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TRAINING MANUAL
FOR POLICE OFFICERS

Strengthening Program for the Security
of Vulnerable Groups
INTRODUCTION

OBJECTIVES
General Objective
Specific Objectives

1. A GENDER-BASED VIOLENCE APPROACH
   1.1. What is gender?
   1.2. Gender roles and stereotypes
   1.3. Gender and discrimination
   1.4. What is gender perspective for?

2. GENDER-BASED VIOLENCE IN MEXICO
   2.1. Gender-based violence as a violation of women’s human rights
   2.2. Definition of gender-based violence
   2.3. International framework of gender-based violence
   2.4. National framework of gender-based violence
   2.5. Violence types and modes
   2.6. Characteristics of victims and perpetrators of gender-based violence
   2.7. Family violence and the cycle of violence
   2.8. Effects of violence on female victims

3. PRINCIPLES AND DUTIES OF ACTION OF POLICE INSTITUTIONS IN THE FACE OF GENDER-BASED VIOLENCE.
   3.1. Principles of action
4. DUE DILIGENCE AND PROTECTION MEASURES IN GENDER-BASED VIOLENCE

4.1. Protection measures

5. POLICE STANCE TOWARDS THE INTERVENTION AND ASSISTANCE IN GENDER-BASED VIOLENCE EVENTS

5.1. Community Police
5.2. Scenarios: Guidelines for police intervention
5.3. Gender bias or stereotypes in policing

6. POLICE PROCEDURES

6.1. Detection of gender-based violence
6.2. Identification of gender-based violence
6.3. Intervention against gender-based violence
6.4. Assistance to victims of gender-based violence: fundamental aspects of the referral of victims of gender-based violence
6.5. Protection against gender-based violence
6.6. Prevention of gender-based violence
6.7. Inter-institutional and civil society coordination
INTRODUCTION

The Strengthening Program for the Security of Vulnerable Groups is a joint strategy between the Liaison and Partnership Office of the United Nations Office 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 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 is highlighted, intending to transcend an inter-institutional program with a given validity date. Instead, it should guarantee integral and specialized assistance for this vulnerable population group.

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 police institutions of the Mexican state with technical-methodological mechanisms and procedures that enable them to act efficiently and professionally in order to detect, identify, intervene, assist, protect, and prevent cases of gender-based violence when carrying out their duty and functions contributing to strengthening the coordination with the specialized units of immediate assistance to gender-based violence victims and Women’s Justice Centers.

SPECIFIC OBJECTIVES:

1. To promote institutional strengthening for the proper law enforcement for the assistance of victims of gender-based violence.

2. To provide elements to strengthen coordination between police units and Women’s Justice Centers, fostering a comprehensive response and the appropriate referral of victims.

3. To provide a basis to detect if the victims of different types and modes of gender-based violence are in risk.

4. To provide information to deliver the first level of assistance and referral, seeking the victim’s safety and protection.

5. To identify the organizations responsible for law enforcement and justice administration, as well as the public and private support agencies for the assistance of victims of gender-based violence.

6. To be aware of the specific legislation for police officers regarding assistance to and punishment of gender-based violence.

7. To learn about the international and national legal framework that regulates the prevention, assistance and punishment of gender-based violence, focusing on the definitions of the types and modes of violence established in the General Law on Women’s Access to a Life Free of Violence (LGAMVLV, in Spanish).
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\(^1\), 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.

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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.

**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 hand crafts
- Weakness
- Asexual

**Institution of primary socialization:** Family

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

No form of discrimination can be justified

Discrimination deters the equal exercise of human rights and makes the discriminated individual or social group vulnerable.

There are many forms of discrimination, such as discrimination based on race, ethnicity, 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 core in policing and especially in the assistance of gender 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
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.5

These rights and liberties, being exhaustive but not limiting, are:6

- 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

6 - Ibid, paragraph 7.
The Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women, known as the Belem do Para Convention, defines violence against women in Item 1 as:

“Any act or conduct based on gender, which causes death, physical, sexual or psychological harm or suffering to women, whether in the public or in the private spheres. As well as that which is perpetrated or condoned by the State or its agents, regardless of where it occurs”.

The same Convention obliges governments to take legal, administrative and social measures to put an end to this violence and insists that:

“Violence against women constitutes a violation of their human rights and fundamental freedoms and totally or partially limits the recognition, enjoyment and exercise of such rights and freedoms.”

### 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 Covenant on Civil and Political Rights, 1966.
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
- NoM-046-SSA2-2005, Family, Sexual Violence and Violence Against Women, Prevention and Assistance Criteria
- National Protocol of Police Officers with the Ability to Prosecute
- National Protocol on the Action of the First Responder
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.
2.5 - Violence types and modes

The General Law on Women’s Access to a Life Free of Violence (LGAMVLV, in Spanish) was published in the Official Gazette of the Federation in February 2007, in compliance with the commitments made by the Mexican government in the international conventions of the 1990s. The 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

VIOLENCE TYPES AND MODES
LGAMVLV ESTABLISHES FIVE TYPES OF VIOLENCE AGAINST WOMEN

TYPES OF VIOLENCE (Art. 6, Paragraphs I to 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.
### Modes of Violence

**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 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.

2.6 - Characteristics of victims and perpetrators of gender-based violence

Repeated 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 way they feel defenseless, powerless, incapable to do something to change their situation.

<table>
<thead>
<tr>
<th>Characteristics of the victim</th>
<th>Characteristics of the aggressor</th>
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<tbody>
<tr>
<td>➤ They come from any social, cultural, economic, religious or ethnic background</td>
<td>➤ Intimidation</td>
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<tr>
<td>➤ They have trouble communicating what happens to them</td>
<td>➤ Emotional Exploitation</td>
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<tr>
<td>➤ They have affective anesthesia; they cannot express their pain and sorrow</td>
<td>➤ Disavowal</td>
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<td>➤ They gradually move away and isolate themselves from their friends and family</td>
<td>➤ Abusive insistence</td>
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<td>➤ They are ambivalent, confused, indecisive, insecure</td>
<td>➤ Appeal to logical arguments</td>
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<td>➤ They are usually submissive and easily influenced</td>
<td>➤ Terrorism</td>
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<td>➤ They show guilt and shame</td>
<td>➤ Deceits</td>
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<td>➤ They have chronic physical pains</td>
<td>➤ Earn merits</td>
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<td>➤ 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</td>
<td>➤ Being able to cause sympathy</td>
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<td>➤ They are usually anxious and frequently feel distressed</td>
<td>➤ They come from any social, cultural, economic, religious or ethnic background</td>
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<td>➤ They show denial that manifests itself in a discourse of resignation by which the victim minimizes the situation</td>
<td>➤ They usually have a consistent, set, coherent and convincing speech</td>
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<td>➤ They are emotionally and / or economically dependent on the aggressor</td>
<td>➤ They may appear either authoritarian or very kind, cooperative and seductive</td>
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<tr>
<td>➤ Their speech is stiff</td>
<td>➤ Their speech is stiff</td>
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<tr>
<td>➤ In most cases, they do not have a mental disorder</td>
<td>➤ They see the other people as objects they own</td>
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<td>➤ They consider that they possess superior qualities, and feel stronger, self-sufficient and intelligent</td>
<td>➤ They do not acknowledge their abusive actions and justify them by blaming others</td>
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<tr>
<td>➤ They do not acknowledge their abusive actions and justify them by blaming others</td>
<td>➤ They minimize aggression</td>
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<tr>
<td>➤ They behave impulsively and show low frustration tolerance</td>
<td>➤ They attribute their own negative behavior to others</td>
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<tr>
<td>➤ They are suspicious</td>
<td>➤ They are suspicious</td>
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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. ¹⁰

¹⁰ - Strategies and Practical Measures. Updated Model for the Elimination of Violence against Women in the Field of Crime Prevention and Justice, para. 15 (k)
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.
3. PRINCIPLES AND DUTIES OF ACTION OF POLICE INSTITUTIONS IN THE FACE OF GENDER-BASED VIOLENCE

“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.
The principles of police institutions are established by Article 21, Paragraph 9, of the Political Constitution of the United Mexican States, which states that:

“The Federation, states, and municipalities are responsible of public safety, including crime prevention; investigation and prosecution to make it effective, as well as the punishment of administrative infractions, in accordance with the law, in the respective competences established by this Constitution. The actions of public security institutions shall be governed by the principles of legality, objectivity, efficiency, professionalism, honesty and respect for the human rights recognized by this Constitution.”

**Policing is a substantive function of state authority. This means that the police are not providing a service, but playing an essential role on which people’s security and public peace rely.**

In addition, as they are responsible for the protection of the human rights of all persons, the police are subject to special surveillance, due to the importance and nature of their duties.

On the other hand, the General Law of the National Public Security System establishes the integration, organization and enforcement of the National Public Security System, as well as the distribution of competencies and coordination between the Federation, the states, Mexico City and the municipalities. Likewise, state public safety legislation and systems play a subsidiary role in achieving the objectives of the National System at the state level.

Since the 2011 human rights constitutional reform, international treaties and conventions on the subject have been incorporated in the Federal Constitution. Thus, all authorities, including police institutions, within its remits, have the obligation to promote, respect, protect and guarantee human rights in accordance with the principles of universality, interdependence, indivisibility and progressiveness.

Public security aims to safeguard the integrity and rights of individuals, as well as to preserve public liberties, order and peace. It comprises special and general crime prevention, punishment of administrative infractions, as well as the investigation and prosecution of crimes and the social reintegration of the convicted individual.
The General Law on Women’s Access to a Life Free from Violence seeks to ensure the prevention, care, punishment and eradication of all types of violence against women during their life cycle. The Law also aims at promoting their integral development and full participation in all spheres of life. Consequently, police institutions have a very important role in prevention, specifically by means of avoiding crimes that are or may be acts of gender-based violence.

Thus, police institutions should comply with human rights, guarantee public safety and protect women when they are or may be victims of gender-based violence. Police institutions are also responsible for the actions intended to prevent the commission of offenses and administrative infractions, through investigation, inspection, surveillance and highway administration in their district.

**ACTIVITY**

What do the following Principles of Action included in the National Code of Criminal Procedure consist of?

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<th>Principle of Action</th>
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<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>Respect for human rights</strong></td>
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3.1 - Principles of action

Provisions that oblige police institutions 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.

PRINCIPLES OF ACTION IN THE GENERAL LAW ON VICTIMS

- Dignity
- Good faith
- Complementarity
- Due diligence
- Differential and specialized approach
- Transforming approach
- Gratuity
- Equality and Non-discrimination
- Integrality, indivisibility and interdependence
- Best interest of the child
- Maximum protection
- Existential minimum
- Non-criminalization
- Secondary victimization
- Joint participation
- Progression and non-regression
- Publicity
- Accountability
- Transparency
- Preferential Treatment

PRINCIPLES OF ACTION IN THE GENERAL LAW ON WOMEN’S ACCESS TO A LIFE FREE OF VIOLENCE

- Legal equality between women and men
- Respect for women’s human dignity
- Non-discrimination
- Women’s freedom

* 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”.

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. Reformed paragraph.

- **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.
“To deny any person their human rights is to challenge their very humanity.”

Nelson Mandela
Every police officer 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.

12 - Convention of Belem do Para. Article 7.
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.”

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.¹⁵

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, police 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
- National Protocol of First Responder

¹⁵ - Convention of Belem do Para. Article 7 d.
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
In accordance with the Principles of Action of Public Security Institutions, established under Article 21, Paragraph 9 of the Constitution, and Article 2 of the General Law of the National Public Security System, police officers in the states must intervene based on the following criteria:

1. Performing their service with honor, justice and morals; acting with diligent initiative, enthusiasm, professionalism and quality, to project the image of a public servant, not a repressive authority.

2. When reporting for duty, police officers should be well groomed, wear civil clothes, and be in optimal physical and mental conditions at least 30 minutes before the start time of their shift.

3. Requesting arms to the officer of guard, wearing the authorized uniform, checking that it is in good conditions and loaded.

4. Requesting officers to stand in line to call the roll, at the beginning of the service shift.

5. Participating in the Closed Order Instruction given by the shift managers.

6. Investigating the events that occurred in the previous shift (accidents, robberies, escorts, among others) as well as reports of stolen vehicles, serious crimes that occurred in cities or nearby populations that possibly affect the activities of the Institution.

7. Checking the assigned Radio Patrol Car (RPC), verifying that it is in working condition. Otherwise, report the detected anomalies to the shift manager before starting service.
8. Going to the assigned surveillance sector immediately, by the routes previously established, respecting all traffic signs and rules to avoid accidents.

9. Briefing the contact with people and / or vehicles by referring to the identification data in the Sistema Plataforma México (SPM).

10. Providing diligent assistance to users and drivers in the land transportation networks in the state where it is required during the officer’s inspection, security, verification and surveillance duty.

11. Maintaining the equipment and instruments provided by the Institution in working conditions to contribute to the police activities.

12. Carrying an institutional identification card that authorizes firearm possession and carrying.

13. Informing the Center of Communications of the Station (CCE) all the events detected during its service.

14. Reporting to the CCE when people outside the Institution get in the RPC.

15. Delivering the documentation prepared or collected during the performance of their activities at the end of service.

16. Capturing in the Homologated Police Report (IPH) the relevant events that took place during service, within a period no longer than 24 hours.
The best policing model to deal with victims of gender-based violence and sexual violence is the Community police. Several municipalities and states in Mexico have launched police reform processes to take their institutions, procedures and officers closer to the community and raise their awareness about the problems faced by women at the community level.

It is important to note that most preventive police institutions in the Mexican states and municipalities have not yet developed a philosophy of proximity to the citizenship. The importance of community police is even more commendable when considering that the majority of Mexican police institutions in the three spheres of government have gone through militarization processes in the last thirty years.
The processes for creating a community police are based on the development of policies relying on normative precepts consistent with a preventive and non-punitive vision. Comprehensive citizen security strategies require a series of police and non-police public policies to generate safer community environments, based on citizen coexistence and respect for lawfulness. That is, they seek to break the traditional dichotomy of “cops against thieves” that characterizes the more conservative perspectives of public security.

However, the pressure exerted by the quantitative increase in criminal activity and the qualitative transformation in the nature of high-impact crime in Mexico—which has been more and more frequent in the last 20 years—, has led municipalities, states and the federation to prioritize actions of police response to problems of insecurity.

According to the Handbook for the Effective Implementation of the Guidelines for the Prevention of Crime,16 issued by the United Nations Office on Drugs and Crime and the International Center for the Prevention of Crime, crime prevention requires certain key partners, especially the police. The characteristics of police control, the number and types of police forces, their history and orientation and distribution of functions vary from country to country.

In post-conflict situations, these forces can be highly centralized and militaristic in their style and training, and in many countries, there may be public distrust of the police. However, the police play an important but not exclusive role in strategic prevention at national and state levels, especially at the local government level. It is common practice to see the police as primarily committed to crime prevention and the natural guiding institution in all security matters, rather than as a partner working in concert with other institutional sectors.17

Adopting a proactive and problem-oriented police control approach is important in developing effective crime prevention strategies. Nowadays, there are many new forms of policing that work proactively with local communities and other partners. They are given different names, such as community-level policing, problem-oriented policing or reassurance policing. The basic elements of policing are summarized in:

- Community engagement
- Problem-solving orientation
- Decentralization

Three models of democratic police reform that can be used as a reference to understand the importance of the community police to prevent and act against gender-based violence in their communities are described below:

Considering the creation of this type of policies, Geoff Dean prioritizes the following elements to reform the police institutions:

a) Taking concrete steps to move systematically towards crime prevention, that is, to develop proactive strategies that transcend the practice of arresting perpetrators in flagrancy only.

b) Ensuring that the arrests by the preventive police generate information to improve the capacities of the police in charge of the criminal investigation.

c) Triangulating information on patrol (reports from parties) to turn it into intelligence and criminal evidence.

d) Identifying criminal patterns and developing a set of proactive goals to avoid the repetition of these crimes.

As seen in the list above, Dean assumes that police reforms that do not thoroughly restructure the police street tactical operation are unsustainable initiatives. Several of the community police processes in Mexican municipalities and states have succeeded – albeit limitedly — by reformulating important roles in the street routine, thus having an impact on their tactical work.

Police and justice institutions in Mexican states and municipalities face a serious crisis of legitimacy and trust. However, this problem is not unique to Mexico. Throughout the last century, the police institutions of several developed countries also faced confidence crises and many of them continue to be questioned by civil society. Community police initiatives in most developed countries respond to social demands to improve policing and involve citizens in security policies, based on formal accountability mechanisms.

The relationship between the accountability mechanisms established by law and policing is quite complex. Robert Reiner believes that the role of formal accountability rules and mechanisms in the regulation of police work is indirect and subtle. Reiner establishes four roles for these mechanisms:

The constitutional role: Accountability rules and structures that play a symbolic role in promoting the idea of the subordination of police institutions to democracy and the rule of law. They express values and norms that are defensible with regards to the principles of due process and legality.

The role of cooptation: Formal rules only become effective in the police routine if they are effectively co-opted in the informal values of the police subculture. Thus, the rules should not be expressed in a purist or hostile manner as to provoke a defensive closing of ranks by the police.

The role of communication: It is necessary to have alert mechanisms that demonstrate the need for change to start an internal reform processes. This is a task frequently carried out by police “scandals”, in the absence of adequate channels of routine problem information and effective complaint systems.

The role of control: Unlawful behaviors that are visible and demonstrable must be sanctioned effectively. However, we must be careful with this mechanism because several of the allegations of police misconduct cannot be sustained.20

The three main variants of the community policing models are summarized below: the community-oriented policing model, the problem-oriented policing model, and the intelligence policing model.

**The community-oriented policing model**

The most frequent response to these challenges has been the creation of community policing programs, that is, the patterns of patrolling and crime prevention are transformed, so that the police officers are closer to citizens. Most community policing models around the world are based on improving the quality of the contact between the police and the citizens, generating broad and direct channels of communication to encourage citizens to report crimes, as well as to ensure that the police generate better information and promote that police officers work with transparency.21

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Jerome Skolnick, David Bayley and Mark Ungar consider that the model of community police is based on the following principles:

a) Initiatives of social crime prevention
b) Prevention activities based on community work
c) Reorientation of the patrolling and geographical decentralization activities of the operational deployment
d) Permanent training and education programs for police officers
e) Police restructuring that assigns greater autonomy to the middle-rank officials
f) Citizenship consultation about the public policies of local security
g) Citizen participation in specific prevention activities
h) Coordination with wider processes of criminal procedural reforms
i) Improvement in information access mechanisms
j) Proactivity in police activity
k) Redefinition of accountability mechanisms 22

Several initiatives of rapprochement between police officers and citizens have been developed in different parts of the world, including Latin America (Bogota, Lima, Santiago de Chile) and Mexico (Chihuahua, Guadalajara, Mexico City, Naucalpan, Ciudad Nezahualcoyotl, Queretaro). However, community policing models not only involve greater proximity between police officers and citizens, but also a radical transformation in the decision-making processes in police institutions. They require that most decisions on operational management and tactical deployment are taken by lower-rank officers in consultation with the citizens, so that middle-rank and higher-rank officers only serve as mechanisms to carry out those decisions at the institutional level. One of the most revolutionary and difficult features to implement in the community policing model is that the middle-rank officers stop making decisions and allow the operational elements to make those decisions together with the citizens.23

Based on an extensive, comparative investigation of police practices in different countries, David Bayley concludes that in Australia, Canada, the United States, Japan and the United Kingdom most of the day-to-day police work responds to the needs of citizens and not to those of their high officials. That is to say, the police institutions in these countries have achieved two important objectives of the community policing model: the response to the needs of citizens and the decentralization of control.

However, the only two countries where community policing schemes have been completely and radically implemented are Japan and Singapore. In both societies, the decision-making pyramid has been reversed, allowing citizens and lower-rank police officers to make operational and strategic decisions to prevent crime, assigning middle-rank and higher-rank officers a facilitator role to put these decisions into practice.

Given the complexity of the political problems that must be overcome in order to achieve a successful local police process, Samuel Walker starts from a pessimistic position when he asks: Can police institutions ever change? In other words, is there a solution? Walker responds with a set of operational principles necessary for a democratic reform of the police: organizational change; control of police activities on the street (the biggest challenge for any police institution); systematic collection and analysis of information; and the combination of internal and external accountability mechanisms.24

One of the academic efforts that has analyzed in depth the community policing model in theory and practice is the book entitled The New Blue Line (1986) by Jerome Skolnick and David Bayley. In this book, the authors coined the phrase “police-community reciprocity”. This phrase, as used by Skolnick and Bayley, has practical, attitudinal and organizational implications.25 In its practical dimension, reciprocity means that the police must involve the community in the accomplishment of their mission. In this way, reciprocity takes place when the police and citizen perspectives are combined to face the criminal phenomenon and the problems of insecurity that concern the community.

Finally, in the organizational sphere, “police-community reciprocity” implies that both police and citizens participate in the design of crime prevention policies. Unlike the traditional and more legalistic view of the police function, the community policing model implies that, in organizational terms, the police can both learn from and be accountable to the community.

Problem-oriented policing model

The problem-oriented policing model involves developing strategies for a wide range of criminal and non-criminal activities that are part of the police tasks. This model is based on a critical, analytical and evidence-based approach to the classification of specific problems, the identification of the conditions that produce and reproduce those problems and the selection of ethical solutions that can be implemented by the police or other actors to mitigate or eliminate these problems.26 A large number of victims of gender-based violence that approach the state or municipal police pose a series of specific problems with situational or social implications, which is why this model is important.

The problem-oriented policing model was created by Herman Goldstein, an American academic and former adviser to the Chicago Police Department. Goldstein began to develop these ideas in 1979, although the evolution towards a more definite policing model took place towards 1990. According to Goldstein, the police must concentrate their efforts on the problems that the citizens expect to be solved by this instance or the local government. Therefore, this model assumes that the police should be involved in different issues, such as the search for missing children, false alarms and problems of urban coexistence.

Responses to these problems often require the transfer of responsibility to another municipal or state agency (social institutions, fire department, etc.), but the police officers are the first to identify the problem, have regular contact with citizens and channel their concerns to those who can solve them.

For Goldstein, law enforcement is a means to achieve police mission, but he believes that in most agencies it is mistaken for an end. Goldstein prioritizes problem solution over law enforcement, based on a preventive approach that should have effects of criminal deterrence in the medium and long term. Citizen consultation and interinstitutional collaboration that requires the solution of a problem at the municipal level generate a very wide field of learning for the police and favor the creation of synergies to build safer communities.
The following principles of this model are defined on the United States Center for the Problem-Oriented Policing website:

a) Problems are the basic unit of policing, rather than crimes, cases, phone calls or incidents.

b) A problem is something that worries or harms citizens, not just the police.

c) Facing problems means more than finding quick solutions: it requires addressing the conditions that generate those problems.

d) Police officers should systematically and routinely analyze problems before attempting to solve them. The institution must also develop routines to analyze problems.

e) Problem analysis must be comprehensive, although not necessarily complex.

f) Problems must be accurately described and disaggregated into their various components, as problems are not always what they seem at first.

g) It should be understood that there are several interests at risk behind a problem. There are people and groups of people who are differently affected by a specific problem and who have different ideas on how to solve it.

h) The way the problem is being addressed must be understood and the limits of those solutions must be openly admitted in order to provide a better response.

i) Initially all possible responses to a problem should be considered, so as not to restrict any that may have the potential to be effective. The suggested answers should come from the analysis of the situation. These responses should not be limited to arrest, yet they should not dismiss it.

j) The police should try to solve problems proactively rather than just react to its harmful consequences.

k) The police department must grant police officers a greater freedom to make important decisions. At the same time, they must be accountable for their decisions.

l) The effectiveness of the new responses must be assessed so that their results can be shared with other police officers and corporation staff, in such a way as to systematically share information about what works and what does not.
The two models outlined above (community policing and problem-oriented policing) feature several similarities in their theoretical approaches and their operational application. The following box, from the book by Victor E. Kappeler and Larry K. Gaines, synthesizes several specific characteristics that differentiate both models.

### Principles of the community policing model and the problem-oriented policing model.

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<tr>
<th>Principle</th>
<th>Problem-Oriented Police</th>
<th>Community Police</th>
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<tr>
<td>Main emphasis</td>
<td>Substantive social problems are a specific part of the police mandate.</td>
<td>The community is involved in the police process.</td>
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<tr>
<td>Collaboration between the police and the community</td>
<td>Determined according to each of the problems analyzed by the police.</td>
<td>Always or almost always.</td>
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<tr>
<td>Emphasis on problem-solving analysis</td>
<td>Priorities are assigned from the analysis.</td>
<td>It is encouraged, but it is much more important to collaborate with the community.</td>
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<tr>
<td>Preference about the response type</td>
<td>Alternatives to criminal justice are explored and given priority.</td>
<td>Priority is given to collaborative responses with the community.</td>
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<tr>
<td>Role of the police in the organization and mobilization of the community</td>
<td>Promoted only if relevant in the environment of the problem being addressed.</td>
<td>The key role for the police in this area is emphasized.</td>
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<tr>
<td>Importance of geographical decentralization of the police and continuity</td>
<td>Preferred, but not essential.</td>
<td>Essential.</td>
</tr>
<tr>
<td>in the assignment of police officers to the community</td>
<td>Feedback from the community is actively encouraged, but the decision-making process is</td>
<td>Sharing both decision making and authority with the community is emphasized.</td>
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<tr>
<td>Extent to which the police share decision-making and authority with the</td>
<td>kept as an element of police authority.</td>
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<tr>
<td>citizenship</td>
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<tr>
<td>Emphasis on the skills of officers.</td>
<td>Intellectual and analytical skills are emphasized.</td>
<td>Interpersonal skills are emphasized.</td>
</tr>
<tr>
<td>Vision of police role or mandate</td>
<td>A broad, but not unlimited, role of the police is promoted; the limited capabilities of</td>
<td>An expansive role of the police is emphasized to achieve ambitious social goals.</td>
</tr>
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<td></td>
<td>the police and guards are emphasized to avoid generating unrealistic expectations about policing.</td>
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The box above shows that the problem-oriented policing model helps develop a greater capacity for intelligence generation and analysis among police officers, while the community policing model favors the development of social management capacities and interpersonal skills.

The Urban Space Surveillance Training Manual of the United Nations Office on Drugs and Crime recommends the SARA and CAPRA methods for police intervention in problem solving. Both are very important to provide assistance to victims of gender-based violence.

Urban areas face many challenges related to crime and violence, such as resource scarcity, poverty, tension between social classes, informalization of spaces and services, increasing presence of diverse populations, lack of information, limited access due to poor infrastructure and the domination of some areas by criminal groups, among others. Traditional incidence-based (i.e., reactive) surveillance has been shown to have a limited impact when dealing with these urban challenges and when preventing and controlling crime.

In response, problem-solving methods and tools have been developed to improve surveillance strategies. In this regard, the development of effective strategies partly requires reliable and up-to-date information, which is the basis of police problem-solving techniques. While each context has particular features, there are several basic points that are required for the police to effectively solve problems:

- Good understanding of urban space.
- Knowledge of the specific problems that arise in specific areas.
- Ability to adapt to changing crime patterns.
- Adapt responses using strategies that effectively tackle specific problems.
- Creation of strategies with approaches from different sources.
- Development of informed strategies based on evidence / information

Problem-oriented surveillance is a method that integrates policing with criminal justice theory, methods of investigation and analytical techniques to help the police understand crime and develop solutions to prevent crime and reduce delinquency. Problem-oriented surveillance is a proactive approach that addresses the root causes of problems. This approach is assumed to be mutually beneficial to the community and to the police, as it focuses on crime prevention, community partnerships, sustainable solutions, resource development, multi-sectoral engagement, and the use of police and community expertise.

The first method is known as **SARA** which stands for

- **S**canning
- **A**nalysis
- **R**esponse
- **A**ssessment

**- SARA -**

**Scanning**
- What is the problem?
- Where is the problem based -> location and time of crime?
- How did you hear about it?
- Who is affected by this problem?
- What is currently being done or what has been done to solve the problem?
- Is this a job for the police?

**Analysis**
- What information would be useful to effectively address this problem?
- How will you get this information?
- Have you interviewed all the parties concerned?
- Did you address the issue with other departments or police offices?
- Did you collect information from both public and private sources?
- What are your short and long-term goals?

**Response**
- What do you hope to achieve (goals)?
- Who do you need help from?
- How long will that take?
- How will you check if your response was effective?

**Assessment**
- Did you meet your goal (s)?
- Which have the results been?
- What were the challenges?
- Do you need to look for additional or associated resources?
- What can you do to make it more effective (lessons learned)?
The other problem-solving method is known as **CAPRA**

**C** (Clients)

**A** (Acquiring Information)

**P** (Partnership)

**R** (Response)

**A** (and Assessment of the Action)

This model was designed by the Royal Canadian Mounted Police (RCMP) to be a problem-solving model for community surveillance. It is a system that channels problem-solving efforts guiding police officers as they work through problems, anticipate problems, and facilitate the capacity of effective problem-solving networks at internal and external. In the CAPRA model, problem solving depends on the implementation of five steps: clients, acquisition, analysis, partnerships, response and assessment of the action. Each step is documented to monitor progress. CAPRA aims to promote discussion among RCMP staff, clients (civil society and government) and partners.
**CAPRA requires to:**

- Identify existing and potential problems and related issues.
- Develop and maintain partnerships and trust within communities to determine service priorities and problem resolution.
- Acquisition and analysis of relevant information.
- Understanding of client perspectives on work-related issues to determine priorities and the potential partnership in service provision.
- Encourage continuous feedback for continuous improvement of service provision.

**CAPRA is implemented by the following steps:**

1. **Clients**
   - Define clients: Who are the clients? Clients refer to any individual, group or entity that may be directly or indirectly affected by a current or potential problem related to crime and lawlessness.
   - Direct and indirect clients are determined by the extent to which they are involved in the problem.
   - It is important to know the place the client occupies in relation to the problem (direct or indirect).
   - Realize that the client helps make collaboration effective, as this allows to anticipate expectations, deal with concerns, allocate and procure resources and develop plans and strategies.

2. **Acquisition / Analysis**
   - To facilitate a better understanding of the problem, generally speaking, by establishing the framework for identifying response strategies, resources and partnerships to address the specific problem.
   - Collect information from both public and private sources.
   - Study the background of this kind of problem.
   - Use the knowledge acquired to develop a working hypothesis.
   - Identify useful resources.
3. Partnerships
- To create new partnerships or develop the existing ones to facilitate problem-solving efforts.
  - Partnerships can be internal or external.
  - Partners have a vested interest in the problem.
  - Partners should be able to provide assistance based on their ability, and
  - Develop a working relationship (use of mediation / negotiation capacity).

4. Response
- Develop an overall strategy designed to address the community problem. The three main tasks are:
  - Choose the best strategy based on in-depth analysis;
  - Concentrate on the lowest percentage of individuals who contribute to the highest percentage of problems.
  - Implement the response, including design for future assessment.

5. Assessment
- Assess both the process and the impact of the response strategy:
  - Has the problem been reduced or eliminated? To what extent?
  - Collect comparison data.
  - Assess unintended outcomes.
  - Determine whether additional resources are still needed.30
Intelligence-led policing

Intelligence for prevention is a concept that has been prioritized by the Federal Police in Mexico and by several institutions at the local level. It is a concept that redefines the police role in the search for intelligence information, but not in its traditional form. Instead, the concept seeks to analyze and process this information for the specific purposes of crime prevention and the gender-based violence cycle. The police contact with victims of gender-based violence provides relevant intelligence elements which, thanks to the proper use of information, allow to prevent the incidence of future cases. The intelligence model seeks to reduce crime using information provided by law enforcement agencies. Information is collected from various sources and used to generate intelligence that police institutions employ to deter, inhibit or eradicate criminal behavior.

The first police institution that generated a model of police intelligence at the prevention level is the Kent Police Department in the United Kingdom, in the early 1990s. Sir David Phillips, who was in charge of that corporation, based his intelligence model on the logic of generating a proactive scheme of policing. His first action was administrative, moving elements of reactive units to proactive tasks. The proactive nature of this strategy was based on the fact that it used information from criminal intelligence analysis and applied it to preventive actions. Phillips then developed capacities so that his police officers could generate and analyze criminal information at a local level. This strategy mainly focused on the activities of active and prolific offenders, tracking their patterns of behavior.31

The success of this initial experiment in Kent inspired the British Home Office’s National Criminal Intelligence Service to create the National Intelligence Model of the United Kingdom. The design of this model involved both police officers (operatives) and experts from several fields as well as experts in criminal intelligence throughout the United Kingdom. The National Intelligence Model has generated standards and processes to ensure that all intelligence information is reliably obtained and accurately systematized and analyzed, so that it can serve as a solid reference for strategic police decisions and risk management.32

While intelligence work has been a primary task of the Armed Forces and judicial or ministerial police in Mexico, preventive policing plays an increasingly important role in the preservation of the criminal scene and evidence generation, in accordance with the regulations that reform the federal criminal justice system and local processes in several states. These normative reforms generate a series of operational changes in the policing technique of the members of the state Public Security Directorates, though not necessarily in their tactics, which has been consolidated throughout the years.
Policing tactics is the set of techniques that allow the police force to be applied to the extent required to achieve a goal. Only few techniques of this large set will change when the new accusatory criminal justice system enters into force in several states. These techniques are closely related to the work of intelligence and criminal investigation. The preventive police is now playing a more important role in this area and, as a result, the state police must be trained.

The policing technique is the set of principles and rules that allow organized and systematic police actions. In addition to the techniques of police defense (striking and blocking techniques), there are a series of specifically prevention techniques, which are carried out by the Mexican state police departments, which are worth highlighting in this section because of their close relationship with the intelligence tasks.

5.2 - SCENARIOS: Guidelines for police intervention

Considering the different modalities of policing in the federative entities, the following guidelines can be proposed for police intervention in each of the following scenarios.

SCENARIO 1
Policing on a state highway or on a public highway

Apply the procedure depending on the type of arrest and traffic violation or any event that occurs.

Chain of command, prior to tour of duty and duty assignment.

<table>
<thead>
<tr>
<th>RESPONSIBLE PARTIES</th>
<th>ACTIVITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Station operator</td>
<td>Prepares the assignment sheet and delivers it to the duty officer.</td>
</tr>
<tr>
<td>Duty officer</td>
<td>Deliver the assignment sheet to each shift manager and the radio operator of the Station Communications Center (CCE) in working hours.</td>
</tr>
</tbody>
</table>
1. Inform the CCE about departure, stating:
   1.1 Assigned service.
   1.2 Odometer of the Radio Patrol Car (RPC) at departure.
   1.3 Level of fuel supply.
   1.4 Mechanical conditions.
   1.5 Crew on board.

2. Go to the assigned location and report arrival to both the CCE and the immediate superior.

3. Take a tour through the area to detect:
   3.1 Acts or behaviors that may constitute an administrative fault or an offense.
   3.2 Traffic risk factors (weather and road conditions).
   3.3 Traffic flow.
   3.4 Existence of any traffic event, vehicles damaged, with dismantling signs or abandoned.

4. Report any news detected to the CCE and immediate superior.

5. Determine the type of surveillance to be carried out (mobile or mixed), establishing specific points for stationary surveillance. In special cases, assess, together with the person in charge, the deployment of surveillance tours.

6. Conduct vehicle arrests during surveillance activities in streets and highways, in cases of violations of state and federal laws and regulations.

7. Instruct the driver to stop the vehicle by using the turret and the megaphone. In case of stationary surveillance, the indication will be made using police gestures.
8. Brief the CCE and immediate superior on the location of the place of detention and vehicle data.

9. Place the RPC behind the stopped vehicle, at approximately three (3) meters, with main lights and turrets on.

10. Descend from the RPC and walk towards the person and / or vehicle carrying the long gun in ready position. Colleagues will strategically position themselves to maintain control of the situation.

11. Show ID to the driver, mentioning the Institution to which you belong, as well as your rank and full name.

12. Inform the reason for the arrest.

13. Request documentation of the vehicle, cargo (if applicable) and driver’s license.

14. Check that the driver’s name and physical characteristics match the data on the driver’s license and check that the document data corresponds to the vehicle.

15. Inform the CCE and immediate superior about the complete name of the person and the vehicle data to confirm their status in the Sistema Plataforma México.

16. Record facts, driver data and vehicle data in the police blotter.

17. Make the arrest, in case of having a court injunction.

18. Deliver the Informative Report and / or detention report and police blotter.

In case of prior knowledge of the probable commission of a gender-based violence crime:

19. Notify the CCE and immediate superior of location and characteristics of the person or vehicles to be detained.

20. Request support from the shift manager and other nearby authorities (if necessary).

21. Determine the place for detention by ordering the person to stop, using turrets, sirens and a megaphone.

22. Descend from the RPC and walk towards the person (s) and / or vehicle (s) with the long weapon in an alert position. Colleagues will strategically position themselves to maintain control of the situation.
23. Order the occupants, using verbal commands, to cooperate with the inspection.

24. Instruct the driver of the vehicle to slow down, walk backwards, with hands at the nape, towards the police officer.

25. Handcuff the detainee when within reach. If there are other occupants and once the driver has been detained, proceed in the same way.

26. Control people and impound the vehicle and/or seize the objects; in case of no reinforcements, wait until they arrive.

27. Transfer detainees safely.

28. Notify the CCE of the result of the police operation, as well as the complete data of the people and vehicles involved.

29. Write the detention report and send the detainees and seized objects before the Competent Prosecuting Authority.

30. Complete and deliver to the shift manager the following documents:


   30.2 Police blotter.

In case of violation of any legal and/or regulatory provisions regarding traffic:

31. Visually detect drivers who commit traffic violations.

32. Inform the CCE about the location, vehicle data and reason for the offence.

33. Determine the place to stop the vehicle to prevent it from hindering or risking traffic flow.

34. Place the RPC approximately three (3) meters behind the stopped vehicle, with a one-meter offset to the left to create a protection area.

35. Descend from the RPC and walk towards the person(s) and/or vehicle(s) with your long gun in ready position. Colleagues will strategically position themselves to maintain control of the situation.

36. Show ID to the driver, mentioning the Institution to which you belong, as well as your rank and full name.

37. Inform the reason for the arrest.
38. Request vehicle documents and driver’s license.

39. Check that the driver’s name and characteristics match the data on the driver’s license.

40. Check that the vehicle corresponds to the data of the document by physical inspection.

41. Transmit the person’s full name and vehicle data to confirm status in the SPM to the CCE.

42. Receive response from CCE.

43. Draw up the Traffic Ticket in case no anomaly is detected.

44. Arrest the person and impound the vehicle in case the person has a court injunction, and / or the vehicle has a car theft report, or if an indication presumably constituting a criminal offence is found during the physical inspection of the vehicle.

45. Inform the CCE about the result of the operation, the complete data of the people and vehicles involved in the event.

46. Write down on police blotter.

In case of identifying girls and / or women inside vehicles who:

- Show fear or anxiety.
- Show signs that their movements are being controlled.
- Are injured.
- Are not familiarized with the official language.
- Do not know their home address.
- Do not bring documents or identification cards.
- Act as if they received instructions from others; and
- Tell the same story

If some of these conditions apply, the police officer might be dealing with potential human trafficking victims. Therefore, it is recommended to take the victims to the corresponding institutions to continue the interrogation or investigation and to provide them with proper attention.
Public demonstration and the actions carried out by the state and municipal police institutions to control them, as well as to keep peace and public order, represent a very important opportunity to identify victims of gender-based violence, sexual violence and trafficking. The police procedure for these situations includes the following guidelines:

1. Receive a written and / or verbal request from the Head of the Department, to cover a demonstration against organizations or any event.

2. Coordinate actions with the responsible authority of the facility to be protected, in order to plan the service.

3. Plan the operation strategy to carry out the service: target strategic points of the location; number of police officers needed; materials and equipment, transportation means, lodging and food services, and arrival times and coverage.

4. Assign a police officer to the service.

5. Receive verbal or written instruction, as well as the relevant information collected during the planning stage.

6. Use a map to locate the conflict area, access and evacuation routes, as well as strategic and / or vulnerable areas, such as schools, hospitals, day care centers, gas depots, Public Prosecutor Agencies (MP, in Spanish), fire stations, among others, for the optimal development of the police operation.

7. Organize designated personnel for crowd control as well as logistics.

8. Distribute personnel to safeguard and / or release the facility or strategic areas.

9. Indicate the initial formation and its adaptation as the demonstration evolves.

10. Locate the person of contact of the facility to be protected in order to coordinate the possible scenarios, when the personnel of the State Police that performs intelligence operations inform about the probable degree of violence in the demonstration: evacuation of personnel, restriction of personnel entrance and exits, visits and vehicles; allow the use of emergency access, basic first aid or first contact care, identification of meeting points, among others.
Reinforce perimeter security using materials and equipment to contain the crowd.

11. Discuss with the person of contact the possibility of negotiating with the protesting group’s commission in order to consider any of the following assumptions:
   a. Negotiable position.
   b. Non-negotiable position.

12. Prepare the police officers to receive the commission of the protesting group.

13. Safeguard the personnel of the institution in charge of the negotiations with the demonstrators, in the conflict area or in the negotiation site.

14. Monitor the conduct of negotiations between representatives of the institution and the demonstrators.

15. Assess the behavior of the crowd, mob, disturbance or peaceful demonstration.

16. Instruct the personnel to wear gas masks in case chemical agents are used.

17. Ask specialized personnel to make and launch grenades and/or projectiles with chemical agents. Keep personnel on alert. In case the crowd diverts a member of the State Police to avoid the dispersion of the lines, the person in charge of the service must try to approach demonstrators and begin the negotiation to rescue the diverted police officer.

18. Referring the rescued State police officer to the medical service to assess and determine their situation.

19. Make sure the crowd has been completely removed from the place.

20. Verify the detention of persons for the probable commission of an administrative crime or offence, according to the following assumptions:
   a) there are detainees;
   b) there are no detainees.

21. Transfer the detainees to the premises of the competent authority.

22. Present the detainees before the corresponding authority for the probable commission of an administrative crime or offence.

23. Verify that the state police personnel in training are alert until ordered to withdraw.
24. Order patrolling in the affected area to verify that the demonstrators do not regroup and act according to the following assumptions:
   a) the demonstration continues;
   b) the demonstration does not continue.

25. Verify that the crowd has withdrawn from the place of conflict with the help of police officers who perform the intelligence operations and the members who patrol the affected area.

26. Inform the requesting or responsible authority about the current situation in order to complete the service.

27. Inform the superior authority about the conclusion of the service so that they, in turn, authorize the withdrawal.

28. Order the withdrawal of the police officers that provided the service.

29. Write down the Informative Report on the events.

30. Submit the documentation to prepare the Homologated Police Report.

In case of identifying girls and / or women inside vehicles that show:

- Fear or anxiety.
- Signs that your movements are being controlled.
- Present an injury to your body.
- Not familiar with the official language.
- Do not know the address of your home.
- Do not bring documents or identification.
- Act as if you have received instructions from others; and
- Tell the same story.

If some of these conditions apply, the police officer may be in the presence of potential victims of human trafficking. Therefore, it is advisable to take the victims to the corresponding institutions to continue the interrogation or investigation and to provide them with proper attention.
During the routine activity of municipal and state police, specifically of the traffic police, it is possible to identify victims of gender-based violence, sexual violence and trafficking. It is important to consider the guidelines in the previous sections to identify characteristics and profiles of victims, while following the following procedures for traffic events:

1. Complete the assignment sheet, which establishes the tasks that the police officer will carry out during their shift.

2. Cover the minimum service allocation for a unit consisting of two RPCs with four police officers.

3. Forward the assignment sheet to the Chief Commissioner.

4. Deliver the assignment sheet to each of the General Shift Inspectors and to the radio operator of the Operational Base, in their working hours, so that they know the road sections where the service in each shift will be performed.

5. Review the assignment sheet.

6. Call the roll.

7. Assign tasks in their sectors and / or road sections to the personnel.

8. Investigate aspects of the traffic event during service by:
   
     8.1 Direct observation.
     8.2 Citizens’ notification.
     8.3 Operational Base notification.
     8.4 Superiority Order.

9. Using a radio, notify the operational base about the displacement or a traffic event on the way to the place of the incident.

10. Observe the safety measures established in a requested emergency service.

11. Consider the physical status of the unit, weather conditions, road conditions, traffic, the same element and type of emergency indicated.

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12. Park the RPC in a visible place so that you can warn the road users about the proximity of the traffic event. The driver should timely warned using all the visible signs available (for daytime or nighttime) taking into account the conditions of the traffic event such as landform, climate, sinuosity, etc.

13. Inform the Operational Base about the type of traffic event and its exact location. Request via radio the required services, such as ambulances, firefighters, civil protection, Public Prosecutor’s Office (MP), Expert Services (Servicios Periciales or SP, in Spanish), etc.

14. Provide the injured people with the necessary help or assistance.

15. The police officer with the highest hierarchy should assign tasks in the traffic event, such as placing flags at the scene, as follows:

   15.1 If it is daytime:
      15.1.1 Place red flags.
      15.1.2 Traffic cones.
      15.1.3 Reflective triangles.

   15.2 If it is nighttime:
      15.2.1 Flares.
      15.2.2 Flashlight.
      15.2.3 Reflective triangles.

16. Speed up traffic, so as to avoid another traffic event. The most important thing is the safety of the police officer, the victims and the people who provide the aid.

17. Carry out a visual inspection of the physical and mental state of the individuals.

18. Detect if the individuals are under the influence of intoxicating beverages. If so, arrest them and request a RPC to transport and refer them to a medical examiner.

19. Ensure that the individuals’ health condition is not at risk. Determine if they were under the influence of alcohol or narcotics during the traffic event.

20. Show ID card to those involved in the traffic event, mentioning the Institution to which you belong, as well as your rank and full name.

21. Ask the driver for the corresponding documentation, considering the following:

   21.1 Private Vehicles:
      21.1.1 Driver’s license.
      21.1.2 ID card.
      21.1.3 Vehicle Registration Certificate.
      21.1.4 Insurance policy (if possible).
21.2 Vehicles of the Federal Public Service of Freight and Passengers:
   21.2.1 Federal driving license.
   21.2.2 ID.
   21.2.3 Vehicle Registration Certificate.
   21.2.4 Freight services permit.
   21.2.5 Insurance policy.
   21.2.6 Bill of lading.

21.3 Vehicles of Private Service of Freight and Passengers:
   21.3.1 Driver’s license.
   21.3.2 ID.
   21.3.3 Vehicle Registration Certificate.
   21.3.4 Vehicle Registration Certificate Permit.
   21.3.5 Insurance policy.

21.4 Vehicles of the Local Public Service of Freight and Passengers:
   21.4.1 Driver’s license.
   21.4.2 ID.
   21.4.3 Vehicle Registration Certificate.
   21.4.4 Freight Services Permit.
   21.4.5 Insurance policy (if possible).

22. Initiate the investigation of the events by applying the methodology in order to learn about the traffic event.

23. Perform a quick survey of the field or road section, determining the special features of the place and events that might have caused the traffic event.

24. Request the passengers involved to provide information on how the events happened, if they are able to do so.

25. Survey the traffic event scene in a spiral-wise form; that is, start from the location or central point of the accident outwards (in a circular form). Extend the spiral 500 meters, so that the things related to the event can be observed.

26. Analyze the impacts on the vehicles in relation to their location, dents, slip and magnitude.

27. Draw a preliminary sketch of the route alignment, the final positions of the vehicles involved, the place occupied by the vehicle(s) and the general data of the driver(s). Collect the information, including photographic and/or video material, to contribute to clarifying the facts.

28. Identify the driver who is allegedly responsible for the traffic event, checking that he or she is not under the influence of alcohol or narcotics.
In case of being under the influence of alcohol and / or under the influence of a narcotic and not being injured, arrest and get him or her in the RPC, after body search. Then, send the detainee before the Competent Authority.

29. Request the Operational Base to verify the complete data of the driver (s), as well as the data of the vehicle (s): plate, series and engine numbers, vehicle brand and model, in order to check if it has a SPM report of theft, arrest or re-arrest.

30. Receive response from the Operational Base. If the detainee has a current arrest warrant and / or the vehicle has a theft report, arrest them and impound the vehicle.

31. Request the driver (s) to testify before the competent prosecuting authority if there are no victims.

32. Carry out the corresponding procedures for the recovery of the vehicles involved.

33. Organize the crane services to carry out the maneuvers for the removal of the bearing surface of the involved vehicles by moving them to a safe place. Make sure that there are no residues or objects resulting from the traffic event that may hinder traffic and may cause another event.

34. Make the applicable Traffic Ticket and the Inventory of the Vehicle that will be transferred to the place of vehicle detention. Pay special attention to the objects found, so that any probable criminal indications can be detected, such as weapons, narcotics, money, ammunition, illegal immigrants, among others.

35. Submit the driver (s) and belongings to the competent Prosecution Authority.

36. Make the Accident Report, which should contain the following data:

   36.1 Background: describes the relevant information of the place where the traffic event occurred and the general characteristics of the vehicle.
   36.2 Investigations and determining causes: it describes the causal factor of the traffic event.
   36.3 Victims: First, record the number of dead persons and then the number of injured individuals.
   36.4 Property damage: report the approximate amount in Mexican pesos of the property damages caused to the vehicles involved in the accident.
   36.5 Legal jurisdiction: it indicates the competent prosecuting authority that will learn about the traffic event.
   36.6 Common Jurisdiction: in the event of an accident involving any type of vehicles, as well as damages to third parties.
36.7 Federal Jurisdiction: in case of damages to property owned by the Nation.

36.8 Complementary: this refers to the documentation that is attached to the accident report, such as an infraction ticket, medical certificates for drunkenness, detention report, inventory of the vehicle and illustrative sketch.

36.9 In case of injured persons, include the following data:
36.9.1 Ambulance license or plate number.
36.9.2 Institution to which it belongs.
36.9.3 Driver’s name.
36.9.4 Place of hospitalization.

36.10 In the case of dead persons, obtain the following information:
36.10.1 Name, rank and ascription of the Agent of the Prosecutor’s Office who ordered the removal and transfer of the body, as well as the time of arrival at the place of the events.
36.10.2 Damages to property owned by the nation or the State shall be valued by personnel appointed by the Communications and Transportation Ministry (SCT), the Public Works Ministry (SOP). Damages to third parties shall be valued by the owner.

37. Deliver the following documentation at the end of your service to the Inspector General acting as a shift supervisor:
37.1 Acknowledgment of receipt of the statement of facts.
37.2 Accident report.
37.3 Medical certificate.
37.4 Vehicle inventory.
37.5 Infraction ticket.
37.6 Submission of persons or vehicles before the competent authority.

38. Receive the documentation corresponding to event and supervise the correct filling of the accident report, as well as the other documentation.

39. Send the following documentation: original of the factual report, copy of accident report, original medical certificate, original vehicle inventory, copy of the infraction ticket, and original of the detention report.

In case of identifying girls and / or women inside vehicles that:

• Show fear or anxiety.
• Show signs that their movements are being controlled.
• Are injured.
• Are not familiar with the official language.
• Do not know their home address.
• Do not have documents or identification.
• Act as if they received instructions from others; and
• Tell the same story.

If some of these conditions apply, they may be potential victims of human trafficking. Therefore, it is recommended to take the victims to the corresponding institutions to continue the interrogation or investigation to provide them with proper assistance.

**SCENARIO 4**

*Infringement*

Approaching vehicles that violate traffic regulations represents another opportunity to identify victims of gender-based violence, sexual violence and trafficking. In addition to following the guidelines below to issue a correct infraction ticket, at the municipal or state level, particular attention should be given to checking the vehicle to identify girls and women who may be victims of any type of violence.

1. Carry out initial surveillance activities.
   1.1 Respect the chain of command, as this is the process before the tour of duty and allocation of services.

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**RESPONSIBLE PARTIES**

- **Station Operator**
- **Duty officer**
- **Shift manager or Substation operator (when applicable)**
- **Police officer on duty**

**ACTIVITIES**

- Prepare the assignment sheet and deliver it to the duty officer.
- Deliver the assignment sheet to each shift manager and radio operator of the Station Communications Center (CCE) in the working hours and the Substation operator (when applicable).
- Deliver the assignment sheet, the special provisions of the superior authority, in any, and request in the Report of News format of the shift manager for the departure of the elements.
- Receive verbal instructions to perform the assigned duty.

---

2. Visually detect a driver who commits a traffic violation, when he / she circulates in the assigned section on the roads and state roads.

3. Arrest the offender considering the stages for the detention follow-up, according to the corresponding Tactical Manual.

4. Inform via radio the Operational Base about the location, reason for the violation and data of the vehicle involved in the traffic violation:
   
   4.1 Brand.
   4.2 Plates.
   4.3 Approximate model.
   4.4 Color.
   4.5 Number of passengers.
   4.6 Driving direction of the vehicle.
   4.7 Some particular characteristic of the vehicle, such as dents, special tires, notable modifications, among others.

5. Determine the appropriate place to stop the vehicle, which must be a levelled area with shoulders or space so that the vehicle that stops does not hinder traffic and does not pose danger to other users.

6. Get the Radio Patrol Car (RPC) near the back of the offending vehicle. The RPC should be located 50 cm to the left of the vehicle and 3 m backwards, with the main lights and turrets on.

   Make the siren sound for short periods not to confuse the driver and a provoke an accident.

7. Use the RPC megaphone to ask the individual to stop the vehicle.

8. Place the RPC approximately three meters behind the stopped vehicle. The RPC should be located one meter to the left, to create a protection area for the vehicle.

9. Instruct the driver to turn off the engine and turn the wheels to the right. At the same time, leave the engine on and turn the RPC wheels to the left.

10. Walk out from the RPC towards the driver’s window. If risk movements are noticed, approach the driver on the right side, in case the driver is travelling alone.

11. Unfasten the holster safety strap.

12. Place hand on or near the gun, ready to draw it, if necessary.
13. Observe all vehicle occupants without allowing them to leave the car. Prevent a fellow police officer from being in risk of crossfire in case of confrontation. The fellow police officer should stand to the right side of the vehicle at the height of the rear fender, simultaneously, with the police officer in charge.

14. Look in both directions to identify any possible attack.

15. Inform via radio to the Operational Base about the location, reason for the offense, and data of the offending vehicle:

   15.1 Brand.
   15.2 Plates.
   15.3 Approximate model.

16. Verify that the name and physical characteristics of the driver match the data and photograph on their driver license. Also, verify that the data of the vehicle correspond to the data stated in the vehicle registration certificate:

   16.1 Model.
   16.2 Brand.
   16.3 Serial number.
   16.4 Plates.

17. Use a radio to transmit to the Operative Base the individual’s full name, in order to verify in the SPM if they have an arrest or re-arrest warrant. Likewise, check the vehicle data (plate number, series, Vehicle Identification Number (or NIV, in Spanish), engine, brand and model) to verify if it has a theft report.

18. Draw up the Traffic Ticket outside the RPC, on the right side, at the height of the fender to protect against the traffic flow. Request the following data:

   18.1 Location where the offense was committed:
       18.1.1 Name and official number of the road, specifying kilometer, meter and specific section, as well as municipality.
       18.1.2 Time when the traffic ticket is issued, from 00:00 to 24:00 hours.
       18.1.3 Date of the infraction. Record date with Arabic numerals, starting with day, month and year.

   18.2 Driver’s data:
       18.2.1 Full name, starting with surnames.
       18.2.2 Type of license, number, state and validity.
       18.2.3 Home address, indicating street, number and neighborhood (colonia), city, municipality and state.
18.3 Data of vehicles involved, including trailers and / or semi-trailers:
   18.3.1 Brand or manufacturer’s name.
   18.3.2 Type of vehicle.
   18.3.3 Serial number or vehicle identification number.
   18.3.4 Engine number. In the absence of this, write down the country of manufacture.
   18.3.5 Plate number. In case of provisional permission, indicate number and validity under “Observations”.
   18.3.6 Federative Entity where the plates were issued.

18.4 Notification, which will be completed by the driver:
   18.4.1 Brand or manufacturer’s name.
   18.4.2 Type of vehicle.

18.5 Violations committed and legal basis of penalties:
   18.5.1 Concept of violations committed.
   18.5.2 The Article numbers, fractions and Law or Regulation on which the corresponding penalties are based.
   18.5.3 Withhold documents when plates are from a different state, to guarantee the penalty payment (driver’s license, vehicle register certificate or plate. If the vehicle has no plates, stop it).

18.6 Notification, which will be filled out by the driver:
   18.6.1 This line should be filled out, if necessary, to expand any relevant clarification.

18.7 Member of the state police imposing the penalty:
   18.7.1 Full name and stamp of the state police who makes the infraction.
   18.7.2 File number of the state police officer who draws up the traffic ticket.
   18.7.3 Signature of the state police officer who draws up the traffic ticket.

In case the above-mentioned data is incomplete, write the legend “Unknown due to lack of documents or no documents whatsoever” on the corresponding space.


   19.1 If irregularities are not detected:
      19.1.1 Return the documents.
      19.1.2 Deliver the traffic ticket.
      19.1.3 Explain to the offender the procedure for payment of the penalty imposed, if no irregularity is detected.

   19.2 In case the person has a current arrest warrant and / or the vehicle has a theft report:
      19.2.1 Detain the person.
      19.2.2 Impound the vehicle.
20. Walk backwards, turning continuously, to the RPC keeping eyes on the offender’s vehicle until it merges into traffic.

21. Inform the Radio Operational Base about the folio number of the traffic ticket, legal justification, data of the driver and vehicle.

22. Write down on police blotter.

23. Deliver the traffic ticket (s) and police blotter to the shift manager at the end of duty.

24. Receive the traffic tickets and police blotters of all the personnel in the same shift to supervise preparation of tickets and blotters as established.

**In case of identifying girls and / or women inside vehicles that:**

- Show fear or anxiety.
- Show signs that their movements are being controlled.
- Are injured.
- Are not familiar with the official language.
- Do not know their home address.
- Do not bring documents or identification cards.
- Act as if they had received instructions from others; and
- Tell the same story.

If some of these conditions apply, the police officer might be dealing with potential human trafficking victims. Therefore, it is recommended to take the victims to the corresponding institutions to continue the interrogation or investigation and to provide them with proper attention.
Field investigation allows the police officer to be in direct contact with the community and, sometimes, with victims of gender-based violence, sexual violence and trafficking. The following guidelines seek to standardize policing in order to enhance the police capacity to adequately care for and refer these victims.

1. Distribution of documents and monitoring of functions.

1.1 Receive from the hierarchical superior the order to carry out the field research.
1.2 Integrate the case file, including the information cards that report the progress of the investigation addressed to the supervisor.
1.3 Develop lines that provide research elements that help to determine the level of urgency, risk and complexity of the event.
1.4 Identify the various sources of information that will be used during the investigation.
1.5 Requiring the areas responsible for the analysis of information, concerning:
   1.5.1 Desk analysis.
   1.5.2 Technical networks.
   1.5.3 Crossing networks.
   1.5.4 Liaison networks.
   1.5.5 Chronological information networks.
   1.5.6 Address (es).
   1.5.7 Vehicle registration.
   1.5.8 Telephone numbers.
   1.5.9 Georeferential analysis of criminal incidence.

1.6 Start the investigation with the methodology of deductive analysis in open sources (Internet, journalistic notes, documentaries or specialized magazines).

1.7 Request the following from the areas in charge of information analysis:
   1.7.1 Maps of the area.
   1.7.2 Political situation.
   1.7.3 Criminal incidence.
   1.7.4 Military, state and municipal centers.
   1.7.5 Climate.
   1.7.6 Customs.
   1.7.7 Idioms.
   1.7.8 Tourist resorts.
   1.7.9 Celebrations.
   1.7.10 Hospitals.
2. Implement the necessary coverage, according to the case being investigated.

3. Collect information from living sources to verify coverage and establish its value and complement the research.

4. Determine the need, feasibility and periodicity of surveillance and monitoring actions of people, places, movable and immovable property.

5. Establish the aim of the surveillance and/or monitoring techniques to collect information, such as photographic, audio and/or video record, regarding the identification of the individual, meeting places, transport means, etc.

6. To elaborate a strategic plan considering schedules, places, routes and necessary personnel, in order to implement surveillance and/or monitoring techniques to determine the means of communication among the members of the police unit.

7. Verify the closed sources of the investigation.

8. Send the information to the area in charge of the analysis when personal, family and work links of individuals or members of criminal organizations have been identified. The same applies to the movable and immovable property used or owned by them.

9. Work in coordination with the area responsible for information analysis, in order to update, enrich and compare the information obtained through investigation.

10. Carry out, in coordination with the area in charge of information analysis and within the scope of its jurisdiction, three different analyzes:

   10.1 Descriptive analysis to determine the current situation of the criminal group or organization.

   10.2 Retrospective analysis based on the study of modes of operation, in order to establish the existence of an organizational and operational evolution of the individuals or organizations under investigation.

   10.3 Prospective analysis in which prevention strategies are implemented and the deterrent action lines of possible acts outlining the commission of new crimes are determined.

11. Establish prevention strategies, in order to reduce or nullify the probable commission of crimes.

12. Draw up, if this function applies and is within jurisdiction, the Homologated Police Report (IPH), which is a reference for future investigations.
SCENARIO 6
Desk investigation

Through the desk investigation tasks—even if they imply that a police officer is not involved as directly with the community as in the field investigation tasks—it is also possible to identify victims of gender-based violence.

1. Assign the specialized units of the Ministerial Orders established by the competent authorities.

2. Monitor, at all times, the development of the various stages of the Desk Investigation process.

3. Receive the Ministerial or Legal System from the hierarchical superior.

4. Determine which authority to address according to the content of the Ministerial or Legal system.

5. If necessary, the police officer in charge of the investigation will inform the MP about their intervention in other institutions or instances, in order to request the reports and documents needed for the investigation.

6. Identify the chronological order of the events, in case the assigned investigation has antecedents.

7. Create alternatives that provide elements for the investigation.

8. Look up data and information related to the investigation in the Sistema Plataforma México (SPM) to identify significant links and relations for the investigation.

9. Check open sources such as newspapers, official newsletters and Internet sites, in order to identify links and meaningful relations for the investigation.

10. Develop the necessary analysis intelligence outcomes. According to the type of information they provide, these outcomes can be:

   10.1 Technical Networks.
   10.2 Crossover networks.
   10.3 Liaison networks.
   10.4 Chronological networks.
   10.5 Telephone records.
   10.6 Vehicle registration.
   10.7 Analysis of telephone numbers.
   10.8 Reports.

---

11. Receive the information required by the MP to other institutions and instances.

12. With the help of the hierarchical superior, request the area of field investigation to provide graphic or written information related to the lines of investigation identified.

13. Determine whether the results of field investigation generate new information. If so, the consultations in the SPM, open sources and file of the Preliminary Investigation are resumed in order to update the investigation lines.

14. Analyze the information obtained to detect the specific elements that constitute the Modus Operandi and Modus Vivendi of the person or organization that is the subject of the investigation.

15. Compare the Modus Operandi of the investigation with other cases, with the purpose of establishing significant similarities in terms of areas, behavior, etc.

16. Prepare a Police Report which includes analysis outcomes, for validation by the hierarchical superior within the framework of their attributions and powers that can require the search for new information that endorses or validates the investigation lines, complying with the Ministerial Law, so that the social representative find elements of criminal responsibility to prove the corpus delicti and the probable responsibility.

17. Add the information and the outcomes of the desk investigation to the Module “Intelligence cases” of the Unique System of Criminal Information (SUIC) of the SPM.
Assistance to victims of gender-based violence, sexual violence and trafficking requires an understanding of the strenuous circumstances that these people have gone through. It is therefore important that municipal and state police officers consider the following guidelines on the use of force.

The police officer may make legitimate use of force only for the following purposes:

- a. To enforce the law.
- b. To safeguard public order and peace.
- c. To safeguard the life or physical integrity of the police officer, the victim or the aggressor, as well as that of any other citizen.
- d. To prevent violations of human rights and to ensure the restoration of peace and public order.
- e. To control the citizen who resists arrest ordered by a competent authority or in case of flagrancy.
- f. To comply with a duty or order issued by a competent authority, as long as it is legal and does not involve the disproportionate use of force.
- g. To prevent the commission of illicit behavior.
- h. To act in self-defense.

Before exercising the legitimate use of force, the police officer must evaluate the situation, considering both the personal conditions of the individual(s) that must be controlled and the context. To identify the force level, try to make a differentiated and progressive use of it and reject any discriminatory practice that facilitates, allows or encourages acts of violence against vulnerable persons or groups of people.

In the tactical evaluation carried out by the member of the municipal public safety bodies, special attention should be paid to gender, physical and mental age, as well as the presence of weapons or objects that could cause damage or injuries and other factors that could represent advantages or disadvantages in the control of any given situation.

Decision making on the use of force

Once the aggravating factors of the situation have been considered, the police officer will identify the behavior of the person or persons that have to be controlled, which may be:

**Cooperation:** It refers to the attitude of the person when asked to behave in a certain way (action or omission) by the police officer, who acts in compliance with a duty provided for in the legal system.

Two types of cooperation can be considered:

- **Positive attitude:** It refers to the type of cooperation in which the person agrees to behave in a certain way (action or omission) without opposing the police influence.
- **Negative attitude:** In this case, the individual discontentedly agrees to behave in a certain way (action or omission), openly opposing the personnel.

The negative attitude of the individual should be used by the police officer as information to be mentally prepared for a possible aggression, but it is not a justification to use force.

A negative attitude generally includes verbal responses against the police action and also non-verbal expressions that are manifested through the person’s attitude and body posture.

Nonverbal expressions are usually expressed through body language, which can influence the police officer’s decision about how to approach or what level of force should be used in case of an aggression.

Some manifestations of negative non-verbal attitude: for example, if the person clenches their fists, hides a part of their hands or acquires guard posture. This opposition can be expressed in protests (with no threats or insults) or nonverbal attitudes (body language) against police action.

**Resistance:** Refuse to behave in a certain way (action or omission) that has been requested directly by the police officer. There are two types of resistance:

- **Passive resistance:** These are verbal and non-verbal responses that indicate opposition of the person to obey an order. These actions are not aimed to damage the physical integrity or life of the police officer or the citizens.
People have the right to verbally protest against the authority. Nonconformities addressed to the authority are legally authorized; however, threats and insults are not legal. The appropriate response to this situation will depend on the specific factors that arise.

At this level of passive resistance, the person usually assumes the “dead weight” or relaxation position with which they intend to be lifted up, pulled or pushed, so as to avoid being controlled. However, the person never tries to hit the police officer directly.

Your decision to determine the level of force to be used should depend, in part, on your perception of the threat and apparent willingness of the person to carry it out. An additional factor is the person’s knowledge of their own ability to handle threats or insults.

This resistance is verbal, not physical.

- **Active Resistance**: This refers to performing actions or omissions with the purpose of not obeying the legitimate orders of the authority, without exerting physical violence. That is to say, it exerts acts of slight violence, but not aggression.
  Example: The individual pushes or pulls the police officer, so that they prevent the police officer to physically control them. However, at no time the individual tries to hit the police officer.

**Aggression**: Physical action through which the individual endangers or damages legally protected property, their own or others’, especially physical integrity or life. There are two types of aggression:

- **Non-Lethal Aggression**: The actions of the individual are aimed at the police officer or a third party, with an intensity that can cause mild to moderate injuries (for example, hitting with the fists or feet).

- **Lethal Aggression**: When the individual aims their attack at the police officer or a third party, with an intensity that can cause serious to lethal injuries (for example: pointing at a person with a firearm, in circumstances that indicate their intention to activate it; attacking a person with a deadly weapon or firing a gun at someone).
Based on the above-mentioned elements of analysis, the police officer must decide on the appropriate level of force to control the situation. The use of force will be proportional, gradual and must attend to the following levels:

- **Police presence (Deterrence)**
- **Verbal Persuasion (Persuasion)**
- **Contact Control**
- **Physical Control**
- **Use of defensive techniques and less lethal weapons**
- **Use of lethal force**

Each level is explained below:

- **Police presence**: It refers to the contact between the police and the citizens where the police officer must take maximum advantage of their appearance to control the situation and avoid increasing the level of force exerted.

  Using the presence means to clearly identifying yourself as a police officer, establishing your authority by properly wearing your uniform.

  Use resources such as facial expressions, always trying to maintain eye contact with the person you want to control, demonstrating that you are alert and aware of their actions, but always relaxed and in control of the situation.
• **Verbal Persuasion**: It is the direct communication with the person to control their actions. It involves orders and instructions that reasonably allow the police officer to perform his duties.

You must give instructions firmly and respectfully, giving the opportunity and reasonable time to be obeyed. Also, warn the individual that if they do not obey your orders, the police force will be used legitimately. Up to this moment, the level of force must never be lethal.

In any verbal confrontation, the fear, nerves and anger must be controlled, so that the individual can better understand the orders. This requires good communication and patience.

Voice control reflects emotional control. The slow, gentle and deliberate instructions can help you be in control and dissolve resistance.

It is important to try to stay calm, so as to avoid getting emotionally tired.

• **Contact control**: It is the execution of restraint movements by the police to prevent or reduce any resistance of the person to be controlled.

• **Physical control**: They are techniques and methods to restrain the physical movements of the individual who resists and obstructs the functions of the police. Hand-to-hand fighting techniques are used.

When using physical control, you must consider that the individual can show active or passive resistance. Handcuffing is a physical control technique.

This level of use of force may require the use of non-lethal weapons, such as a police baton or other objects as a means of control, ensuring that they do not cause severe physical damage.

• **Use of potentially lethal force**: It is the application of defensive techniques of greater intensity for the physical control of a person. These techniques can cause severe physical damage or death.
These techniques should only be used against lethal aggression.

These techniques are applied when previous force levels failed, or do not apply because the initial resistance is higher.

Authorized firearms may be used legitimately when it is strictly necessary to control lethal aggression that seriously endangers the police officer’s physical integrity or life, the aggressor’s or any other person’s.

It is important to mention that the first option will always be to shoot at any body area that is not life-threatening.

You should always warn that you will use lethal force and firearms to control the individual, allowing sufficient time for them to surrender.

### SUMMARY OF USE OF FORCE

<table>
<thead>
<tr>
<th>Level Of Cooperation And / Or Resistance</th>
<th>Degree</th>
<th>Use of Force</th>
<th>Methods and / or tools</th>
</tr>
</thead>
<tbody>
<tr>
<td>Positive attitude</td>
<td>1</td>
<td>Deterrent Presence Verbal Persuasion</td>
<td>Patrol Police Uniformity</td>
</tr>
<tr>
<td>Negative attitude</td>
<td>2</td>
<td>Police presence Verbal Persuasion</td>
<td>Verbal persuasion</td>
</tr>
<tr>
<td>Passive resistance</td>
<td>3</td>
<td>Contact Control</td>
<td>Mild control techniques</td>
</tr>
<tr>
<td>Active Resistance</td>
<td>4</td>
<td>Physical Control</td>
<td>Hard control techniques</td>
</tr>
<tr>
<td>Non-Lethal Aggression</td>
<td>5</td>
<td>Use of defensive techniques and non-lethal weapons</td>
<td>Hard control techniques. Use of Non-lethal weapons</td>
</tr>
<tr>
<td>Lethal Aggression</td>
<td>6</td>
<td>Use of lethal force techniques</td>
<td>Firearms</td>
</tr>
</tbody>
</table>
General aspects

- Be prepared in case the situation worsens or improves, in order to reevaluate it and to modify the intensity in the levels of the use of the force. Always make sure that the minimum amount of force is used.

- Report the event to the Radio Central and, if a person is injured, ensure that they are provided with the necessary medical care as soon as possible. Verify that the person’s family is notified of the situation.

- If necessary, the Detention Protocol shall apply.

- The corresponding minutes and records will be filled out, such as the Homologated Police Report, the Use of Force Report and the Detention Records. (See National Protocol of the First Responder).

SCENARIO 8

Investigation of possible femicide

When police intervention is requested in a certain location due the death of a woman, take into consideration the contents of the National Protocol on Police Action with Capacities to Process the Place of Intervention.

The objective will be to initiate and preserve the chain of custody as described below.

**Chain of custody:** It is the system of control and recording that is applied to the indication, evidence, object, instrument or outcome of the crime, from its location, discovery or provision, at the place of the events or where it was found, until the competent authority orders its conclusion.

When arriving at the place of discovery or location reported, the following interventions must be carried out:

1. Cordon off or secure the area and restrict the transit of people in that area.
2. Set time, place, address (if you do not have the address, indicate coordinates).
3. If you do not have gloves, cover your hands with plastic bags and walk around the guarded perimeter in search of traces, elements or clues, arms, blood or clothing. Wrap the objects found with the bag and start the protection, describing the object (for example: “Woman’s blouse, purple in color, with a red stain that may be blood, torn”). Establish the place, time and circumstance in which it was found.

4. At the end of the tour of duty, look around for possible witnesses and ask if anyone saw or heard anything.

5. Prepare a report of possible witnesses.

6. If arms are found, store them in plastic bags without touching them. Describe the type of arm and the position in which it was found.

7. It is recommended to take photographs of all the previous steps (if no camera is available, use the camera of a mobile phone).

8. If other victims are found, immediately request medical support and describe the circumstances in which they were found, the clothes they are wearing, their condition and whether they were related to the corpse.

9. Immediately notify your superior and inform the Public Prosecutor’s Office, in order to initiate the investigation.

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**ACTIVITY**

**Directions: Reflect and answer in teams.**

**Mention any occasion when you have faced a case of gender-based violence**

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**What procedure was followed?**

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5.3 - Gender bias or stereotypes in policing

Police Institutions are, in most cases, the ones that provide an immediate and prompt response to the events that constitute gender-based violence. It is therefore essential to incorporate into policing a gender perspective that ensures that the efforts to assist and protect victims of this type of violence are not intentionally or unintentionally affected by gender bias.

The persistence of high rates of gender-based violence calls for policing to pay immediate attention to it. Besides, it is also necessary to carry out investigations using exhaustive and effective techniques to ensure that perpetrators of gender-based violence are accountable of their actions and that victims receive meaningful access to justice and their human rights are restored.

Unfortunately, explicit and implicit prejudices, including stereotypes about gender roles, sexual assault and domestic violence, are immersed in our culture and can affect people of all walks of life, but they become more relevant when these prejudices are held by the police, since it may depend on them that allegations of gender-based violence are answered or investigated.

In some cases, police officers may discriminate against women who are victims of gender-based violence because of a general bias against women. More commonly, discrimination can be based on explicit stereotypes about women. Acting according to stereotypes about why women are sexually assaulted, or how a domestic violence victim should look or behave, can constitute discrimination and deeply undermine an effective response to those events.

Eradicating gender bias in policing is an integral component of the fight against gender-based violence and can have a real and immediate effect on the safety of victims. A rapid and meaningful response to violence against women is critical to preventing victimization in the future; thus, arresting perpetrators may deter them from committing the violent acts repeatedly.

In addition, an appropriate law enforcement response not only promotes victim confidence but also makes victims more likely to report future incidents. In contrast, if police institutions do not respond effectively to a complaint of gender-based violence, victims are less likely to be involved in investigating their case or seeking police assistance in the future.
Due to the facts stated above, police officers should not draw up value judgments about the events the victim narrates or about the victims themselves, nor question the credibility of the facts.

### The Most Frequent Prejudices in Policing

The most frequent prejudices that can be identified in the performance of a police officer when interviewing victims of gender-based violence are:

- The way the victim dresses
- Victim’s resistance to file the complaint
- The story told by the victim is reiterative or the victim has told it several times
- The sexual history of the victim
- The emotional state of the victim (for example, if she seems calmed or visibly upset)
- The lack of resistance of the victim
- The criminal record of the victim or her prostitution background
- Belief that the victim has a mental illness
- Belief that the victim may be under the influence of alcohol or drugs
- The height of the victim is comparable to the height the aggressor
- The lack of obvious signs of physical damage to the victim
- Sexual orientation or gender identity of the victim

Efficient and effective policing against gender-based violence can improve the security of our communities by promoting the prevention of both sexual assault and femicide. A complaint of gender-based violence may reveal additional and even more serious acts of abuse. Therefore, timely policing can help prevent other violent crimes.

A victim who is treated with respect is more likely to continue to engage with police institutions than someone who feels judged or guilty of being a victim of a crime or gender-based violence.

`Police institutions must enforce the law to ensure that the victims are treated with respect and dignity at all times. Also, the appropriate interviewing techniques should be used.`

---

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

Charlotte Brunch
Within the framework of the prevention and treatment of gender-based violence, policing aims at protecting, reducing the impact of violence and restoring women’s rights, as well as safeguarding their integrity and rights.

Policing involves the execution of different actions, including community policing, as it allows to know the criminal behavior of the area, at different times and for specific purposes, in cases of gender-based violence.

The actions are addressed to:

- The detection, identification, intervention, assistance, protection and prevention of violent situations or behaviors against women
- Prevent gender-based violence from originating and causing damage

Policing privileges the protection of the victims, not the historical truth of the facts, which is responsibility to the prosecuting authority.

The process of policing is as follows:

a) Detection  
b) Identification  
c) Intervention  
d) Assistance  
e) Protection  
f) Prevention

The actions are addressed to:

- The specific situation of violence.
- The priority needs of the victim.
- The attitude and experience of the police officer.

In dealing with situations of gender-based violence, the police will act with respect towards women, and diligence and expertise, avoiding any discriminatory act towards the victim.
## POLICING IN A GENDER-BASED VIOLENT ACT

<table>
<thead>
<tr>
<th>Procedure</th>
<th>Objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detection</td>
<td>Be aware of the problems and characteristics of the social environment that allow the identification of the victims of gender-based violence.</td>
</tr>
<tr>
<td>Identification</td>
<td>Framing, according to the Law, the type and / or mode of violence found in women victims and their social environment.</td>
</tr>
<tr>
<td>Intervention</td>
<td>Act with a gender-based approach in times of crisis.</td>
</tr>
<tr>
<td>Assistance</td>
<td>Immediate referral to the medical, legal, psychological or social services department.</td>
</tr>
<tr>
<td>Protection</td>
<td>Preserve the life, physical integrity and rights and concerns of the victim, implementing specific measures.</td>
</tr>
<tr>
<td>Prevention</td>
<td>Neutralize risk factors to avoid gender-based violence.</td>
</tr>
</tbody>
</table>

### ACTIVITY

**Directions:** Discuss in teams and answer.

**Risk factors of gender-based violence.**

1.  
2.  
3.  

**Factors of protection against gender-based violence.**

1.  
2.  
3.
6.1 - Detection of gender-based violence

Gender-based violence takes different forms. Identifying some types of violence may be easy, such as physical violence, but, in other cases, it may be a difficult task, such as psychological or sexual violence.

The police officer can detect a situation of gender-based violence prior to the call of a possible victim, when in direct contact with the community.

In this context, we can observe reactions such as the following:

1. Women victims who spontaneously refer to the facts of violence experienced, speak directly and openly about what happened and their decision to face the circumstances.
2. Women victims who deny or hide violence, refusing to talk about what happened, reject any help, pretending to have no problem.
3. Women victims in a state of crisis that prevents them from talking about the violence experienced and affects their ability to think or decide on what happened and even to receive help.

The detection of gender-based violence implies:

- Observing.
- Analyzing.
- Assessing behaviors and / or attitudes.
- Being aware of the possible threats that can affect the victim.
- Having the information and noticing the circumstances in which intervention is needed.
- Being alert.

The majority of women who suffer violence do not spontaneously report the situation they are in for reasons such as: fear, mistrust, shame, guilt, hopelessness, lack of knowledge, economic dependence, lack of support networks, fear of affecting their children, affective dependence and considering violence as something natural or deserved, etc.

Thus, indicators of violence are signs that may be revealing violence since the first contact with women.

Timely identification of violence against women allows to use, from the outset, different procedures to facilitate intervention, assistance and protection of the victim. It also paves the way for future actions.
It is important to consider that there are important variations in the normativity of each state, so the specific state laws must be consulted.

6.2 - Identification of gender-based violence

We must remember that the police officers have a primary role as First Responder in the states. As they are key players in the crime scene, they have special opportunities to identify and refer the victims of different types of gender-based violence to receive due care and protection.

The purpose of the procedure for identifying gender-based violence is to “frame, in accordance with the law, the violence type and / or mode found in women victims and their social environment”, 41 through systematic recognition of the situation, the way in which the victim is harmed and the impact of the violent act, in order to carry out intervention and assistance actions.

When indicators involving gender-based violence in any scenario and risk factors have been detected, full identification is required through a more specific exploration.

Although the procedure seems simple, identification is a process that guides and facilitates the collection and organization of information needed to verify the existence of gender-based violence.

When the police personnel respond to a call related to a possible gender-based violence event, they may face different situations that jeopardize the proper identification of victimization, for example:

- The control and threat that the aggressor can be exerting on the victim.
- Inhibition of the victim due to lack of privacy and tact during the provision of assistance.
- Poor information from the victim due to unclear questions.

Regardless of the procedure used to treat the victim of gender-based violence, it must be carried out in a preferably private environment.

It is mandatory to interview the victim without the presence of family members, friends or personnel that affects the rendering of information related to the circumstances, risks and effects, as well as to safeguard her privacy, to ensure the confidentiality of the information she provides and to facilitate her communications, free of any limitations.

41 - For this section, the concepts and guidelines approved by the National Public Security Council on systematic police operation procedures were used.
Considering the importance of safeguarding personal information and identity of the victim, when making the Homologated Police Report, clear and precise data on women and their situation should be recorded, as appropriate, without neglecting aspects that have been already mentioned or given for granted, as well as their main feelings and actions. Likewise, the police officers are obliged to inform the victim about their rights by means of reading of the Victim’s Rights Booklet.

<table>
<thead>
<tr>
<th>The victim / survivor (and / or the parent or guardian, legal representative in the case of an underage girl):</th>
</tr>
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<tbody>
<tr>
<td>▶ Should have the opportunity to decide whether she wants to be involved in the judicial process.</td>
</tr>
<tr>
<td>▶ Should receive information to make informed decisions.</td>
</tr>
<tr>
<td>▶ Should not be subject to sanctions for not cooperating when it is not possible to guarantee her safety or avoid secondary victimization.⁴²</td>
</tr>
</tbody>
</table>

6.3 - Intervention against gender-based violence

Its objective is to act under a gender perspective in times of crisis, based on the principles of legality, security and justice towards victims, by means of providing emotional support that allows them to be aware of and assess their situation and most urgent needs, as well as prioritize their decisions based on support and information.

The police officer CANNOT avoid a crisis; thus, they must recognize it in a violent event.

In this stage, members of police institutions should help or refer the victim to an institution (directly or indirectly, according to her needs), respecting her fundamental rights and trying to provide her with comprehensive care. Remember that referring the violence victims to health institutions should be based on the Norm 046.

A treatment that allows and promotes an immediate approach with the various institutions that provide support alternatives to solve problems is needed.

**Definition of the concept of crisis:**
Crucial period or decisive moment in the life of a person that has important emotional and physical consequences, in a limited period of psychological imbalance, characterized mainly by the inability to address a given situation using the customary methods for problem solution.

**How does the crisis manifest itself in the victim of gender-based violence?**
As an emotional maladjustment that is not necessarily expressed through crying. It can be a passive, aggressive attitude of isolation or evasion.
When the police officer intervenes, they face different scenarios, people with different behaviors, attitudes, emotions, perceptions, interests and needs that will determine their performance.

Police personnel must keep in mind, at all times, their own physical and emotional condition, in order to inspire trust and empathy in the victim, and encourage her to find solutions.

The intervention procedure depends directly on the data obtained and perceived during the initial interview with the victim. As a result, the victim will be provided with information about her rights, procedures and services available for her assistance. The victim will be channeled to the Women’s Justice Center, health care institutions or social assistance centers.

During the first contact with gender-based violence events, the police officer should:

- Respond to the call of an alleged gender-based violence event.
- Request as much information as possible regarding:
  - The circumstances of the event.
  - The presence of injured people.
  - The number of victims.
  - If someone is armed and what kind of weapon it is.
  - If the weapon has been used.
  - If the alleged aggressor is at the scene.
  - If the alleged abuser is drunk or intoxicated and what type of drug they used.
  - If the victim was threatened and what type of threats is involved.
- In order to anticipate the necessary actions for security (of the victim and the police personnel), follow the steps below:
  - Immediately go to the place where the aid has been requested.
  - Assess the situation and the risk in the shortest possible times.
  - Pay attention to the physical condition of the individuals involved and the surroundings to identify any weapon, dangerous object or remnant of violent acts.
  - Assess the situation and the conditions of risk according to the behavior of the aggressor, toxicity, threats, injuries inflicted, aggression towards the victim in the presence of the police personnel, violent reaction to the police personnel, emotional state of the victim and minors at risk, etc.

**Intervention:** key procedure and platform that facilitates the victim’s awareness, her reality and needs assessment.
To have the situation under control in gender-based violence, the police officer must:

- Seize weapons or dangerous objects; and
- Dissuade the person who shows an aggressive behavior and / or threatens the victim, other persons or themselves.

Measures to protect the integrity of the victim of gender-based violence and the witnesses, if the aggressor is present:

- Keep the aggressor away from the victim and witnesses in a way that he or she does not have any contact with or intimidates them.
- Identify each of the parties and witnesses by name, relationship or kinship, age, origin, place of residence, occupation, etc.
- Check the physical condition of the victim.
GUIDE FOR INTERVIEWING VICTIMS OF GENDER-BASED VIOLENCE

When dealing with a victim of gender-based violence, specialized training is required, as errors that can have negative consequences for the victims can occur. Most mistakes are made by the negative perception of women, the religious or social beliefs that consider women “provoke” or “lie”, or the belief that a woman without physical injuries is not in danger. It is also a mistake to overlook that abused women find suicide or even murder of their aggressor as the only alternative to their situation, or to confuse the passivity of battered women with acceptance and even enjoyment of the situation, when, in fact, they feel guilty and powerless.

That is why it is so important to know the origin of discrimination and violence against women, the prejudices and stereotypes used to justify them and the human rights that must be protected when dealing with a victim of gender-based violence.

The interview is a dialogue between the victim and the police officer with a defined purpose that must be reciprocated. The dialogue can be propitiated by means of words, postures, gestures, and expressions in the exchange of concepts that constitute the interview. The interview is a process between two or more people consisting of giving and receiving information.

The interview that the police officer will conduct with a gender-based violence victim is a legal interview, related to a possible crime. From this interview, the police officer will obtain information from the crime victims or witnesses. Therefore, any information should be valued and evaluated because the success of an investigation or even the life or safety of the victim depends on it.

The free interview is recommended. In this type of interview, the police officer asks the questions and allows the victim of gender-based violence to respond freely.

To achieve a successful interview, we must develop some skills: listening, observing nonverbal behavior, developing empathy and being able to correctly convey the message. The police officer must be empathetic. Empathy is the ability to see the world from the perspective of the victim, to understand her vision, worries and sufferings. In short, it means putting yourself in the shoes of the victim. We should never minimize the value of a sympathetic attitude.
A police officer should:

1. Acknowledge that the victim may be undergoing a crisis; thus, she might be crying, wailing; feeling stressed, ashamed, angry or may be panicking or laughing, showing insecurity and defenselessness.

2. Always behave in a respectful manner, without raising their voice. They should introduce themselves, indicate they are there to help and explain the reason for the questions they will ask.

3. Show respect for human dignity and be tolerant of the diversity of people who are victims or witnesses of gender-based violence.

4. Bear in mind the rights of the victim and communicate them to the victim briefly.

5. Maintain a firm body posture, earnest facial expressions consistent with the tone of the interview to inspire confidence. They should remember that they are law enforcement officers.

6. Keep proper distance and not get too close to the victim, unless her condition requires it.

7. Request permission from the victim if it is necessary to move or touch her, or even check her belongings.

8. If the victim is visibly injured, offer her to take her to a hospital or call the emergency services. Insist that if she was abused, she may not have external injuries, but she might have been hit on other parts of her body.

9. Ask direct and simple questions, use vocabulary that the victim can understand. Take time to listen to her. If the victim is comfortable to speak, you will get more information.

10. Avoid interruptions as much as possible. If a question is not clear, rephrase it. Let the victim tell her story, never put words in her mouth.

11. Identify the ways in which violence and its severity manifest themselves.

12. Make eye contact. You should not make questions and then turn around or start talking to someone else.

13. Control personal emotions; maintain an attitude and posture that denote attention to what the victim is saying.

14. Pay attention to the appearance, words and gestures of the victim or her friends and relatives.
15. Do not judge, do not assume, do not draw conclusions too early, but confirm the information.

16. Discuss with the victim the steps to follow, the different options, her right to denounce, and the protection she can receive. Give her freedom to decide.

17. Write down every detail: location, situation of the victim, behavior, social or family environment.

18. Submit your report as soon as possible by informing your hierarchical superior or the agent of the Public Prosecutor about how necessary it is for the victim of gender-based violence to count on the protection measures granted by the law, as well as any other aspect that could jeopardize her safety and life.

Basic questions police officers should ask:

- Can you tell me what happened?
- You are injured. It seems someone hit you. Who hit you?
- Had he hit you before?
- What did he hit you with? Did he clenched his fist when he hit you?
- What part of your body did he hit?
- How many times did he hit you?
- Did he use any instrument to hit you? A shoe, a knife, a gun, a phone, a fist?
- Did he threaten you in any way?
- Do you know if there are guns in your house?

Actions in the interviews with children suffering family violence.

Generally speaking, in situations of gender-based violence, direct contact with minors is not regarded as a responsibility of the police officer. The experience is rather traumatic for the minors; thus, they should be treated carefully and, although they can provide important information, they should not be forced to speak.

In turn, the police officer that interviews the children of the victim must act tactfully and empathically to generate confidence, so that it is easier for the child to talk about what happened. The interview with the minors should be carried out away from their parents, although they may be assisted by someone they trust, with no visual contact between them.
The interview should be brief, considering the following aspects:

- Be honest with the child; it is not pertinent to provide information that they cannot comprehend and may distress them.
- Explain who you are and why you are there.
- Do not ask sensitive questions.
- Do not make comments that degrade parents.
- Thank the minor for the information they provided.
- Make remarks that generate confidence and security in the minor such as: “What happened is not your fault”, “I know it was difficult, but you did the right thing when you answered the questions. “
- Stand at the level of the children, so that you can look at each other’s eyes.
- Use simple and clear language.
- Ask the minor if they were ever beaten, injured or threatened by anyone and who did it.
- Ask if the police were ever informed about such assaults.

It is also necessary to document the answers of the children regarding the gender-based violence events and risks, in order to include them in the report provided by the police officer. Responses given by minors are clearly and accurately recorded, without leaving out aspects that are considered repetitive or are taken for granted, specifying the most notorious feelings, attitudes and behaviors of the minor.

The report will include information on the verbal expressions or spontaneous emotional reactions that indicate fear, worry or distress.

**Steps to follow in the interview with children suffering family violence**

In most cases, the perpetrators of violence often deny responsibility for the events. Family violence is no exception. Therefore, it is recommended that a male police officer should interview the alleged offender.

The police officer should prevent the perpetrator from manipulating the situation and information.

Some characteristics of the offender are listed below:

- He pretends to be calmed in the face of the disturbance.
- He gives simple and plain explanations of the situation and/or injuries of the victim.
- He tries to control the interview by trying to be the only one who speaks.
- He looks for ways to interrupt when the victim or witnesses speak.
- He tries to intimidate the victim, witnesses or even the police officers themselves through looks, gestures or verbalizations.
- He blames the victim for the violent events.
- He justifies his actions by arguing different causes like: alcohol use, drug use, stress, personality, among others.
- He wants to prevent the victim, children or witnesses from being interviewed individually.
- He is overly kind and respectful to the police officer to convince them that he is not responsible for the events.

**In the interview with the presumed perpetrator, the police officer should:**

- Act with authority and firmness.
- Ask specific questions for the aggressor to give specific answers.
- Avoid justifying the events as being typical reactions of any man, making them look as unimportant.
- Do not show gesture, body or verbal language that express understanding or approval of the violent behavior and circumstances.
- Avoid asking who started the fight.
- Make it clear that violent acts are a crime.
- Ask the potential offender to describe how the events occurred, stop him and bring him back to the conversation when he rambles.
- Ask what the victim can say about the events.

**ACTIVITY**

**Directions:**
Watch the video and comment in plenary.
6.4 - Assistance to victims of gender-based violence: fundamental aspects of the referral of victims of gender-based violence

As the participation of several professionals in the assistance of victims of gender-based violence is needed, the following steps should be analyzed in a situation of crisis and its results in the later days. This is due to the fact that the assistance is integral and involves:

- Police assistance.
- Medical care.
- Legal assistance.
- Psychotherapeutic care.
- Social assistance.

It is essential to have directories by state or municipality, depending on the police officer's affiliation, containing data, addresses and telephone numbers, as well as references to the parties responsible for providing:

- Assistance at hospitals and clinics where the victim can be treated in case of a medical emergency.
- Support centers to provide women with psychotherapeutic care and social assistance.
- State and municipal women's institutes.
- Shelters for women, their daughters and sons.
- Public Prosecutor agencies specializing in family violence, assistance to minors or sexual offenses.
- Non-governmental organizations that provide assistance to women victims of gender-based violence.
- Institutions that handle the violent behavior of the perpetrator.

After providing police assistance, refer those who experience violence and those who generate it to any of the services above, regardless that in some Mexican states the treatment to the presumable perpetrator or offender consists of either a penalty or a safety measure.

ACTIVITY

Directions: Watch the videos and comment in plenary:

- What were the strengths of the assistance given by the police?
- What was missing?
- Which characteristics of the profile of the victim of gender-based violence can you see?
- What would you do in such a case?
6.5 - Protection against gender-based violence

Its purpose is to preserve the life, physical integrity and rights and interests of the victim, applying specific safety measures to the detection of risks that lead to a new aggression, in order to avoid further damage, risks or hazards that threaten them.

In some situations of physical violence, the victim may have contact with the police officer several times. These opportunities should be used to discuss with the victim the risks she runs if she is assaulted once more and does not take protection measures.

The creation of a protection or safety plan for the victim is a measure that implies the understanding of her situation and the risk she runs, taking into account the available personal, family and social data to make changes in her life. In addition to the safety plan, other alternatives are set forth so that the victim may value them and, to the extent of her possibilities, she may adopt them to reduce the risk of a new assault, for example:

- Engaging in a psychotherapeutic process.
- Not withdrawing the complaint filed.
- Training or updating to re-enter the labor market.

Events of family violence, such as aggression and threats, frequently worsen after separation, ending up in dangerous situations and even murders. The safety plan and the protective orders can be critical in this stage.
6.6 - Prevention of gender-based violence

It aims to neutralize risk factors, providing follow-up to verify and assess the safety of the victim to avoid a new violent event.

Police-led prevention involves a range of strategic actions aimed to eliminate factors that reduce risks and the probability of repetition.

The follow-up measures implemented by the police officer in situations of gender-based violence are prevention measures. Interrupting or giving them up can stimulate new aggressions.

Follow-up is very relevant and complex, since it comprises all areas to which the victim is referred. However, regarding the duty of the community police, follow-up in their field of action is as shown below:

- Follow-up in extreme risk conditions
  - Permanent patrol

- Follow-up in high risk conditions
  - Constant patrolling

- Follow-up in medium risk conditions
  - Frequent patrol

- Follow-up in low risk situations
  - Occasional patrol

The decision on the characteristics of the follow-up patrol will be taken by analyzing the case information, since the permanence or suspension of this measure could be critical for the victim.
6.7 - Inter-institutional and civil society coordination

In order to promote access to justice for victims of domestic violence, the Federal Government, through the Secretary of the Interior and in coordination with the Federal Entities, has promoted the creation of Women’s Justice Centers.

The Women’s Justice Centers (CJM) provide a variety of services according to the model promoted by the National Commission to Prevent and Eradicate Violence against Women (CONAVIM). CJMs must have six minimal service areas:

1. Medical care
2. Psychosocial care
3. Legal advice
4. Access to justice
5. Economic advice
6. Emergency housing

In addition, they must have specialized areas for child care, breastfeeding rooms and offices for economic empowerment workshops.

In order to respond immediately to complaints, assist victims and give continuity to the legal process until the sentence is pronounced, each CJM comprises:

- Public Prosecutor Office
- Specialized police
- Legal medicine
- Some have courts
- Oral trial room
- Detention areas

In the CJMs, governmental educational and entrepreneurship programs, job training and social assistance are also provided in order to empower victims of gender-based violence.

**States where Women’s Justice Centers are allocated**

- Aguascalientes, Campeche (2), Chiapas, Chihuahua (2), Mexico City, Coahuila (4), Colima, Durango, State of Mexico (3), Guanajuato, Guerrero (2), Hidalgo, Jalisco, Michoacan, Morelos, Nayarit, Oaxaca, Puebla (2), Queretaro, San Luis Potosi (2), Sonora, Yucatan and Zacatecas.
In addition, in several municipalities and state capitals, Family Violence Assistance Units 43 were created to prevent violence and provide assistance. These Units mainly provide legal guidance and psychological assistance, although they also carry out permanent training and detection of domestic violence.

At the same time, civil society organizations, mainly those representing women, have also promoted the creation of care centers and shelters for victims of domestic violence or victims of gender-based violence. The centers and shelters are located almost throughout the country and support the victims in the filing of criminal or family complaints and in their physical and psychological recovery. They also provide a safe place for victims, their daughters and sons and support them in the process of finding a new way of living.

43 - Created based on the State Laws to prevent domestic or family violence.
If Women’s Justice Center and/or Family Violence Assistance Units are available in the community, the police officer must:

- Visit and be familiar with the services provided.
- Contact the CJM authorities.
- Establish together a working mechanism.
- Be aware of who the contacts will be.
- Request information material from the CJM.
- Ask if the CJM has an emergency or crisis hotline.
- Be aware of the hospital or health clinic with which assistance agreements have been signed and who the person of contact is.

Likewise, together with the Care Centers of non-governmental organizations, the police must:

- Explain the reason for the visit and the interest in giving better attention to the victims of gender-based violence.
- Be acquainted with the services provided.
- Propose support mechanisms.
- Know if a victim can be referred.
- Explain how the police can support them.
- Know if they have emergency or crisis hotlines.
- Request the designation of a person of contact.

If there are more options available to support the demands of the women victims of violence, the work and outcomes of a correct assistance will be better and more effective.
Throughout the six chapters of this manual, we seek to professionalize the capacities of the Mexican police officers to uphold and respect the fundamental rights of women victims of different types of violence. The importance of the victims in the different institutional stages of the criminal justice process has been dismissed, ignored or undervalued for a long time.

Police institutions around the world need to target their activities towards providing care for children. This is particularly important in Latin America and Mexico, due to the high incidence of social violence.

At the moment of patrolling, Mexican police officers have daily contact with the victims of crime and violence. Besides, they are the first responders and carry out the investigation. It is therefore essential that they are aware of the rules and necessary principles to meet and respect the victims’ rights.

Women victims of gender-based, sexual, family and trafficking violence, besides having the same lack of visibility as other victims in the criminal process, are stigmatized and re-victimized by different actors in the criminal justice system, especially by the police officers, who are responsible, in most cases, for direct contact with them and are present at the moment these women are more vulnerable.

This manual is the outcome of a research process aimed to develop police officers’ skills that help them be aware of the rules and principles for the assistance of women who are victims of different types of violence. This Manual also seeks—through different tasks and activities— that the police officers take ownership of and incorporate these mechanisms into their work ethos.

Another very important objective of this manual is to provide the police officers with information on gender-based violence. The first chapter analyzes the definition of gender, gender roles and stereotypes and patterns of discrimination. It also makes the gender perspective operational for the police force. In the second chapter, these important concepts are the basis to examine the patterns of gender-based violence in Mexico.
This manual also analyzes the principles and duties of policing when facing gender-based violence. Subsequently, emphasis is placed on two very important aspects of police assistance: the due diligence and the protection measures against gender-based violence. The police officers have very important responsibilities in these two spheres that are central not only to the assistance, but also to the protection and mitigation of risks for the victims.

Finally, we analyze more specific aspects of the assistance provided to victims of gender-based violence in the most recurrent scenarios of policing (on highways or in streets; crowd control; traffic events; infringement; field investigation; desk investigation). Also, the particularities of both the use of police force when dealing with victims and the investigation of possible femicides are specified.

The protocols and police procedures tangentially address some victimological issues, regarding victims as a fragmented or symbolic actor of the criminal process. This Manual intends to raise police officers’ awareness that women victims of violence are central and essential actors of the criminal process, specifically when performing their daily patrolling, their role as first responders and their investigation activities.
**Accident Report:** It is the written report in the pre-established format that the State Police officers delivers to their superior. The report describes the way in which the traffic event occurred in the State Jurisdiction. This report will serve as a basis for the clarification of the events before the competent prosecuting authority.

**Accompanying Passenger:** Any person other than the driver who occupies a seat in the vehicle with the driver’s consent.

**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.

**Analysis Outcomes:** Information items developed from the exploitation of sources and databases and presented as maps, charts, graphs and diagrams that illustrate probatory elements in an Investigation File.

**Assignment Sheet:** Document of personnel control, where the police officers are assigned inspection, verification, safety and surveillance tasks in a specific location.

**Body Search:** It is the activity consisting of searching to check if people hide any illegal object, such as drugs or weapons, on their body.
Communications Center: Radio Central of the State Police.

Communication Protocol: Set of standard rules for the presentation, signaling, authentication and detection of errors required to send information through a communication channel.

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

Coverage: Simulated activity to obtain indications, evidence or accurate information in order to present them to the Public Prosecutor within the requested investigation.

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

Cross-Reference Networks: Graphical representation of the behavior in the communication among the members of a criminal organization.

Deductive Analysis: It is the process of explaining particular cases based on rules or general principles.

Dent: It is the result of the collision of the bodies provided by the magnitude of the crash, as well by their position when originating. It manifests itself in material damages.

Descriptive Analysis: It consists of describing and summarizing the conclusions drawn from an event to represent them through monographs.
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.

Desk Investigation. Set of actions aimed to obtain, group, associate and correlate information related to an investigation file, by means of using data bases and technical sources, to present the information in an orderly and logical manner to the Public Prosecutor’s Office through investigation lines.

Detailed Record. It is the file compiled by the Agent of the Public Prosecutor’s Office, in order to record certain circumstances related to the manner, time and place of a legal event.

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.

Driver. Person who has the control and responsibility for the operation of a vehicle.
**Field Investigation:** Set of actions related to identifying a person and organization possibly linked to the commission of a crime, through the application of techniques such as field observation, interviewing and use of living sources, forensic photography and video, in order to present them in an orderly and logical manner to support investigation lines.

**Flagging:** Preventive actions aimed to expedite traffic and protect in case of a traffic event, using cones and/or flags that are placed at 30, 60 and 100 meters before the crime scene. The Car Radio Patrol itself can be used with the same purposes.

**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.

**Georreferential Analysis:** It is the territorial study of a geographical plan in a country, by means of allocating geographic coordinates that establish a precise point, which serves to determine specific areas of investigation related to the commission of crimes.
**Homologated Police Report (IPH):** Report that summarizes an event (a deed that is an alleged crime and / or administrative offense) and the findings of policing. It includes: the IPH format, photographs, mapping and other documentation containing the information intended for consultation and analysis by authorized members of the National System of Public Safety. It is also used to deliver inform to the hierarchical superiors.

**Infiltrated Agent Or Simulated User:** It refers to a member of the State police who permeates social or institutional structures, not necessarily criminal, to obtain any type of relevant data in order to prevent or, where appropriate, warn against unlawful acts.

**Infringement:** Failure to comply with the provisions governing State land traffic, as well as with the operation of public, private and personnel transport.

**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 Line:** Hypothesis related to the causes, mechanisms and probable motive of a criminal act. It goes beyond conjectures by introducing logical and chronological elements in the explanation, in search of validity and verisimilitude. It is provisional as it can be modified, distorted or replaced at any given moment of the investigation progress with the emergence of new indications, evidence, or other elements.

**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.

**Living sources:** They refer to the people who provide substantive information. Witnesses, victims and / or suspects themselves can be living sources and generally provide data through interviews or recorded testimonials.

**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.

**Mixed surveillance:** Combination of mobile and stationary surveillance. Either type of surveillance should be used if it facilitates monitoring without running risks.

**Mobile surveillance:** The type of surveillance carried out by the police officer by merging into the traffic flow and moving at a lower speed than other vehicles, without being an obstacle.

**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.

**Open sources:** They are the sources that are available and accessible to any person, such as newspapers, newsletters, internet, political analysis articles and all documents of freely accessible for consultation.

**Police Blotter:** Document in charge of the state police officer on duty, where the events occurring during duty hours are chronologically recorded.

**Police Card:** It is a specific identity document of the state police.

**Police Report:** It is the document created by the investigating police officers, where the information requested by the competent Prosecutor and / or Judicial Authority is provided.

**Prospective Analysis:** It is the set of methodologies oriented to anticipate a future event and determine the probability of occurrence of such event, in order to plan the necessary actions to avoid or accelerate it.

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

**Retrospective Analysis:** It is a follow-up study from a given moment back to the past. It provides a vision of trends or behaviors based on historical data.
Seizing: It refers to arresting drivers who are presumably responsible for a traffic event and are in proper physical conditions to be referred to the ministerial authorities.

Single Criminal Information System (SUIC): Technological system for the registration, use and exploitation of information, as a support tool for generating police intelligence developed and implemented by the Sistema Plataforma México.

Sistema Plataforma México: Documentation containing the information for the consultation and analysis of people and vehicles, by the authorized members of the National System of Public Security.

Slip: It is an indication of the impact caused by the direction of the collision at the beginning and ending.

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

Strategic Actions: These are objective functions according to the problem (incidence of accidents).

Strategy: Set of actions planned as they are carried to achieve a particular purpose.

Stationary surveillance: The type of surveillance made under express provisions. It must be authorized, and consists of staying in a fixed location for a specific purpose.

Surveillance: It is the tour of duty on the assigned road segment, which is carried out by the State Police officers, in order to prevent incidents, discouraging criminal acts and generally ensuring the order and public safety.

Surveillance on highways: Tour of duty on the assigned road section carried out by the State Police for preventing incidents, discouraging criminal acts and, in general terms, ensuring order and civil peace.
**Traffic event:** Any event occurring on the public road involving vehicles and altering the regular transit, the results of which are unfortunate or undesirable and provokes death and injuries, and/or material damages.

**Undercover agent:** It refers to the member of the State Police who, under an assumed identity, is involved in criminal structures, associations or groups, with the primary purpose of identifying their members, as well as obtaining information needed in the investigation to prevent criminal acts.

**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.

**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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