balance, where being a woman or a man is irrelevant to access opportunities and personal development, that is, real equality and equal opportunities for all. Having a gender perspective is essential for emergency call operators and especially in the assistance of gender-based violence victims.
2. GENDER-BASED VIOLENCE IN MEXICO

“We’ve learned to fly the air like birds, we’ve learned to swim the seas like fish, and yet we haven’t learned to walk the Earth as brothers and sisters.”

Martin Luther King Jr.
In the last 50 years, the world has made great progress in the conceptualization of the notion of human rights. This has contributed to regulating the violations to these rights and to punish violence. However, the complexity of violence against women calls for the creation of more accurate and specific frameworks, as it affects both the public and private spheres of life. Violence in all its forms has been considered as the primary obstacle for women to fully enjoy their human rights.

2.1 - Gender-based violence as a violation of women’s human rights

In the last 50 years, the world has made great progress in the conceptualization of the notion of human rights. This has contributed to regulating the violations to these rights and to punish violence. However, the complexity of violence against women calls for the creation of more accurate and specific frameworks, as it affects both the public and private spheres of life. Violence in all its forms has been considered as the primary obstacle for women to fully enjoy their human rights.

2.2 - Definition of gender-based violence

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) defines discrimination against women in Article 1 as any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying women’s rights; it indicates that violence against women is a form of discrimination that impedes the exercise of these rights on an equal basis with men.

These rights and liberties, being exhaustive but not limiting, are:

- Right to life
- Right not to be subjected to torture or cruel, inhuman or degrading treatment or punishment
- Direct to equal protection according to humanitarian norms in time of international or internal armed conflict
- Right to personal freedom and security
- Right to equality in the family
- Right to the highest level of physical and mental health and
- Right to fair and favorable conditions of employment

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6 - Ibid, paragraph 7.
Characteristics of violence against women:

**Recurrent:** Violence against women is constant. It happens repeatedly.

**Intentional:** Those who generate violence are aware of their behavior. Thus, they are responsible of it.

**Power or submission:** Those who inflict violence seek to control their victim. Their purpose is to keep the power inside or outside the household.

**Tendency to increase:** Every new violent event occurs with greater intensity and frequency.

The consequences for girls and women who live or have experienced violence are diverse and impact their physical and mental health, as well as their social, professional, family and personal development.

Violence against women is the cruelest expression of discrimination. It is therefore necessary to fight it in all its forms, taking into consideration every stage of women’s lives.

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2.3 - International framework of gender-based violence

INTERNATIONAL LEGAL FRAMEWORK

- The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW, 1979)
- Vienna Declaration and Programme of Action, 1993
- Updated Model Strategies and Practical Measures on the Elimination of Violence against Women in the Field of Crime Prevention and Criminal Justice
- UNO Declaration on the Elimination of Violence Against Women, 1993
- Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women, Belem do Para, 1994
- Universal Declaration of Human Rights, 1948
- International Covenant on Civil and Political Rights, 1966
- Beijing Declaration and Platform for Action, 1995
- American Convention on Human Rights, 1969
- UN Declaration on the Elimination of Violence Against Women, 1993
- Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women, Belem do Para, 1994
2.4 - National Framework of Gender-Based Violence

- Policing Systematic Procedures
- Political Constitution of the United Mexican States
- National Code of Criminal Procedures
- General Law of the Public Security System
- General Law on Women's Access to a Life Free from Violence (LGAMVLV) and its Regulation, 2007
- General Law on Women and Men Equality, 2006
- Federal Law to Prevent and Eliminate Discrimination
- General Law on Victims
- National Protocol on the Action of the First Responder
- National Protocol of Police Officers with the Ability to Prosecute
As noted, discrimination against women is the core that generates and justifies the different expressions of gender-based violence.

Women who suffer violence, in any of its types and modalities, are victims of the violation of their human rights and, occasionally, of a deed classified as a crime by the law. We must resort to the broader definition of victim that is applicable to policing, contained in Article 108 of the National Code of Criminal Procedures, which states:

“The victim of a crime is the passive subject that is directly affected by the criminal conduct. Likewise, the natural or legal person who is the owner of the legal asset damaged or endangered by the act or omission regarded as an offence by the criminal law, shall be considered as the offended party. In crimes that result in the death of the victim or if the victim cannot personally exercise the rights granted by this Code, the spouse or live-in partner shall be considered as the offended party in the following order: The relative, blood relatives in the straight ascending or descending line without limitation as of degree, by affinity and adoption, or any other person who has an affective relationship with the victim. The victim or offended party, in terms of the Constitution and other applicable laws, shall have all rights and prerogatives recognized therein.”

It is important to remember that the victim status is acquired through the accreditation of damage or impairment of rights, regardless of whether the person responsible for the damage is identified, apprehended or convicted or whether the victim participates in any judicial or administrative proceedings.

According to the above-mentioned concepts, it is understood that violence against women comprises gender-based actions or omissions, which cause women’s physical, psychological, patrimonial, economic or sexual harm or affectation and, consequently, the violation of their human rights.

8- The General Law on Victims also defines the concept of victim in article 4 “[...] direct victims are those individuals who have suffered any economic, physical, mental, emotional damage or impairment, or whose legal rights have been threatened or harmed as a consequence of the commission of an offense or violations of their human rights recognized in the Constitution and in the International Treaties of which the Mexican State is a Party. On the other hand, indirect victims are defined as the direct victim’s family or those individuals that are in charge of and have an immediate relationship with the victim.”

9- Idem.
The General Law on Women’s Access to a Life Free of Violence (LGAMVLV, in Spanish) was created in compliance with the commitments made by the Mexican government in the international conventions of the 1990s. This Law establishes the objective of fighting violence against women and establishes the legal and administrative guidelines with which the State will intervene at all government levels to guarantee and protect the right of all women to a life free of violence.

The guiding principles of the Law are:

- Legal equality between women and men
- Respect for the human dignity of women
- Non-discrimination
- Women’s freedom
THE LGAMVLV ESTABLISHES FIVE TYPES OF VIOLENCE AGAINST WOMEN:

MODES OF VIOLENCE (Article 6, paragraphs I through VI)

I. Psychological violence:
Any action or omission against psychological stability, such as negligence, abandonment, repeated neglect, jealousy, insults, humiliation, devaluing, marginalization, indifference, infidelity, destructive comparisons, rejection, restrictions to self-determination, and threatens, which lead to victims’ depression, isolation, self-esteem devaluing and even suicide.

II. Physical violence:
Any action that causes non-accidental harm, using physical strength or any kind of weapon or object that may or may not provoke internal or external injuries (or both).

III. Patrimonial violence:
Any action or omission that affects the victim’s survival. It is made manifest through the transformation, theft, retention or deviation of objects, personal documents, patrimonial rights or economic resources used to satisfy the victim’s needs. Also, it can comprise damages to common or private goods of the victim.

IV. Economic violence:
Any action or omission by the perpetrator that affects the economic survival of the victim. It is made manifest through limitations addressed to control the victim’s income, as well as to provide a lower salary for performing the same kind of job in the same workplace.

V. Sexual violence:
Any action that debases or harms the victim’s body or sexuality and, as a result, goes against their freedom, dignity and physical integrity. It is a manifestation of abuse of power that implies the male supremacy over women by denigrating and regarding them as objects.

VI. Any other comparable action that injures or is likely to harm women’s dignity, integrity and freedom.
THE LGAMVLV ESTABLISHES SIX MODES OF VIOLENCE AGAINST WOMEN:

MODES OF VIOLENCE
(Types manifestations or area of occurrence)

**Family violence**

It is the abusive act of power or intentional omission, addressed to dominate, subdue, control or physically, verbally, psychologically, patrimonially, economically and sexually attack women, both inside and outside the household. The aggressor is or has been a relative, by affinity and adoption, or is related to the victim by marriage, union or a common law relationship.

**Workplace and school violence**

It is exerted by people who have a working, teaching or similar relationship with the victim, regardless of the hierarchical relationship, consisting of an action or omission as a sign of power abuse that damages the victim’s self-esteem, health, integrity and security. This also hinders the victim’s development and goes against equality.

**Community violence**

It consists of the individual or collective actions that violate women’s fundamental rights and promote denigration, discrimination, marginalization or exclusion in the public sphere.

**Institutional violence**

Actions or omissions by any government public officer who discriminates or aims at delaying, hindering or impeding the enjoyment of women’s human rights and access to public policies addressed to prevent, assist, investigate, punish and eradicate the various types of violence.

**Femicide violence**

It is the extreme form of gender-based violence against women, resulting from the violation of their human rights, in both public and private spheres, consisting of the set of misogynic behavior that can lead to social and State impunity and may culminate in murder or other forms of violent death of women.
According to the Survey on the Dynamics of the Household Relationships (ENDIREH, 2011), gender-based violence affects 67% of women in Mexico. According to this survey, 18.7 million women aged 15 and over have experienced at least one incident of violence involving their intimate partner or husband; that is to say, it amounts to 47% of the population of women that age.

Ninety-two out of 100 women who reported experiencing violence have suffered emotional violence; 52 suffered economic violence; 30 suffered physical violence and 16 suffered sexual violence.

NOTE: The information comprises women who reported having suffered at least one event of violence in their relationship with their last intimate partner.

Repetitive violence and discrimination against women over time creates complex mechanisms that turn into powerful networks that hinder their path out of violence. More often than not, the victim of violence is asked, “Why don’t you do anything about it?” Or “This is happening because you’re letting it happen,” but it is very important to keep in mind that the exposure to violence usually triggers processes and affects women’s mental health in such a way they feel defenseless, powerless, incapable to do something to change their situation.

**Characteristics of the victim**

- They come from any social, cultural, economic, religious or ethnic background
- They have trouble communicating what happens to them
- They have affective anesthesia; they cannot express their pain and sorrow
- They gradually move away and isolate themselves from their friends and family
- They are ambivalent, confused, indecisive, insecure
- They are usually submissive and easily influenced
- They show guilt and shame
- They have chronic physical pains
- They are permanently afraid of what can happen to them, their children and family.
- They are also afraid of being alone and unable to face the situation
- They are usually anxious and frequently feel distressed
- They show denial that manifests itself in a discourse of resignation by which the victim minimizes the situation
- They are emotionally and / or economically dependent on the aggressor

**Characteristics of the aggressor**

- Intimidation
- Emotional Exploitation
- Disavowal
- Abusive insistence
- Appeal to logical arguments
- Terrorism
- Deceits
- Earn merits
- Being able to cause sympathy
- They come from any social, cultural, economic, religious or ethnic background
- They usually have a consistent, set, coherent and convincing speech
- They may appear either authoritarian or very kind, cooperative and seductive
- Their speech is stiff
- In most cases, they do not have a mental disorder
- They see the other people as objects they own
- They consider that they possess superior qualities, and feel stronger, self-sufficient and intelligent
- They do not acknowledge their abusive actions and justify them by blaming others
- They minimize aggression
- They behave impulsively and show low frustration tolerance
- They attribute their own negative behavior to others
- They are suspicious
It is important to assess the assistance needs of people living in gender-based violence conditions, as such needs will vary according to people’s different realities. Policing should provide a personalized treatment bearing in mind:

- The type of abuse
- The severity of the abuse
- The chronicity of the situation
- The deterioration of the victim’s physical or psychological health
- Victim’s personal and economic resources
- Family and social support networks the victim can rely on

It is likely that women who experience violence will manifest for the first time what is happening to them. It should be taken into consideration that she will seek help in a complex personal situation, which creates severe confusion. Women are not always aware of what they want, need or get from the intervention that has just begun. It may take time for them to make a decision, since they are becoming aware of their situation.
2.7 - Family violence and the cycle of violence

Specifically, gender-based violence in the family is not random or isolated, but follows a cyclical pattern comprising stages that are repeated consecutively throughout the relationship. This cycle has been called the cycle of violence:

Women that suffer from the battered woman syndrome are those who, due to the repeated violent actions perpetrated against them by an intimate partner, may suffer from depression and are uncappable of acting on their own to escape from abuse. They can even refuse to file a complaint or accept support.\textsuperscript{10}

People generally seek help when aggressions occur more and more frequently, intensely and unpredictably, that is, when they are in a time of crisis and need protection. However, this does not mean that they have decided to end up the relationship.

Once the violence starts, the same episodes occur repeatedly, while aggression is always increasing.
“Convinced that the full and complete development of a country, the welfare of the world and the cause of peace require the maximum participation of women on equal terms with men in all fields.”

Convention on the Elimination of All Forms of Discrimination Against Women, CEDAW.
Emergency call operation in Mexico is relatively new. Twenty years ago, a series of operations started to deal with the different emergencies that occurred in the country, as well as the recording of incidents and the way in which the rescue organizations could be coordinated to assist in reported incidents as soon as possible. However, to the present day, the information generated from the response to emergency calls has not been effectively processed.\textsuperscript{11}

In its Agreement 10/XXXVII/14, the National Public Security Council approved the consolidation of a standardized service for emergency calls throughout the country, which operates in a standardized manner at the national level, reduces response times and improves the quality of the service provided to citizens. The National Information Center identified three main areas for emergency calls\textsuperscript{12}:

**Reception:** This refers to the process of responding to the telephone call, which involves operators who may or may not be police officers and who are the first support and guidance contact for the complainant. The operators are responsible for obtaining the basic information to route the call and, if it is the case, dispatch a police unit. In these regards, there are specialized systems that automate the handling of information from reception to dispatch.

**Dispatch:** This refers to the process of routing the request to the institutions and/or agencies responsible for the direct response to the emergency in which official bodies or support associations can intervene. The dispatch process is mainly carried out through radiocommunication systems, which are, in turn, linked to video surveillance for urban monitoring.

**Response:** This refers to the necessary actions for the arrival of the institution or organization in charge of responding directly to the emergency.

\textsuperscript{11} Executive Secretariat of the National Public Security System, National Catalog of Emergency Incidents, Mexico, National Information Center, 2015, p. 7.
\textsuperscript{12} Ibid, p. 8.
Emergency call operators are responsible for protecting the human rights of all persons. Their performance is subject to special monitoring due to the importance and nature of their activities.

The General Law of the National Public Security System establishes the integration, organization and operation of the National Public Security System, as well as the allocation of powers and the basis for coordination among the Federation, the states, Mexico City and the municipalities. Likewise, state public security legislation and systems play a subsidiary role in achieving the goals of the National System at the state level.
Since the 2011 constitutional human rights reform, international treaties and conventions on the subject have been incorporated at Federal Constitution level. Thus, all authorities within the scope of their competence are obliged to promote, respect, protect and guarantee human rights, in accordance with the principles of universality, interdependence, indivisibility and progressiveness.

Therefore, public security is intended to safeguard the integrity and rights of individuals, as well as to preserve public freedoms, order and peace. It also includes special and general prevention of offences, punishment of administrative offenses, investigation and prosecution of crimes and social reintegration of the sentenced persons.

Furthermore, the General Law on Women’s Access to a Life Free of Violence seeks to ensure the prevention, response to, punishment and eradication of all types of violence against women during their life cycle, as well as to promote their integral development and their full participation in all spheres of life. Consequently, emergency call operators play a very important role in prevention, specifically in preventing crimes that constitute or may constitute gender-based violence.

These institutions are obliged to advance human rights, guarantee public safety to the community and protect women when they are or may be victims of gender-based violence.
Police institutions, in turn, are responsible for actions intended to prevent administrative offences and crimes by means of investigation, inspection, surveillance and road security in their district, in addition to operating emergency telephone lines and provide citizens with timely response to their demands for help.

In the case of victims of gender-based violence, and in accordance with the Mexican laws, they must be assisted and protected from the moment they request help from the police or other authorities.

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<tr>
<th>ACTIVITY</th>
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<tbody>
<tr>
<td><strong>What do the following Principles of Action included in the National Code of Criminal Procedure consist of?</strong></td>
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<tr>
<td><strong>Legality</strong></td>
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<td><strong>Objectivity</strong></td>
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<td><strong>Efficiency</strong></td>
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<td><strong>Professionalism</strong></td>
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<td><strong>Honesty</strong></td>
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<td><strong>Respect for human rights</strong></td>
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3.1 - Principles of action

International treaties as well as general and local laws are provisions that oblige emergency call operations to act under certain principles and fulfill specific duties intended to guarantee the human rights of women and girls who are victims of gender-based violence are included in international instruments as well as in general and local laws.

* Secondary victimization may be due to the inadequate treatment of a victim by individuals or institutions. International standards call for “mechanisms to ensure a comprehensive, multidisciplinary, coordinated, systematic and continuous response to violence against women, in order to increase the likelihood of arresting, prosecuting and convicting the perpetrator. This will contribute to the victims’ well-being and safety and to prevent their secondary victimization.”

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Principles in the General Law of Victims:

• **Dignity:** Human dignity is a fundamental value, principle and right, which is the basis and condition of all others. It implies regarding the person as a bearer and subject of rights who should not be subject to violence or arbitrariness by the State or individuals. In virtue of the human dignity of the victim, all state authorities are obliged, at all times, to respect the autonomy of the human dignity, and to regard and treat it as an end to their action. Likewise, all State authorities are obliged to ensure that the existential minimum to which the victim is entitled is not diminished, and that the essential core of their rights is not affected. In any case, each and every rule, institution or act arising under this Law shall be interpreted in accordance with the human rights recognized by the Constitution and the International Treaties to which Mexico is a Party, always applying the rule that is rendered most beneficial to the individual.

• **Good faith:** The authorities will presume the good faith of the victims. Public officials who intervene in the exercise of victims’ rights should not criminalize or hold them accountable due to their victim status and must provide the victims with help, assistance, and care from the moment they request it. Public officials should also respect and allow the effective exercise of victims’ rights.

• **Complementarity:** The mechanisms, measures and procedures under this Law, especially those related to the assistance, help, protection, care and integral reparation for victims, must be carried out in a harmonic, efficient and effective manner, and should always be regarded as complementary and not exclusionary. Individual, administrative or judicial reparations, as well as collective reparations, must be complementary to reach the integrality sought by the reparation.

• **Due diligence:** The State must perform all necessary actions within a reasonable time to achieve the objective of this Law, especially prevention, help, care, assistance, right to truth, justice and integral reparation so that the victim is treated and considered as a right bearer. The State must remove the obstacles that impede the effective access of victims to the measures covered by this Law, carry out actions aimed to strengthen their rights, contribute to their recovery as subjects in full exercise of their rights and duties, and permanently assess the impact of the actions implemented on behalf of the victims.

• **Differential and specialized approach:** This Law recognizes the existence of population groups with special characteristics or in conditions of greater vulnerability due to their age, gender, sexual preference or orientation, ethnicity, disability and others.
It is acknowledged that certain damages require a specialized assistance that responds to the victims' particular conditions and degree of vulnerability. The authorities that should apply this Law shall offer, within their area of responsibility, special guarantees and protective measures for groups exposed to a greater risk of violation of their rights, such as children, youth, women, elderly people, migrants, indigenous peoples, human rights defenders, journalists and internally displaced persons. The best interest of the child will be recognized at all times. This principle includes the adoption of measures that respond to the consideration of such particularities and degree of vulnerability, recognizing also that, due to their nature, certain serious damages require a specialized treatment in order to achieve rehabilitation and reintegration to society.

- **Transformative approach:** The authorities required to apply this Law, within their area of responsibility, shall make the necessary efforts to ensure that the help, protection, assistance, and integral reparation measures to which victims are entitled contribute to eradicating the discrimination and marginalization schemes that could be the cause of the victimizing acts.

- **Gratuity:** All actions, mechanisms, methods and any other procedure involving the right of access to justice and other rights recognized by this Law, shall be free of charge to the victim.

- **Equality and non-discrimination:** In exercising the rights and guarantees of the victims and in all the procedures referred to in this Law, the authorities shall act without distinction, exclusion or restriction, exercised on the basis of sex, race, ethnicity, social status, nationality, language, religion, political stands, ideology, gender, age, sexual preference or orientation, marital status, health conditions, membership of a national minority, patrimony and disability, or any other reason having the purpose or effect of preventing or nullifying the recognition or exercise of the individual’s rights and truly equal opportunities. Any guarantee or special mechanism must be based on a differential approach.

- **Integrality, indivisibility and interdependence:** All the rights recognized by this Law are interrelated. The enjoyment and exercise of the rights mentioned above cannot be guaranteed without guaranteeing—at the same time—the remaining rights. Violating one right will jeopardize the exercise of the others. In order to guarantee integrality, actions involving help, care, assistance and integral reparation for victims will be carried out in a multidisciplinary and specialized manner.
• **Best interest of the child:** The best interest of the child should be considered as primary in decision-making on a debated issue involving girls, boys, and adolescents. If different interpretations arise, the one that most effectively satisfies this guiding principle will be chosen over the others. When a decision affecting children or adolescents is individually or collectively made, the potential impact should be assessed and weighed to safeguard their best interest and procedural guarantees.

• **Maximum protection:** All government authorities must ensure the broadest application of measures to protect the dignity, freedom, security and other rights of the victims of crime and human rights violations. The authorities shall always take measures to ensure the victims’ safety, protection, physical and psychological well-being and privacy.

• **Existential minimum:** It constitutes a guarantee based on human dignity as a premise of a democratic State. It consists of the obligation of the State to provide the victim and their family with a place where they are given adequate assistance to overcome their condition and ensure their subsistence with the due dignity that must be recognized in each moment of people’s lives.

• **Non-criminalization:** The authorities should not aggravate the victim’s suffering or treat them as suspect or responsible for the offences that they denounce. No authority or individual may publicly speculate about the victim being a member of organized crime or being related to any criminal activity. Stigmatization, prejudice and subjective considerations should be avoided.

• **Secondary victimization:** The victim’s characteristics and particular conditions shall not be grounds for denying their victim status. The State shall not require mechanisms or procedures that aggravate the condition of the victim or establish requirements that hinder and impede the exercise of their rights or expose them to suffer further harm due to the behavior of public servants.
• **Joint participation:** In order to overcome the victims’ vulnerability, the State must implement comprehensive help, care, assistance and reparation measures with the support and collaboration of civil society and the private sector, including groups or collectives of victims. The victim has the right to collaborate with the investigations and the measures to overcome their vulnerability, considering the context, as long as the measures do not imply a detriment of their rights.

• **Progression and non-regression:** The authorities that must apply this Law will have the obligation to take all necessary actions to guarantee the rights recognized by the Law and will not be able to backtrack or subordinate the rights, standards or levels of compliance achieved.

• **Publicity:** All actions, mechanisms and procedures must be public, provided that this does not violate the victims’ human rights or the guarantees for their protection. The State should implement effective dissemination mechanisms to provide information and guidance to victims about the rights, guarantees and resources, as well as actions, mechanisms and procedures, which must be addressed to victims and publicized clearly and accessibly.

• **Accountability:** The authorities and officials accountable for implementing the Law, as well as the plans and programs under this Law, will be subject to effective mechanisms of accountability and assessment that include the participation of civil society, particularly of victims and collectives of victims.

• **Transparency:** All actions, mechanisms and procedures carried out by the State in the exercise of its obligations towards victims must be implemented so that they guarantee access to information, monitoring and control. The authorities must have effective mechanisms of accountability and assessment of policies, plans, and programs that are implemented to guarantee the victim’s rights.

• **Preferential Treatment:** All the authorities, in their area of responsibility, have the obligation to guarantee that the victims receive a dignified and preferential treatment.
3.2 - Duties of action

The duties of action to guarantee the human rights of women and girls victims of gender-based violence are:

- Encourage citizen participation
- Provide support to persons threatened by any danger or who have been victims of a crime, as well as provide protection to their property and rights. Your performance as an operator must be consistent, timely and proportional to the event
- Fulfil your role with absolute impartiality and without any discrimination
- Treat all people respectfully
- Perform your role without requesting or accepting compensations, payments or gratuities other than those legally established
- Follow the investigation protocols and custody chain adopted by Public Security institutions
- Keep— in accordance with applicable provisions— evidence and indications of likely criminal acts or administrative offences, so that such material does not lose its evidential quality and the proper

- Fulfil and diligently enforce the orders received to perform duties, avoiding any act or omission that hinders compliance
- Promptly respond to help requests from citizens
- Provide the pertinent agency with the information collected during the fulfilment of their roles or the performance of their activities, for analysis and records
DUTIES OF ACTION IN THE GENERAL LAW ON WOMEN'S ACCESS TO A LIFE FREE OF VIOLENCE (LGAMVLV)

- Provide victims with medical, psychological and legal support in a comprehensive, free and expedited fashion
- Promote respect and non-violence from police institutions against groups and people in discrimination situations
- Guarantee the right to a life free of gender-based violence
- Eliminate stereotypes that promote discrimination and violence against women
- Offer, in crisis situations, psychological therapy to both the victim and the aggressor
- Help the other competent authorities dealing with violence against women when required for the execution of proceedings
- Help in the follow-up of precautionary measures or protection granted
To deny any person their human rights is to challenge their very humanity.”

Nelson Mandela
Every emergency call operator must understand that adequate action can save a woman’s life. These fast, efficient actions, ensuring that the procedures are carried out in the shortest possible time and in the best possible way, are known as due diligence, which is defined in the National Code of Criminal Procedures as an obligation of the Authorities in Article 19:

“Investigation must be objective and refer both to the elements of charge and discharge. It should also be conducted with due diligence, in order to guarantee the respect for the rights of the parties and the due process.”

Regarding due diligence and female victims of gender-based violence, the Convention of Belem do Para states that:

“The States Parties condemn all forms of violence against women and agree to pursue, by all appropriate means and without delay, policies to prevent, punish and eradicate such violence and undertake to [...] b. apply due diligence to prevent, investigate and impose penalties for violence against women.”

It also insists that the obligation to act with due diligence acquires a special connotation in cases of violence against women. This Convention reflects a hemisphere-wide concern about the seriousness of the problem of violence against women, its relation to historically suffered discrimination, and the need to adopt comprehensive strategies to prevent, punish and eradicate it.
Mexico has been sentenced several times by the Inter-American Court of Human Rights for failing to act with due diligence in cases of violence against women. One of them, which was perhaps the most significant, was the sentence in the Case of Gonzalez et al. (Cotton field) vs. Mexico issued in 2009.

In that sentence, it is stated that:

“[...] When investigating this violent event, it has been established that some authorities mentioned that the victims were “out having a good time” or “had run away with their boyfriend”, which, together with the state inaction at the beginning of the investigation, allows us to conclude that this indifference, due to its consequences related to the impunity of the case, reproduces the violence that is intended to be tackled, without prejudice to the fact that it constitutes in itself discrimination in the access to justice. The impunity for crimes committed conveys the message that violence against women is tolerated, which favors its perpetuation as well as the social acceptance of this phenomenon, the feeling and sense of insecurity in women, as well as their permanent distrust in the system of justice administration.

In this regard, the Court highlights what was specified by the Inter-American Commission in its thematic report on “Access to Justice for Women Victims of Violence”; that is, the influence of discriminatory socio-cultural patterns may result in a disqualification of the victim’s credibility during the criminal process in cases of violence, and a tacit assumption of their responsibility for the events, due to the way the victim dresses, her occupation, sexual behavior or her relationship or kinship with the aggressor, which results in inaction from the prosecutors, police officers and judges at the complaints of violent acts. This influence can also negatively affect the case investigation and the assessment of the subsequent test, which may be affected by stereotyped notions about how women should behave in their interpersonal relationships.”15

OBLIGATIONS OF THE STATE IN THE FACE OF A GENDER-BASED VIOLENCE COMPLAINT

- Carry out an investigation in an immediate, thorough, serious and impartial manner. The investigation must be oriented to explore all possible investigation lines that help identify the perpetrators of the crime, for their subsequent trial and punishment. The State may be responsible for not “ordering, practicing or assessing evidence” that may be critical for the due clarification of events.

- Investigations by competent and impartial authorities. When such investigations are not carried out by appropriate gender-sensitive authorities or such authorities do not collaborate, there are delays and key gaps in investigations, which adversely affect the future process of the case.

There are adequate complaint procedures that involve an effective investigation from the first hours.

- Adopt standards or take measures to ensure that officials accountable for receiving complaints have the capacity and sensitivity to understand the seriousness of the phenomenon of violence against women and the will to act immediately.
4.1 - Protection measures

One of the ways to act in the immediate protection of victims is to ensure that they take protective measures, as well as the immediate removal of the aggressor from the family home in accordance with the provisions of the Convention of Belem do Para.

In addition, the National Code of Criminal Procedures establishes, in numeral XXVI of Article 109, that women victims have the right to protect their identity and personal data (name, address, age, nationality, filiation, etc.). This provision should also apply when the victim is a minor or has been the victim of rape, sexual abuse, domestic violence, abduction and human trafficking.

The application of protective measures in favor of victims of gender-based violence is part of acting with due diligence. On the one hand, the violence to which the woman is subject ceases and, on the other, it allows the victim to restitute her rights and initiate, as the case may be, a complete and impartial investigation that allows to sanction the behavior that the law regards as an offense.

In most cases, public security institutions are the first contact of women who suffer gender-based violence, so they must be aware of the characteristics and basis to encourage or guide the victim to request protection measures.

Protection measures are found in various state and federal laws. In a criminal procedure, it is advisable to take into account the following legislation:

- National Code of Penal Procedures.
- General Law on Women’s Access to a Life Free of Violence and its regulations.
- General Law to Prevent, Punish, and Eradicate Crimes in Trafficking in Persons and to Protect and Assist Victims of these Crimes and its Rules of Procedure.
- General Law on Victims.
Although previous legislation considers protective measures at the federal level, it is important to keep in mind that the federal entities, through their state laws, have specific mechanisms to protect victims of gender-based violence. Thus, a family, peace, municipal and civic court judge may also impose or grant measures or protection orders to those in a violent situation.

PROTECTION MEASURES IN ARTICLE 137
OF THE NATIONAL CODE OF CRIMINAL PROCEDURES

"The Public Prosecutor’s Office, under the strictest responsibility, will reasonably and authoritatively order the application of the appropriate protection measures when it considers that the accused represents an imminent risk to the victim’s or offended party’s safety. The protection measures are listed below:

I. Prohibition of approaching or communicating with the victim or offended party
II. Limitation to attend or approach the domicile of the victim or offended party or the place where she may be
III. Immediate removal from domicile
IV. Immediate delivery of the victim’s items of personal use and identity documents that the alleged perpetrator may have under their possession
V. The prohibition to carry out acts of intimidation or annoy the victim or offender party or any person related to her
VI. Surveillance at the victim’s home or office
VII. Police protection of the victim or offended party
VIII. Immediate help from members of police institutions, at the domicile where the victim or offended party is located or at the time of requesting it
IX. Referral of the victim or offended party, as well as their children, to refuges or temporary shelters, and
X. The reentry of the victim or offended party to her domicile, once her security is safeguarded

Within five days following the imposition of the protection measures provided for in sections I, II and III, a hearing in which the judge may cancel, ratify or modify them must be held by means of the imposition of the corresponding precautionary measures.

In case of breach of the protection measures, the Public Prosecutor’s Office may impose any of the enforcement measures provided for in this Code.

In the application of these measures in the case of gender-based offenses, the General Law on Women’s Access to a Life Free of Violence will be applied on a supplementary basis.

On this basis, members of police institutions must inform the victims suffering gender-based violence that they have the right to request protective measures, and that the corresponding authorities, whether the Public Prosecutor’s Office or the Judge, must grant them, in addition to carrying out what is necessary to protect their identity and other personal data of the victim of gender-based violence.
“Calling gender-based violence a women’s issue is part of the problem. It gives a lot of men an excuse not to pay attention.”

Jackson Katz
Staff assigned to emergency line operation must meet the following requirements:

- Knowledge of human rights and the human rights of women, including a life free of violence.
- Identify the types, modes and consequences of gender-based violence.
- Identify the profile of people who are victims of gender-based violence and/or aggressors.
- Have been trained to provide psychological emergency and crisis assistance.
- Be sensitive in order to offer support and empathize with the person from the first contact. Behave with kindness and respect.

**Active listening** means listening carefully and accurately (often listening between the lines). Phone communication is only achieved through conversation, which means that listening carefully is the only way we have to know what the victim needs and asks for. Pauses, silence, voice tone, inflection, emphasis and rhythm are a source of complementary information that sometimes either confirms or makes the content of communication appear incoherent. These are indicators of emotional states that require a telephone intervention responds to the problem that motivated the call of the victim.

The verbal behaviour expressed by the victim must be fully grasped by the operator, listening carefully to the feelings, behaviour and experiences accompanying the words.  

“Sexual, racial, gender violence and other forms of discrimination and violence in a culture cannot be eliminated without changing culture.”

Charlotte Brunch
TELEPHONE HELP LINES

They provide an essential link with information, counselling and support services for women and girls victims of violence. They are independent, yet complementary, of emergency help lines and law enforcement agencies.

GUIDELINES:

Provide free lines

Operate 24 hours a week or 4 hours a day including weekends and holidays

Have staff with appropriate training, expertise and skills

Have linking protocols with other social, judicial and health services to help women and girls that are victims of violence

The staff must have access to resources to ensure the safety of women and girls: transportation to shelters, basic sanitary ware, food, clothing

GUIDELINES:

Ensure clear and accurate information about the service and the operating hours. Also make sure that information is communicated through the appropriate channels.

Ensure access to the telephone support service using a mobile phone.

6.1 - General guidelines for support

It is very important to remember to always use respectful language, never voice personal opinions on sexual orientation, the duties of marriage or the duty of women, either married or single. All authorities must behave according to the principles established in the law, respecting, at all times, the human rights of all people.

1. Never allow anyone who has not been trained on issues of gender-based violence, human rights and crisis support, to be hired as an operator.

2. Answer the call as quickly as possible and greet by giving your operator number or assigned name. Ask “What can I do for you?”, “Who am I speaking to?”

3. It will always be necessary for the operator to speak clearly, never raise his or her voice or shout. Be polite at all times. Request role calling at the beginning of the service shift.

4. Avoid colloquial terms such as dad, mum, bub, darling, love, sugar, honey, hun, sweetie, buddy, bud, son, among others. In addition, never use obscene words, sexist language, diminutives or technical terms that are difficult to understand.

5. Listen carefully, taking into account that the tone and manner of speaking can provide an idea of who the person is and how she feels. If she is frightened or injured, or if a violence event is occurring at that moment, ask for the address or references of the place where she is and activate the emergency services.
Pay attention to the tone of voice of the caller, as well as to the pauses, the environmental sounds, noises, cries, alarms, etc.

The remarks made by the operator must be appropriate for the situation, without expressing any opinion. The caller must never be judged.

The operator must ask questions that allow him or her to identify the situation in which the victim is and the possible options to refer the victim or find a solution.

If pausing is required to look for support or request a service, the caller must be informed that the operator will take a moment and when he or she has finished, he or she will thank the caller for waiting and continue with the call.

Keep the communication at all times to let the victim know that the operator is listening carefully to her story.

In order to end a call, the operator must summarize the conversation, the possible solution or referral alternatives and answer the questions that the caller may have in order to check that she was helped and listened to carefully.

A folio number will be assigned to the caller in order to keep her data in case she calls again or when follow-up is required.

The folio number assigned and the name of the person who called might be added as an alert that can be followed up in a risk situation, according to the nature of the facts spoken. Some of the following scenarios may occur during the telephone support provided to victims of gender-based violence.
WHILE GIVING PHONE ATTENTION TO GENDER-BASED VIOLENCE VICTIMS, THE FOLLOWING SCENARIOS MAY ARISE:

A) When receiving a call involving physical or sexual violence

- The operator must listen considering, first of all, any risk for the physical integrity of the victim. If the aggression continues or the aggressor is in the location, data must be obtained to know who the aggressor is; if he or she is in the same place; if he or she has a weapon such as a gun, a knife or other weapon with which the victim might have been attacked; if the aggressor is a spouse, intimate partner, boyfriend or relative, his or her name and the condition in which he or she is or if he or she has used drugs or alcohol.

- The nearest police force must be requested immediately, reporting the data obtained from the communication with the victim.

- At the same time, if the victim states to have been hit or injured, an emergency medical service must be sent.

If that is not the case of the caller, the following will proceed:

- Advise and, if possible, accompany the victim on the phone, if the person is able to, to the nearest health centre or hospital, providing the location. Furthermore, call the centre or hospital and report the arrival of the victim.

Note: Every hospital, whether public or private, and public health clinics are obliged to assist any woman who is in a situation of gender-based violence under the Official Mexican Standard (NOM) 046 on Healthcare.

B) When receiving a call involving legal assistance

- Advise about the rights for a person who’s a victim of violence. If the person decides to report, provide information of the nearest Public Prosecutor’s Office or the Women’s Justice Centre.

- Make it clear that she is entitled to a lawyer, called a Legal Advisor, free of charge, as well as to protection measures that must be granted by the pertinent authorities.
C) When a call is made for social assistance:

- Provide information about the social assistance services that can be used, both public and private, from community centres, dining facilities, shelters or the various services offered by the DIF (National System for Integral Family Development.)

- To ensure that the person is not at risk or injured, it is important to ask her:
  - What do you need?
  - How are you or how are you feeling?
  - Are your children with you?
  - Are you alright?
  - Do you require a police officer to accompany you to the place where you are?

D) When the victim is a minor (a person under 18 is considered a minor):

- In the case of children, operators must listen to them carefully and use simple language appropriate to their age.

- Silence during the call can be a way of expressing the situation that the child is going through.

- Operators must state that the service is meant to support them and they must build trust.

- Operators must not dismiss calls that may seem to be prank calls, since it can be a child looking for trust.

- Operators must not downplay children’s communication skills, nor treat them as inferior.

- The person calling may be a victim of physical, emotional or sexual violence or sexual or labor exploitation, it is therefore important to identify the risk situation in which the person is, and try to obtain the location and circumstances under he or she is.
Ask:

- Who are you with?
- Can you speak freely?
- Do you know any adult you can trust?
- When did you leave home?
- What has caused you harm or suffering?
- Would you like us to go for him/her?
- Are there dangerous people around you?
- Can you go somewhere so that we can see you?

— Depending on the responses, activate alert for dispatch of police officers to the place or emergency assistance. For calls involving children, check the information on AMBER Alert or activate it if necessary.

**E) When the victim is in crisis**

— Provide psychological assistance through psychological first aid or route the call to a specialized health institution.

For this situation, it is necessary to have links to health institutions, Women’s Justice Centres or non-governmental Gender-Based Violence Assistance Centers.

Whatever the cause of the crisis or state of emergency, there is an unresolved critical problem: the victim experiences the threat and effects of repeated violence.

In this sense, the risk of a new attack of aggression will determine our goals and intervention strategies. The purpose to which all efforts are aimed is to provide or mobilize the necessary resources to guarantee the physical integrity of the woman and her children.¹⁹
When the call is made to request information about violent behaviour and its consequences:

Provide information on what modes and types of violence are, as well as the corresponding sanctions and the rights of victims of gender-based violence. It is important to emphasize that it may be the aggressor who calls, not always a victim, it must be therefore emphasized that violence is a crime and has different ways of being sanctioned (See: Attachment by Federal Entity for the description of crimes and sanctions).

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20-Ibid, p. 10
The role of emergency call operators in the municipal and state spheres requires tools and guidelines for their professionalization. This document is the result of a research process aiming to contribute to the professional development of operators. Throughout this manual, a wide range of concepts on gender-based violence, regulations on victims and gender-based violence have been presented, allowing the identification of principles and duties of action.

In order to contribute to the process of raising awareness of the dimension of the problems and crimes related to gender-based violence, Chapter 2 includes quantitative information of the Survey on the Dynamics of Family Relationships in Households (INEGI, 2011). Based on these data, emergency call operators are aware of the incidence of violence against women aged 15 years and over along the relationship with their last partner, classified according to the typology of the General Law on Women’s Access to a Life Free of Violence: in psychological, economic, material, physical and sexual areas. This information is fundamental to understand the seriousness of the phenomena that emergency call operators will face daily and allows them to observe that their paramount work responds to complex patterns of violence that are present throughout the Mexican territory.

This manual also offers, from a human rights perspective, an analysis of the characteristics of violence against women, discrimination, gender stereotypes, the consequences of mistreatment of girls, adolescents and women, the social causes of violence against women, violence cycles or spirals, the battered woman syndrome, general characteristics of victims and types of violence. The systematization of this information in a printed document, along with thematic attachments ordered by federal entity, allows emergency call operators to have a resource of frequent learning and consultation. Besides, this Manual is a substantive element of the training of the operators, it serves as a conceptual “toolbox” to they can rely on whenever necessary to solve doubts, review concepts and help themselves in their daily tasks.

This manual and its annexures represent a major effort by the United Nations Office on Drugs and Crime to strengthen the operational capacities of emergency call operators. Based on the analysis of the risk factors faced by victims of gender-based violence in Mexico, this document seeks to make emergency call operators aware of their role as a protection factor for people in situations of vulnerability due to gender-based violence.
**Glossary**

**Aggressor:** The person who inflicts any type of violence against women.

**Analysis:** It is the thorough examination of a problem through data compilation, to identify, distinguish and classify various aspects included in a field of study.

**Communications Center:** Radio Central of the State Police.

**Competent Prosecuting Authority:** It is the official who represents the public interest and is in charge of law enforcement at all three government levels.

**Criminal record:** Document providing information on a person with a sentence of conviction determined by a court.

**Detainee:** It refers to the person whose freedom has been provisionally restricted to refer them to the Competent Authority.

**Detention:** It is considered as the precautionary measure of personal nature by which the freedom of a person is provisionally restricted in order to refer them to the competent authority to clarify a criminal or administrative offense.

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21 - This glossary comprises definitions established under legal systems that are found in the Normative Framework section. Thus, they can be used in the corresponding reports.
Empowerment of Women: It is a process through which women go from a situation of oppression, inequality, discrimination, exploitation or exclusion to a stage of awareness, self-determination and autonomy manifested in the exercise of democratic power emanating from the full enjoyment of their rights and freedoms.

Extortion: It is the act of someone who, without being entitled to do so, forces someone else to give, do, stop doing or tolerate something, gaining a profit for themselves or for somebody else, or damaging someone’s property.

Forensic photography: It is the act of capturing all the existing indications and evidence through the constant revelation of what the investigator saw or what could be seen, since the photographic plate records what went unnoticed to the human eye. The graphic document will remind us, at any time and in a faithful way, what the crime scene was and what it looked like: corpse, weapons, stains, footprints, etc.

Gender Perspective: It is a scientific, analytical and political vision on women and men. It aims to eliminate the causes of gender oppression, such as inequality, injustice and hierarchization of people based on gender. Promotes gender equality through equity, the advancement and well-being of women; it contributes to building a society where women and men have the same value, equal rights and opportunities to access economic resources and political representation in the decision-making fields.
Injured people: It refers to those who suffer an alteration of the bio-psycho-social balance according to the parameters established by the World Health Organization.

Investigation file: It is the document where the Public Prosecutor creates and records all necessary steps to verify, where appropriate, the elements of the corpus delicti and the probable responsibility. The Public Prosecutor will use this information for the prosecution or omission of criminal proceedings.

Investigation sheet: Document that, in addition to the general data, includes information about a suspect or alleged perpetrator of an alleged offence.

Judicial order. Order of the judicial authority preceded by a complaint or lawsuit related to a fact regarded by the law as a crime and punished with deprivation of liberty.

Medical certificate. It is an official document that states a person's physical condition.

Ministerial Order. Instruction given by the Public prosecutor to the State Police, in order to carry out activities that allow the proper compilation of an Investigation File.

Misogyny: They are acts of hatred toward women. It manifests itself through violent and cruel acts against them for being women. Modes of Violence: Forms, manifestations or areas of occurrence where violence against women is present.
Modus operandi (mode of operation). This expression refers to a person's or group's usual or characteristic way of acting. In criminalistics, the term refers to how the offender acted on one or several occasions. It is also used to establish a pattern of behavior in various crimes committed by the same person.

Operational Base. It is the General Directorate of the State Public Safety and Roads System.

Police card. It is a specific identity document of the state police.

Radio Patrol Car (RPC). Official vehicle with police equipment, used by the State Police in their daily activities.

Speaker system. Electroacoustic apparatus that transforms electrical energy in sound waves and raises the sound intensity, through which messages or indications are transmitted.

Strategy. Set of actions planned as they are carried to achieve a particular purpose.
**Victim:** The woman of any age upon whom any kind of violence is inflicted.

**Violence against women:** Any action or omission, based on gender, that causes women harm or psychological, physical, property, economic or sexual damage, or even death, in both the private and the public spheres.

**Violence Modes:** The forms, manifestations or areas of occurrence in which violence against women takes place.

**Women's Human Rights** It refers to the rights which are an inalienable, integral and indivisible part of the universal human rights contained in the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), the Convention on the Rights of the Child, The Inter-American Convention to Prevent, Punish and Eradicate Violence Against Women (Belem Do Para) and other International instruments in this area.


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