



Follow-Up of Recommendations in Country or Thematic Reports

México



CHAPTER V: MEXICO

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CHAPTER V

FOLLOW-UP TO RECOMMENDATIONS MADE BY THE IACHR IN ITS COUNTRY OR THEMATIC REPORTS

NINTH FOLLOW-UP REPORT ON RECOMMENDATIONS MADE BY THE IACHR IN THE 2015 REPORT ON THE SITUATION OF HUMAN RIGHTS IN MEXICO¹

I. INTRODUCTION

1. The purpose of this chapter is to follow up on the recommendations issued in the report "Situation of Human Rights in Mexico," approved on December 31, 2015 by the Inter-American Commission on Human Rights (hereinafter "Commission," "Inter-American Commission," or "IACHR") in compliance with Article 59(9) of its Rules of Procedure. In accordance with this provision, through Chapter V of its Annual Report, the Commission will follow up on the measures adopted to comply with the recommendations made in the Country Report. Through this monitoring, the main current problems identified in the field of human rights in the United Mexican States (hereinafter "Mexico", "Mexican State" or "State") are addressed. These are related to citizen insecurity and militarization, disappearances, torture, access to justice and impunity, the situation of freedom of expression, as well as the situation of particular groups.

2. At the invitation of Mexico, the IACHR conducted an *on-site* visit to the country between September 28 and October 3, 2015. The IACHR prepared the Report on the Situation of Human Rights in Mexico (hereinafter "Country Report") with a series of recommendations to the Mexican State, drawing on the findings and information obtained before, during, and after the visit. The Country Report was based on the investigations carried out ex officio, the information provided by the State, the inputs from the different mechanisms through which the IACHR has followed up on the situation in the country, as well as journalistic articles, decisions, and recommendations of specialized international organizations, among others, in accordance with the provisions of Article 59, paragraph 5, of its Rules of Procedure.

3. During the years following the publication of the Country Report, the IACHR prepared follow-up reports on the recommendations, which were incorporated into Chapters V of the Commission's Annual Reports for the years between 2016 and 2023. These follow-up reports included, as appropriate, the observations submitted by the Mexican State and civil society.

4. For the preparation of this ninth follow-up report, in a communication sent on September 4, 2024, the IACHR asked the State to submit information on the compliance measures adopted in the last year on the recommendations contained in the Country Report. Mexico's response was received on September 30 and October 1 through the Inter-American SIMORE. The Commission appreciates and appreciates the information received which was included in this follow-up report. At the same time, the IACHR appreciates the information provided by civil society organizations.²

5. In accordance with Article 59(10) of its Rules of Procedure, on January 16, 2025, the IACHR transmitted the report to the State, which submitted its observations on February 15 and 28, 2025³, the

¹ In accordance with the provisions of Article 17.2 of the Commission's Rules of Procedure, Commissioner José Luis Caballero Ochoa, a Mexican national, did not participate in the discussion, investigation, deliberation, and approval of this report.

² The IACHR received information from the Agustín Pro Juárez Human Rights Center (Centro Prodh); the Foundation for Justice and the Democratic Rule of Law (FJEDD); Marisol Méndez Cruz, Jerónimo del Río and Fabienne Cabaret; Services and Advice for Peace (SERAPAZ); Idehas Strategic Litigation in Human Rights; and Ku'kay Organization.

³ State of Mexico, [Observations and comments of the Mexican State on the draft Chapter V 2024 on the follow-up to the recommendations made by the Inter-American Commission on Human Rights in the report "Situation of Human Rights in Mexico."](#)

pertinent parts of which were incorporated into the final version of this Report. This follow-up report was finally approved by the IACHR on March 19, 2025.

6. This follow-up report is divided into 7 sections devoted to consideration of the most recent measures adopted by the State to comply with the Commission's recommendations, and the remaining challenges in terms of implementation. Compliance with the recommendations has been evaluated in accordance with the IACHR's General Guidelines for Follow-up on Recommendations and Decisions⁴. Each section refers to the recommendations issued by the IACHR, in accordance with its thematic axes. The report presents, first, a synthesis of the information known to the IACHR and its analysis in the latest follow-up report for 2023. After this summary, the report covers the information that has been known to the IACHR in 2024 through different sources, including the State and civil society organizations, as well as the information that the Commission has collected in monitoring the general human rights situation in the country.⁵ The report then presents an analysis of the level of compliance and refers to the main progress and implementation challenges identified by the Commission, according to the information known during 2024. The analysis of each recommendation culminates with a diagnosis by the IACHR of the specific information that the State has not yet submitted or of the measures that remain to be adopted to determine progress in the level of compliance with the recommendation. Finally, the IACHR presents its conclusions regarding the progress and challenges in complying with the recommendations of the Country Report, as a whole.

II. FOLLOW-UP OF RECOMMENDATIONS

A. Citizen Security

Recommendation No. 1: Develop a concrete plan for the gradual withdrawal of the Armed Forces from public security tasks and for the recovery of these tasks by the civilian police.

7. In Chapter V of the 2023 Annual Report, the IACHR received information that the Supreme Court of Justice of the Nation (SCJN) invalidated the transfer of the powers of the National Guard (GN) to the Ministry of National Defense (SEDENA), stressing that the GN should be under civilian control in accordance with Article 21 of the Constitution. Despite this, the IACHR was informed by civil society organizations that, in practice, the GN was still under the control of SEDENA, and that the President of the Republic had expressed his intention to present a new constitutional initiative to assign the GN back to SEDENA; and stressed that the participation of the Armed Forces in public security tasks had expanded, which had generated concerns in the international community. The IACHR welcomed the SCJN's decision, but expressed concern that recent legislative reforms could contravene international standards and strengthen the military presence in public security tasks. For this reason, the Commission reiterated its call on the Mexican State to limit the militarization of citizen security and strengthen civilian security forces, in line with international human rights commitments⁶, and concluded that compliance with the recommendation was pending.

Compliance Information

8. In 2024, the State submitted information on the National Public Security Strategy, stating that it would have made it possible to rebuild the social fabric of communities affected by violence, as well as to recover society's trust in police institutions. The State reported on the coordination and permanent work

February 16, 2025; State of Mexico, [Observations and comments of the Mexican State on the draft Chapter V 2024 on the follow-up to the recommendations made by the Inter-American Commission on Human Rights in the report "Situation of Human Rights in Mexico"](#), February 28, 2025.

⁴ IACHR, [General Guidelines for Follow-up on Recommendations and Decisions of the Inter-American Commission on Human Rights](#), OEA/Ser.L/V/II.173 Doc. 177, September 30, 2019.

⁵ To this end, the IACHR has made use of information gathered during public hearings, investigations conducted ex officio, inputs from the petition and case mechanisms and precautionary measures, and responses to requests for information submitted under the authority established in Article 41 of the American Convention on Human Rights; as well as information received from other public sources, and the decisions and recommendations of specialized international organizations, among others.

⁶ IACHR, [Annual Report, Chapter V](#), Mexico, 2023, paras. Verses 8-12.

efforts of the Security Cabinet and the Roundtables for Peacebuilding, (these roundtables would have been promoted in the 32 states and in 266 regions of the country), as well as the coordination with prosecutors' offices and prosecutors' offices in the states. Mexico highlighted that, comparing the figures for June 2024 with those of December 2018, the theft of hydrocarbons would have been reduced by 94.2%; kidnapping by 62.9%; total theft by 34.8%; and vehicle theft decreased by 50.3%. The daily average of victims of intentional homicide would have decreased 18% in the same period. In the same sense, the State highlighted the creation in 2019 of the GN; a force that, as of June 30, 2024, would have 133,102 elements, of which 81.5% are deployed throughout the national territory to protect the life, integrity and property of Mexicans. He added that, in December 2018, 73.7% of the population considered their city unsafe; while, by March 2024, this figure would have decreased to 61%, according to figures from the National Institute of Geography and Statistics (INEGI).⁷

9. The State stressed that the Special Peacebuilding Strategy would prioritize addressing the causes of violence through social programs, recovery of public spaces, and community networks. In December 2020, the State promoted this security strategy in the 15 municipalities with the highest rate of intentional homicides; By 2021, this strategy was expanded to the 50 municipalities that account for 49% of the incidence of this crime. With respect to the Armed Forces (FFAA), the State only said that they assist the civilian population in cases of disasters and assist in public security tasks and support the construction of infrastructure and public works.

10. For their part, civil society organizations reported that on February 5, 2024, the former head of the Executive presented a package of constitutional reform initiatives to the Congress of the Union, among which was the affiliation of the GN to SEDENA. After the 2024 elections, in which the ruling political party obtained a qualified majority in the legislative branch, the constitutional reform that made the GN part of SEDENA was approved. This reform provides that: the head of the executive may use the Permanent Armed Forces at his discretion and at any time in tasks of public security, internal security and external defense, even in times of peace; the incorporation of the GN into the Permanent Armed Forces; the power of the GN to carry out investigative work under the command of the Public Prosecutor's Office; the application of military jurisdiction to the GN; the power of the Legislative Branch to issue secondary provisions on the participation of the Armed Forces in internal security and public security tasks; it contemplates that even in times of peace, Congress and the Executive may grant all kinds of functions to the Permanent Armed Forces; and admits the possibility of a military member participating in the presidential elections, with the simple fact of not being on active duty six months before the election. The new head of the GN will be a Major General, appointed by the head of the Federal Executive at the proposal of the head of SEDENA.

11. Civil society organizations expressed their concern about the approval of the reform because it shows progress in the militarization of Mexico. In this sense, the organizations said that the impact of the transfer of the GN to SEDENA would reinforce a logic of security and containment instead of a focus on the protection of human rights, which could generate an increase in practices of harassment, repression and violation of rights.

Analysis and level of compliance with the recommendation

12. The Commission emphasizes that this recommendation establishes the need to develop a concrete plan for the gradual withdrawal of the Armed Forces from public security tasks and their transfer to the civilian police. This mandate seeks to safeguard the civilian character of the institutions in charge of guaranteeing public security. However, the recent regulatory framework in Mexico, which militarizes the National Guard by integrating it into SEDENA, represents a direct breach of this recommendation. The Mexican State has chosen to consolidate a security model based on militarization, as evidenced by the 2024 reform that transfers operational and administrative control of the National Guard to SEDENA. This approach contravenes the recommendations of international organizations such as the IACHR, which repeatedly referred to the risks inherent in the use of military forces in public security tasks, including the lack of training in human rights and

⁷ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 1](#), Chapter V, September 30 and October 1, 2024.

the increase in violations of these rights⁸. In the same vein, it is noted that the Office of the United Nations High Commissioner for Human Rights (OHCHR) expressed "the potential impact of this modification on the increase in forced disappearances and impunity is extremely worrying."⁹

13. Despite international recommendations, Mexico lacks a clear and structured plan to return public security tasks to civilian police. Instead of moving towards the professionalization of these institutions, the budget and resources allocated to their strengthening have decreased, while the resources allocated to the Armed Forces have increased significantly¹⁰. This trend is evidence of a clear failure to comply with the IACHR's recommendation. In turn, the structural weakening of the civilian police reflects a serious omission by the State in its duty to guarantee public security through competent civilian institutions. According to INEGI data,¹¹ less than 30% of municipal police have the basic levels of professional certification. This lag, far from being addressed, is aggravated by the growing dependence on the military model. The militarization of the National Guard and the lack of a concrete plan for the gradual withdrawal of the Armed Forces from public security tasks constitute a direct violation of Recommendation No. 1 of this report. This situation perpetuates an ineffective and human rights-based security model. In light of the foregoing, taking into consideration the General Guidelines for Follow-up on Recommendations and Decisions of the Inter-American Commission on Human Rights¹², and noting that the Mexican State has implemented a series of actions and conduct that repeatedly ignore, hinder, or impede compliance with this recommendation, the IACHR concludes that the recommendation has **not been complied with**.

Measures and information to advance the implementation of the recommendation

14. The Committee takes note of the information provided in the area of the national security strategy. However, this strategy, like the measures reported by the State, does not refer to or provide for the design and implementation of a plan that would allow the withdrawal of the Armed Forces from public security functions. In this regard, the IACHR invites the State to submit information related to the specific object of the recommendation. Beyond a security strategy in abstract terms, it is necessary for the State to report on how such a strategy or any other reported action would be guaranteeing a plan for the gradual withdrawal of the Armed Forces.

Recommendation No. 2: Strengthen the capacity of the police to carry out public security tasks in accordance with international human rights standards.

15. In 2023, the State reported to the IACHR that it trained thousands of elements in human rights and allocated resources for the training of public security personnel; but the IACHR received information that the Secretariat of Security and Citizen Protection lacked the infrastructure to control the GN, which had led to a strengthening of SEDENA to the detriment of civilian bodies. Despite the training, the IACHR considered that it was insufficient due to the lack of labor guarantees, budget, and human resources for civilian bodies, maintaining the recommendation as pending compliance. The IACHR urged the State to provide more information on measures to strengthen police forces and to ensure that civilian forces have the necessary conditions to perform their functions adequately and safely.¹³

⁸ Process [The UN expressed its deep concern about the militarization of public security in Mexico](#), September 17, 2024.

⁹ OHCHR, [Mexico: UN experts* express concern over proposed constitutional reform that would imply a greater role for the Armed Forces in matters of public security](#), September 24, 2024.

¹⁰ CIDE [Budgets and Public Security: An Assessment of Public Spending](#), 2023.

¹¹ INEGI, [National Diagnosis of the Municipal Police](#), August 7, 2024.

¹² IACHR, [General Guidelines for Follow-up to Recommendations and Decisions of the Inter-American Commission on Human Rights](#), OEA/Ser.L/V/II.173 Doc. 177, September 30, 2019.

¹³ IACHR, [Annual Report, Chapter V](#), Mexico, 2023, paras. 19 and 20.

Compliance Information

16. In 2024, the State said that the professionalization of public security forces focused on strengthening the standardization of training and certification, to raise the quality of police forces. He reported that the Single Police Certificate (CUP) would validate that the elements meet requirements such as initial training, evaluation of competencies, academic performance and confidence control. He clarified that, as of March 2024, 390,694 certificates would have been issued, reaching 75.7% of the total of 515,862 items. This progress, according to Mexico, includes 59% in the federal police, 88.4% in the state police, and 78.9% in the municipal police. Regarding training, the State reported that between 2019 and 2024, more than 20 thousand curricula would have been validated, benefiting more than one million elements. 16,301 continuing education programs were implemented, covering essential topics such as police function, first responder, forensic science, effectiveness in first acts of investigation, gender violence, attention to victims, human rights, civic justice and crime prevention. In addition to this, he stressed that the Professional Career Service promotes stability and professionalization in public security institutions, with the implementation of regulations and manuals in several entities and municipalities to ensure quality and confidence in the police service. On the other hand, the State emphasized that the National Model of Police and Civic Justice would promote coordination between the three levels of government to strengthen local police forces.¹⁴

17. On the other hand, the State reported that the strategy would have focused on prevention, with a 25.7% increase in the resources of the Public Security Contribution Fund (FASP) and the incorporation of the Fund for the Strengthening of Public Security Institutions (FOFISP). Investment in infrastructure for women victims of gender-based violence has increased care capacity by 43.5%, from 287,000 women served in 2018 to more than 412,000 in 2023.¹⁵

Analysis and level of compliance with the recommendation

18. The information provided by the State shows that the capacity of the police has been strengthened through increases in their budget, social security guarantees and training programmes. However, the state's decision to continue deploying armed forces for public security functions reflects the persistence of challenges that prevent the police from assuming all of these functions, so the recommendation remains **pending**.

Measures and information to advance the implementation of the recommendation

19. The Commission reiterates its call on the Mexican State to comply with its international human rights commitments by adopting the necessary measures to limit the militarization of citizen security. It also urges the State to rethink its security strategy, strengthening the civilian security forces in accordance with international standards and establishing a plan for their gradual withdrawal from the Armed Forces.

Recommendation No. 4: Take steps to ensure that federal and state officials refrain from issuing public statements on the legality of the actions of the security forces in cases that may constitute an improper use of force before the results of an investigation are available.

20. In Chapter V of the 2023 Annual Report, the State reported on the training of 154 officials of the Attorney General's Office (FGR) in human rights. For their part, civil society organizations reported that the head of the Executive made anticipated public statements defending the actions of the Armed Forces in cases of human rights violations, even in the face of evidence of their participation in crimes such as homicides and disappearances. The IACHR valued the training but expressed its concern about the anticipated statements of senior officials on the legality of the actions of the armed forces before a judicial resolution and maintained the

¹⁴ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 2](#), Chapter V, September 30 and October 1, 2024.

¹⁵ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 2](#), Chapter V, September 30 and October 1, 2024.

recommendation as partially complied with. The Commission urged the State to avoid these statements and to report on the measures adopted to limit this type of positioning, in line with international recommendations.¹⁶

Compliance Information

21. In 2024, the State reported that the FGR trained 5,274 public servants of that institution in human rights.¹⁷ The State also reported that federal and state officials would not be allowed to issue public statements on the legality of the actions of the security forces. The State said that these officials must adhere to the provisions of the General Law on Social Communication and the agreement establishing the Federal Government's Social Communication Policy, published in the Official Gazette of the Federation on May 17, 2019; which would have the purpose of establishing the public policy of social communication that the agencies and entities of the Federal Public Administration must observe. Mexico specified that Article 20, paragraph B, section I, of the Constitution provides for the right of any accused person to be presumed innocent until proven guilty. Similarly, he clarified that the National Code of Criminal Procedure states in its numeral 113 section XVI that every accused person has the right not to be exposed to the media.¹⁸

22. For their part, civil society organizations expressed that advance declarations on the legality of the actions of various security forces continue to be made. In particular, they referred to the events related to the arbitrary deprivation of the life of a group of migrants in Chiapas, committed on October 2, 2024, and regarding which, SEDENA would have released a press release in which it reported that a day earlier, in a patrol, elements of the Army had detected two pickup trucks "like those used by criminal groups in that region." and that upon hearing detonations, two elements of the Army activated their weapons, stopping the march of one of the pickup trucks¹⁹. According to the official statement, there were 33 migrants in the van, of whom four were killed at the time and two more died in the hospital.²⁰ In relation to this case, the IACHR recognizes that President-elect Claudia Sheinbaum said two days later that it was an "unfortunate event and must be investigated and punished"; and that "such a situation cannot be repeated."²¹

23. Another example referred to by civil society organizations is related to the pronouncement issued in September 2024 by the National Human Rights Commission (CNDH), on the case of the extrajudicial execution of the girl Heidi Mariana, committed by military agents in Nuevo Laredo, Tamaulipas in 2022; in which the agency stated that "it does not have evidence that directly links SEDENA with the events that led to the tragic death of the minor",²² without having issued a recommendation.²³

Analysis and level of compliance with the recommendation

24. Although the Commission appreciates the information reported in relation to the regulations that regulate and prohibit public statements by State officials on the legality of the Armed Forces, the information reported by civil society organizations shows that in practice the regulation referred to by the State would not be applied. due to the fact that advance statements on the actions of the Armed Forces by various actors continue. For the foregoing, the IACHR maintains **partial compliance** with the recommendation.

¹⁶ IACHR, [Annual Report, Chapter V](#), Mexico, 2022, paras. Verses 22-24.

¹⁷ State of Mexico, Observations and comments of the Mexican State on the draft Chapter V 2024 on the follow-up to the recommendations made by the Inter-American Commission on Human Rights in the report "Situation of Human Rights in Mexico," February 16, 2025.

¹⁸ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 4](#), Chapter V, September 30 and October 1, 2024.

¹⁹ Government of Mexico, [SEDENA reports on events that occurred in Chiapas](#), October 2, 2024.

²⁰ Centro Prodh, Follow-up on compliance with the recommendations of the Report "Situation of Human Rights in Mexico", October 2024.

²¹ El País, [Mexican Army kills six migrants](#), October 2, 2024.

²² CNDH, [Position of the CNDH in the face of accusations made by Mr. Raymundo Ramos, regarding the resolution of the case of the girl Heidi M.](#) Pronouncement DGDDH/029/2024, September 2, 2024

²³ Centro Prodh, Follow-up on compliance with the recommendations of the Report "Situation of Human Rights in Mexico", October 2024.

Measures and information to advance the implementation of the recommendation

25. The IACHR invites the State to provide specific information on how it would be dealing with those cases where an anticipated position on the legality of the actions of the security forces was accredited. It is important that, beyond the existing regulation, public officials are sensitized about the implications of a public statement validating the legality of a fact that has not yet been elucidated in the framework of a judicial process.

Recommendation No. 5 Adopt and implement accountability measures by a body independent of all security forces in relation to public security operations and tasks where there is deprivation of life.

26. In Chapter V of the 2023 Annual Report, the State informed the IACHR of the adoption of guidelines for the legitimate use of force by the Federal Ministerial Police and the corresponding training. At the same time, civil society organizations highlighted a failure to issue detailed reports on the use of force, since only 40 reports were registered out of the 421 that should have been issued according to the regulations. The organizations reported that the State had not implemented the creation of an independent observatory ordered by the Inter-American Court in the case "Women victims of sexual torture in Atenco," to monitor accountability in the use of force. The IACHR highlighted the discrepancy between the State's information and that provided by civil society, determining that the recommendation was pending compliance. The Commission urged the State to ensure a commitment not only to normative, but also to effective implementation, and to establish an independent body to ensure impartiality in the accountability and processing of information on the use of force.²⁴

Compliance Information

27. In 2024, the State reiterated the adoption of an intelligence-focused approach to combat violence. The State specified the reduction of 36.7% in the number of femicides and 21.4% in intentional homicides between December 2018 and July 2024. The State made explicit the 82% decrease in kidnappings. He added that the Public Security Contribution Fund (FASP) would have improved information systems and thus reduced the incidence of crime. The State stated that various protocols of action and manuals on the use of force had been implemented by the National Guard. In the same vein, the National Public Security Strategy would seek to coordinate efforts and prioritize respect for human rights. The National Registry of Detentions reports more than 1.4 million arrests, showing a slight decrease compared to previous periods. The Federal Institute of Public Defenders reportedly provided legal services and support to detainees, resulting in numerous releases and improvements in prison conditions. The State maintained that the National Public Security Program 2022-2024 would include indicators that evaluate the performance of the security forces in relation to crime reduction and respect for human rights and reported that the CNDH is the body responsible for receiving complaints against public officials.²⁵

Analysis and level of compliance with the recommendation

28. The information reported accounts for a security strategy and figures related to the reduction of some crimes. However, this recommendation calls on the State to implement accountability measures by an independent body in cases of deprivation of life by security forces. The information provided by the State does not report any actions or progress related to the formation of an independent body of accountability. With regard to the work of the CNDH, although it is an autonomous constitutional body, the CNDH is not the competent body for accountability processes, since its functions focus primarily on receiving complaints about alleged human rights violations, formulating recommendations and conciliation processes. Nor is the Public

²⁴ IACHR, [Annual Report, Chapter V](#), Mexico, 2023, paras. Verses 27-31.

²⁵ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 5](#), Chapter V, September 30 and October 1, 2024.

Defender's Office the body in charge of this function. By virtue of the foregoing, the IACHR maintains the recommendation as **pending compliance**.

Measures and information to advance the implementation of the recommendation

29. To advance in compliance with the recommendation, a state commitment is required, not only in the regulatory framework, but also in the implementation of the regulation provided in the matter. The IACHR emphasizes that accountability must be led by a body independent of the security forces to ensure the impartiality of the processing of the information reported. Similarly, it is essential that the records in which the existence of the use of force is accredited be prepared in accordance with the reports issued by the competent institutions and that these be verified and used in order to adopt the corresponding investigative measures.

Recommendation No. 6 Ensure that, in cases of enforced disappearance, extrajudicial executions and torture, the lines of investigation not only respond to the material authorship but also include the responsibility of the chain of command.

30. In accordance with Chapter V of the 2023 Annual Report, the State informed the IACHR that the general rules of authorship and participation in criminal matters are also applied to determine responsibility for crimes of forced disappearance, torture, and other inhuman treatment, and highlighted the publication of protocols for the investigation of these crimes. However, civil society organizations highlighted the lack of progress in the investigation of the chain of command in emblematic cases such as that of the Women of Atenco, and reported that, in 2020 and 2021, no senior commander was sentenced for torture or forced disappearance. The IACHR considered that the information provided by the State was repetitive and did not reflect concrete progress in practice, maintaining the recommendation with partial compliance. The Commission urged the State to adopt measures to ensure the effective investigation of the chain of command and to report actions, protocols, and data that demonstrate progress in the implementation of this recommendation, including applicable judicial precedents.²⁶

Compliance Information

31. In 2024, the State reported that Article 258 of the National Code of Criminal Procedure (CNPP) establishes the right of victims and injured parties to challenge the omissions of the Public Prosecutor's Office during the initial investigation. This would include omissions that prevent clarifying the facts and assigning responsibilities in the chain of command, which would include those who directly carried out the acts and those who, due to their hierarchy, had a legal duty to act. The SCJN said that the omissions of the Public Prosecutor's Office can affect due diligence and has interpreted that the control judges must ensure that the investigation observes the standards of due diligence of Articles 8.1 and 25 of the American Convention on Human Rights (ACHR). According to the State, these norms and precedents would ensure that both the direct perpetrators and those who, by virtue of their hierarchical position, were able to facilitate or enable the acts that violate human rights are investigated.²⁷

32. The State also reported that the SCJN updated the Protocol for Trying Cases of Torture and Ill-Treatment, which provides a guide for judges based on standards of protection of the rights to due process, integrity, and access to justice. The protocol underscores the prohibition of the use of unlawful evidence obtained through torture and requires that investigations include the identification of responsibilities in the chain of command, as set out in Articles 8.1 and 25 of the ACHR. The SCJN would have promoted training for jurisdictional personnel on the Istanbul Protocol, thus strengthening the application of these norms and ensuring that investigations of torture and human rights violations comply with international standards of due

²⁶ IACHR, [Annual Report, Chapter V](#), Mexico, 2023, paras. Verses 33-37.

²⁷ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 6](#), Chapter V, September 30 and October 1, 2024.

diligence and justice, contemplating the adequate investigation of responsibility in the chain of command.²⁸ Civil society organizations, for their part, reported that, in the *Rosendo Radilla Case*, no senior civilian or military commander had been sentenced for torture or forced disappearance, according to the public sentences, and that the investigation into disappearance would continue to focus on seeking direct²⁹ material authorship. The State added in its observations to this Report that in 2023 a work was published that analyzes the legal framework regarding State obligations with respect to acts of forced disappearance. He also reported on the resolution of various judicial actions that develop criteria in matters of disappearance.³⁰

Analysis and level of compliance with the recommendation

33. For the Commission, it is pertinent to analyze the content of the recommendation in order to determine the level of compliance of the State. In this regard, the recommendation provides for the need to ensure that the lines of investigation not only respond to the material authorship of the facts, but also that the investigation of hierarchical responsibilities must be guaranteed. The IACHR emphasizes that the mere normative regulation at the federal level does not ensure *per se* that the State guarantees the exhaustion of this line of investigation. The IACHR emphasizes that the possibility for victims to challenge omissions in the investigation does not represent progress in complying with the recommendation. Notwithstanding the foregoing, the IACHR welcomes the information reported regarding the update of the SCJN Protocol for Trying Cases of Torture and Ill-Treatment, which requires that investigations include the identification of responsibilities in the chain of command in cases of torture. However, there is no mention of similar instructions or training for cases of enforced disappearance or extrajudicial executions, nor are any relevant judicial decisions identified. Therefore, the IACHR determines that the recommendation continues to be **partially complied with**.

Measures and information to advance the implementation of the recommendation

34. In order to guide the implementation of this recommendation, the Commission reiterates to the State the need to adopt measures to ensure in practice the investigation of the chains of command in cases of torture, forced disappearance, and extrajudicial executions. The IACHR invites the State and civil society to report on the actions and measures adopted, including protocols or any institutional strengthening action in this regard, as well as disaggregated data that allow for a quantitative evaluation of the progress made in the investigations and the forecast of the responsibility of the chain of command in the investigative hypotheses. The Commission invites examples of judicial precedents that apply the responsibility of the chain of command in cases of enforced disappearance, torture, and extrajudicial executions.

Recommendation No. 7 Create systems for information, compilation, and analysis of data regarding the violence that affects the different groups addressed in this report, such as women, children and adolescents, migrants, human rights defenders, justice operators, LGBT persons, indigenous peoples, and persons deprived of liberty.

35. In Chapter V of the 2023 Annual Report, it was reported that the State had transmitted to the IACHR the publication of disaggregated prison information notebooks and statistical documents on violence against women and discrimination. The State mentioned the SCJN's resolution on the National Law on the Registration of Detentions and the implementation of a differential approach in the Homologated Investigation Protocol for crimes of forced disappearance and torture. However, civil society organizations reported the lack of disaggregated data by SEDENA and FGR and denied the existence of complete records on victims. They also highlighted the setback in transparency with the suspension of statistical reports from the Investigation Unit

²⁸ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 6](#), Chapter V, September 30 and October 1, 2024.

²⁹ Centro Prodh, Follow-up on compliance with the recommendations of the Report "Situation of Human Rights in Mexico", November 2024.

³⁰ State of Mexico. Observations and comments of the Mexican State on the draft Chapter V 2024 on the follow-up to the recommendations made by the Inter-American Commission on Human Rights in the report "Situation of Human Rights in Mexico", February 28, 2025.

of crimes for migrants. The IACHR valued the aforementioned publications but stressed that the recommendation continued to be partially complied with due to the lack of adequate information systems and the insufficiency of disaggregated data on the part of security and justice institutions. The Commission urged the State to design institutional diagnoses with methodologies that allow for the collection and analysis of disaggregated data, and to ensure coordination among institutions to update a uniform registry that reflects the current human rights context in Mexico.³¹

Compliance Information

36. In 2024, the State highlighted that it would have implemented information and data analysis systems supported by the censuses and indicators of the National Institute of Statistics and Geography (INEGI) to address violence affecting women, girls, boys, adolescents, migrants, human rights defenders, LGBT people, indigenous peoples, and people deprived of liberty. The National Census of Federal Human Rights and the National Census of Federal Law Enforcement of INEGI provide data on the violence that affects these groups. The National Census of the Federal Penitentiary System would provide information on people deprived of liberty, including data disaggregated by gender and ethnicity, which makes it possible to identify patterns of violence and discrimination that affect specific groups such as indigenous peoples and LGBT people. The State specified that the National Population and Housing Census and the National Survey on the Dynamics of Relationships in Households (ENDIREH) are fundamental tools for obtaining data on domestic and gender-based violence and violence against children and adolescents. ENDIREH, for example, would make it possible to analyse intimate partner violence and other forms of violence faced by women in their homes and communities. The National Survey on Discrimination (ENADIS) provides data on discrimination and structural violence affecting LGBTI, indigenous, migrant and other vulnerable groups. The State reported that the National Public Security Program 2022-2024 has compliance indicators, which evaluate the reduction in crimes such as homicides, femicides, and kidnappings, as well as the effective implementation of action protocols, such as the proportional use of force and respect for human rights.³²

Analysis and level of compliance with the recommendation

37. The Commission values positively the information provided by the State, which allows it to account for a solid information system that contributes to the analysis of data regarding violence against groups in vulnerable situations. The IACHR invites the State to guarantee and strengthen the functioning of INEGI, which is an institution that exemplifies good practices in the systematization and processing of information. In this regard, the Commission concludes that this recommendation advances to **full compliance** and ceases its monitoring.

Recommendation No. 8 Reorient the approach to the drug issue in Mexico from an approach of militarization and "frontal combat" using the public force, to one with a comprehensive perspective, of human rights and public health on addictions and consumption without distribution purposes.

38. Within the framework of Chapter V of the 2023 Annual Report, the Mexican State reported the creation of the National Commission on Mental Health and Addictions (CONASAMA) to guarantee mental health care and prevent addictions with a focus on human rights and implement prevention campaigns. However, civil organizations criticized the lack of progress in the legalization of the recreational use of marijuana and said that government campaigns stigmatize consumers, reinforcing a prohibitionist approach. The IACHR valued the efforts in public health but considered that the approach is still partial and needs a comprehensive rethinking that prioritizes human rights in drug policy.³³ It therefore concluded that the recommendation was in **partial compliance**.

³¹ IACHR, [Annual Report, Chapter V](#), Mexico, 2023, paras. 39-45

³² SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 7](#), Chapter V, September 30 and October 1, 2024.

³³ IACHR, [Annual Report, Chapter V, Mexico](#), 2023, paras. 51-54.

Compliance Information

39. In 2024, the State reported that, within the framework of the public policies implemented, it would have prioritized the prevention of addictions, focusing on mental health and the comprehensive development of communities. This approach would seek to address associated risk factors such as violence, inequality, and lack of opportunities. He added that, through educational programs and community activities, healthy lifestyles would be promoted. On the other hand, the State reported that, from September 2023 to June 2024, CONASAMA has been instrumental in the implementation of prevention, treatment, and rehabilitation programs; and has carried out training in mental health and addictions, training more than 12,000 professionals at the first level of care and 20,000 participants in the course "Mental Health for All People". During this period, 3,185 discharges were made from psychiatric hospitals, and in 2023, the commemoration of international days resulted in educational and awareness-raising events that would reinforce the importance of mental health. The State reported the development of various educational tools, such as a guide for teachers and an online portal that offers resources on psychoactive substances. The @prende.mx platform has facilitated the course "Strategy in the Classroom: Prevention of Addictions", which has trained 7,435 people. He specified that seminars were held for teachers and sessions with experts in prevention.³⁴

40. The State reported that the Ministry of Public Education (SEP) would have carried out 2.8 million activations and talks, reaching 4.5 million students with the support of more than 275,000 teachers. 14 prevention campaigns that would have reached 1.2 million people would have been disseminated through mass media, including radio and television spots, as well as graphic materials aimed at different audiences. In this same period, the Specialised Medical Units would have provided 323,424 consultations, covering both the treatment of consumers of psychoactive substances and the promotion of healthy lifestyles, benefiting more than 2.7 million people. The "Lifeline", a telephone guidance service, would have provided 44,229 attentions, offering support to those who face problems related to addictions. 98 community coalitions have been formed that have developed 4,338 advocacy actions, strengthening interaction between community members and improving their environments. Trainings under the mhGAP (*Mental Health Gap Action Programme*) programme have strengthened the skills of non-specialist health personnel, training more than 15,000 professionals. These initiatives seek to ensure comprehensive and effective mental health and addiction care, thus strengthening the capacity of the health system to face these crucial challenges in Mexican society.³⁵

Analysis and level of compliance with the recommendation

41. The Commission welcomes the adoption of public policies that prioritize mental health care, as well as the creation and strengthening of tools for free access to people with addiction problems. The IACHR recognizes the importance of accompanying this type of public policy with awareness-raising measures and educational programs that provide information related to drug use from a public health and human rights perspective. In this regard, the Commission concludes that the recommendation is moving towards **full compliance**. Notwithstanding the foregoing, the IACHR emphasizes that the problem of the militarization of public security is a latent concern for the IACHR, which will continue to be the subject of the Commission's follow-up since its analysis of Recommendation 1 of this report.

B. Disappearances and enforced disappearances

42. The Commission emphasizes that the detailed analysis of the problem of disappearance and forced disappearance will be carried out in a specific thematic report of the IACHR, which will be published in the first half of 2025. In preparing this report, the Commission has received extensive information from the

³⁴ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 8](#), Chapter V, September 30 and October 1, 2024.

³⁵ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 8](#), Chapter V, September 30 and October 1, 2024.

State and civil society. Notwithstanding the foregoing, a general study in relation to recommendations 9, 10, 11, 12 and 13 of the 2015 Country Report is presented below.

Recommendation No. 9 Adopt a General Law on Disappearance and Enforced Disappearance, and adopt all necessary measures to ensure that, at both the federal and state levels, legislation and practices are in line with international standards in this area.

43. Within the framework of Chapter V of the 2023 Annual Report, the Mexican State reported on the creation of the Office of the Special Prosecutor for Forced Disappearance and the National Search Commission (hereinafter "CNB"), within the framework of the General Law on Forced Disappearance of Persons, Disappearance Committed by Individuals and the National System for the Search of Persons (hereinafter, "General Law of Disappearance"). Despite these advances, civil organizations referred to the lack of a public identification policy and the omission in the creation of the National Forensic Data Bank (BNDF), which perpetuated the forensic crisis. The IACHR appreciated the State's efforts but expressed concern over the resignation of the head of the CNB and the lack of coordination between authorities, which had hindered effective compliance with the General Law on Disappearances.³⁶ As a result, the Commission concluded that the recommendation remained in partial compliance.

Compliance Information

44. In 2024, the State reiterated information on the National Search System (hereinafter, "SNB" or "Search System") as the mechanism established in Mexico to address the situation of disappeared persons, and whose main objective is the establishment of public policies and procedures among authorities at all levels of government for the search. Location and identification of missing and unlocated persons.³⁷

45. The State referred to the first session of the SNB in 2024, held on February 2, in which the regulations and guidelines for the search for persons were discussed, as well as training criteria for public servants; and the guidelines for the operation and functioning of the SNB were presented, information on the National Registry of Disappeared and Unlocated Persons (hereinafter "National Registry of Disappeared Persons" or "RNPDO"), and the search actions carried out between October 1, 2023 and January 29, 2024. In the second session, on May 6, the State reported that it discussed the CNB's work strategies and RNPDO's technological update plan, advances in human identification, agreements under review, and collaboration with local search commissions (hereinafter "CLB"). The State highlighted that, from October 2023 to January 2024, the CNB organized a total of 278 searches in 19 states. He added that 236 days of individualized search and 42 of generalized search were organized. The State reported that the CNB increased the number of searchers from 19 in 2023 to 124 in May 2024. Between February and April 2024, the 124 searchers carried out 1,088 search actions, achieving 63 living locations and 47 forensic findings; and implemented processes for the identification of deceased persons found in sheltered spaces and graves, using advanced scientific techniques, in collaboration with the United Nations Population Fund (UNFPA).³⁸

46. During the period from October 2023 to January 2024, the CNB served 63 groups and 191 people, prioritizing states such as Guerrero, where urgent care was provided due to Hurricane Otis. The meetings included the participation of families, groups, local prosecutors' offices, the CNDH, the Executive Commission for Attention to Victims (CEAV), UNFPA, and the Office in Mexico of the United Nations High Commissioner for Human Rights (OHCHR), with the aim of improving coordination and attention to victims of disappearance in the country. The State reported that, since 2019, a federal subsidy program has been implemented for the creation and consolidation of Local Search Commissions, benefiting 20 commissions initially and extending to the 32 states from 2023. As of February 1, 2024, the CNB would have been part of the

³⁶ IACHR, [Annual Report, Chapter V, Mexico](#), 2023, paras. 57-65.

³⁷ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 9](#), Chapter V, September 30 and October 1, 2024.

³⁸ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 9](#), Chapter V, September 30 and October 1, 2024.

National Network of Searchers, with 149 members: 20 in the central team, based in the national headquarters and 129 with assignment in 29 states, who carry out their functions in collaboration with the respective local commissions.³⁹

47. For their part, civil society organizations informed the Commission of the current context of the Search System and the National Search Commission in particular; and they mentioned that from August 24 to October 4, 2023, there was an interim in the direction of the CNB, which is not provided for in the law. Subsequently, on October 5, 2023, the SEGOB opened the public call to appoint the new head of the CNB⁴⁰. On October 23, 2023, the new National Search Commissioner was appointed⁴¹. The organizations stressed that this appointment process was controversial and lacked transparency, because the profile of the current incumbent would not accredit the requirements established in the General Law on Disappearances to occupy such a position⁴². In the same vein, they reported that various organizations and the Office of the United Nations High Commissioner for Human Rights regretted that "the appointment process did not have the levels of consultation, participation, transparency and scrutiny desirable and encouraged by some victims and national and international human rights organizations."⁴³ In this sense, they said that the consultation process represented a setback to the public scrutiny that had been carried out in the previous appointment. In addition, organizations indicated that in recent media reports reported that the profile of the current head of the CNB had been proposed and supported by public officials of the National Human Rights Commission (CNDH).⁴⁴

48. The organizations stressed that the head of the National Search Commission would not have experience in the matter, nor would she have carried out related activities in her sector in the last two years, as stipulated. Moreover, in recent press reports it has been reported that the person in charge of the CNB and people who are now part of the CNB do not meet the profiles described for the positions or the requirements stipulated in the law regarding experience in the field;⁴⁵ and that in addition the staff of the Commission has been reduced by more than 80%.⁴⁶

49. The organizations reported that, after the appointment of the current head, more than 100 people from the institution had been fired and/or forced to resign, who would have specializations in anthropology, archaeology and genetics, as well as medical, dactyloscopic, forensic, psychology and social work personnel, as well as experts in legal issues and international ⁴⁷relations. In the same vein, 40 persons assigned to the National Center for Human Identification (hereinafter, "CNIH" or "Identification Center"), who had the obligation to implement the massive search approach provided for in the General Law on Disappearances, were

³⁹ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 9](#), Chapter V, September 30 and October 1, 2024.

⁴⁰ SEGOB, [The Ministry of the Interior publishes a call to appoint the new head of the CNB](#), October 5, 2023.

⁴¹ SEGOB, [Government of Mexico appoints Teresa Guadalupe Reyes Sahagún as the new head of the CNB](#), October 23, 2023.

⁴² Ku'kay Organization, Follow-up on compliance with the recommendations of the Report "Situation of Human Rights in Mexico", October 2024.

⁴³ Centro Prodh, Follow-up on compliance with the recommendations of the Report "Situation of Human Rights in Mexico", October 2024; OHCHR, [2/2 We encourage that this process does not have an even greater impact and that spaces for listening and participation are opened and, based on dialogue, exchange and an open and professional attitude, trust is built, regressions are avoided and progress is deepened](#), October 23, 2023.

⁴⁴ Centro Prodh, Follow-up on compliance with the recommendations of the Report "Situation of Human Rights in Mexico", October 2024; Political Environment, [National Center for Human Identification, in critical situation](#), January 16, 2024; El Financiero, [Does the CNB employ a person under investigation for corruption?](#), November 10, 2023.

⁴⁵ Centro Prodh, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", de octubre de 2024; A dónde van los desaparecidos, [Acometen despidos masivos en la CNB... y dan direcciones a funcionarios sin experiencia](#), 11 de enero de 2024; La Lista, [Perfiles sin experiencia llegan a la Comisión Nacional de Búsqueda de Personas](#), 16 de enero de 2024.

⁴⁶ Centro Prodh, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024; La Lista, [La Comisión Nacional de Búsqueda reporta 88% menos trabajadores que en 2023](#), 1 de febrero de 2024.

⁴⁷ Milenio, [Dejan 104 funcionarios la Comisión Nacional de Búsqueda; despidos y renuncias, las causas](#), 1 de febrero de 2024.

terminated from their posts, which has been considered as the beginning of the dismantling of the institutional framework in the field of searching.⁴⁸

50. Similarly, organizations reported that the CNB would continue to fail to comply with the General Law on Disappearances because no progress had been made with the issuance of the regulation. The organizations reported that, in the first session of the National Search System in 2024, the head of the CNB would have confirmed the absence of progress in the issuance of the regulation and would have transmitted to them that they would only have an initial draft, which is not public, nor would it have been shared with the members of the SNB⁴⁹. On the other hand, they said that the National Citizen Council ordered by the General Law on Disappearances is not properly in office since the Senate would not have issued the call; and, therefore, families do not have participation in the SNB⁵⁰.

Analysis and level of compliance with the recommendation

51. The IACHR had recognized multiple advances in the implementation of the General Law on Disappearances in recent years. However, it notes with concern the institutional weakening of the CNB and the National Search System in general. The State reported statistical information on the number of searches, findings, meetings, and attention to groups. However, in order to comply with the recommendation, it is necessary to ensure that such actions are in line with international standards in this area and that their institutionality is ensured. In this regard, the Commission is concerned about the alleged dismissals of specialists. In particular, these dismissals affect the performance of the CNB and the Identification Center and prevent compliance with international obligations in the field of forensic search and identification.

52. On the other hand, although the CNB continues to operate, according to information provided by civil society organizations, its operation would not be in line with international standards on the matter, due to the lack of participation of families in the search processes and the decision to designate the Ministry of Welfare as the entity responsible for the process of updating the National Registry of Missing and Unlocated Persons⁵¹, since the general law establishes the coordination, operation and functioning of this registry as the exclusive power of the CNB⁵². This would be aggravated in the face of the allegations of civil society that refer to the possible illegitimate alteration of the RNPDO and given that the Identification Center would no longer be in operation, the consolidation of the National Search System and the effective implementation of the General Law on Disappearances would have been reversed. Thus, despite the progress reported in previous years, by 2024 severe setbacks are identified that would ignore the obligations provided for in the General Law on Disappearances and would be in contravention of international obligations contracted by Mexico in terms of the disappearance of persons. In view of the foregoing, the IACHR considers that this recommendation is backwards to **pending compliance**.

Measures and information to advance the implementation of the recommendation

53. In order to comply with this recommendation, the IACHR reiterates the need to have information on the CNB's lack of personnel and on the operation of the Identification Center, indicating how it would be guaranteed that the CNB's operations are carried out by professionals with specialized skills in the search for persons, forensic identification, or related disciplines, thus ensuring that the operation of the SNB is in accordance with international standards. In addition, the State is invited to report on the strategies for collaboration between the prosecutors' offices to guarantee the creation of records in an approved manner and thus allow for the creation and effective administration of the Federal Forensic Registry, in accordance with

⁴⁸ Animal Político, [Más de 100 despidos, presiones y rechazo para renovación de contratos prevalecen en la Comisión Nacional de Búsqueda](#), 1 de febrero de 2024.

⁴⁹ Centro Prodh, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

⁵⁰ SEGOB, [Segunda Sesión Ordinaria del SNB de 2024](#), 6 de mayo de 2024, min. 1:43:00.

⁵¹ Gobierno de México, [Conferencia del Presidente](#), 13 de noviembre de 2023.

⁵² [Ley General en Materia de Desaparición Forzada de Personas, Desaparición Cometida por Particulares y del SNB](#), artículo 53.

the provisions of the General Law on Disappearances. Finally, the Commission invites the State to submit information on the process of updating the RNPDO and on the conduct of the census of disappeared persons.

Recommendation No. 10 Establish mechanisms for the immediate search for disappeared persons throughout the national territory.

54. For Chapter V of the 2023 Annual Report, the State reported the use of INTERPOL tools, such as Yellow Notices, and the implementation of the Alba Protocol and the Amber Alert to coordinate the search for missing persons, with 255 notifications made. However, civil organizations highlighted problems of fragmentation and delays in the immediate search, with the obligation to wait 72 hours to accept complaints. The IACHR welcomed the progress but noted that the implementation of the National Protocol and collaboration between authorities presented challenges, maintaining substantial partial compliance with the recommendation. The Commission urged the State to improve coordination and ensure the effective application of urgent search mechanisms throughout the country.⁵³

Compliance Information

55. In 2024, the State reported that the Homologated Search Protocol (hereinafter, "PHB") was published on October 6, 2020 and entered into force on January 6, 2021. The State specified that this protocol would highlight the obligations of the authorities in the search for disappeared persons and would have been implemented with the support of training for personnel of the National Search Commission, local search commissions, and relatives of victims. He reported that the PHB defines five types of search: immediate search, individualized search, pattern search, generalized search and family search. For its part, the Standardized Protocol for the Investigation of Crimes of Forced Disappearance (hereinafter, "IHP") would seek to establish a systematic approach to investigate crimes of forced disappearance and by individuals. The National Code of Criminal Procedure (CNPP) would establish a legal framework that regulates the investigation of crimes, ensuring that the State conducts diligent and effective searches. According to Mexico, the CNPP obliges the authorities to carry out thorough investigations, protect the rights of victims, and prevent impunity. Finally, the State clarified that the CNB, in collaboration with state and federal authorities, collectives, and relatives of disappeared persons, had developed regional strategies that address specific contexts. An example of this is the regional search program in the northeast of the country, which covers Coahuila, Durango, Nuevo León and Tamaulipas, in order to coordinate actions between different institutions to achieve effective searches.⁵⁴ The State reported that on October 3, 2024, the General Operating Guidelines of the Amber Alert Mexico Program were published.⁵⁵

56. In addition, in its observations on this report, the State added that the Federal Ministerial Police (PFM), through the International Police Affairs Unit and INTERPOL, strengthened its actions in the search for and location of disappeared persons. As part of its work, it has created a specialized area within the Directorate of International Police Liaison and Cooperation, responsible for managing the publication of INTERPOL Yellow Notices, used to locate victims of disappearance in Mexico and abroad. INTERPOL Mexico coordinated a Training Session with the INTERPOL General Secretariat's Specialized Group on Notices and Broadcasts. In this regard, in the last four years, 1,512 Yellow Notices have been issued, registering 178 in 2021, 359 in 2022, 426 in 2023 and 549 in 2024.⁵⁶

⁵³ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 68-71.

⁵⁴ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 10](#), Chapter V, September 30 and October 1, 2024.

⁵⁵ El Estado agregó en sus observaciones al presente Informe que, en 2023 se publicó una obra que analiza el marco jurídico en materia de obligaciones estatales respecto a actos de desaparición forzada. Además, informó de la resolución de diversas acciones judiciales que desarrollan criterios en materia de desaparición.

⁵⁶ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

57. Civil society organizations, however, reported deficiencies in the design and implementation of search plans. In this regard, they said that they had requested the preparation of search plans from the local search commissions and the National Search Commission, including through the promotion of urgent actions requested from the Committee on Enforced Disappearances, without these being drawn up. They added that in the cases in which the preparation of search plans was achieved, they did not guarantee the minimum requirements provided for in national regulations and, specifically, in the Homologated Search Protocol. The organizations also highlight a lack of coordination between the CNB and local commissions, which is due to a lack of training, constant changes in personnel, and a lack of strategy by state, among other problems⁵⁷. In relation to the lack of professional training, the organizations expressed that it would be a constant in public servants from public prosecutors to experts⁵⁸. The organizations mentioned that fragmentation would persist in the search and investigation processes that would affect the obtaining of results in terms of immediate searches.⁵⁹

58. On the other hand, organizations indicated that the Attorney General's Office and state prosecutors' offices would continue not to implement the Homologated Search Protocol. In this regard, they reported that, in the second session of the National Search System of 2024, the integration of the commission, implementation, monitoring, evaluation, and updating of this Protocol, provided for in section 9.1 of the instrument, was addressed; and that it would have been reported that the state prosecutors' offices would not implement the Homologated Search Protocol and that they would apply, instead, the investigation protocol.⁶⁰ In addition, they stressed that the representation of the FGR voted against the Homologated Search Protocol.⁶¹

Analysis and level of compliance with the recommendation

59. The Commission analyzes compliance with this recommendation in conjunction with the previous recommendation; in the sense that, although the Homologated Search Protocol represents progress, the General Law on Disappearances provides for the need for these searches to be carried out in compliance with the principles of due diligence with respect to the interests of the Disappeared Protocol differential and specialized approach, joint participation, among others. However, the information reported would account for the persistence of the lack of coordination between authorities, as well as the discontent and disagreement on the part of civil society derived from this lack of coordination and the delay in the implementation of immediate search actions. Although the General Law and the PHB have complied with the establishment of immediate search mechanisms, there is not enough information that these are applied throughout the territory. Moreover, the State only reports one plan in the northeast region of the country. Therefore, the IACHR maintains that the recommendation is in **substantial partial compliance**.

Measures and information to advance the implementation of the recommendation

60. In relation to compliance with this recommendation, the Commission invites the State to continue with the design and implementation of regional search plans and to ensure compliance with the urgent actions of the United Nations Committee on Enforced Disappearances, especially with regard to the need to develop search plans. The IACHR calls on the State to provide information that clearly indicates in which states immediate search mechanisms have been implemented, indicating whether there are territories in the country where their adoption is still necessary. In addition, the IACHR invites the authorities participating in the processes of immediate search for disappeared persons to act in an articulated manner, ensuring that the mechanisms for immediate search are carried out effectively. The IACHR invites the State to promote collaboration between the prosecutors' offices and the search commissions for the deployment of immediate

⁵⁷ Idheas, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

⁵⁸ FIDH, Idheas, EMAF, Desapariciones de mujeres y violencia por razón de género en Guerrero: el lado invisibilizado de la guerra contra las drogas, 2023, págs. 9-10 y 20-23.

⁵⁹ FJEDD, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

⁶⁰ SEGOB, [Segunda Sesión Ordinaria del SNB de 2024](#), 6 de mayo de 2024, min. 1:35.00.

⁶¹ SEGOB, [Segunda Sesión Ordinaria del SNB de 2024](#), 6 de mayo de 2024, min. 1:40.00

search actions. In this regard, in order to move forward with compliance with the recommendation, the State could report on the measures adopted to strengthen this coordination and to ensure that the immediate search mechanisms established in the PHB are applied without delay throughout the national territory.

Recommendation No. 11: Improve the National Registry of Disappeared Persons as a single registry of disappearances and also allow a person to be registered as a victim of forced disappearance. A database must contain personal information of missing persons, necessary personal information, primarily genetic and cell samples, from relatives of missing persons with their consent, and genetic information and cell samples from the bodies of any unidentified persons who were deprived of life. Such personal information must be protected on the Registry's portal in accordance with international standards on access to information.

61. In Chapter V of the 2023 Annual Report, the IACHR learned about the operation of several key registries, such as RENAPEFA and REFOFE, for the identification of deceased and disappeared persons. However, civil organizations stressed that the creation and operation of the National Forensic Data Bank (hereinafter, "BNDF") and other associated registries are still pending, with interconnection and transparency problems, and criticized a census announced in July 2023 for its lack of consultation with the CNB and the potential revictimization of relatives of the disappeared. The IACHR observed that, despite the progress, significant challenges persisted in the implementation and coordination of these mechanisms, maintaining partial compliance with the recommendation. The State was urged to guarantee the effectiveness and transparency of the registries and to report on the process of updating the National Registry of Missing and Unlocated Persons (RNPDO).⁶²

Compliance Information

62. In 2024, the State reported that the CNB would have almost quadrupled its search actions compared to previous years. Regarding the main advances of the RNPDO, he highlighted the interoperability between institutions and the technological updating and quality of the data. On the other hand, the State submitted information related to the location of persons, noting that, as of May 1, 2023, more than 895 million records had been consulted for cross-referencing of information; of which, 114.22 million are from the COVID vaccine registry; 122.9 million from the single registry of beneficiaries (PUB); 18.4 million state governments; 160.5 million in Plataforma México of the Ministry of Public and Citizen Security; 190 million in the National Population Registry (RENAPO); and 280.2 million in the Mexican Institute of Social Security (IMSS). The State specified that the CNB, in collaboration with the local search commissions of various states (Baja California Sur, Coahuila, Durango, Hidalgo, Michoacán, Morelos, Nayarit, Nuevo León, San Luis Potosí, Sinaloa and Sonora), was part of the Mass Graves Module (MFC).⁶³

63. In its observations on this report, the State added that the Attorney General's Office has made progress in identifying disappeared persons through the creation and operation of the National Genetic Information Base (BaNIG), which stores data on family members and unidentified persons. Likewise, the National Forensic Data Bank (BNDF), in operation since May 29, 2023, integrates ten interconnected information systems, including the National Registry of Unidentified and Unclaimed Deceased Persons (RENAPEFA), Amber Alert and the National Genetic Information Base (BaNIG). In addition, the FGR signed an agreement with the Ministry of the Interior on June 13, 2024, to interconnect the BNDF with the National Registry of Missing and Unlocated Persons.⁶⁴

64. Civil society organizations indicated that the National Forensic Data Bank would continue to be unconsolidated, as well as various registries mandated by the General Law on Disappearances and that they would not be properly integrated. In the same vein, following the execution of the amparo judgment issued by

⁶² CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 73-81.

⁶³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 11](#), Chapter V, September 30 and October 1, 2024.

⁶⁴ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

the First District Court of the Auxiliary Center of the Ninth Region and confirmed by a Collegiate Court, in the lawsuit filed by Olimpia Montoya Juárez, sister of Marco Antonio Montoya, disappeared in the state of Guanajuato, against the failure of the FGR to create and operate the BNDF and the National Registry of Unidentified Deceased Persons, It would be possible to identify the omissions that persist and that lead to genetic information continuing to be processed in a fragmented manner. Thus, by April 2024, the FGR would have reported that there are already nine information resources interconnected to the BNDF Search System, namely: a) the National Registry of Unidentified and Unclaimed Deceased Persons; b) the *ante-mortem* and *post-mortem* database; c) the Amber Alert; (d) the National Register of Mass Graves and Clandestine Graves; (e) the National Genetic Information Base; (f) the Federal Forensic Registry; (g) the Strategic Monitoring System on Criminal Expressions (SINIED); (h) the National Information System; Nominal (SININ); and (i) the National Registry of the Crime of Torture (RENADET). On this, organizations reported that the interconnection that some of these registries would have would not ensure that they have the adequate and substantive information necessary that the registries of missing persons should have.⁶⁵

65. In relation to the census carried out within the framework of the National Registry of Missing and Unlocated Persons, civil society organizations conveyed that the government's alleged strategy was aimed at reducing the number of disappeared persons to 12,377, which would minimize a much greater crisis; using a very high criterion to prove a disappearance. And they reported that after the publication of this review, various omissions were denounced by the victims, even in cases that have had complaints at the national and international level.⁶⁶ In this context, various organizations and groups promoted actions to resolve the alleged errors of the Registry. However, they clarified that this would imply an effort from each family, which would generate uncertainty and anxiety.⁶⁷ In the same vein, they reported that on March 18, 2024, the federal government filed a review of the records, in which it stopped using some of the questioned categories not included in the law.⁶⁸ However, they stressed that, as of March 2024, the RNPDO had a record of 114,815 missing persons, about whom it was stated that 15,158 people had been located and 99,729 people would still be "in the process of being searched". The organizations said that there are currently two versions of the

⁶⁵ Centro Prodh, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024; Quinto Elemento Lab, [México rebasa las 5 mil 600 fosas clandestinas](#), 9 de octubre de 2023. Al respecto, el Centro Prodh enlistó los siguientes ejemplos:

I. Registro Nacional de Personas Fallecidas No Identificadas y No Reclamadas. Al corte del 31 de marzo de 2024, se contaba únicamente con 490 registros, frente a los 46.731 cuerpos que, de acuerdo con el último informe del INEGI quedaron rezagados para identificación, solo del año 2022. Es decir, el avance es sumamente lento e insuficiente respecto de la dimensión de la crisis forense y en términos de la debida diligencia para la búsqueda e identificación de las personas desaparecidas.

II. Base de datos *ante mortem* y *post mortem*. De acuerdo con la FGR, al corte del 31 de marzo se contaba con 134.449 registros en esta base; sin embargo, no precisa la autoridad responsable que realizó el registro.

III. Alerta Amber. FGR indica que contará la misma fecha que los registros previos, con 1.498 registros sobre niñas, niños o adolescentes desaparecidos o desaparecidas. Sin embargo, de acuerdo con el Registro Nacional de Personas Desaparecidas y No Localizadas, para abril de 2024 había más de 17.000 niñas, niños o adolescentes víctimas de desaparición (es decir, no se cuenta con la información de más de 15 mil niños, niñas o adolescentes).

IV. Registro Nacional de Fosas Comunes y Fosas Clandestinas. En particular, la FGR ha informado que, para el fin de marzo de 2024, únicamente se ha interconectado la información de fosas clandestinas, es decir, el Registro de Fosas Comunes establecido en la Ley General continúa sin existir. Adicionalmente, se tiene registro de 1.789 fosas clandestinas, cifra que contrasta con la información hecha pública en 2023 por la CNB, que tenía registro de, al menos, 2.863 fosas clandestinas desde el año 2006; mientras que ejercicios académicos y periodísticos dan cuenta de que la cifra es todavía mayor, pues se han documentado inclusive más de 5.600 fosas clandestinas.

V. Base Nacional de Información Genética. De acuerdo con la información proveída, la base cuenta con 9.374 registros, sin que se pueda distinguir si se trata de registros de muestras de referencia de familiares de personas desaparecidas o de cuerpos o restos pendientes de identificar. Adicionalmente, la cifra dista de los registros con los que una auténtica base a nivel nacional de información genética debería contar: es decir, al menos 52 mil registros de cuerpos, así como las muestras de referencia de las familiares de personas desaparecidas.

⁶⁶ Proceso, [Tiene censo de AMLO otros datos... equivocados](#), 22 de enero de 2024; Aristegui Noticias, [Hija de Rafael Ramírez Duarte explica cómo autoridades se disculparon tras informar falsos indicios de localizarlo](#), 29 de marzo de 2024.

⁶⁷ En el caso del Centro Prodh, informaron que llevaron a cabo una sesión informativa junto al medio digital "A dónde van los desaparecidos", para ofrecer herramientas para verificar el estatus del caso de los registros y ofrecer asesorías consecuentes con formatos para presentar solicitudes de revisión ante la CNB. Cfr. Centro Prodh, [Cómo buscar y qué hacer en caso de que tu familiar no esté o sus datos sean erróneos en el RNPDO](#), 15 de febrero de 2024.

⁶⁸ Gobierno de México, [Versión estenográfica. Conferencia de prensa del presidente Andrés Manuel López Obrador](#), 18 de marzo de 2024.

RNPDNO, the "statistics" version and the "new version of public consultation" that would still have errors in the records of missing persons.⁶⁹

Analysis and level of compliance with the recommendation

66. The Commission notes with concern the contradictory information from various authorities on the consistency of the RNPDNO and the impact that this lack of definition has on the families of disappeared persons in Mexico. In this sense, the creation of a registry is one of the many tools mandated by the General Law on Disappearances. The creation of databases and the flow of information between them must serve the ultimate purpose of finding the whereabouts of missing persons. To this end, the General Law on Disappearances mandates the creation of four registries: 1. RNPDNO; 2. The National Forensic Data Bank (BNDF); 3. the National Registry of Graves (common and clandestine), and 4. The National Registry of Deceased, Unidentified and Unclaimed Persons. The authorities in charge of creating and coordinating these registries are the CNB — in the case of the RNPDNO — and the FGR — in the case of the other three registries. However, until November 2024, only the RNPDNO, created by the CNB, existed and was in operation.

67. The IACHR emphasizes that, after the creation and implementation of the aforementioned registries, the State has the obligation to guarantee their coordination, systematization, and interconnection. This must be done in a way that allows the effective cross-referencing of information with the hundreds or thousands of databases existing at the different levels of government, ensuring at all times the adequate protection of personal data and focusing exclusively on the search for missing persons. Considering that, with the exception of the RNPDNO, the provisions of the law regarding the operation of the other registries have not been complied with, it is still impossible to achieve the necessary interconnection between them. Added to this situation is the concern generated by the revision of the RNPDNO data and the use of categories not contemplated in the General Law of Disappearance. While the State has not reported on concrete measures aimed at consolidating and strengthening the registries established by law, the Commission concludes that the recommendation remains **partially complied with**.

Measures and information to advance the implementation of the recommendation

68. In order to comply with this recommendation, the IACHR reiterates its call from previous years, in which it calls on the State to complete the creation and effective implementation of the Forensic Data Bank, the Registry of Unidentified and Unclaimed Deceased Persons, the National Registry of Graves, and the Exhumation Program. On the other hand, it is important for the State to inform the Commission of the process of updating the RNPDNO and/or, where appropriate, of the conduct of the aforementioned census, considering that the recommendation highlights the importance of having a single registry. Similarly, in light of the recommendations issued by the UN Committee on Enforced Disappearances, it is crucial "to ensure that the different institutions report on the cases of disappeared persons that they know of and that the RNPDNO clearly identifies the phenomenon of disappearances of people in a regular or irregular migratory situation and is interoperable with existing migrant registries".⁷⁰ The Commission reiterates that the creation and strengthening of the National Registry of Disappeared Persons must guarantee its transparency and access by family members. In the case of the implementation of a census, it would be necessary to make public the procedure of the alleged data purification and the mechanisms by which the registry of disappeared persons would be carried out, transmitting to the public which is the authorized civil service and what are the questions that will guide its realization.

Recommendation No. 12 Strengthen existing mechanisms for early warning and urgent search in cases of disappearance of women and girls to ensure their effective implementation at the federal, state, and municipal

⁶⁹ Centro Prodh, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

⁷⁰ ONU, Comité contra la Desaparición Forzada, Informe sobre su visita a México en virtud del artículo 33 de la Convención, 12 de abril de 2022.

levels. Likewise, strengthen the National Registry of Data on Missing or Disappeared Persons so that it provides accurate and reliable information on missing and forcibly disappeared women and girls.

69. Within the framework of Chapter V of the 2023 Annual Report, the State reported that the Alba Protocol and the Amber Alert are in operation throughout Mexico, with differentiated approaches according to gender and the condition of children and adolescents. However, civil organizations highlighted problems in the homologation of the Alba Protocol, its lack of dissemination and adequate resources for its implementation. The IACHR welcomed the inclusion of differentiated approaches in the Standardized Search Protocol, but noted that the State had not submitted recent updates on measures for the approval of the Alba Protocol. Therefore, the recommendation remained in substantial partial compliance. The IACHR urged the State to standardize the application of these protocols and to ensure their effective implementation in all states.⁷¹

Compliance Information

70. In 2024, the State reported that the PHB includes a section entitled "Differentiated Search Guidelines," which would summarize the specific actions to be taken when missing or missing persons belong to vulnerable groups, such as migrants, people with disabilities, women, children, adolescents, human rights defenders, and journalists, among others. This would be intended to distinguish the conditions of vulnerability associated with disappearance in order to be considered as central axes in the search processes. The State specified that when searching for persons from indigenous peoples, an intercultural perspective must be used that guarantees the right to participation and information of their communities, which would include the availability of interpreters and traditional authorities as representatives of the families in the search process.⁷²

71. According to the State, in the case of missing persons from the LGBTI population, street populations, or sex workers, the authorities should recognize that their closest link may be community-based, so that the rights of participation and information granted by the General Law should be extended to the members of these populations, ensuring that they are included in the search process. In addition, the gender approach would make it possible to analyze the dynamics of power and vulnerability associated with sexual and gender identity in cases of disappearance. The State reported that prosecutors' offices and search commissions would be responsible for mapping gender-related patterns of disappearances. Thus, the Alba Protocol would establish guidelines for the differentiated search for women, and the CNB, together with the National Commission to Prevent and Eradicate Violence against Women (CONAVIM), would have worked to harmonize this protocol in the 32 states. Although some state protocols would still apply a 72-hour deadline for the search, he clarified that the Homologated Search Protocol and the Additional Protocol for the Search for Children and Adolescents (PANNA) would require an immediate response.⁷³

72. Within the framework of the PHB, the State stated that the authorities would have a reinforced duty of diligence in the search for children and adolescents, applying the best interests of the child. On the other hand, the Amber Alert would represent a national mechanism for the rapid search for missing minors, which involves various authorities and sectors of society. According to Mexico, when the disappearance of a minor is reported, the search strategy would be coordinated immediately, deciding whether to activate the Amber Alert. In this way, the strengthened mechanisms would allow for a faster, more coordinated response adapted to the needs of vulnerable groups, ensuring accurate and reliable information on missing women and girls.⁷⁴

⁷¹ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 84-87.

⁷² SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 12](#), Chapter V, September 30 and October 1, 2024.

⁷³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 12](#), Chapter V, September 30 and October 1, 2024.

⁷⁴ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 12](#), Chapter V, September 30 and October 1, 2024.

Analysis and level of compliance with the recommendation

73. The Commission welcomes the strengthening of search protocols and alerts that ensure a differentiated approach that addresses the particularities of the various groups in vulnerable situations. In this sense, the first part of the recommendation advances to **full compliance**. However, the IACHR reiterates its concern regarding the challenges identified in relation to the Registry of Disappeared Persons, which were developed in the analysis of the previous recommendation. In this regard, although this recommendation has been fully complied with, the IACHR will continue to monitor the strengthening of the Registry of Disappeared Persons in the context of the follow-up to Recommendation 11 of this Report.

Recommendation No. 13 To heed the recommendations of the GIEI in accordance with the powers conferred in its mandate, specifically its repeated request to meet with members of the Army, as well as to visit Battalion 27 and continue with the investigations in the case. Consider the use of similar mechanisms for other cases of serious human rights violations.

74. In 2023, the State highlighted progress in the Ayotzinapa case, such as the Commission for Truth and Access to Justice in the Ayotzinapa Case (COVAJ) recognizing the State crime and new lines of investigation; and mentioned the identification of three students and the reactivation of searches. However, civil society organizations expressed concern about the lack of significant progress, the deteriorating relationship with families, and the refusal of the armed forces to collaborate with the GIEI, which withdrew due to obstacles in accessing crucial information. The IACHR welcomed the creation of COVAJ and the Special Unit for Investigation and Litigation for the Ayotzinapa Case of the Public Prosecutor's Office (UEILCA), but noted that the GIEI had faced serious difficulties in its work, including the refusal of the Armed Forces to hand over documents. The Commission considered that, despite some progress, the recommendation remained partially implemented due to the lack of full cooperation and the need for additional measures to guarantee justice and access to information.⁷⁵

Compliance Information

75. In 2024, the State reported that COVAJ had implemented a comprehensive model focused on victims. In this regard, he clarified that COVAJ had held 79 meetings to evaluate the progress of the case. The State referred to the publication of the Second Report in September 2023; and the publication of an *addendum* in October. The State highlighted that 191 search actions were carried out at facilities under military control between September 2023 and June 2024. As a result of these investigations, 124 people were arrested, of which 35 would be members of the criminal organization "Guerreros Unidos", and 70 police officers from different corporations and former public servants. In terms of prosecution, 48 working sessions would have been held with new informants, and collaboration with the government of Israel in the process of extradition of Tomás Zerón would continue. According to information provided by the State, 5,677 consultations were provided to the families of the victims, who would continue to receive support from social programs.⁷⁶

76. For their part, civil society organizations related to the case reiterated their concern, because there would be little progress in the investigation process during the last year. To this would be added a deterioration of the relationship with the families of the 43 disappeared students with the authorities. The organizations stressed that after the departure of the GIEI there would not have been similar mechanisms. Similarly, they specified that, based on the latest GIEI report in which it was denounced that the Armed Forces had not cooperated in providing all the required information, the families would have promoted various actions of complaint and litigation so that the requested intelligence information be sent⁷⁷: in particular, an undetermined number (at least 800) of reports from the Regional Intelligence Fusion Center. According to the

⁷⁵ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 89-97.

⁷⁶ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 13](#), Chapter V, September 30 and October 1, 2024.

⁷⁷ Centro Prodh, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024; El País, [El GIEI se despide del 'caso Ayotzinapa' apuntando nuevamente al Ejército](#), 25 de julio de 2023; Centro Prodh, [Poder Judicial ordena al Ejército no destruir documentos del caso Ayotzinapa](#), 3 de septiembre de 2023.

organizations, despite these efforts, the information has not yet been provided, which would end up further deteriorating the dialogue between the families and the federal authorities. On the other hand, the organizations said that the authorities sought to impose the burden of searching for information on the families themselves. In this regard, they conveyed that in June 2024 the Federal Government delivered to the families 15 pages of the more than 800 that the families had requested in writing to the President of the Republic. The folios delivered would confirm that there would still be more information in the military archives that would have to be delivered.⁷⁸ The organizations reported that these documents would transcribe telephone taps made in communications of people possibly related to the events, which would reinforce the need for all information related to them to be made available. In addition, they reported that, in a meeting with federal authorities, including the then President of the Republic, it was said that there were just over 600 pages that the Army unilaterally determined were not relevant⁷⁹. Finally, the Inter-American Commission learned that on December 4, the victims' relatives had a first meeting with President Claudia Sheinbaum. According to the representatives, the President "was clear on the need to rebuild the dialogue";⁸⁰ and offered "a new route to continue with the investigations of the whereabouts of the students, with the formation of a team of experts who will use technology, and to make a new review of the current files".⁸¹

Analysis and level of compliance with the recommendation

77. The IACHR welcomes the efforts of the new administration to resume dialogue and trust with the families, and the implementation of measures aimed at guaranteeing resources and experts to the judicial authorities in charge of the investigation. Notwithstanding the foregoing, the Commission observes with concern the lack of progress in the investigation reported by the families and their representatives, as well as the departure of the GIEI, which decided not to continue its work in Mexico as a result of "a systematic concealment of information by SEDENA."⁸² The families and their representatives have the right to access information related to the case, regardless of the relevance with which the authorities qualify them.

78. However, taking into account that the recommendation provides that the State guarantees the GIEI the possibility of meeting with the Army and that the Group is no longer in operation, compliance with this recommendation is devoid of substance, so **that its follow-up is considered closed**. The foregoing does not mean that the State's obligations in relation to the rights of the victims and their families in the Ayotzinapa area have been fulfilled; however, the IACHR will continue to follow up on these obligations within the framework of Precautionary Measure 409/14 and its monitoring functions.

C. Torture

Recommendation No. 14 Adopt a General Law on Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment and adopt all necessary measures to ensure that, at both the federal and state levels, legislation and practices are in conformity with international standards on the subject, in particular the Inter-American Convention to Prevent and Punish Torture.

79. In Chapter V of the 2023 Annual Report, the State reported that the Attorney General's Office established the Operating Guidelines of the National Registry of the Crime of Torture (hereinafter, "RENATED") and has a Specialized Prosecutor's Office for the investigation of torture. However, civil organizations reported a high incidence of physical and psychological torture during detentions, according to the National Survey of

⁷⁸ Centro Prodh, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024; Centro Prodh, [Familiares de Ayotzinapa y organizaciones acompañantes precisan información difundida recientemente sobre el caso Ciudad](#), 27 de junio de 2024.

⁷⁹ Centro Prodh, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

⁸⁰ La Política Online, [Las familias de Ayotzinapa se reunieron por primera vez con Sheinbaum: "Fue un buen inicio"](#), 4 de diciembre de 2024.

⁸¹ El Universal, SEGOB supervisa búsqueda de los 43 normalistas de Ayotzinapa, 18 de diciembre de 2024.

⁸² Animal Político, ["Es imposible continuar el trabajo": GIEI deja caso Ayotzinapa y denuncia obstáculos de militares en la investigación](#), 25 de julio de 2023.

the Population Deprived of Liberty (ENPOL 2021); and highlighted the lack of publication of the National Program to Prevent and Punish Torture (hereinafter, "PNCT"), despite the fact that the Ministry of the Interior presented the Strategy against Torture. The IACHR considered that, although progress has been made in the creation of the necessary legislation and structures, significant challenges remain, including the effective application of the General Law to Prevent, Investigate, and Punish Torture and Other Cruel, Inhuman, or Degrading Treatment or Punishment (hereinafter, "General Law against Torture" or "LGT") and the publication of the PNCT. Compliance with the recommendation was therefore maintained at a partial level. The Commission stressed the need to harmonize local legislation with international standards and to ensure the full implementation of the General Law on the matter.⁸³

Compliance Information

80. In 2024, the State reported on the implementation of the National Strategy Against Torture (ENCT), which would aim to articulate a public policy to address this crime under two axes: (1) prevention of torture; and (2) care, assistance and comprehensive reparation for victims of torture. The ENCT is made up of 66 lines of action focused on the prevention and care of torture and six on the care, assistance and comprehensive reparation of victims of the crime of torture. 18 agencies and administrative units of the Federal Public Administration participate in its implementation, as well as the 32 states. Thus, the strategy would focus on the protection and promotion of human rights. Similarly, Mexico highlighted that, in October 2023, all states would join the ENCT. In this context, actions such as the National Training Program on Torture 2024-2025 have been implemented, which would seek to train public servants in the prevention and fight against torture and explained the establishment of the 2024 Annual Work Program and the 2024 National Campaign Against Torture, whose main objective would be to raise awareness among citizens and government personnel about the eradication of this crime.⁸⁴

81. The State referred to the Annual Report on Results, which provides for an evaluation of the impact of these measures in the coming years. He added that the National Campaign Against Torture "Mexico Without Torture", launched in June 2024, would aim to make the problem of torture visible and prevent its occurrence through communications aimed at society and public servants. This campaign would include images and messages that would reinforce the importance of respecting human rights and promoting a zero-tolerance policy towards torture. Additionally, within the framework of the International Day in Support of Victims of Torture, a virtual meeting was held that brought together authorities from the 32 states. Finally, the State mentioned that the Mechanism for Follow-up on Cases of Sexual Torture Committed against Women is a body created to monitor and accompany women victims of sexual torture, with a special focus on those who are deprived of their liberty.⁸⁵

82. For their part, civil society organizations reported that, seven years after the publication of the General Law against Torture (LGT), only one state of the republic, Oaxaca, would have a harmonized law on the matter; without there being a coordinated action to promote such a law in all entities; and that this has been recognized by the Follow-up Mechanism on Cases of Sexual Torture.⁸⁶ In relation to the National Program against Torture (PNT), between 2019 and 2021 a group of organizations worked on proposals with the various responsible authorities, including the SEGOB and the FGR. However, given the failure of the Attorney General's Office to publish the Program in accordance with Article 70 of the Law – which establishes that it should be published 180 days after the publication of the law – various organizations have filed legal appeals that continue to be heard. The organizations highlight that, seven years after the publication of the General Law

⁸³ CIDH, [Informe Anual. Capítulo V](#), México, 2023, párrs. 99-102.

⁸⁴ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 14](#), Chapter V, September 30 and October 1, 2024.

⁸⁵ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 14](#), Chapter V, September 30 and October 1, 2024.

⁸⁶ SEGOB, [Primer Informe anual de actividades 2023-2024. Mecanismo de seguimiento de casos de tortura sexual cometida contra las mujeres](#), 2024.

against Torture, the PNT has not been published and warn that the National Strategy against Torture, presented by the SEGOB, would not comply with the provisions of the LGT.⁸⁷

Analysis and level of compliance with the recommendation

83. The IACHR reiterates its analysis of 2023⁸⁸, in that the first component of this recommendation requesting the adoption of a General Law on the matter would be fully complied with, since said law was published in the DOF on June 26, 2017.⁸⁹ However, the recommendation also calls for measures to ensure that legislation and practices are in line with international standards in this area. The available information provided to this Commission shows important challenges in this regard. Similarly, the Commission notes that the State did not provide updated information related to legislative harmonization at the local level in accordance with the General Law to Prevent, Investigate, and Punish Torture and Other Cruel, Inhuman, or Degrading Treatment or Punishment (General Law against Torture) and international standards on the matter. Finally, in the context of the application of the LGT, the Commission reiterates its concern over the statements that, according to the information provided, the FGR would have made in the sense of the "material impossibility for the publication of the PNCT."⁹⁰ Consequently, the IACHR concludes that this recommendation maintains a **partial level of compliance**.

Measures and information to advance the implementation of the recommendation

84. In order to comply with this recommendation, it is necessary for the State to provide information related to the progress made in harmonizing legislation at the local level with international standards to prevent and punish torture, taking into account the progress reported in previous years. This will allow the application of the LGT and the fight against torture to be carried out transversally throughout the institutional apparatus of the State. Similarly, it is essential that the State comply with the second component of the recommendation related to the effective application of the General Law against Torture, and this implies complying with the publication of the National Program against Torture (PNCT), under the terms of Article 70 of that law.⁹¹

Recommendation No. 17 Investigate cases in which judges have not ordered an investigation when there are allegations or indications of torture or ill-treatment. Ensure that the Istanbul Protocol is implemented at the national level by competent and independent authorities in an expeditious manner and under risk of sanctions.

85. Within the framework of Chapter V of the 2023 Annual Report, the IACHR learned about the National Registry of the Crime of Torture (RENADET), a tool for the investigation and collection of data on cases of torture and cruel treatment. However, civil organizations highlighted that, from January 2006 to October 2022, at least 33,768 cases related to torture were registered, with an estimated total number of 50,523 files nationwide. The IACHR stressed that compliance with the recommendation required progress in the investigation of cases where judges have not ordered investigations into allegations of torture, as well as the application of the Istanbul Protocol. Although measures and training had been implemented, the information available was not sufficient to confirm full compliance. Therefore, the level of compliance was considered partial, and the IACHR urged the State to provide information on the mechanisms for investigating cases of torture and the application of the Istanbul Protocol in all relevant cases.

⁸⁷ CIDH, [Periodo de Sesiones 178 - 8\) Combate a la tortura en México](#), Audiencia, 4 de diciembre de 2023.

⁸⁸ CIDH, [Informe Anual. Capítulo V](#), México, 2023, párr. 101.

⁸⁹ Diario Oficial de la Federación, [Decreto por el que se expide la Ley General para Prevenir, Investigar y Sancionar la Tortura y Otros Tratos o Penas Crueles, Inhumanos o Degradantes; y se reforman, adicionan y derogan diversas disposiciones del Código Penal Federal, de la Ley de la Comisión Nacional de los Derechos Humanos, de la Ley del Sistema Nacional de Seguridad Pública y de la Ley de Extradición Internacional](#), 26 de junio de 2017.

⁹⁰ SEGOB, [Estrategia Nacional contra Tortura](#), 27 de junio de 2023, pág. 13.

⁹¹ CIDH, [Informe Anual. Capítulo V](#), México, 2023, párr. 102.

Compliance Information

86. In 2024, the State said that the SCJN had strengthened its protection of the right not to suffer torture and to humane treatment through resolutions that would require due diligence in the investigation of acts of torture and updated the "Protocol for Trying Cases of Torture and Ill-Treatment," which guides judges on due process and access to justice. Mexico also reported that the SCJN had promoted training on the Istanbul Protocol and its application. It was also highlighted that the Federal Institute of Public Defenders (IFDP), since 2019, has a Technical Secretariat for Combating Torture, in charge of dealing with cases of torture and ill-treatment. In its observations on this report, the State reported that the IFDP has a Forensic Sciences Area (ACF), which provides opinions and advice following this protocol in cases of torture and cruel treatment. In 2024, the IFDP organized workshops on evidentiary exclusion, led by litigation experts, to strengthen strategies to ensure the elimination of evidence obtained by illicit means, the inputs of which are being used to develop new guidelines. In addition, the CJF has issued bulletins to promote the use of the Istanbul Protocol, strengthening the effective documentation of torture and cruel treatment. In addition, within the framework of the FORTAJUS-DH project, 12 standards have been developed to facilitate the identification of international obligations in the field of torture and 21 indicators to measure their compliance.⁹²

87. According to the State, this body has developed projects to adequately document the exclusion of evidence obtained under torture and other human rights violations in judicial proceedings. To date, he has obtained 33 favorable sentences in amparo for the benefit of torture survivors and has prosecuted three cases for this crime. From 2022 to 2023, the IFDP filed various legal actions in defense of 345 people in prison conditions that constituted acts of torture, achieving immediate suspensions to attend to these cases⁹³.

Analysis and level of compliance with the recommendation

88. The IACHR emphasizes that the content of this recommendation is twofold, the first in relation to the promotion of the investigation in cases with allegations or indications of torture, the second related to the application of the Istanbul Protocol at the national level, so that investigations are diligent. In this regard, although the State reported information on measures aimed at preventing torture and highlighted the IFDP's actions in dealing with cases of torture, the State did not submit information related to how it proceeds or what measures it has implemented to initiate investigation proceedings against judges who did not order investigations into possible acts of torture. Similarly, the second aspect of the recommendation is related to recommendation 14, which calls for the implementation of measures to ensure the harmonization of international standards in this area at the federal and state levels. The Commission emphasizes that, of the 32 states in Mexico, only one would have a harmonized law on the matter, so it could not be inferred that the application of the Istanbul Protocol is guaranteed throughout the country. Therefore, the recommendation remains **partially complied with**.

Measures and information to advance the implementation of the recommendation

89. In order to comply with this recommendation, the IACHR invites the State to provide information related to the mechanisms implemented to guarantee the investigation of cases where there are indications of torture, when judges have not ordered such investigations, including the results generated by these investigations. Information should be reported on ongoing judicial proceedings to ensure the implementation of the Istanbul Protocol in all cases where there are allegations or indications of torture.⁹⁴

⁹² Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

⁹³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 17](#), Chapter V, September 30 and October 1, 2024.

⁹⁴ CIDH, [Informe Anual. Capítulo V](#), México, 2023, párr. 112.

Recommendation No. 18 Establish the mandatory use of cameras and other security protocols during interrogations and patrols as a preventive measure against torture and other cruel, inhuman and degrading treatment.

90. According to Chapter V of the 2023 Annual Report, the State said that it had held meetings with the Armed Forces and police corporations to address the implementation of body cameras, including their placement in detention areas, and that it was working to strengthen the training of personnel in this area. However, civil society organizations reported that in 2020 and 2021 only 435 and 110 cameras had been granted to state public security agents, respectively, compared to a total of 174,536 agents nationwide. The IACHR observed that, in practice, the mandatory use of cameras and other security protocols in interrogations was not guaranteed. Although it welcomed the State's initiatives, it determined that these were only a first step to comply with the recommendation, which was still pending compliance. The IACHR urged the State to submit information on the progress made in the implementation of cameras and to take the necessary legislative actions to ensure the regulation and mandatory use of cameras in interrogations.⁹⁵

Compliance Information

91. In 2024, the State reported that it had adopted measures within its National Strategy against Torture to ensure the prevention of torture in the context of interviews. And it reiterated the information provided in the framework of compliance with recommendation 17.⁹⁶

Analysis and level of compliance with the recommendation

92. The IACHR positively values the measures reported by the State to prevent torture. However, the content of this recommendation addresses the specific measure of establishing the mandatory use of cameras and other security protocols in interrogations and patrols. The State did not report information related to that measure. In 2023⁹⁷, the State reported that meetings had been held for the implementation of these chambers. However, for 2024, the State did not report concrete information. Pending information on updated compliance measures, the IACHR concludes that compliance with this recommendation is still **pending**.

Measures and information to advance the implementation of the recommendation

93. In order to comply with the recommendation, the Commission invites the State to submit information on the progress and results of the initiatives to implement the use of cameras in interrogations. Similarly, it is necessary to carry out sufficient, indispensable and timely actions at the legislative level to guarantee the regulation of the mandatory use of cameras and other security protocols in interrogations.⁹⁸

Recommendation No. 19 Establish guidelines for federal and state application on the compilation of uniform statistics on serious human rights violations. In particular, the State must improve the system for collecting information in a disaggregated manner, with a consistent and transparent methodology.

94. For Chapter V of the 2023 Annual Report, the State stated that, since 2017, INEGI had been generating information annually on the management and performance of public agencies in the field of human rights through the National Human Rights Census and the National Survey of Adolescents in the Criminal Justice System (ENASJUP). The State implemented a protocol for cases of torture and a Classifier of Acts Violating Human Rights was being developed. However, the IACHR observed that the National Survey of the Population Deprived of Liberty (ENPOL) only processed data on persons deprived of liberty and did not cover serious human rights violations in a uniform manner. Despite the advances, the available information did not fully

⁹⁵ CIDH, [Informe Anual. Capítulo V](#), México, 2023, párr. 114.

⁹⁶ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 18](#), Chapter V, September 30 and October 1, 2024.

⁹⁷ CIDH, [Informe Anual. Capítulo V](#), México, 2023, párrs. 114 y 115.

⁹⁸ CIDH, [Informe Anual. Capítulo V](#), México, 2023, párr. 117.

comply with the recommendation, which led to classifying compliance as partial. The State was urged to expand data collection and ensure transparency in the collection of statistics on serious human rights violations.⁹⁹

Compliance Information

95. In 2024, the State reported that INEGI presented the results of the 2023 National State Human Rights Census (CNDHE) and the Federal National Human Rights Census (CNDHF). These censuses would provide information on the management and performance of the CNDH and the Public Human Rights Organizations (OPDH) in each state, focusing on functions of government, training, dissemination, defense and protection of human rights. Its objective would be to support the design, implementation, monitoring and evaluation of public policies at the national level. According to the National Census, in 2022, 156,743 alleged human rights violations were recorded. Of these, 23,749 were reported to the CNDH and 132,994 to the OPDH.¹⁰⁰

Analysis and level of compliance with the recommendation

96. The IACHR resumes its analysis made in recommendation 7, in the sense of positively evaluating the information provided by the State, which allows it to account for a solid information system that contributes to the analysis of data related to violence against groups in vulnerable situations. The IACHR invites the State to guarantee and strengthen the functioning of INEGI, which is an institution that exemplifies good practices in the systematization and processing of information. In this regard, the Commission concludes that this recommendation is moving towards **full compliance**.

Recommendation No. 20 Eliminate arraigo and flagrante delicto from the Mexican legal system.

97. For Chapter V of the 2023 Annual Report, the State referred to the initiation of internal files to study compliance with the judgments of the Inter-American Court of Human Rights (IACHR Court) in the cases "García Rodríguez et al. v. Mexico" and "Tzompaxtle Tecpile et al. v. Mexico,"¹⁰¹ in order to evaluate the measures that the Judiciary should adopt to align arraigo and pretrial detention with those judgments. However, civil society organizations reported that, eight months after the ruling in the García Rodríguez case¹⁰², the figures of arraigo and informal pretrial detention had not been eliminated from the Mexican Constitution (on this subject, see Recommendation No. 50). Although the jurisprudence established by the Inter-American Court of Human Rights had begun to be applied judicially, the recommendation was considered partially complied with due to the lack of legislative progress to eliminate the *arraigo*. The Commission suggested that the State organize public forums to discuss the elimination of this legal figure and take concrete actions to that end¹⁰³.

Compliance Information

98. In 2024, the State reported that the use of *arraigo* would have decreased since 2013. Thus, he reported that, in 2022, it was used in only 25 cases nationwide. Since the constitutional reform of June 18, 2008, the admissibility of arraigo was limited only to organized crime crimes. The SCJN's criterion has been that the exclusive competence to legislate on matters of organized crime corresponds to the Federation and, therefore, it determined that it is only the power of the Federation to legislate in relation to *arraigo*. This would imply

⁹⁹ CIDH, [Informe Anual. Capítulo V](#), México, 2023, párrs. 119-122.

¹⁰⁰ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 19](#), Chapter V, September 30 and October 1, 2024.

¹⁰¹ Corte IDH. Caso Tzompaxtle Tecpile y otros Vs. México, Excepción Preliminar, Fondo, Reparaciones y Costas, Sentencia de 7 de noviembre de 2022, Serie C No. 470.

¹⁰² Corte IDH, Caso García Rodríguez y otro Vs. México, Excepciones Preliminares, Fondo, Reparaciones y Costas, Sentencia de 25 de enero de 2023, Serie C No. 482.

¹⁰³ CIDH, [Informe Anual. Capítulo V](#), México, 2023, párrs. 124-126.

that, after the aforementioned constitutional reform, no federal entity would be empowered to legislate on this figure.¹⁰⁴

99. For their part, civil society organizations reported to the Commission that the State had not adopted legislative measures to eliminate the concept of *arraigo* from the Mexican Constitution. The organizations reported that, in the face of Congress' refusal to comply with the judgments of the Inter-American Court, the Judiciary has begun to apply, through jurisprudence, the established inter-American standards¹⁰⁵.

Analysis and level of compliance with the recommendation

100. There is no information reported to the Commission that accounts for initiatives aimed at eliminating the concept of *arraigo* from the Mexican legal system. In this regard, the Commission maintains **partial compliance with the recommendation**.

Measures and information to advance the implementation of the recommendation

101. The Commission reiterates what it has stated above to the effect that compliance with this recommendation can only be achieved with the legislative elimination of *arraigo*. The Commission suggests that the State implement forums for public and democratic debate to continue the discussion on the elimination of this legal figure, which has been used to favor practices of torture, accompanied by forceful actions that achieve the objective of this recommendation.¹⁰⁶

D. Extrajudicial executions

Recommendation No. 21 In any act in which there is deprivation of life by members of the security forces, carry out an exhaustive inquiry and investigation in accordance with international standards, and that investigations from the scene of the crime be carried out by experts who are not members of police or military agencies.

102. For Chapter V of the 2023 Annual Report, the State reported that, under the General Law against Torture, victims have the right to be evaluated by doctors or psychologists of their choice; and that medical-psychological opinions must comply with the Istanbul Protocol. However, civil society organizations reported the lack of a public policy to address extrajudicial executions perpetrated by security forces, which would complicate the identification and follow-up of these cases, and reported that the State had not created the Special Commission of Multidisciplinary Investigation recommended for cases of massacres and disappearances of migrants. Although the State provided details on the rights of victims in cases of torture, the lack of updated information and specific measures for cases of deprivation of life by security forces led the Commission to consider the recommendation as pending compliance. It was suggested that the State provide data on thorough investigations and the participation of independent experts in these cases.¹⁰⁷

Compliance Information

103. In 2024, the State referred to the Homologated Police Report (hereinafter "IPH") as an essential tool for police institutions, as it allows for the standardized documentation of information related to the availability of people and objects after police interventions. Its objective is to improve the efficiency of these procedures, guarantee due process and use the data for intelligence work that supports ministerial procedures. Between May 2019 and March 2024, 29.3 million reports were registered, with 1.4 million new records in the

¹⁰⁴ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 20](#), Chapter V, September 30 and October 1, 2024,

¹⁰⁵ Intersecta, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", del 11 de septiembre de 2024; Corte IDH, Caso García Rodríguez y otro Vs. México, Excepciones Preliminares, Fondo, Reparaciones y Costas, Sentencia de 25 de enero de 2023, Serie C No. 482.

¹⁰⁶ CIDH, [Informe Anual. Capítulo V](#), México, 2023, párr. 127.

¹⁰⁷ CIDH, [Informe Anual. Capítulo V](#), México, 2023, párrs. 129-130.

last period, of which 57% have a cartographic reference. In cases of interventions that result in injuries or deaths, the IPH requires a detailed report on the use of force, describing the conduct that motivated the use of force and the proportional level used, as established in articles 10 and 11 of the National Law on the Use of Force.¹⁰⁸

104. For their part, civil society organizations reported to the Commission that there is no public policy for dealing with cases of executions involving security forces. Cases of extrajudicial executions would continue to be investigated for the crime of homicide, so that there would be no differentiation or particular measures when the perpetrators are public servants. According to the information provided, this situation would complicate the identification of cases and their follow-up; there would be no collaboration of the Armed Forces in the investigations of cases involving their members; and prosecutors' offices would have a tendency to minimize the impact of such events¹⁰⁹. The organizations reported that, to date, the State has not created the special multidisciplinary investigation commission recommended by the United Nations Committee on Enforced Disappearances, in April 2022, for cases of massacres and disappearances of migrants, which should be made up of national and international experts to support investigations with a regional perspective¹¹⁰.

Analysis and level of compliance with the recommendation

105. The information provided does not reflect a specific measure aimed at guaranteeing exhaustive inquiry and investigation in cases where members of the security forces are involved in cases of extrajudicial executions. Although the Homologated Police Report represents a first step in the documentation of these cases, there is no information on the follow-up of the investigation processes and how its application has impacted the clarification of responsibilities. In this regard, the recommendation remains **partially complied with**.

Measures and information to advance the implementation of the recommendation

106. In accordance with the provisions of 2023, the IACHR reiterates that compliance with the recommendation requires measures that promote the investigation of the crimes in question. The Commission considers it important that specific data be provided on how a thorough investigation is being ensured in accordance with international standards. It is appropriate for the State to provide information on those cases in which independent experts participated.¹¹¹

Recommendation No. 22 Ensure that the Armed Forces record the numbers of people killed and injured in their operations and that the corresponding investigations are opened when appropriate.

107. For Chapter V of the 2023 Annual Report, the State reported that, through the National Federal Human Rights Census (CNDHF) of the INEGI, information would be collected on human rights violations in which SEDENA and SEMAR are presumed responsible. The State reported that INEGI collects data on people who have died, been injured, and detained during confrontations with public security elements through several national censuses. However, civil society organizations highlighted that, despite the progress in recording figures on people affected by the Armed Forces, the quality of the information reported remained deficient, with inconsistencies and stigmatization. The Commission positively valued the State's efforts in data collection but determined that the information provided was not sufficient to demonstrate improvements in public policies related to the attention and investigation of these cases. Accordingly, the recommendation was

¹⁰⁸ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 21](#), Chapter V, September 30 and October 1, 2024,

¹⁰⁹ Centro Prodh, FJEDD; Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret, SERAPAZ, *Idheas Litigio Estratégico en Derechos Humanos y Organización Ku'kay*; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

¹¹⁰ Comité Contra la Desaparición Forzada, Informe sobre su visita a México al amparo del artículo 33 de la Convención. Observaciones y segunda parte de las recomendaciones (art. 33 párr. 5), párr. 50, 12 de abril de 2022; FJEDD, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", del 19 septiembre de 2023.

¹¹¹ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párr. 132.

considered to be in substantial partial compliance. The State was urged to provide specific details on the operation and methodology of the Census, as well as on measures to improve the recording and investigation of cases related to the use of force.¹¹²

Compliance Information

108. In 2024, the State reported that, within the framework of the National Human Rights Information System (SNIGSPIJ), INEGI began in 2014 the Information Collection Program on Public Agencies for the Protection and Defense of Human Rights in Mexico, with the aim of systematizing and standardizing the data of the CNDH and the 32 state public agencies. The program was developed until 2016, when the review began to create an instrument that would capture information on violations and complaint procedures. In 2017, the Federal National Human Rights Census (CNDHF) was implemented, as part of the Specialized Technical Committee on Human Rights. Since then, the census has been carried out annually. The CNDHF uses existing classifications and catalogues and develops its own to standardise concepts and support comparative analysis. The data is collected through public informants in the CNDH, including specific roles to ensure the validity and officialization of the information. In this sense, INEGI's 2023 National State and Federal Human Rights Census identifies alleged human rights violations by security and justice agencies.¹¹³

109. However, civil society organizations indicated that there is no adequate registry of people deprived of life or injuries derived from the actions of the Armed Forces and that the Armed Forces do not comply with the detailed reports on the use of force as mandated by the National Law on the Use of Force¹¹⁴.

Analysis and level of compliance with the recommendation

110. The State reiterated the information related to the compilation of statistical information on human rights violations, which had already been evaluated positively in previous years—¹¹⁵ and which is even valued with respect to other recommendations of this same report. However, the State did not provide information specifically related to the provisions of this recommendation, regarding the need for the Armed Forces to record figures on people killed and injured in their operations. Nor did the State transmit information on the opening of investigations into these events. In this sense, it is identified that there is not enough information to update the level of implementation of the recommendation. Accordingly, the Commission determines that the recommendation remains in **substantial partial compliance**.

Measures and information to advance the implementation of the recommendation

111. In order to comply with this recommendation, the IACHR reiterates the importance of having specific information on the existence of a registry of dead and injured persons derived from the actions of the Armed Forces, and on how its findings impact the opening of corresponding investigations.¹¹⁶

Recommendation No. 23 Establish a national registry on the location of unidentified remains buried in cemeteries throughout the country with causes of violent death. It is also recommended to search for clandestine graves in states that have registered high levels of violence.

112. Within the framework of Chapter V of the 2023 Annual Report, the State informed the Commission about the beginning of the operation of the National Forensic Data Bank (BNDF) and the National Registry of Unidentified and Unlocated Deceased Persons (RENAPEFA) as of May 29, 2023, with a gradual

¹¹² CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 134-137.

¹¹³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 22](#), Chapter V, September 30 and October 1, 2024.

¹¹⁴ Centro Prodh, FJEDD, Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret; SERAPAZ, Idheas Litigio Estratégico en Derechos Humanos y Organización Ku'kay; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

¹¹⁵ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 134-137.

¹¹⁶ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 136-137.

implementation of the National Registry of Clandestine Graves (RENAFO). The State mentioned that the main difficulty lies in the quality of the information and the lack of standardization between states and the central government. Civil society organizations highlighted the lack of an effective national registry, and delays in the implementation of forensic search and identification mechanisms, despite the law in force for six years. The IACHR recognized the State's efforts, but considered that the recommendation remained partially complied with, due to the need for effective coordination between authorities and significant progress in the implementation of the searches and search mechanisms. The State was urged to provide additional information on the operation of these databases and the activities involved in the search for clandestine graves.

Compliance Information

113. In 2024, the State said that in 2020 the CNB created the Mass Graves Module (MFC), a database that centralizes and standardizes information on bodies and remains buried in mass graves in Mexico. This system periodically compares the information with the Registry of Missing Persons (RNPDO) to find possible matches. Matches are evaluated to eliminate false positives and, if viable, investigated with local authorities. The MFC is updated through the systematization of burial and exhumation records provided by the cemeteries. The State reported that, between September 2023 and July 2024, the mass graves of 41 cemeteries have been reviewed, systematizing a total of 42,445 burials. The State reported the registration of 1,408 alternative data, such as variations in names, dates and folios. The National Forensic Data Bank concentrates the databases of the states and the Federation; as well as other databases that have relevant forensic information for the search and identification of missing and unlocated persons. Based on the General Law, it is the responsibility of the Attorney General's Office to coordinate the operation and centralize the information of the National Forensic Data Bank, as well as to administer the Federal Forensic Registry¹¹⁷. In its observations on this report, the State added that the Criminal Investigation Agency (AIC) of the Attorney General's Office is part of the National Exhumation Plan, making progress in the creation of protocols for controlled exhumations, with the objective of improving the identification of deceased persons in mass and clandestine graves. The AIC has worked on the consolidation of the National Registry of Common and Clandestine Graves (RENAFO), which collects information on municipal cemeteries and findings of clandestine graves identified by law enforcement institutions.¹¹⁸

114. The civil society organizations in turn reported that, to date, the National Registry of Mass Graves and Clandestine Graves, stipulated in Article 4, paragraph XXII of the General Law on Disappearances, which should concentrate information in relation to the mass graves that exist in the cemeteries and cemeteries of all the municipalities of the country, has not been consolidated. as well as the clandestine graves that the Prosecutor's Office and the Local Prosecutor's Offices and Prosecutors' Offices locate. Article 135 of the law provides that a National Program of Exhumations and Forensic Identification must be created, under the responsibility of the Attorney General's Office, which must contain, at least, the list of all the cemeteries and cemeteries in the country, as well as information on the number of unidentified bodies buried in each one and the corresponding circumstances and contexts. However, according to the information sent by the FGR, the Registry of Mass Graves, as regulated by law, would continue to do not exist.¹¹⁹

Analysis and level of compliance with the recommendation

115. The IACHR reiterates what it said in 2023, in that it recognizes that institutional efforts have been made by the Mexican State to address the crisis of disappearance of persons and human identification, which have included the implementation of the BNDF and RENAPEFA. The Commission notes positively that

¹¹⁷ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 23](#), Chapter V, September 30 and October 1, 2024.

¹¹⁸ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

¹¹⁹ Centro Prodh, FJEDD; Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret, SERAPAZ, Ideas Litigio Estratégico en Derechos Humanos y Organización Ku'kay; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

the gradual implementation of RENAFO has begun. However, the IACHR once again observes a lack of coordination between authorities. The Commission is struck by the fact that, as in recommendation 14, although the law establishes the FGR as the competent authority—due to the characteristics of its competencies and investigative powers—these initiatives are being addressed by other state entities that lack the same powers. In this regard, although the actions implemented are positively valued, the IACHR maintains that this recommendation is in **partial compliance**.

Measures and information to advance the implementation of the recommendation

116. Recalling the guidance provided in the last annual report, the IACHR considers that, although there are several databases reported by the State of unidentified remains, it is necessary to have records in which the information dialogues in a coordinated manner to promote the exchange of information; and with an objective and transparent methodology that facilitates access to information for people who are looking for their disappeared relatives. The Commission invites the State to provide additional information on how the databases that have been designed in relation to the location of remains of persons who died in violent deaths and clandestine graves work effectively.¹²⁰

Recommendation No. 24 Establish an autonomous national forensic services institution with adequate infrastructure, adequate human and financial resources, and standardized protocols applicable at the national level.

117. For Chapter V of the 2023 Annual Report, the State informed the Commission that the established expert procedure must follow a scientific or technical methodology according to current legislation, and that progress had been made in the implementation of the National Center for Human Identification (hereinafter, "CNIH" or "National Identification Center") and the Protocol for the Identification of Human Remains (PHB). However, the Extraordinary Forensic Identification Mechanism (MEIF) had a limited operation and was unable to sign coordination agreements with the prosecutors' offices or clearly define its operational destination. Civil society organizations reported the lack of an independent national forensic services institution and the ineffective operation of the National Identification Center due to coordination and resource problems. The IACHR appreciated the progress made in the National Identification Center and the PHB, but considered that the forensic identification policy was still unclear and that the MEIF had not shown significant results. Therefore, the recommendation was updated to substantial partial compliance. The Commission reiterated the need for an independent national forensic institution and requested information on the autonomy and effectiveness of human identification centres.¹²¹

Compliance Information

118. In 2024, the State reported that the National Identification Center, in coordination with the CNB, is carrying out the forensic search for the identification of bodies and human remains, applying a massive approach and through forensic genetics, 15 brigades have been carried out to take genetic samples in eight states from 3,749 families of 1,466 victims; and, at the time of the presentation of the Report, 3,518 referential genetic profiles have been processed, of which 1,102 have been delivered to relatives and 2,416 are in the process of being delivered. The State reported that, in collaboration with the United Nations Population Fund (UNFPA), 290 necrofingerprint records were digitized in three states. The CNIH reported 299 lophoscopic hits, which allowed the restitution of 12 individuals to their families in different states. In the area of genetics, 22 matches were registered, of which three remains of deceased people were returned to their families.¹²²

119. For their part, civil society organizations recalled that in May 2022 the General Law on Disappearances had been amended to create the National Center for Human Identification, as an administrative

¹²⁰ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párr. 143.

¹²¹ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 145-147.

¹²² SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 24](#), Chapter V, September 30 and October 1, 2024.

unit, with technical-scientific independence, attached to the National Search Commission, which was to safeguard information aimed at human identification. And that this information, once processed, should be sent to the competent authority and made known to the families concerned.¹²³ However, they stressed that, after the changes in the ownership of the CNB, the National Identification Center would have begun to be dismantled and, with it, the proposal to generate massive schemes¹²⁴. The organizations reported that the representative of the FGR during a session of the National Search System acknowledged that, in 2023, the institution's expert services genetically identified only 35 people and 4 with fingerprint crosses,¹²⁵ in the face of the crisis of tens of thousands of missing people in the country. Additionally, according to public information, 40 of the 59 specialists hired for the National Identification Center would have been dispensed with¹²⁶. Finally, they stressed that since the CNIH was created as an administrative unit attached to the CNB with powers limited to those established in the General Law on Disappearances, the systems of expert and forensic services in the country were not reformed with the creation of the National Identification Center, so they would continue to depend on the mostly from the Attorney General's Office and state prosecutors' offices.¹²⁷

Analysis and level of compliance with the recommendation

120. The IACHR notes with concern the information highlighted by civil society that the recently created National Identification Center is being dismantled, that there have been layoffs of personnel, and that the personnel who remain attached to it lack professionalization. In 2023, the IACHR had already announced that, in order to advance in the level of compliance with this recommendation, it was essential to strengthen the National Identification Center. However, the available information does not distinguish new actions from such strengthening, but only decisions that would affect its operation and viability. Therefore, the IACHR considers it necessary to go back in the level of compliance with this recommendation to **partial compliance**.

Measures and information to advance the implementation of the recommendation

121. Compliance with the recommendation in question implies the creation of a national institution of forensic services independent of the organs of law enforcement and administration of justice and, where appropriate, the creation of counterpart institutions at the State level¹²⁸. While the human identification centers pointed in this direction, the IACHR invites the State to report on their current operation, functioning, and capacities, together with the level of autonomy that these institutions enjoy to meet the standard required by the recommendation.

Recommendation No. 25: Carry out all processes of exhumation and identification of remains with strict adherence to the dignified treatment of the victims' relatives by the authorities of all levels of government involved in the process.

122. For Chapter V of the 2023 Annual Report, the Commission learned about the application of the Protocol for the Identification of Human Remains (PHB) and the Internal Guide for Comprehensive Attention to Victims. The Forensic Commission identified 72 remains of migrants in San Fernando and 96 remains in

¹²³ Ley General de Desaparición, art. 4, párr. V Bis y art. 53 XXVI, *Quarter*.

¹²⁴ Gobierno de México, [Centro Nacional de Identificación Humana, institución única al servicio de la sociedad](#), 9 de agosto de 2022.

¹²⁵ SEGOB, [Primera Sesión Ordinaria del SNB de 2024](#), 2 de febrero de 2024, min. 3:05.00.

¹²⁶ FJEDD, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", del 19 septiembre de 2023. Centro Prodh, FJEDD, Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret, SERAPAZ, Idheas Litigio Estratégico en Derechos Humanos y Organización Ku'kay; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024; Milenio, [Dejan 104 funcionarios la Comisión Nacional de Búsqueda; despidos y renuncias, las causas](#), 1 de febrero de 2024; Animal Político, [Más de 100 despidos, presiones y rechazo para renovación de contratos prevalecen en la Comisión Nacional de Búsqueda](#), 1 de febrero de 2024; Aristegui Noticias, Desmantelamiento del CNIH abona a incertidumbre en búsqueda de personas desaparecidas en México, 5 de febrero de 2024.

¹²⁷ Centro Prodh, FJEDD, Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret, SERAPAZ, Idheas Litigio Estratégico en Derechos Humanos y Organización Ku'kay; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

¹²⁸ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párr. 149.

Cadereyta and the Organic Statute of the FGR was published, creating the Special Prosecutor's Office for the Investigation of Crimes Related to Migrants and Refugees. Civil society organizations highlighted the publication of the new Guidelines for the External Support Mechanism for Search and Investigation (MAEBI), but expressed concern about the lack of clarity in coordination; and obstacles faced by the Forensic Commission due to lack of support and collaboration. The IACHR welcomed the State's efforts to treat the victims with dignity and considered that the recommendation was moving towards partial compliance, asking the State to report on the results of the implementation of the protocols.¹²⁹

Compliance Information

123. In 2024, the State said that the dignified treatment of family members in the exhumation and identification processes is a priority for the CNB. The State reported that, at the Third Ordinary Session 2024 of the SNB, it was emphasized that this administration would have stopped seeing the victims of disappearance as simple statistics, recognizing their histories and families. Finally, the State reported data related to the number of searches and meetings with groups and family members¹³⁰. The State added in its observations on this report that, out of a total of 72 remains of migrants located in San Fernando, the Forensic Commission has been able to identify three. Likewise, with respect to the remains identified in Cadereyta, the Commission has confirmed the identity of 17.¹³¹

Analysis and level of compliance with the recommendation

124. The Commission considers it necessary to insist that the information provided be related to specific measures and/or actions to comply with the recommendation. In this sense, although prioritizing dignified treatment of families and victims and expressing that victims are not a statistic are valued as positive statements, the State does not report concrete actions from which it could be verified that dignified treatment is guaranteed in exhumation and identification processes. Therefore, in the absence of tangible information, the recommendation remains in **partial compliance**.

Measures and information to advance the implementation of the recommendation

125. To guide the implementation of this recommendation, the IACHR invites the State to adopt and report on concrete measures and/or actions that guarantee results from the implementation of its protocols on the dignified return of human remains to the families and to report to the Commission on these advances.

Recommendation No. 26 Continue and deepen the work of the Forensic Commission for the Identification of Remains in cases found on migrant routes. Adopt the necessary measures for the creation of the Transnational Mechanism for Access to Justice for Migrants and their Families, as well as the creation of a Special Prosecutor's Office for Crimes of Violence against Migrants at the federal level.

126. For Chapter V of the 2023 Annual Report, the State reiterated the approval in 2022 of the Guidelines of the Foreign Support Mechanism for Search and Investigation (MAEBI) by the National Search System. These guidelines allow Mexican embassies, consulates, and attaché offices to act as points of contact for families of persons who have disappeared abroad, making it easier to report disappearances and obtain information from their countries of residence. The IACHR welcomed these guidelines to improve coordination and cooperation in the search for missing migrants, but considered that the recommendation continued to be partially complied with due to the lack of additional information on the effectiveness of the MAEBI, the Forensic

¹²⁹ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 151-154.

¹³⁰ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 25](#), Chapter V, September 30 and October 1, 2024.

¹³¹ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

Commission, and the Special Prosecutor's Office. The IACHR requested updated information on the implementation and functioning of these entities in order to evaluate compliance with the recommendation.¹³²

Compliance Information

127. In 2024, the State stated that migrants have the right to access to justice, regardless of their nationality or migratory status. Thus, the Office of the Special Prosecutor for Migration Crimes (FEDPMR) of the Office of the Attorney General of the Republic is responsible for investigating and prosecuting federal crimes committed against migrants, and coordinating actions for the reparation of damage to victims. Mexico highlighted that there are currently eight states with Specialized Prosecutor's Offices for Attention to Migrants. The State reported that the Legal Advisory Unit of the Federal Institute of the Public Defender's Office also offers specialized services for migrants and labor matters. The State recalled that, in May 2022, the Roundtable for the Search for Missing Migrants had been established, which has coordinated efforts with authorities in Honduras and several Latin American countries to search for missing persons in transit through Mexico. The State clarified that MAEBI was created to strengthen collaboration between various Mexican authorities and their counterparts abroad.¹³³

128. For their part, civil society organizations reported that the MAEBI Guidelines, published in the Official Gazette of the Federation on December 14, 2022, would constitute an adequate measure to guarantee the implementation and effectiveness of the MAEBI. The foregoing, given that they make explicit legal obligations of the agencies in charge of receiving and attending to reports of disappearances and define lines for the attention to victims and follow-up of cases, as well as for articulation between countries. On the other hand, according to the organizations, the Guidelines would guarantee the application of the MAEBI to all countries in the region and reported that the Forensic Commission would continue to map victims of the three massacres that were the object of its mandate (the massacre of 72 migrants, the clandestine graves of San Fernando, the massacre of Cadereyta) and that, At the time of sending this report, it would have been able to identify, notify and repatriate/deliver the bodies of 97 victims¹³⁴.

Analysis and level of compliance with the recommendation

129. The IACHR appreciates the information provided that accounts for the creation of a Specialized Prosecutor's Office for Migration Crimes at the national level. The IACHR also recognizes that the MAEBI would have guidelines that would guarantee its operation and that the work of the Forensic Commission would continue to be carried out properly. The Commission therefore concludes that this recommendation is moving towards **full compliance**.

Recommendation No. 27: Implement a national mechanism to facilitate the exchange of forensic information on the unidentified remains of missing Mexicans and Central Americans in Mexico with the forensic banks of missing migrants that have been developed in the region.

130. For Chapter V of the 2023 Annual Report, the State reiterated the implementation of the Registry of Disappeared Persons (RNPDNO) within the National Public Security System, the approval of the Bases of Collaboration for several registries, including the National Forensic Data Bank (BNDF), the National Registry of Unidentified and Unclaimed Deceased Persons, the National Registry of Mass Graves and Clandestine Graves, and the National Genetic Information Base; and highlighted the participation of the Unit for the Investigation and Litigation of Crimes of Forced Disappearance (UIDPM) in the search for missing migrants convened by the CNB. However, civil society organizations reported that the Roundtable for the Search for Missing Migrants has not been installed or publicly convened, and that the progress of the Inter-

¹³² CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 156- 158.

¹³³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 26](#), Chapter V, September 30 and October 1, 2024.

¹³⁴ FJEDD, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

Institutional Working Group Specialized in the Search for Foreign Migrants is not known. The IACHR appreciated the implementation of the Roundtable but stressed the need for actions to include the participation of the families of the disappeared. The recommendation was considered partially complied with due to the lack of information on how the records would facilitate data sharing with forensic banks in the region. The IACHR requested additional information on the effectiveness of the Roundtable and the specific measures for the exchange of forensic data with other countries.

Compliance Information

131. In 2024, the State reported that the General Law on Disappearances provides for coordination between different levels of government to search for missing and unlocated persons and incorporates a differentiated approach and special measures for the search for migrants. The law mandates the creation of various institutions, including the National Search System and the RNPDO. The State highlighted that, in November 2021, a roadmap was approved to prepare the Regulations of the General Law on Disappearances in collaboration with the families of the victims, civil society organizations, and authorities. Subsequently, in December 2022, the Guidelines of the Foreign Support Mechanism for Search and Investigation (MAEBI) were approved, which will allow Mexican embassies and consulates to operate as windows for relatives of foreigners who have disappeared in Mexico to report and report cases from their country, as well as request information and initiate procedures related to their rights. In May 2022, the Search Table for Missing Migrants was established, which includes the Inter-Institutional Working Group and the MAEBI. Between September 2022 and June 2023, meetings were held with Honduran authorities to coordinate efforts in the search for missing persons in their transit through Mexico. The State reported that three regional roundtables were held with consulates and embassies of several Latin American countries, and a National Meeting of Local Search Commissions to exchange best practices and design strategies for the search for migrants. Finally, the State specified that, in 2023, the CEAV coordinated with the Ministry of Foreign Affairs to follow up on cases of Hondurans recognized as victims of crime in Mexico.¹³⁵

132. For their part, civil society organizations reported that the operating guidelines of the Search Table for Missing Migrants are pending publication, which hinders its operation. The process of approving the draft guidelines, worked on jointly by the organizations and the National Search Commission, would have been hindered since the change of its head. However, organizations, together with committees of relatives from Central America, have held several meetings with the new administration of the CNB to promote the guidelines, which would have been complex in 2024 due to the institutional paralysis generated by the presidential electoral process.¹³⁶

Analysis and level of compliance with the recommendation

133. The IACHR welcomes the State's efforts to establish mechanisms for the exchange of forensic information and the creation of platforms to coordinate the search for disappeared persons. However, there is still a need to ensure effective implementation that integrates the participation of victims' families and ensures adequate data sharing with forensic banks in the region. Therefore, the IACHR concludes that this recommendation continues to be **substantially partially complied with**.

Measures and information to advance the implementation of the recommendation

134. The IACHR invites the State to increase transparency regarding the results achieved by the Inter-Institutional Working Group. The Commission recommends strengthening the exchange of forensic

¹³⁵ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 28](#), Chapter V, September 30 and October 1, 2024.

¹³⁶ Centro Prodh, FJEDD, Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret, SERAPAZ, Ideas Litigio Estratégico en Derechos Humanos y Organización Ku'kay; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

information with regional databases to ensure better coordination and more effective results in the identification of human remains.

E. Access to justice

135. The Commission took cognizance of and closely monitored the constitutional reform of the judiciary, published on September 15, 2024, which has a direct impact on the right of access to justice. Although recommendations 29, 30, 31, 32, 33, 34, and 35 of this Report are framed in the area of access to justice, the detailed analysis of judicial reform is carried out in Chapter IV A of the IACHR's 2024 Annual Report.

Recommendation No. 29 Establish a coherent plan for cooperation between the federal and state law enforcement authorities in the investigation of serious human rights violations, with a comprehensive vision, specific protocols, and the adoption of technical-professional, rather than political, criteria in attracting investigations by the federation.

136. In Chapter V of the 2023 Annual Report, the IACHR learned about the implementation of the General Law against Torture through inter-institutional collaboration, the preparation of the Strategic Plan for the Prosecution of Justice, and coordination with the Armed Forces and police corporations, and workshops given by the Office of the Special Prosecutor for Human Rights. However, civil society organizations highlighted the lack of adequate policies to address serious human rights violations, deficiencies in coordination between the FGR and the states in cases of migrants, and the prevalence of impunity in massacres of migrants. The IACHR appreciated the State's efforts but concluded that additional information was required on inter-institutional cooperation and the results of the investigations, maintaining partial compliance with the recommendation.¹³⁷

Compliance Information

137. In 2024, the State reported that the National Conference on Law Enforcement (CNPJ) would have established itself as a forum in which prosecutors and prosecutors share information, best practices, and experiences aimed at improving the investigation of crimes. Between April 1, 2023 and March 31, 2024, the CNPJ held the XLVIII and XLIX plenary assemblies and held eight regional sessions, in which 90 agreements were adopted; such as the homologation of the criminal type of femicide, the creation of collaboration bases for forensic records, and the development of an investigation protocol under the National Model of Police and Civic Justice. Within the framework of the "Zero Impunity" strategy, collaboration between security and law enforcement authorities has been promoted, allowing the arrest of more than 84,000 members of criminal gangs, of which approximately 10,000 belong to criminal organizations. In the field of femicides, between July 2022 and March 2024, 1,149 femicides were arrested and 401 convictions were issued, achieving a 41.5% reduction in the crime of femicide compared to December 2018.¹³⁸

Analysis and level of compliance with the recommendation

138. The IACHR recognizes the State's progress in creating spaces for cooperation and coordination between different levels of government and in the implementation of strategies aimed at combating serious human rights violations. However, it is still necessary to evaluate the effectiveness of inter-institutional collaboration to guarantee the investigation and punishment of all crimes involving serious human rights violations in a comprehensive manner. Therefore, the IACHR concludes that the recommendation remains in **partial compliance**.

¹³⁷ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 168-169.

¹³⁸ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 29](#), Chapter V, September 30 and October 1, 2024.

Measures and information to advance the implementation of the recommendation

139. The IACHR recommends that the State increase transparency regarding the concrete results of the National Conference on Law Enforcement and strengthen accountability in the implementation of agreements and protocols. The Commission suggests that efforts be intensified to address cases of forced disappearance, particularly against migrants and other high-impact crimes in which impunity persists.

Recommendation No. 30 Adopt specific protection measures for victims, their families, representatives, witnesses, experts, and defenders who participate in the investigation or search for justice when they are at risk. Guarantee access to the files for family members and legal representatives. Impose appropriate sanctions in cases of retaliation against any of these individuals.

140. In Chapter V of the 2023 Annual Report, the IACHR learned about the application of the Protection Mechanism and the collection of data by INEGI on complaints of human rights violations and victim protection measures. However, civil society organizations denounced an alleged internal policy in the Mechanism to reduce expenses, which would have led to the withdrawal of protection measures for people at risk. The IACHR valued the existing regulatory framework but stressed the need to strengthen protection measures and to receive additional information on access to files and sanctions for reprisals, concluding that the recommendation remained partially complied with.¹³⁹

Compliance Information

141. By 2024, the State reported that it would have included a new strategy that provides for the responsibility of the perpetrator in the comprehensive reparation of the damage and guarantees the non-repetition of the facts. In the event that the perpetrator lacks the resources to repair the damage, the State would have assumed the responsibility of providing subsidiary compensation. Between 2021 and 2023, the CEAV would have managed 21,069 files and offered 280,309 services to 32,783 victims. From May 2019 to March 2024, the CEAV would have issued 1,255 resolutions of reparation for human rights violations, benefiting 5,308 victims. As of June 2024, the National Registry of Victims (RENAVI) would register 75,863 people, and between January 2023 and June 2024, 19,246 new people would have been registered as victims.¹⁴⁰ She also stressed that the Inter-Ministerial Commission against Trafficking in Persons, coordinated by the Ministry of the Interior, would have worked to prevent and eradicate this crime and its violations related to human rights, with a gender perspective. In 2023, 1,967 public servants would have been trained in this area. The State reported the establishment of a roundtable dedicated to trafficking in persons, reaching a total of 22 meetings as of March 2024, which would have led to 99 agreements and made it possible to identify 60 targets related to criminal trafficking groups.¹⁴¹

142. The State added in its observations on this Report that the CEAV maintains 35,832 active legal advice and representation files. During 2024, 1,019 files were concluded and 155,631 legal services were granted, benefiting 7,483 women and 14,017 men in the situation of victim.¹⁴²

Analysis and level of compliance with the recommendation

143. The IACHR recognizes the State's significant progress in creating and strengthening mechanisms for the protection and comprehensive care of victims, as well as the increased financial support for the Protection Mechanism. However, further strengthening of protection measures and transparency in the

¹³⁹ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 173-174.

¹⁴⁰ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 30](#), Chapter V, September 30 and October 1, 2024.

¹⁴¹ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 30](#), Chapter V, September 30 and October 1, 2024.

¹⁴² Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

implementation of resources is still needed, especially to ensure the continuity of effective protection measures for people at risk. The IACHR concludes that this recommendation continues to **be partially complied with**.

Measures and information to advance the implementation of the recommendation

144. The IACHR suggests that the State increase the effectiveness of protection measures and strengthen transparency mechanisms regarding the execution of the Protection Mechanism's budget. The Commission recommends ensuring access to the files for victims and their representatives, as well as adequate sanctions in cases of reprisals.

Recommendation No. 31 Adopt specific protection measures for justice operators in accordance with their particular needs and in consultation with them.

145. According to the information reported by the State for the 2023 Follow-up Report, the General Agreement that regulates security measures for public servants of the Judicial Branch of the Federation, excluding the SCJN and the Electoral Tribunal; and that contemplates self-protection practices and measures such as armored vehicles and escorts, was known. However, the Federal Institute of Public Defenders reported the case of Judge Angélica Sánchez, who had reportedly faced reprisals and arbitrary detentions following a court ruling, raising international concern about judicial independence. The IACHR valued the measures reported, but stressed that challenges persisted in the protection of justice operators, concluding that the recommendation continued to be partially complied with.¹⁴³

Compliance Information

146. In 2024, the State stressed that the security of justice operators would be essential to preserve their independence and the proper functioning of courts and tribunals. He said that, in situations of risk or intimidation, the Center for Attention to Security Requests (CASS) would have attended to 105 requests for protection for public servants, mainly from the Federal Criminal Justice Centers. For its part, the Executive Secretariat of Surveillance would have registered 242 matters related to the security of public servants, of which 147 would have resulted in support and protection measures. In total, 54 magistrates, judges, and other justice operators received security measures. In addition, according to the State, in order to prevent risks in judicial headquarters, operational processes were implemented, such as the evaluation of surveillance personnel, the supervision of security systems, and the monitoring of facilities, including the installation of security technology in various venues. These measures included the constant supervision of X-ray equipment and metal detectors, as well as information campaigns aimed at promoting a culture of personal security among public servants.¹⁴⁴ The State added that since 2023 the Security Coordination of the Judicial Branch of the Federation strengthened risk assessment, by optimizing the assignment of protection measures to public servants, as well as differentiated measures according to the level of risk.¹⁴⁵

147. For their part, civil society organizations expressed concern about the reforms to the Judiciary published in the Official Gazette of the Federation on September 15, 2024, which would have included the figure of "faceless judges" for the prosecution of organized crime cases. It should be noted that similar figures adopted in other States of the region have been declared contrary to the American Convention on Human Rights by the Inter-American Court of Human Rights (IACHR Court).

¹⁴³ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 180-183.

¹⁴⁴ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 31](#), Chapter V, September 30 and October 1, 2024.

¹⁴⁵ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

Analysis and level of compliance with the recommendation

148. The IACHR appreciates the State's efforts to improve security conditions for justice operators through self-protection and physical protection measures. However, recent reforms to the Judiciary, by contemplating popular election and with regard to the incorporation of measures to protect the identity of justice operators ("faceless judges"), could represent challenges to security and transparency in justice processes. The IACHR concludes that this recommendation is in **partial compliance**, and stresses the importance of implementing measures that strengthen the security of justice operators, which are compatible with the standards of the inter-American human rights system.

Measures and information to advance the implementation of the recommendation

149. The IACHR recommends that the State review the implications of the reforms, in consultation with experts and international organizations, to ensure that the protection and security measures for justice operators are in accordance with international standards on the subject.

Recommendation No. 32 Ensure the implementation of the General Law on Victims and the functioning of the Executive Commission for Attention to Victims at the federal and state levels. In consultation with civil society organizations and victims, analyze and concretely address barriers that limit their effective implementation and eliminate them.

150. In Chapter V of the 2023 Annual Report, the State reported the conduct of academic activities in collaboration with the CEAV on victims' rights and mechanisms for their attention, as well as coordination in cases of federal crimes through a specific protocol. However, civil society organizations criticized the government's lack of prioritization in victim care, pointing to deficiencies in the CEAV, an insufficient budget, and a lack of effective national coordination. The IACHR appreciated the training efforts, but expressed concern over the absence of information on the participation of civil society and victims in resolving barriers to the implementation of the General Law on Victims, concluding that the recommendation remained partially complied with.¹⁴⁶

Compliance Information

151. For 2024, Mexico highlighted that the CEAV coordinates the implementation of the CEAV Institutional Program (PICEAV 2020–2024), aligned with the National Development Plan 2019–2024, which ensures the rights of victims within the framework of the security and peacebuilding strategy in Mexico. This programme complies with the obligations established in the General Law on Victims and contributes to international human rights commitments. The CEAV provides care to victims through specialized services that include legal, psychosocial and medical accompaniment, as well as help and assistance measures. In 2023 and 2024, it has focused on integrating the progress of the PICEAV, in accordance with the Planning Law and the criteria of the Ministry of Finance for the monitoring of programs. The State remarked that, since December 2021, the CEAV has undertaken a process of institutional redesign to strengthen the 32 Comprehensive Care Centers in the country, ensuring optimal conditions for personnel and facilities. In this way, she said, it seeks to enhance the capacities of the staff through the standardization of care processes and continuous training with a gender perspective, promoting a work environment free of violence. As of June 2024, the National Registry of Victims (RENAVI) has 75,863 people registered. Clarifying that, between January 2023 and June 2024, 19,246 people had been registered as victims.¹⁴⁷

152. The CEAV would also have provided 268,799 services through social work, psychology and medical services, most of them in the National Network of CAIs. The General Directorate of Federal Legal Advice would have granted 137,610 legal services in 2023, resulting in 287 convictions and 3,450 new files in 2024,

¹⁴⁶ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 185-188.

¹⁴⁷ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 32](#), Chapter V, September 30 and October 1, 2024.

achieving reparations for 173 people. To ensure the sustainability of the care, the CEAV would have managed resources from the Public Security Contribution Fund (FASP) in collaboration with the Executive Secretariat of the National Public Security System, asking the governors to increase investment in the State Commissions for Attention to Victims (CEEV). In 2023 and 2024, agreements would have been made with various CEEVs to facilitate the integration of victim data into RENAVID, that there are already 20 entities that currently transmit information, and that an additional agreement was signed with Guerrero in 2024. The State said that the National System of Attention to Victims (SNAV) would not have met as stipulated in the LGV at the end of the six-year term.

153. The State added in its observations to this Report that the CEAV works on the basis of the Institutional Program of the Executive Commission for Attention to Victims (PICEAV 2020–2024) and that it operates with three objectives, 12 priority strategies, and 76 specific actions, guaranteeing the exercise of victims' rights within the framework of the National Development Plan 2019–2024. In addition, the CEAV has provided 173,006 services, including 111,819 social work services, 51,082 psychological care and 10,105 medical services, mainly through the Comprehensive Care Centers in the 32 states.¹⁴⁸

154. For their part, civil society organizations reported that the SCJN determined that the 2020 reform to the General Law of Victims (LGV), which eliminated the obligation to allocate a minimum percentage of the annual budget to the CEAV, was unconstitutional. This decision, issued on March 13, 2024 in the framework of an amparo, would have invalidated a reform considered regressive for the rights of victims, since it eliminated a minimum budget (0.014% of programmable spending) for the care of victims, including expenses for comprehensive reparation, funeral, medical, psychological, hospital and other services necessary for the monitoring of their justice processes. The SCJN unanimously resolved the amparo in review 675/2022, concluding that the reform violated the principle of progressivity of human rights, stipulated in the first article of the Constitution. Civil society stresses that this judicial decision represents an important step forward to guarantee adequate and sustained financing for victims, although it would be necessary for the Congress of the Union to formally reestablish this obligation in the LGV.¹⁴⁹

Analysis and level of compliance with the recommendation

155. The Commission positively highlights the implementation of the CEAV Institutional Program (PICEAV) 2020–2024, aligned with the National Development Plan 2019–2024. It also recognizes that the CEAV has been providing victim care services, including legal, psychosocial and medical accompaniment, as well as assistance and support measures. According to information provided by the State, the National Registry of Victims (RENAVID) would have almost 76 thousand people, and more than a quarter of them were registered in the last period. The IACHR recognizes the State's efforts in implementing the General Law on Victims and the provision of services through the CEAV. However, the recent decision of the SCJN declaring the 2020 reform of the LGV unconstitutional highlights the need to ensure a minimum budget for the care of victims and to respect the principle of progressivity of human rights. The lack of this fixed budget, together with deficiencies in the coordination and participation of victims and civil society organizations, continues to limit the effectiveness of the implementation of the law. The IACHR concludes that the recommendation remains in **partial compliance**.

Measures and information to advance the implementation of the recommendation

156. The Commission invites the State to report on the processes of consultation with victims and civil society regarding the barriers in the implementation of the General Law on Victims, in order to adopt the necessary measures to address these problems.

¹⁴⁸ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

¹⁴⁹ Centro Prodh, FJEDD, Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret, SERAPAZ, Ideas Litigio Estratégico en Derechos Humanos y Organización Ku'kay; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

Recommendation No. 33 Assume the historical responsibility of being accountable for serious human rights violations. To investigate, clarify and punish the acts committed during the time of the so-called "Dirty War".

157. In Chapter V of the 2023 Annual Report, the IACHR learned of the actions of the Mechanism for Truth and Historical Clarification (hereinafter "Historical Clarification Mechanism" or "MEH"), including the convening to collect testimonies and the holding of "Dialogues for the Truth" in various regions, as well as a cooperation agreement with Argentina for the clarification of serious human rights violations. However, civil society organizations highlighted shortcomings in the Commission for Access to Truth, Historical Clarification and the Promotion of Justice for Serious Human Rights Violations Committed from 1965 to 1990 (hereinafter referred to as the "Commission for Access to the Truth of the Dirty War" or "COVEH"). highlighting personnel resignations, budget problems, and obstacles on the part of SEDENA in accessing military archives. The IACHR appreciated the State's efforts, but expressed concern about obstacles to transparency and access to information. It therefore considered that the recommendation continued to be substantially partially complied with¹⁵⁰.

Compliance Information

158. In 2024, the State said that it would have implemented a Truth and Memory Policy focused on clarifying human rights violations committed between 1965 and 1990. Between September 2023 and July 2024, several activities were reportedly carried out in collaboration with the CNB and CNDH, including inspections in the 9th Military Zone and the Historical Archive of Sinaloa (identified as clandestine detention centers) and the exhumation of bodies in Ajuchitlán del Progreso, Guerrero. The Historical Clarification Mechanism would have presented its final report to the president of the Commission for Access to the Truth of the Dirty War and, subsequently, to victims' groups in an ordinary session of the COVEH. In collaboration with the International Coalition of Sites of Memory, 16 projects have been developed to strengthen archives and memory initiatives in the country. In April 2024, the basement of the building at Circular de Morelia 8 would have been officially declared a Site of Memory, and signage would have been inaugurated on public roads to highlight its historical importance.¹⁵¹

159. Civil society organizations reported on the delivery of the final report of the Historical Clarification Mechanism (MEHV), in two parts: on June 25, 2024, a collection entitled "*It was the State (1965-1990)*" was presented, and on July 11, 2024, the report "*Undeniable Truths. For a Mexico without impunity.*" These reports would document serious human rights violations, the factors of persistence of these practices, and the barriers faced in accessing information from the Armed Forces and other security agencies. The second part of the report would have been submitted on 10 October 2024, following the conclusion of the MEHV's mandate. On the other hand, a journalistic work would have revealed on August 7, 2024 a list, presumably of the Mexican Army, with the names of 183 possible victims of the "Death Flights" in 1974. At least 160 of these names would coincide with records of missing persons in reports by the Special Prosecutor's Office for Social and Political Movements of the Past (FEMOSPP) and other entities. The company said that this is part of the information that the Armed Forces would have denied. Finally, on September 25, 2024, the Undersecretariat for Human Rights of the Ministry of the Interior presented an Executive Summary of the reports in a closed session, excluding some crucial findings of the MEHV, which was denounced by the commissioners, who reported that the magnitude of the violations and the factors of impunity documented were unknown. This situation would have revealed the lack of official recognition of the findings of serious human rights violations of the past.¹⁵²

¹⁵⁰ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 190-194.

¹⁵¹ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 33](#), Chapter V, September 30 and October 1, 2024.

¹⁵² Centro Prodh, FJEDD, Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret, SERAPAZ, Ideas Litigio Estratégico en Derechos Humanos y Organización Ku'kay; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

Analysis and level of compliance with the recommendation

160. The IACHR recognizes the State's progress in implementing the Truth and Memory Policy and in its efforts to clarify the historical events of serious human rights violations. However, the difficulties identified by civil society, including limited access to military archives, the omission of critical information in the official version of the report, and funding difficulties, highlighted serious challenges to transparency and full recognition of the facts documented by the MEHV. These barriers compromised the effectiveness and independence of the Mechanism, which was critical to meeting standards of justice and truth. The IACHR concludes that the recommendation remains in **substantial partial compliance**.

Measures and information to advance the implementation of the recommendation

161. The IACHR recommends that the State continue to carry out measures to clarify the serious human rights violations committed during the so-called "Dirty War". In particular, to guarantee unrestricted access to relevant documentation, especially that from the Armed Forces, and to ensure the full inclusion of the findings in official publications. The Commission suggests increasing funding for COVEH to support independent work and facilitate the fulfillment of its truth and justice objectives.

Recommendation No. 34 Strengthen the Mechanism for the Protection of Human Rights Defenders and Journalists, guaranteeing its long-term economic sustainability and providing it with greater administrative autonomy and urging the states to collaborate with it. The Mechanism, meanwhile, is recommended to evaluate and adopt differentiated protection measures taking into account gender, indigenous leaders and environmental defenders, to carry out measurements on the effectiveness of the measures implemented, to promote institutional coordination and cooperation with the PGR, as well as to increase the transparency of all actions taken to strengthen the confidence of the beneficiaries. This must be accompanied by the development of a policy of prevention and participation of the target population.

162. According to the information reported by the State for the 2023 Follow-up Report, progress was highlighted in the discussion of a new General Bill for the Protection of Human Rights Defenders and Journalists, noting a significant increase in the resources and personnel allocated to the Protection Mechanism. However, civil society organizations expressed concerns about the lack of meaningful participation in the dialogues for this law, and stressed the need to strengthen coordination between local and federal institutions with the Mechanism. The IACHR appreciated the budget increase, but underscored the lack of information on measures to give the Mechanism greater autonomy and improve inter-institutional coordination. It therefore considered that the recommendation was still partially complied with and urged the State to report on the initiatives taken to ensure the autonomy of the Mechanism and the effective participation of the target population.

Compliance Information

163. In 2024, the State reported the strengthening of the Protection Mechanism based on three axes: (i) protection, (ii) prevention, and (iii) institutional strengthening, which would guide its activities and the implementation of methodologies with a gender perspective, achieving a differentiated analysis and promoting the active participation of civil society and international organizations. The State reiterated that, from its creation in 2012 until July 2024, the Board would have held 150 sessions and attended to 5,965 matters, with 90% approval of protection plans without the need for plenary sessions. In 2023, the Working Group for the Strengthening of the Mechanism would have made significant progress, complying with 66% of 75 prioritized recommendations, and by 2024, guidelines would have been established for the attention of collective cases and measures with a digital approach.¹⁵³

¹⁵³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 34](#), Chapter V, September 30 and October 1, 2024.

164. According to the State, the budget of the Mechanism would have tripled compared to previous administrations, with a total of 2,606 million pesos between 2019 and 2023, and an allocation of 599 million pesos for 2024. This would have made it possible to improve coverage in territories in need of protection for journalists and human rights defenders. In collaboration with the Mexican Institute of Social Security (IMSS), a Social Security program for Independent Journalists was implemented, benefiting 1,670 journalists with a budget of 47 million pesos, managed through the SEGOB. From March 2023 to August 2024, 3,344 public servants and defenders in various states were trained. To protect environmental defenders, Mexico reportedly implemented the Escazú Agreement and organized the "Regional Action for Environmental Defenders" roundtable in February 2024, integrating a local perspective into the Regional Action Plan for Environmental Defenders, approved in April 2024. Currently, 26 states have protection regulations for defenders and journalists.¹⁵⁴

Analysis and level of compliance with the recommendation

165. The IACHR recognizes the State's efforts to strengthen the Protection Mechanism through a significant increase in resources and differentiated protection measures for women, indigenous and environmental defenders. However, the lack of administrative autonomy and meaningful participation of civil society in the design of new protection legislation remains a concern. It is crucial to ensure more effective collaboration between local authorities and the Facility. Consequently, the IACHR concludes that this recommendation remains in **partial compliance**.

Measures and information to advance the implementation of the recommendation

166. The IACHR recommends that the State implement measures that provide greater administrative and financial autonomy to the Protection Mechanism and encourage more active and effective participation of civil society and beneficiaries in the design and evaluation of its policies. The Commission suggests strengthening coordination between the Mechanism and local institutions to guarantee comprehensive protection and prevent violations throughout the country.

Recommendation No. 35 Reform the Code of Military Justice to provide that when an element of the armed forces commits acts that could constitute a violation of human rights, such acts shall be tried by courts of civilian jurisdiction, regardless of whether the victim is a civilian or a member of the military.

167. In Chapter V of the 2023 Annual Report, the State informed the IACHR that the SCJN strengthened civilian jurisdiction for cases of human rights violations committed by the military against civilians, invalidating certain articles of the Military Code of Criminal Procedure that extended military jurisdiction. However, civil society organizations highlighted the lack of legislative progress to reform the Code of Military Justice, considering that Congress has presented only one reform initiative in recent years. The IACHR appreciated the judicial efforts, but stressed that the recommendation remained pending, urging the State to complete legislative reform to ensure that the military jurisdiction does not intervene in cases of human rights violations.¹⁵⁵

Compliance Information

168. In 2024, the State reported that the SCJN issued resolutions that invalidate articles of the Code of Military Justice (CJM) and the Military Code of Criminal Procedure (CMPP), reaffirming that the civilian jurisdiction is competent to judge acts committed by military personnel that violate human rights, in line with international standards. The Court reportedly ruled that cases involving human rights violations, whether the victim is civilian or military, must be dealt with by civilian courts, thereby strengthening access to justice for victims and reaffirming the principle of separation between military and civilian justice. Despite these

¹⁵⁴ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 34](#), Chapter V, September 30 and October 1, 2024.

¹⁵⁵ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 201-204.

resolutions, the legislative reform of the CJM, which formally provides for the jurisdiction of the civilian jurisdiction for all cases of human rights violations committed by the military, has not been approved by the Congress of the Union.¹⁵⁶ The State added in its observations on this Report that various resolutions issued by the SCJN limit the scope of military jurisdiction.¹⁵⁷

169. Civil society organizations reported that the reform of the Code of Military Justice would remain incomplete, since the State had not carried out the necessary modifications to Article 57 of the CJM, in accordance with the judgments of the Inter-American Court of Human Rights (IACHR Court) in the cases of *Fernández Ortega*¹⁵⁸, *Rosendo Cantú*¹⁵⁹, *Radilla Pacheco*¹⁶⁰ and *Cabrera García and Montiel Flores*¹⁶¹. According to civil society, the existing reform would be insufficient, allowing parallel investigations to be opened in multiple cases of serious human rights violations in civilian and military jurisdiction, which could dilute criminal responsibility and affect access to justice. A recent example would have been the case of the deprivation of the lives of six migrants on October 1, 2024. On the other hand, civil society organizations highlighted that, with the approved reform of the National Guard, Article 13 of the Constitution was modified, expanding military jurisdiction to hear crimes committed by members of the National Guard related to breaches of military discipline, which would contravene the standards developed by the Inter-American Court of Human Rights and would strengthen a scheme of undue extension of military jurisdiction.¹⁶²

Analysis and level of compliance with the recommendation

170. The IACHR recognizes the actions taken by the SCJN to reaffirm the competence of the civilian jurisdiction in cases of human rights violations committed by the military. However, the lack of a reform of the Code of Military Justice, as well as the recent expansion of military jurisdiction through the reform of the GN, pose serious challenges to the implementation of this recommendation. The possibility of parallel investigations in civilian and military jurisdictions could undermine effective access to justice for victims and dilute the criminal responsibility of perpetrators. Consequently, the IACHR concludes that compliance with the recommendation remains **pending**.

Measures and information to advance the implementation of the recommendation

171. The IACHR recommends that the State move urgently to reform Article 57 of the Code of Military Justice to eliminate any possibility that human rights violations will be tried by military courts. It is suggested that the recent provisions on the jurisdiction of the GN be reviewed and ensure that cases of human rights violations committed by its members are dealt with exclusively in civilian courts. The Commission urges the State to implement clear mechanisms for cooperation between the Attorney General's Office and the military jurisdiction to avoid parallel investigations and ensure effective accountability.

¹⁵⁶ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 35](#), Chapter V, September 30 and October 1, 2024.

¹⁵⁷ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

¹⁵⁸ Corte IDH, Caso Fernández Ortega y otros Vs. México, Excepción Preliminar, Fondo, Reparaciones y Costas, Sentencia de 30 de agosto de 2010, Serie C No. 215.

¹⁵⁹ Corte IDH, Caso Rosendo Cantú y otra Vs. México, Excepción Preliminar, Fondo, Reparaciones y Costas, Sentencia de 31 de agosto de 2010, Serie C No. 216.

¹⁶⁰ Corte IDH, Caso Radilla Pacheco Vs. México, Excepciones Preliminares, Fondo, Reparaciones y Costas, Sentencia de 23 de noviembre de 2009, Serie C No. 209.

¹⁶¹ Corte IDH, Caso Cabrera García y Montiel Flores Vs. México, Excepción Preliminar, Fondo, Reparaciones y Costas, Sentencia de 26 de noviembre de 2010, Serie C No. 220.

¹⁶² Centro Prodh, FJEDD, Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret, SERAPAZ, Ideas Litigio Estratégico en Derechos Humanos y Organización Ku'kay; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

F. Affectation of particular groups

1. Personas LGBT

Recommendation No. 38 Adopt the necessary measures to investigate, punish, and redress acts of violence against LGBT persons, in accordance with due diligence standards. Investigations into cases of violence against LGBT people should be free of stereotypical notions of LGBT people and should include determining whether these acts were committed because of the victims' sexual orientation or gender identity.

172. In Chapter V of the 2023 Annual Report, the IACHR learned about the implementation of the National Protocol of Action for Law Enforcement Personnel in Cases Related to the Sexual Orientation or Gender Identity of LGBTI Persons, approved in December 2017. Although the IACHR recognized these advances as positive for equality and non-discrimination, it observed that no specific measures were detailed to punish and investigate with a differentiated approach, concluding that the recommendation remained in partial compliance. The IACHR urged the State to develop a comprehensive strategy for the investigation, punishment, and reparation of acts of violence against LGBTI persons, ensuring that the principle of due diligence is adopted and stereotypes are avoided.¹⁶³

Compliance Information

173. In 2024, the State reported that the FGR had implemented various activities to improve the investigation and attention to cases of violence against LGBTI+ persons. In 2024, she collaborated with her office in Aguascalientes to prepare technical opinions on gender factors in investigations of discrimination against trans women, based on information from research folders and national and international documents. In 2023, the Guidelines of the Economic Aid Program for the Training of Trans Women and Men, Victims of Crime, would have been published, seeking to improve their job opportunities through education and training. The FGR would have issued administrative opinions in cases of co-maternity leave for workers in lesboparental homes, showing an inclusive approach in the internal administration. In 2023, the FGR participated in the Specialized Gender Network of the Ibero-American Association of Public Prosecutors, contributing information to develop resources on the investigation of violence against LGBTIQ+ people. For its part, the SCJN published the "Protocol for Judging with a Perspective of Sexual Orientation, Gender Identity and Expression" in 2021, which brings together judicial criteria and international standards to guarantee the rights of LGBTI+ people. This protocol underscores the need to apply standards of due diligence throughout the criminal process and eliminate stereotypes, promoting an impartial and effective investigation and would have continued to apply the "National Protocol of Action for Law Enforcement Personnel", approved in 2017 and published in the Official Gazette in 2018. This protocol establishes clear rules for cases involving LGBTI+ people, seeking to ensure respect for their human rights.¹⁶⁴ The State added that the CFJ implemented measures to protect and promote the rights of LGBT persons through training, legal assistance, and institutional strategies, as well as through the Well-being, Diversity, and Inclusion Strategy (BDI).¹⁶⁵ The State also added that works have been published on the recognition and guarantee of the rights of LGBT persons. Additionally, in 2023, the FEMDH participated in the review of the Homologated Protocol for the Investigation of Crimes against LGBTI+ Persons, in coordination with FEVIMTRA and the Aguascalientes Prosecutor's Office. This document was sent to the CNPJ, and after receiving contributions from 15 state prosecutors' offices, it is awaiting final validation for publication at the national level.¹⁶⁶

¹⁶³ CIDH, [Informe Anual. Capítulo V. México. 2023](#), párrs. 209-211.

¹⁶⁴ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 38](#), Chapter V, September 30 and October 1, 2024.

¹⁶⁵ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

¹⁶⁶ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

Analysis and level of compliance with the recommendation

174. The IACHR recognizes the State's efforts to strengthen the investigation and punishment of acts of violence against LGBTI+ persons through the implementation of the National Protocol for Action and the Protocol for Judging with a Perspective of Sexual Orientation, Gender Identity, and Expression. These protocols have been accompanied by extensive training that has benefited more than 15,900 public servants, reflecting a significant commitment to improving care for this population. However, while progress has been made in raising staff awareness and creating specific programmes for trans people, challenges remain in the practical implementation of the protocols. The lack of an Approved Research Protocol prevents a uniform and effective response, and the absence of a disaggregated data collection system limits the State's ability to monitor the impact of the measures adopted and evaluate their effectiveness. The recent evaluation of the protocol in collaboration with the National Commission for the Prevention of Discrimination (CONAPRED) and civil society organizations is a positive step towards continuous improvement, and shows a commitment to update and strengthen existing mechanisms. However, the existing problems in the practical implementation, as well as the persistence of stereotypes during the research process, indicate that there are still significant areas that require attention. In accordance with the progress made in the adoption of training, awareness-raising, and the creation of inclusive programs, in contrast to the remaining challenges, the IACHR advances the level of **compliance to a substantial partial one**, recognizing the significant efforts made, although not yet sufficient to achieve full compliance.

Measures and information to advance the implementation of the recommendation

175. To make progress in complying with the recommendation, the IACHR invites the State to continue strengthening the implementation of the National Protocol of Action, updating it in collaboration with CONAPRED and civil organizations to address areas for improvement. The Commission suggests the development of an Approved Investigation Protocol and the creation of a system for the collection of disaggregated statistical data to monitor cases of violence against LGBTI+ persons, ensuring the elimination of stereotypes and the application of due diligence standards in investigations.

Recommendation No. 39 Adopt necessary measures in the area of violence prevention, including legislative measures and public policies aimed at eradicating social discrimination against LGBT persons, which enhances and reinforces violence based on prejudice.

176. In Chapter V of the 2023 Annual Report, the IACHR learned about the activities of the Gender Equality Unit to promote LGBTI rights and highlighted the National Program for Equality and Non-Discrimination (PRONAIND) for the period 2021-2024. The State reported the issuance of an administrative opinion by the Attorney General's Office, which facilitated co-maternity leave in lesbomaternal homes. Although the IACHR appreciated these efforts, it noted that information on legislative initiatives was insufficient and did not detail how these measures contribute to public policies to prevent discrimination. Therefore, the recommendation was considered to be in partial compliance. The IACHR suggested that the State provide detailed information on public policies and laws for the prevention and eradication of discrimination against LGBTI persons.¹⁶⁷

Compliance Information

177. In 2024, the State reported that, to date, 22 states have approved laws that allow the administrative recognition of gender identity in birth registrations, facilitating gender change according to people's self-perception. Of these entities, 19 would have included the recognition of non-binary gender identity, allowing the inclusion of option "X" in official documents such as the CURP and passport. The Ministry of Foreign Affairs (SRE) would have implemented in 2022 an instruction to issue birth certificates to trans people in Mexican consulates, avoiding the need to travel to Mexico. The National Electoral Institute (INE) would have facilitated the change of sex in the voter's credential and promoted the inclusion of gender identity

¹⁶⁷ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 213-215.

in its 2021 Children and Youth Consultation. The National Program for Equality and Non-Discrimination (PRONAIND) 2021-2024, coordinated by CONAPRED, would establish strategies to ensure equality and non-discrimination through regulatory reforms, affirmative actions, and training. A relevant legislative milestone was the approval, on April 25, 2024, of a reform to prohibit Efforts to Correct Sexual Orientation and Gender Identity (ECOSIG), imposing prison sentences and fines on those who practice these therapies. This reform, which came into force in June 2024, has been widely celebrated by international organizations such as UNAIDS and the IACHR itself. For its part, CONAPRED has actively monitored local reforms and, as of July 2024, has identified that 19 states have criminalized ECOSIGs in their penal codes and health laws, showing significant progress towards the eradication of discriminatory practices.¹⁶⁸

178. The State added in its observations on this Report that the Chamber of Deputies set up a Working Group in conjunction with agencies of the Federal Executive and autonomous agencies, with the purpose of developing a draft general law on attention to sexual and gender diversity, as well as a constitutional reform to recognize the right to free development of personality. equality and non-discrimination based on sexual orientation, gender identity and sex characteristics. In addition, the Guidelines of the Economic Aid Program for the Training of Trans Women and Men, Victims of Crime, were published.¹⁶⁹

Analysis and level of compliance with the recommendation

179. The IACHR recognizes that the State has implemented a series of public policies and legislative reforms aimed at preventing violence and eradicating discrimination against LGBTI+ persons. The National Programme for Equality and Non-Discrimination (PRONAIND) and the actions coordinated with CONAPRED show a comprehensive and coherent approach to the transformation of discriminatory cultural patterns. However, challenges remain in the uniform implementation of these policies in all states, as well as in the adoption of laws and public policies that explicitly address the prevention of violence based on prejudice against LGBTI+ people. Due to the relevant progress in the adoption of legislative measures, the implementation of inclusive public policies, and active coordination with international and local organizations, it is concluded that the level of compliance with this recommendation advances to **substantial partial compliance**. Although efforts are still required to ensure uniform and effective implementation throughout the territory, the progress so far is tangible and responds to the objectives set by the recommendation.

Measures and information to advance the implementation of the recommendation

180. To advance in full compliance with this recommendation, it is necessary for the State to ensure the uniform implementation of laws and public policies in all states, ensuring that the recognition of gender identity and the prohibition of ECOSIG are effectively applied throughout the country. The State is invited to strengthen awareness-raising and public education campaigns, in collaboration with CONAPRED and civil society organizations, to address prejudices and stereotypes that perpetuate discrimination and violence against LGBTI+ persons; and to develop a monitoring and evaluation system that allows the impact of the public policies implemented to be measured, including the collection of disaggregated data on incidents of violence and discrimination. These actions would consolidate the progress made and contribute to the effective eradication of discrimination and violence based on prejudice, aligning the State with international human rights standards.

2. Women

Recommendation No. 40 Implement and strengthen measures, incorporating the gender perspective, to comply with the duty to act with due diligence to prevent, punish, and eradicate violence and discrimination against women, including concrete efforts to comply with the obligations of prevention, investigation,

¹⁶⁸ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 39](#), Chapter V, September 30 and October 1, 2024.

¹⁶⁹ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

punishment, and reparation of violations of women's human rights; this includes training and monitoring of the authorities in charge from research, including health services and in the field of justice.

181. According to the information reported by the State for the 2023 Follow-up Report, the Commission took note of several initiatives and programs to address gender-based violence and promote equality, including collaboration with local entities and the creation of brigades for legal advice to women deprived of liberty. The State highlighted the implementation of the "Construye" program to promote egalitarian relationships among male public servants and the creation of a Specialized Gender Equality Unit in the FGR. The State also mentioned academic activities on gender-based violence and training on the General Law on Women's Access to a Life Free of Violence. However, civil society organizations highlighted gaps in surveys on violence, the use of punitive models in Women's Justice Centers, and persistent obstacles for victims of sexual violence. The IACHR appreciated the efforts, considering that the recommendation had advanced to partial compliance, but noted that challenges and the need for a comprehensive strategy persisted and urged the State to implement a comprehensive strategy that includes clear diagnoses and specific measures to avoid a merely punitive vision, including training, monitoring, and comprehensive care.

Compliance Information

182. In 2024, the State reported that it had implemented a series of comprehensive measures with a gender focus to address violence and discrimination against women. She highlighted the Comprehensive Strategy against Violence against Women and Girls, applied in 15 priority municipalities, involving 24 federal agencies and more than 200 local governments. According to Mexico, this strategy aims to reduce femicides and improve access to justice, and has resulted in the arrest of 1,437 people involved in gender-based crimes. It was also reported that the Women's Justice Centers (CJM) had increased their services by 5.4%, providing legal advice, psychological and medical care and shelters, supported by the Support Program for Specialized Shelters, which has received more than 2,525 million pesos. In the legislative sphere, significant reforms have been approved, such as the modification of the National Code of Civil and Family Procedures (CNPCF) in 2023, to guarantee the gender perspective in cases involving women and children. In turn, the General Law on Women's Access to a Life Free of Violence would have been strengthened to address sexual harassment in public spaces and improve inter-institutional coordination. The State added that the Commission for the Attention of the Crime of Intentional Homicide, headed by the Secretariat of Security and Citizen Protection (SSPC), was created to improve the prosecution of cases of femicide.

183. In terms of training, the SCJN has trained more than 152,000 public servants since 2018, including prosecutors, judges, and police officers, to address gender-based violence from a human rights perspective. Specialized protocols, such as the National Protocol for Police Action in Cases of Violence against Women and Femicide, have been implemented to improve the response of the authorities. Finally, the National Strategy for the Prevention of Adolescent Pregnancy (ENAPEA) has achieved a 30% reduction in the adolescent fertility rate in the last five years.¹⁷⁰ In its observations on this report, the State added that, in 2024, the investment approved for the key programs (Program to Support Women's Instances in the States - PAIMEF, Justice Centers for Women - CJM, and Specialized Shelters for Women Victims of Gender Violence) was 1,067.6 million pesos, totaling 5,597.8 million pesos during the entire six-year term. In addition, the National Data and Information Bank on Cases of Violence against Women (BANAVIM) was modernized to optimize the management of cases of gender violence.¹⁷¹

Analysis and level of compliance with the recommendation

184. The IACHR welcomes the significant progress made by the State in the design and implementation of public policies, programs, and legislative reforms aimed at preventing, punishing, and

¹⁷⁰ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 40](#), Chapter V, September 30 and October 1, 2024.

¹⁷¹ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

eradicating violence against women, integrating a gender perspective. The implementation of the Comprehensive Strategy against Violence against Women and Girls and efforts to strengthen the Women's Justice Centers reflect a coherent and coordinated response to the challenges of gender-based violence in Mexico. The massive training of public servants, as well as the implementation of specialized protocols, indicate a clear commitment to strengthening institutional capacities to address gender-based violence. However, in the IACHR's opinion, challenges persist in the uniform implementation of these measures throughout the country, especially in rural areas and municipalities with high rates of violence. Information provided by civil society organizations highlights gaps in data collection and inter-agency coordination, as well as the persistent use of punitive models in Women's Justice Centers, which can limit access to justice for victims. Given the substantial progress in the creation of regulatory frameworks and the implementation of comprehensive strategies and considering the persistent challenges in practical application and in the collection of disaggregated data, it is concluded that the level of compliance advances to **substantial partial compliance**.

Measures and information to advance the implementation of the recommendation

185. In order to fully comply with the recommendation, it is necessary for the State to strengthen the uniform implementation of programs and protocols in all states, with special attention to rural areas and communities with high rates of gender-based violence. The State should improve the collection of disaggregated data to monitor the impact of implemented policies and adjust strategies as needed, ensuring an evidence-based approach. It is essential to develop a comprehensive strategy of continuous training in collaboration with civil society organizations, ensuring that all public servants, including justice operators and health personnel, have up-to-date knowledge on due diligence in cases of gender-based violence. The State must promote a comprehensive care approach for victims, avoiding merely punitive models and guaranteeing access to health services, legal advice and psychological support, with a focus on the needs of victims. Finally, it is crucial to strengthen monitoring and evaluation mechanisms, ensuring the participation of civil society organizations and the affected women themselves, to evaluate the effectiveness of the measures adopted and ensure a coordinated and effective response.

Recommendation No. 41 Adopt the necessary measures to prevent, punish and eradicate acts of sexual violence and other forms of violence, torture and cruel, inhuman or degrading treatment by the security forces against women, especially those deprived of their liberty.

186. In Chapter V of the 2023 Annual Report, the State reported that the Secretariat of Security and Citizen Protection (SSPC) disseminated material on sexual torture in the Federal Centers for Social Rehabilitation and that the Commissioner for Prevention instructed prison staff on the prohibition of torture, seeking to ensure dignified conditions for persons deprived of liberty, especially women. While these actions are positive, the IACHR noted that the information did not fully address the aspects of punishment and eradication of torture and other cruel treatment of women in custody. The State mentioned a National Diagnosis on Sexual Torture with 67 recommendations, but no progress was reported in its implementation. Therefore, the recommendation was considered to have advanced to partial compliance. The IACHR urged the State to present more comprehensive measures to prevent, punish, and eradicate torture and degrading treatment, especially for women deprived of liberty.¹⁷²

Compliance Information

187. In 2024, the State reported the implementation of various actions to address the prevention, punishment, and eradication of torture and other cruel and inhuman treatment against women, especially in situations of deprivation of liberty. Among the most outstanding measures, SEDENA and CNDH organized 81 online courses on human rights, forced displacement and torture prevention, training 2,729 members of the Armed Forces. These trainings would have strengthened knowledge and awareness in the military field about human rights, including the prohibition of torture. The Mechanism for Follow-up on Cases of Sexual Torture Committed against Women (MTS), created to address this problem, has reportedly promoted 67

¹⁷² CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 224-226.

recommendations derived from the National Diagnosis on Sexual Torture. These recommendations seek to make sexual torture visible, identify challenges and place them on the public agenda. In December 2023, the MTS organized a Health Day at the Morelos Federal Center for Women's Social Rehabilitation, where comprehensive medical care was provided to women deprived of liberty, covering aspects of physical and mental health¹⁷³. The State added that in 2024 the Mechanism and Criteria for the Preparation of Annual Training Programs was implemented, based on a diagnosis of training needs. The incorporation of the National Conference of Governors (CONAGO) in 2023, as a permanent guest to the national coordination mechanism, strengthened collaboration between different levels of government, promoting the implementation of policies for the prevention and eradication of violence.¹⁷⁴

Analysis and level of compliance with the recommendation

188. The IACHR recognizes that the State has adopted important measures to prevent, punish, and eradicate torture and other cruel and inhuman treatment against women, especially those deprived of liberty. The human rights training aimed at members of the Armed Forces and the promotion of the Mechanism for Follow-up on Cases of Sexual Torture represent notable efforts to address this problem from a comprehensive and human rights perspective. The care provided through health days in social rehabilitation centers and the comprehensive reparation resolutions issued by the CEAV reflect a commitment to reparation for victims. However, despite these advances, significant challenges remain, such as the effective implementation of the 67 recommendations derived from the National Diagnosis on Sexual Torture, and the lack of information on specific sanctions for perpetrators. The persistence of sexual torture and other degrading treatment, as well as the need for greater inter-institutional coordination and monitoring of the actions implemented, indicate that full compliance with the recommendation has not yet been achieved. Therefore, it is concluded that the level of compliance advances to **substantial partial compliance**, considering the tangible progress achieved, but recognizing that there are still critical areas that require attention.

Measures and information to advance the implementation of the recommendation

189. The IACHR invites the State to strengthen the implementation of the 67 recommendations of the National Diagnosis on Sexual Torture, ensuring their adoption at both the federal and state levels, and to strengthen the mechanisms for punishing perpetrators of sexual torture and other cruel, inhuman, or degrading treatment, ensuring that cases are investigated with due diligence and that sanctions proportionate to the seriousness of the acts committed are imposed. It is essential to increase inter-institutional coordination and monitoring of the actions of the Ministry of Health to ensure a comprehensive response to cases of sexual torture. Finally, human rights training for personnel of the security forces and the prison system should continue to be strengthened, with a specific focus on the prevention of torture and respect for the rights of women deprived of liberty.

Recommendation No. 43 Adopt public policies aimed at restructuring stereotypes about the role of women in society and promoting the eradication of discriminatory socio-cultural patterns that impede their access to justice, including training programs and comprehensive policies for the prevention of violence against women.

190. According to the information reported by the State for the 2023 Follow-up Report, the State highlighted that the National Commission to Prevent and Eradicate Violence against Women (CONAVIM) trained more than 2,700 people, the Ministry of Public Education (SEP) implemented educational protocols on gender-based violence, and the Attorney General's Office developed activities with a gender approach. The Institute of Security and Social Services for State Workers (ISSSTE) created an Equality and Non-Discrimination Commission. The IACHR appreciated these efforts, but concluded that the actions should be integrated into a

¹⁷³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 41](#), Chapter V, September 30 and October 1, 2024.

¹⁷⁴ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

more coordinated and structured strategy to remove gender stereotypes. Therefore, the recommendation was determined to be in partial compliance. The IACHR suggested that the State adopt a comprehensive strategy that includes the construction, design, implementation, and evaluation of public policies with the participation of civil society and clear indicators to measure effectiveness¹⁷⁵.

Compliance Information

191. In 2024, the State reported that various actions have been implemented within the framework of the National Program for Equality and Non-Discrimination (PRONAIND) 2021-2024, which aims to make visible and combat discrimination in Mexico through comprehensive public policies. CONAVIM trained more than 2,700 people on gender equality issues, while the SEP implemented educational protocols to address gender-based violence in educational institutions. The FGR developed activities focused on the promotion of equality and the prevention of discrimination, and the Institute of Security and Social Services of State Workers created an Equality and Non-Discrimination Commission to promote these principles in its sphere of action. The State reported on studies that analyze discrimination based on sexual orientation and gender identity in the labor market, as well as research on the financial inclusion of persons with disabilities; and diagnoses were made on the strengthening of capacities for employment, with disaggregated data from the IMSS and the Comprehensive Information System of the General Directorate of Technological and Polytechnic Universities. In the area of awareness-raising, Mexico highlighted that programs have been implemented to transform discriminatory paradigms in institutions and society. It was also reported that the Secretariat of Security and Citizen Protection offered training in priority municipalities affected by gender violence and femicides, in line with the established protocols.¹⁷⁶ In its observations on this report, the State highlighted the implementation of the National Strategy for Strengthening Police Action with a Gender Perspective, which trained 10,345 people, including 4,554 women and 2,626 men, in human rights and a gender perspective.¹⁷⁷

192. To promote the rights of children and adolescents, the National System for the Comprehensive Protection of Children and Adolescents (SIPINNA) produced 50 graphics and 62 videos that disseminate the rights recognized in the General Law on the Rights of Children and Adolescents, integrating a gender and intercultural perspective. CONAPRED developed audiovisual materials and awareness campaigns such as "You discriminate when..." (2020) and "Being different is my right" (2022), using social networks to promote inclusion and combat discrimination based on sexual orientation and gender identity and the Mexican Standard NMX-R-025-SCFI-2015 on Labor Equality and Non-Discrimination was implemented, promoting the certification of workplaces in labor equality.¹⁷⁸

Analysis and level of compliance with the recommendation

193. Although there is a commitment on the part of the State to transform discriminatory paradigms and promote gender equality, despite significant progress, challenges persist in the uniform and effective implementation of these measures in all states. The information provided does not account for how the impact of these actions is assessed, and there is a lack of disaggregated data that makes it difficult to monitor progress. The reported actions lack a comprehensive strategy that encompasses everything from the construction and design to the evaluation of effective public policies, including more active participation of civil society and the development of clear indicators to measure their effectiveness. For these reasons, it is concluded that the recommendation remains in **partial compliance**, with important advances, but with areas that still require attention and strengthening to achieve full compliance.

¹⁷⁵ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 231-234.

¹⁷⁶ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 43](#), Chapter V, September 30 and October 1, 2024.

¹⁷⁷ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

¹⁷⁸ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 43](#), Chapter V, September 30 and October 1, 2024.

Measures and information to advance the implementation of the recommendation

194. To make progress in complying with this recommendation, the IACHR suggests that the State adopt a comprehensive and coordinated strategy for the restructuring of gender stereotypes, which includes the active participation of civil society in the design and evaluation of public policies. It is critical to improve the collection of disaggregated data to monitor the impact of implemented measures and adjust strategies as needed. The State should continue to strengthen training and awareness-raising programs aimed at public officials and the general public, integrating intercultural and intersectional approaches that address the specific needs of vulnerable groups, such as indigenous and Afro-Mexican women. Awareness-raising campaigns need to be intensified to eliminate gender stereotypes at all levels of society and to promote policy changes that reflect a genuine commitment to gender equality.

Recommendation No. 44 Design and implement culturally appropriate policies with the participation of indigenous women, applying a comprehensive and holistic approach, whose objective is the prevention, investigation, punishment and reparation of acts of violence and discrimination committed against them.

195. In Chapter V of the 2023 Annual Report, the Commission took note of initiatives such as the FGR's Specialized Unit for Attention to Indigenous Affairs, which trained indigenous communities and public servants in gender-based violence. INMUJERES continued with its strategy to prevent and punish sexual harassment in higher education institutions and intercultural universities. The Mechanism for Follow-up on Cases of Sexual Torture was also published, which freed several indigenous women. The SCJN, for its part, updated the Protocol for judging with an intercultural perspective, and there are Indigenous or Afro-Mexican Women's Houses to provide culturally relevant care. However, civil society reported that, despite these efforts, policies that were sufficiently adapted to intercultural needs had not been implemented and that problems of structural racism and lack of recognition of indigenous normative systems persisted. The IACHR valued the initiatives and progress, but considered that a more comprehensive and specialized strategy is required to guarantee the prevention, investigation, and reparation of violence against indigenous women, noting that the recommendation has advanced to partial compliance.¹⁷⁹

Compliance Information

196. In 2024, the State reported that it would have implemented various initiatives to address the needs of indigenous women. Through the Programme for the Comprehensive Welfare of Indigenous Peoples (PROBIPI), 157 projects aimed at benefiting 1,776 communities have been supported, including specific actions to strengthen community governance and promote the rights of indigenous women; and it would have provided economic support to community promoters of indigenous and Afro-Mexican women's rights to carry out actions with cultural and linguistic relevance. INPI and INMUJERES also collaborated in the establishment of the "School of Indigenous Women's Rights for Equality", which resulted in the creation of the "Women's Bill of Rights", addressing issues such as justice, education and health. Mexico highlighted that 195 radio programs focused on the rights of indigenous women had been broadcast through the Network of Indigenous Women (Red Mira). And he added that the State would have participated in projects to prevent trafficking in persons in indigenous communities in collaboration with UNODH, achieving the training of local actors and public servants. However, the IACHR warns that the State has not provided disaggregated data on the impact of these initiatives, nor detailed the effective participation of indigenous women in the design and monitoring of these policies. The available information, therefore, would not allow the sustainability and effectiveness of the implemented projects to be evaluated¹⁸⁰. In its observations on this report, the State added that, through the Program for the Integral Welfare of Indigenous Peoples (PROBIPI), 35 Indigenous and Afro-Mexican Women's Houses were strengthened in 17 states, providing psychological, medical, and legal care in indigenous

¹⁷⁹ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 236-240.

¹⁸⁰ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 44](#), Chapter V, September 30 and October 1, 2024.

languages to women from 16 indigenous peoples. In education, the Indigenous Education Support Programme (PAEI) provided food and lodging to 40,129 women in 1,391 houses and dining rooms.¹⁸¹

Analysis and level of compliance with the recommendation

197. The IACHR appreciates the State's efforts to design policies that seek to address the specific needs of indigenous women, especially through initiatives such as PROBIPI and collaboration with international organizations. The creation of the "Indigenous Women's Rights School for Equality" and rights-focused radio programs are positive steps towards greater visibility of indigenous women and the promotion of their rights. However, these policies appear to be fragmented and lack a comprehensive approach to effectively address the discrimination and structural violence faced by indigenous women. The lack of disaggregated data and the limited participation of indigenous women themselves in the development and evaluation of policies affect their effectiveness and sustainability, and problems of structural racism and lack of recognition of indigenous normative systems persist, limiting indigenous women's access to justice and adequate services. Therefore, the IACHR concludes that this recommendation remains in **partial compliance**; since, although notable efforts have been made, a more comprehensive and sustainable strategy is still required to ensure the effective implementation of culturally adapted policies.

Measures and information to advance the implementation of the recommendation

198. To move towards full compliance, the State should develop a monitoring system with disaggregated data that allows the impact of the policies implemented to be evaluated, identifying areas for improvement and facilitating the adaptation of strategies according to the results obtained. It is essential to guarantee the active participation of indigenous and Afro-Mexican women in the design, implementation and evaluation of these policies, ensuring that their perspectives are foreseen at all stages of the process.

3. Children and adolescents

Recommendation No. 45 Develop protocols for police action with respect to interventions with children and adolescents in order to ensure the protection of their rights.

199. According to the information reported by the State for the 2023 Follow-up Report, the National System for the Integral Development of the Family trained 28,878 public servants on issues such as human trafficking, children's rights, and gender-based violence. Mexico highlighted the participation of various institutions in these trainings and the implementation of courses and protocols, such as the National Protocol for Inter-institutional Coordination for the Protection of Children and Adolescents Victims of Violence. He also mentioned the use of a virtual *campus* to expand the scope of training. However, the IACHR identified the need for additional information on the specific application of these protocols by the police. Therefore, it concluded that the recommendation remained in partial compliance and asked the State for more details on the implementation and results of the protocols aimed at the police to ensure action with a human rights approach.¹⁸²

Compliance Information

200. In 2024, the Mexican State reported progress in the training and development of protocols for the protection of children and adolescents (NNA). The National System for the Integral Development of the Family (SNDIF) trained 28,878 public servants on issues related to children's rights, human trafficking and gender-based violence, and the National Protocol for Inter-institutional Coordination for the Protection of Children and Adolescents who are victims of violence was implemented. The Ministry of Security and Citizen

¹⁸¹ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

¹⁸² CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 242-245.

Protection, in turn, carried out more than 4,000 courses and workshops focused on the prevention of violence, digital security and promotion of the culture of peace, with special emphasis on strengthening the gender perspective in police action. The National System for the Comprehensive Protection of Children and Adolescents (SIPINNA) has implemented protection programmes in the country's 32 states, achieving an advance of 73.3% in the creation of municipal systems. The State reported on the development of specific programs for the protection of migrant children, including the figure of the Child Protection Officer (OPI), with robust training in collaboration with organizations such as UNICEF and Save The Children.¹⁸³

Analysis and level of compliance with the recommendation

201. The IACHR welcomes the protocols reported by the State in the context of inter-institutional training and the implementation of protocols aimed at protecting the rights of children, including specific approaches for vulnerable groups, such as migrant children. In this regard, the Commission concludes that the recommendation is moving towards **full compliance**.

Recommendation No. 46 Implement and strengthen measures to comply with the duty to act with due diligence to prevent, punish, and eradicate violence against children and adolescents, including concrete efforts to comply with the obligations of prevention, investigation, punishment, and reparation of human rights violations and to consider the corresponding aggravating circumstances given the age of the victim.

202. In Chapter V of the 2023 Annual Report, the State reported that the National System for the Integral Development of the Family, through the Federal Attorney General's Office for the Protection of Children and Adolescents, developed a Registry of Protection Measures that was about to be implemented. FEVIMTRA coordinated with the AMBER Mexico National Alert Program and participated in actions to protect children and adolescents in Mexico, including the National System for the Comprehensive Protection of Children and Adolescents. The 2019-2024 Plan of the Commission to Prevent and Respond to Violence against Children and Adolescents (COMPREVNNA) was also mentioned, with an implementation report scheduled for January 2024. The IACHR welcomed these efforts, but determined that the recommendation was partially complied with due to the need for more information on the implementation of SIPINNA, the Registry of Protection Measures, and the COMPREVNNA Action Plan¹⁸⁴.

Compliance Information

203. In 2024, the State reported progress in the training of personnel to address the protection of the rights of children and adolescents. The National System for the Integral Development of the Family would have trained 28,878 public servants on issues such as children's rights, human trafficking and gender violence, using both face-to-face courses and virtual platforms to maximize reach; and it would have implemented the National Protocol for Inter-institutional Coordination for the Protection of Children and Adolescents Victims of Violence, seeking to standardize the response of the authorities and guarantee a human rights approach. The Secretariat of Security and Citizen Protection (SSPC) would have reinforced its interventions in municipalities with a high incidence of gender violence, with a particular focus on the prevention of violence in educational and community spaces. Between September 2023 and June 2024, the SSPC would have carried out more than 4,000 courses and workshops aimed at promoting the culture of peace, digital security and the prevention of addictions in children and adolescents. Specific actions have also been carried out for the social reintegration of adolescents in conflict with the law, with a focus on education, health and job training¹⁸⁵.

204. In its observations on this report, the State added that the Commission to Prevent and Respond to Violence against Children and Adolescents (COMPREVNNA), through the Office of the Federal

¹⁸³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 45](#), Chapter V, September 30 and October 1, 2024.

¹⁸⁴ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 247-249.

¹⁸⁵ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 46](#), Chapter V, September 30 and October 1, 2024.

Attorney for the Protection of Children and Adolescents (PFPNNA), provided legal advice and representation in cases of custody, sexual abuse, abduction, and parental authority.¹⁸⁶

Analysis and level of compliance with the recommendation

205. The IACHR recognizes the State's efforts to develop institutional capacities and establish protocols for action to protect the rights of children and adolescents. The implementation of the National Protocol for Inter-institutional Coordination and the strengthening of SIPINNA reflect a significant commitment to improve the response to situations involving children and adolescents. The massive trainings carried out by the SNDIF and the SSPC are important advances, especially as they have included topics such as the gender perspective and digital security. However, challenges remain in the specific application of these protocols by the police and other security forces. Although the State reports progress in training, no data were provided on the impact evaluation of these trainings or on the effective implementation of the protocols at the operational level. The lack of information on the monitoring and supervision of police interventions in cases involving children indicates a significant gap in practice. Accordingly, the recommendation remains in **partial compliance**.

Measures and information to advance the implementation of the recommendation

206. To move towards full compliance with the recommendation, the State is invited to implement a monitoring and evaluation system that allows measuring the impact of training and the effectiveness of the protocols on the actions of the police and other security authorities. It is necessary to develop clear indicators that assess respect for the principle of the best interests of the child in all police interventions. The Commission suggests increasing collaboration with civil society organizations and international organizations to strengthen oversight and ensure that protocols are applied with a human rights approach, avoiding any type of abuse or mistreatment. Finally, it is crucial to ensure the active participation of children and adolescents in the development and review of these protocols, thus promoting an inclusive approach based on their specific needs and rights.

4. Indigenous peoples

Recommendation No. 47 Adopt measures to ensure that a culturally appropriate perspective is used and that the collective character of indigenous communities and peoples is taken into account when they, or their members, are victims of human rights violations.

207. According to the information reported by the State for the 2023 Follow-up Report, the Commission noted that the INPI had developed a Registry of Protection Measures for indigenous and Afro-Mexican persons, which was in the final phase of implementation. The State reported that these people were being supported in their release and that the role of interpreters and translators was strengthened and that families in situations of forced displacement or economic need were being supported. The State reported progress on a Constitutional Reform on the Rights of Indigenous and Afro-Mexican Peoples. However, civil society organizations highlighted that, despite the efforts, problems persisted such as the lack of progress in constitutional reform, mistrust in the judicial system, and the lack of quantitative and qualitative data on violations of the human rights of indigenous peoples. The organizations criticized the lack of recognition of indigenous justice systems and the criminalization of work in defense of indigenous rights. The IACHR appreciated the progress reported, but stressed the need for additional information on the participation of indigenous communities in the design and implementation of these measures. Therefore, while the recommendation advanced to substantial partial compliance, the IACHR urged the State to provide more

¹⁸⁶ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

information on how the measures adopted take into account the cultural perspective and collective character of indigenous communities.¹⁸⁷

Compliance Information

208. In 2024, the State reported the creation of the National Catalog of Indigenous and Afro-Mexican Peoples and Communities. This instrument makes it possible to identify the country's peoples and communities in order to ensure the exercise of their collective rights and to guide the design and implementation of public policies. The Support Program for Indigenous and Afro-Mexican Peoples (PROBIPI) has prioritized the direct delivery of resources to communities, focusing on projects validated in community assemblies and strengthening the gender perspective. Between 2022 and 2024, more than 6,500 million pesos would have been invested in infrastructure projects, women's empowerment and promotion of cultural heritage. The consolidation of models of self-government, such as in the indigenous municipality of Hueyapan, Morelos, and human rights training for indigenous and Afro-Mexican communities reflect significant efforts in this regard. However, civil society highlighted shortcomings, such as the lack of comprehensive data on violations of the human rights of indigenous peoples and the inadequate recognition of indigenous justice systems¹⁸⁸. For its part, the Commission received satisfactorily information on the constitutional reform that entered into force on October 1, which guarantees the right of Mexico's indigenous peoples to decide in accordance with their normative systems, representatives, and internal forms of government, and establishes that the nation has a multicultural and multiethnic composition.

209. In its observations on this Report, the State added that on September 30, 2024, Article 2 of the Constitution was amended, recognizing Indigenous and Afro-Mexican Peoples as subjects of public law, with legal personality and their own patrimony. In addition, on December 11, 2024, the Mechanism for the Implementation and Protection of the Rights of Indigenous Peoples was created, with the participation of 17 national secretariats and bodies to coordinate cross-cutting public policies.¹⁸⁹

Analysis and level of compliance with the recommendation

210. The State has demonstrated tangible progress in creating mechanisms to protect the rights of indigenous communities, particularly through the National Catalog and the strengthening of community projects; and through the approval of the constitutional reform. However, challenges remain in the effective implementation of a culturally appropriate approach that takes into account the collective character of these communities. The lack of quantitative and qualitative data on violations of the human rights of indigenous peoples and the limited participation of these communities in decision-making remain obstacles to full implementation of the recommendation. In this sense, the recommendation remains in **substantial partial compliance**.

Measures and information to advance the implementation of the recommendation

211. To achieve full compliance with the recommendation, the State must ensure the active and meaningful participation of indigenous communities in the design, implementation, and evaluation of public policies. It is necessary to strengthen the collection and analysis of specific data on violations of the human rights of indigenous peoples and to guarantee effective dialogue mechanisms that promote the peaceful resolution of conflicts in indigenous territories. Although the Commission took note of the constitutional reform that recognizes the rights of indigenous peoples and communities, published on September 30, 2024,

¹⁸⁷ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 251-257.

¹⁸⁸ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 47](#), Chapter V, September 30 and October 1, 2024.

¹⁸⁹ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

the IACHR invites the State to provide information on the implementation of the reform and its impact on compliance with this recommendation.

Recommendation No. 49 Adopt the necessary measures to carry out free, prior, and informed consultations on projects that affect their territories.

212. According to the information reported by the State for the 2023 Follow-up Report, the Committee noted that the right to free, prior, and informed consultation has been in force since September 1991 with ILO Convention 169, although its implementation began in 2004. Between 2004 and 2018, the National Commission for the Development of Indigenous Peoples participated in 109 consultation processes, while since 2019, the INPI has participated in 178 processes and held 657 dialogue and consultation assemblies. Notwithstanding the above, civil society organizations documented serious human rights violations in indigenous communities, including the criminalization of rights defenders and the lack of recognition of indigenous peoples as subjects of law. The IACHR noted that, although mechanisms are in place to ensure consultations, there was a lack of specific information on how these consultations are conducted and how current conflicts are resolved. Consequently, the recommendation remained at a partial level of compliance. The IACHR invited the State to provide additional information on how prior, free, and informed consultation processes are guaranteed.¹⁹⁰

213. In its observations on this report, the State added that the National Catalog of Indigenous and Afro-Mexican Peoples and Communities (CNPCIA) is the first State instrument that identifies and recognizes indigenous and Afro-Mexican peoples and communities as subjects of public law, guaranteeing the exercise of their collective rights.¹⁹¹

Compliance Information

214. In 2024, the State highlighted the creation of a National Catalog of Indigenous and Afro-Mexican Peoples and Communities, which identifies 70 indigenous peoples and the Afro-Mexican people, covering 12,711 communities. This catalog would have been designed to facilitate the development and implementation of public policies with a culturally appropriate approach and would have invested 6,537.8 million pesos in the Support Program for Indigenous and Afro-Mexican Peoples (PROBIPI) during the period 2022-2024, focusing on indigenous rights, women's empowerment, and promotion of cultural heritage. The State has implemented specific projects, such as the consolidation of self-government in Hueyapan, Morelos, and a training course on human rights has been held for indigenous and Afro-Mexican communities, and dialogue processes have been carried out in indigenous territories in various states for the peaceful resolution of conflicts. The creation of 244 Indigenous and Afro-Mexican Women's Houses and the implementation of 20,664 actions for access to justice would be part of the State's comprehensive approach to indigenous peoples.¹⁹²

215. However, civil society organizations highlighted the persistent criminalization of indigenous activism and reported problems of structural racism and lack of recognition of indigenous peoples' own justice systems.¹⁹³ For its part, as already mentioned, the Commission positively recognizes the constitutional reform that entered into force on October 1 and which guarantees the right of indigenous and Afro-Mexican peoples to decide in accordance with their normative systems, representatives, and internal forms of government, and establishes that the nation has a multicultural and multiethnic composition. In particular, it incorporates the

¹⁹⁰ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 259-263.

¹⁹¹ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

¹⁹² SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 49](#), Chapter V, September 30 and October 1, 2024.

¹⁹³ Centro Prodh, FJEDD, Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret, SERAPAZ, Ideas Litigio Estratégico en Derechos Humanos y Organización Ku'kay; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

recognition of indigenous peoples and communities, including Afro-Mexican peoples and communities, as subjects of public law, with legal personality and their own patrimony; preserves, disseminates and promotes their culture, languages and education, based on their teaching-learning methods; promotes the development of traditional medicine and health practices. nutritious food, bioculturality and integrity of sacred places, as well as the recognition of community work; and the right to be consulted and to cooperate in good faith to adopt and apply measures that may cause significant impacts on their life or environment is reaffirmed, for which it provides them with appropriate jurisdictional assistance. Similarly, the reform determines that the Mexican authorities, within the scope of their powers, must establish specific budget items for the peoples and communities that they administer and exercise in accordance with the laws on the matter.

Analysis and level of compliance with the recommendation

216. The IACHR welcomes the progress made in the recent constitutional reform, because it represents a significant advance in the process of harmonizing norms and effectively recognizing the collective rights of indigenous peoples. However, taking into account its incipient approval, its impact at the national and local level is not yet noticeable. Likewise, the persistence of practices of criminalization of indigenous defenders and the limited participation of communities in the design and implementation of these policies remains a significant challenge, suggesting a need to more actively integrate the perspective of indigenous peoples into policymaking. In this context, the IACHR concludes that the recommendation is moving towards substantial **partial compliance**, recognizing the progress made in the creation of instruments and programs, but underscoring the need for more effective implementation and greater community participation in the process.

Measures and information to advance the implementation of the recommendation

217. In order to fully comply with this recommendation, it is necessary for the State to report on the impact of the constitutional reform and to strengthen the active participation of indigenous peoples in the creation and evaluation of public policies, ensuring that their voices are heard and respected. The State should improve mechanisms for collecting qualitative and quantitative data on human rights violations, including indicators that adequately reflect the cultural perspective and collective character of indigenous peoples.

5. Persons deprived of liberty

Recommendation No. 50 Correct the excessive application of pretrial detention, and apply it exceptionally, making use of other non-custodial precautionary measures. In this context, guarantee the immediate transfer of detainees to the judge, in order to restrict detention without a judicial warrant in cases of alleged flagrante delicto and flagrante delicto.

218. In Chapter V of the 2023 Annual Report, the IACHR learned that the SCJN was processing the File for the Reception of Judgments of International Tribunals 3/2023, which would address the effects of the Inter-American Court's judgment in the case "Daniel García et al. v. Mexico" on informal pretrial detention. The SCJN reaffirmed its doctrine on the invalidity of local regulations related to pretrial detention, the requirements for granting substitutes for sentence and pre-release benefits and its relationship with the principle of social reintegration, and a Presidential Agreement was published to manage requests for pre-release and cases of people in pre-trial detention and victims of torture. Civil society organizations reported the elimination of informal pretrial detention in 18 states, without having implemented legislative or executive measures to eliminate it at the national level, and pointed out that the Federal Executive Branch had issued criticisms of the judiciary. The IACHR thanked the information provided, but highlighted the lack of updated data on the decrease in pretrial detention and the alternative measures adopted, and concluded that compliance with the recommendation remained pending. The IACHR suggested that the State strengthen measures to reduce the use of pretrial detention and provide data on its use, and reiterated its call to eliminate informal pretrial detention from the legal system¹⁹⁴.

¹⁹⁴ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 264-270.

Compliance Information

219. In 2024, the State reported that, through the Amnesty Law and other pre-release programs, the government would have allowed the release of thousands of people detained for non-serious crimes, including older adults with chronic illnesses and victims of torture. Between July 2022 and March 2024, 8,733 pre-release benefits were granted, which included modalities such as early release, partial remission of sentence, conditional release and amnesty. According to the State, the Standing Committee for the Follow-up of Pre-Releases, created in 2021, would have played a key role in the review of requests for pre-release and in cases of torture, promoting the release of vulnerable people. In addition, reforms have been made to the National Code of Criminal Procedure (CNPP) and the Federal Criminal Code (CPF) to limit the application of informal pretrial detention to serious crimes, such as femicide and sexual violence against minors. The State would have cooperated with the United Nations Working Group on Arbitrary Detention, which visited Mexico in September 2023 to assess the conditions of detention. The Working Group's report, presented in September 2024, recognized advances such as the reduction of the use of arraigo and the implementation of the National Detention Registry. However, civil society organizations reported that no legislative measures have been adopted to eliminate informal pretrial detention at the national level, and that the Executive Branch persists in criticism of the judiciary for its invalidity¹⁹⁵. Finally, the IACHR learned of the constitutional reform initiative that seeks to expand the catalog of crimes that authorize informal pretrial detention. The reform was approved by the Chamber of Deputies on November 13, 2024 and went to the Senate for study¹⁹⁶. The State added in its observations on this Report that the SCJN resolved four matters that establish some criteria for the delimitation of informal pretrial detention.¹⁹⁷

Analysis and level of compliance with the recommendation

220. The IACHR notes with concern the persistence of informal pretrial detention at the national level and warns that the constitutional reform initiative and the lack of legislative reforms to eliminate it completely show a significant gap in compliance with the recommendation. Although the use of arraigo has decreased, the application of pretrial detention is still frequent and disproportionate, especially in minor crimes, which affects people in vulnerable situations and contributes to prison overcrowding. The lack of up-to-date and detailed data on the implementation of alternative measures limits the ability to assess the real impact of these initiatives. Therefore, the IACHR concludes that the recommendation regresses to **pending compliance**.

Measures and information to advance the implementation of the recommendation

221. In order to guide compliance with the recommendation, the Commission suggests that the State avoid advancing in the constitutional reform that expands the catalog of crimes that allow for informal pretrial detention and, on the contrary, that this figure be eliminated from its legal system. The IACHR also invites the State to strengthen measures to reduce the use of pretrial detention, as well as other alternative measures to deprivation of liberty during the trial. The assessment of these measures would require the State to provide data on the use of this figure, making it clear whether it has decreased or, on the contrary, has been maintained or increased.

Recommendation No. 51 Adopt all necessary measures to ensure a social reintegration strategy. In this regard, ensure that financial resources are directed to humanize and implement measures that allow the reintegration

¹⁹⁵ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 50](#), Chapter V, September 30 and October 1, 2024.

¹⁹⁶ Ver comunicado del Alto Comisionado para los Derechos Humanos de Naciones Unidas del 22 de noviembre de 2024, disponible en <https://www.ohchr.org/es/press-releases/2024/11/mexico-un-human-rights-chief-concerned-about-expansion-mandatory-pretrial>

¹⁹⁷ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

of persons deprived of liberty. In particular, with respect to people with disabilities, identify a strategy for social insertion through the implementation of services in the community.

222. In Chapter V of the 2023 Annual Report, the State reported that the Inter-Ministerial Commission for Social Reintegration and Post-Penal Services, installed in 2019, was operational. It was reported that recruitment and hiring actions were being carried out for the Federal Penitentiary System and that eight complaints and three hearings had been filed with the Internal Control Body against prison officials and custody personnel; Of these, seven complaints and all three hearings were under investigation, and one complaint was resolved through an alternative dispute resolution mechanism in criminal matters. The IACHR observed that the State had only mentioned the strengthening of the social reintegration body without specifying how it would impact the reintegration strategy. He warned that there were also deficiencies in infrastructure, lack of training programs, mental health and tools for reintegration in prisons. The IACHR concluded that compliance with the recommendation remained pending. Consequently, the State was urged to provide assessable information on the social reintegration actions adopted and to move forward with a general strategy to guarantee reintegration processes, detailing the actions carried out by the Inter-Ministerial Commission.¹⁹⁸

Compliance Information

223. In 2024, the State reported on a series of actions coordinated by the Decentralized Administrative Body for Prevention and Social Readaptation to improve the social reintegration of persons deprived of liberty. Programs in areas such as culture, health, education and job training were highlighted. The "Community Culture" program, implemented by the Ministry of Culture, offered artistic workshops in detention centers in four entities, with the aim of combating stigmas and promoting artistic expression as a means of rehabilitation. In the field of health, more than 70,000 general medical consultations, 19,000 dental consultations and 21,000 specialized consultations have been carried out in the 14 Federal Centers for Social Rehabilitation (CEFERESO), reinforcing the comprehensive approach to reintegration. The State also reported significant efforts in the training of prison staff, including the participation of more than 6,000 public servants in specialized courses, with the support of international organizations such as the PAcCTO and the UNODC. The State also highlighted the implementation of digital training projects, benefiting more than 1,000 people deprived of liberty in the centers of Santa Martha Acatitla, facilitating their future reintegration into the labor market through learning digital tools such as Microsoft Office. With regard to adolescents in conflict with the law, the State mentioned the holding of workshops for the prevention of risky behaviors and sports programs such as More Beige, Less Violence, implemented in 13 detention centers, aimed at promoting healthy habits and reducing recidivism¹⁹⁹.

Analysis and level of compliance with the recommendation

224. The IACHR recognizes the State's efforts to implement activities aimed at social reintegration, especially in areas such as health, culture, and job training. The creation of programs such as "Community Culture" and the development of digital projects reflect a commitment to improve the reintegration opportunities of people deprived of liberty. Care for adolescents in conflict with the law and continuous training of prison staff are important advances that contribute to the strengthening of the justice system. However, significant challenges remain in the implementation of a comprehensive social reintegration strategy. Although progress is reported in different programs, the lack of effective coordination and clear indicators to measure their impact limits the ability to evaluate their effectiveness. The absence of specific programmes for persons with disabilities and the lack of post-prison community services highlight the need to adopt a more inclusive and holistic approach to social reintegration. Therefore, the IACHR concludes that the recommendation is

¹⁹⁸ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 272-274.

¹⁹⁹ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 51](#), Chapter V, September 30 and October 1, 2024.

progressing to **partial compliance**, pointing to important but insufficient progress to guarantee an effective and coordinated social reintegration strategy that responds to the needs of all groups in vulnerable situations.

Measures and information to advance the implementation of the recommendation

225. To achieve full compliance with this recommendation, the State should develop and implement a national strategy for social reintegration that includes specific programs for persons with disabilities and post-prison community services. This strategy should be based on a human rights and gender approach, and include clear indicators to assess the impact of the actions implemented. It is essential to strengthen inter-institutional coordination and ensure an adequate allocation of financial resources to improve the infrastructure of prisons and expand job training and education programs. The State should establish follow-up and monitoring mechanisms that allow the results of programs to be measured and policies adjusted accordingly, ensuring effective and sustainable social reintegration for all persons deprived of liberty.

Recommendation No. 52: Make public information about the American Correctional Association's ("ACA") standards for accrediting correctional facilities.

226. In Chapter V of the 2023 Annual Report, the State reported that 12 Federal Institutions were certified by the American Correctional Association (ACA), some of which had been audited and recommended for reaccreditation and the accreditation of five additional correctional institutions was sought for that year. The IACHR welcomed these advances and considered that the recommendation had achieved substantial partial compliance. However, it requested additional information from the State on the progress made in the certification of the remaining prisons in order to make progress in full compliance with the recommendation.²⁰⁰

Compliance Information

227. In 2024, the State reported that at least 12 federal correctional facilities would be certified by the ACA, and some of these institutions would have been audited for reaccreditation; and the accreditation of five additional facilities was sought to improve operating standards and detention conditions in the federal prison system. The activities reported would include the optimization of prison infrastructure and the disincorporation of five facilities, which would allow for more efficient management of resources and improve conditions of detention. The State reported efforts to improve governance, health, and training within prisons. Between September 2023 and June 2024, more than 158,000 medical consultations and more than 12,000 cultural and educational activities for people deprived of liberty were reportedly carried out. The funds from the Fund for the Strengthening of Public Security Institutions (FOFISP) would have been allocated to 10 states, with a total investment of 129.15 million pesos, aimed at improving infrastructure and prison services.²⁰¹

Analysis and level of compliance with the recommendation

228. The State has demonstrated significant progress in implementing the ACA's accreditation standards for federal correctional facilities, reflecting an effort to improve governance and conditions of detention. The expansion of the accreditation program to five additional centers and the reported improvements in infrastructure, health, and reintegration activities are important steps toward meeting the recommendation. The use of FOFISP resources to strengthen the national prison system and the optimization of installed capacity are indicative of a commitment to improve conditions of detention.

229. However, the IACHR notes that the recommendation remains in **substantial partial compliance**, as challenges persist in the public dissemination of the ACA's standards. Transparency in these processes is essential to enable independent evaluation, and to enable civil society and stakeholders to learn

²⁰⁰ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 276-278.

²⁰¹ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 52](#), Chapter V, September 30 and October 1, 2024.

about the criteria used for accreditation, as well as the tangible benefits that these certifications bring to the prison system.

Measures and information to advance the implementation of the recommendation

230. In order to fully comply with the recommendation, it is necessary for the State to submit information on the progress made in the certification processes of the remaining prisons.

Recommendation No. 53 Implement normative and any other measures to guarantee conditions of detention appropriate to the particular needs of groups in a particularly vulnerable situation. With regard to women deprived of liberty, the State must ensure that the adoption of respective measures takes into account a gender approach. With respect to persons with disabilities deprived of their liberty, the Mexican State must guarantee the elimination of environmental barriers that hinder the exercise of their rights, through reasonable accommodations.

231. According to Chapter V of the 2023 Annual Report, the State reported that, in conjunction with permanent services, specific medical care is provided for women in prisons and that spaces adapted for people with disabilities have been set up. However, civil society organizations reported troubling conditions in the centers, including severe overcrowding, lack of access to personal hygiene products, and an increased incidence of violence and discrimination against LGBTI people and trans women. The IACHR noted these conditions with concern and highlighted the lack of progress in complying with the recommendation. The recommendation remained pending, and additional information was requested on measures taken to ensure dignified and adequate conditions of detention, especially for women and persons with disabilities.²⁰²

Compliance Information

232. In 2024, the State reported that various measures have been implemented to improve the conditions of detention of people in vulnerable situations, with a specific focus on women and people with disabilities. Among the advances, mention is made of the provision of specialized medical services for women in prisons, as well as the provision of spaces adapted for persons with disabilities, complying with the reasonable adjustments necessary to facilitate access to their rights. With regard to women deprived of liberty, the State reported the implementation of educational, health, and recreational programs at CEFERESO CPS 16 Femenil, where 632 specialized medical consultations were provided and educational activities were carried out for 110 women, and job training workshops and recreational activities, such as yoga, theater, and dance, were offered. With the active participation of the inmates and provided psychological care services, with 11,859 participations in self-care workshops and preventive talks. These initiatives seek to mitigate the negative effects of imprisonment and promote effective reintegration. The State reported on the massive training of security and law enforcement officers on human rights issues, a gender perspective, and attention to victims. In collaboration with the National Human Rights Commission, CONAPRED and INMUJERES, 3,609 members of the Federal Protection Service were trained to improve police action with a gender perspective. These actions reflect an effort to strengthen the protection of the rights of women deprived of liberty and guarantee more dignified conditions of detention.²⁰³

Analysis and level of compliance with the recommendation

233. Despite the progress reported, structural problems persist, such as overcrowding and lack of access to basic products, which disproportionately affect women and LGBTI people, highlighting the need to strengthen these measures. Insufficient information was provided on how environmental barriers are being removed for persons with disabilities deprived of their liberty. In addition, during the Hearing "Situation of

²⁰² CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 280-284.

²⁰³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 53](#), Chapter V, September 30 and October 1, 2024.

Women Deprived of Liberty in CEFERESO 16"²⁰⁴ of the 191st Period of Sessions and the Hearing "Human Rights of Women with Disabilities," civil society organizations informed the Commission of challenges in guaranteeing the rights of women deprived of liberty. This has led to deaths in custody allegedly by suicide. In addition, the organizations pointed to a lack of attention to physical and mental health, adequate investigations and mechanisms for non-repetition of the facts. Therefore, the recommendation is considered to be moving towards **partial compliance**, with the need to adopt more comprehensive and sustainable measures to guarantee adequate conditions of detention.

Measures and information to advance the implementation of the recommendation

234. Compliance with this recommendation requires the State to provide situational information that serves as a baseline for the IACHR in its assessment of the measures adopted by Mexico to guarantee adequate conditions of detention, with particular emphasis on the specific measures for women deprived of liberty and persons with disabilities. These measures may consist of public policies, institutional strengthening actions, provision of resources, among others.

Recommendation No. 54 Adopt measures to address pretrial detention and high levels of overcrowding. The measures to be adopted may consist, inter alia, of increasing the number of criminal enforcement judges and establishing periodic brigades for the review of cases to identify cases of excessive length of pretrial detention.

235. In Chapter V of the 2023 Annual Report, the IACHR learned of the progress made by the SCJN in the analysis of the constitutionality of informal pretrial detention and the collaboration with federal authorities to manage the transfer of people who require special surveillance measures. However, civil society organizations reported that pretrial detention continued to affect judicial independence and had increased significantly since the 2019 reform, with a 25% increase in the number of people in pretrial detention without sentence, affecting approximately 40% of crimes. The IACHR observed that, despite jurisdictional advances, the regulations were still in force and the percentage of people in pretrial detention had increased. The recommendation was maintained with partial compliance, and the IACHR requested additional information on the reduction of pretrial detention and overcrowding in prisons.²⁰⁵

Compliance Information

236. In 2024, the State reported the implementation of strategies to reduce the excessive use of pretrial detention and mitigate overcrowding in prisons. The SCJN carried out a continuous analysis of the constitutionality of informal pretrial detention, reaffirming the need for its application in exceptional cases and underlining the importance of guaranteeing access to a fair trial. A programme of periodic review of files was also implemented, coordinated by the National Commission of Superior Courts of Justice and the Decentralized Administrative Body for Prevention and Social Rehabilitation. This programme included collaboration with criminal enforcement judges to assess cases of prolonged pretrial detention and to offer alternative measures, such as conditional release and partial remission of sentence. Through these initiatives, 7,315 cases of people who have exceeded the maximum time allowed in pretrial detention have been managed. The State reported the installation of periodic brigades to review files, composed of representatives of the Judiciary, FGR, CEAV, and CNDH. These brigades would have made it possible to find cases of people unjustly detained or in conditions that require urgent intervention, facilitating their release through amparo or other legal remedies. As of March 2024, 4,108 cases of people released through these review brigades were reported.²⁰⁶ The State

²⁰⁴ CIDH, Audiencia, México: [Situación de las mujeres privadas de libertad en el CEFERESO 16](#), 12 de noviembre de 2024; CIDH, Audiencia, [México: Derechos de las mujeres con discapacidad](#), 11 de julio de 2024.

²⁰⁵ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 286-289.

²⁰⁶ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 54](#), Chapter V, September 30 and October 1, 2024.

added in its observations on this Report that the SCJN has promoted initiatives aimed at applying differentiated approaches, in particular a Latin American Congress and the publication of a work on the subject.²⁰⁷

237. However, civil society organizations reported that pretrial detention continues to be applied in a generalized and automatic manner, affecting judicial independence and contributing to overcrowding in prisons. They reported a 25% increase in the number of people in pretrial detention since the 2019 reform, which has led to overcrowding in several prisons in the country. The widespread use of pretrial detention continues to disproportionately affect low-income people, indigenous people, and other vulnerable groups, exacerbating conditions of detention and perpetuating discriminatory practices.²⁰⁸

Analysis and level of compliance with the recommendation

238. The IACHR notes with concern that the excessive use of pretrial detention as a precautionary measure continues to be a structural problem, especially after the 2019 reform, which expanded its application to a greater number of crimes; and with the 2024 constitutional reform initiative that seeks to expand the catalog of crimes that allow informal pretrial detention. The 25 per cent increase in the pretrial detention population indicates that the measures taken so far have not been sufficient to reverse this trend. While progress has been made in reviewing cases and promoting alternatives to pretrial detention, data provided by the State show that the percentage of people in pretrial detention remains high, and prison overcrowding continues to be a significant problem. The actions implemented have not been able to effectively mitigate the impact of pretrial detention on the human rights of detainees, especially in relation to vulnerable groups. Therefore, it is considered that this recommendation remains in **partial compliance**, given that measures have been adopted, but a more comprehensive and effective strategy is still required to reduce the use of pretrial detention and address the problem of overcrowding.

Measures and information to advance the implementation of the recommendation

239. To guide compliance with this recommendation, the IACHR reiterates the importance of the State adopting compliance measures that address the problem of the indiscriminate use of pretrial detention, while at the same time addressing overcrowding. The evaluation of progress in compliance with the recommendation therefore requires official information demonstrating the measures adopted to address these problems, indicating what results have been obtained.

6. Migrants and people facing forced internal displacement

Recommendation No. 57 Prepare a national diagnosis to "characterize" internal displacement in Mexico and, consequently, adopt a national policy and measures aimed at providing a response in accordance with international standards on the subject, in particular the Guiding Principles on Internal Displacement.

240. In Chapter V of the 2023 Annual Report, the State reported significant progress in addressing internal forced displacement in Mexico, including the preparation of the National Diagnosis and the Survey to Characterize the Population in a Situation of Internal Forced Displacement in Chihuahua; as well as the inclusion of the issue in several federal programs and the enactment of local laws. However, civil society organizations highlighted the lack of a comprehensive national policy and persistent challenges in the care and protection of displaced persons. The IACHR welcomed the progress, concluding that the recommendation

²⁰⁷ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

²⁰⁸ Centro Prodh, FJEDD, Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret, SERAPAZ, Idheas Litigio Estratégico en Derechos Humanos y Organización Ku'kay; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

advanced to a substantial level of partial compliance, highlighting the need for a national policy harmonized with international standards, and requesting additional information on its implementation and results.²⁰⁹

Compliance Information

241. In 2024, the State underscored important progress in addressing internal forced displacement (IDF) in Mexico. In this regard, in 2022, the SCJN, together with UNHCR and the ICRC, developed the "Manual on Internal Displacement". This manual would provide judges with tools to apply international human rights standards when judging cases of displaced persons, focusing on their rights and the State's obligations to provide protection and durable solutions. In addition, the State prepared the "Report on the Exercise of Characterization of Internal Displacement" in Chihuahua. This report analyses the living conditions and needs of the displaced population, covering issues such as housing, livelihoods and land ownership. The report represents a significant effort to document and characterize the phenomenon of internal displacement in a specific region of the country. In 2023, a pilot plan was carried out in Tepuche, Sinaloa, to facilitate the safe return of 70 displaced families. The plan included security measures, access to health and education services, as well as improvements in housing conditions. This project is one of the first to implement an active policy of safe return for victims of internal displacement. Likewise, the Ministry of the Interior resumed dialogue tables with local authorities and affected communities, including displaced Triqui families in Oaxaca. These dialogues aim to comply with the precautionary measures issued by the IACHR and promote the pacification of conflict zones. Finally, the State mentioned that the study "Metropolis of Mexico 2020" and the characterization report in Chihuahua were presented as part of the efforts to collect data on internal displacement and participated in technical training workshops, strengthening the State's capacity to design effective policies to address displacement.²¹⁰

242. For their part, civil society organizations stressed that a comprehensive national policy that covers the entire Mexican territory and guarantees a coordinated and effective response for all people affected by internal displacement has not yet been adopted. The diagnoses and studies carried out so far have focused on specific regions, such as Chihuahua, leaving out other areas of the country where internal displacement continues to be a critical problem.²¹¹

Analysis and level of compliance with the recommendation

243. The IACHR observes that there is no unified national framework and the limited implementation of effective measures in other regions indicate that progress remains partial. Although efforts have been made to document and characterize displacement, a broader and more cohesive approach is required to comply with the Guiding Principles on Internal Displacement and provide adequate protection to all affected persons. Therefore, this recommendation is considered to remain in **substantial partial compliance**, reflecting the progress made, but highlighting the need for a comprehensive national policy harmonized with international standards.

Measures and information to advance the implementation of the recommendation

244. To make progress in full compliance with this recommendation, the State must implement a comprehensive and harmonized national policy that covers the entire Mexican territory and is in line with the Guiding Principles on Internal Displacement. This includes extending the diagnosis to the national level, strengthening inter-institutional and civil society collaboration, and providing effective monitoring and evaluation mechanisms to adjust policies according to identified needs. It is crucial to train public servants and

²⁰⁹ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 292-297.

²¹⁰ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 57](#), Chapter V, September 30 and October 1, 2024.

²¹¹ Centro Prodh, FJEDD, Marisol Méndez Cruz, Jerónimo del Río y Fabienne Cabaret, SERAPAZ, *Idheas Litigio Estratégico en Derechos Humanos y Organización Ku'kay*; Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

local authorities in a human rights-based approach, to ensure a coordinated and effective response that prioritizes the protection and assistance of displaced persons.

Recommendation No. 58 Adopt specific legislation at the federal and state levels to address internal displacement, in accordance with the Guiding Principles on Internal Displacement.

245. In Chapter V of the 2023 Annual Report, the IACHR learned that the Draft Decree of the General Law to Prevent, Address, and Comprehensively Redress Internal Forced Displacement was pending discussion in the Senate, while several states had already approved specific regulatory frameworks on the subject. Civil society organizations reported that federal legislation had not yet been approved and that the lack of specific instruments remained a problem. The IACHR appreciated the efforts that made it possible to achieve partial compliance, highlighting the need to make progress in the approval and publication of the law and in the creation of institutions for its implementation.²¹²

Compliance Information

246. In 2024, the State reported that the proposal for a General Law to Prevent, Address, and Comprehensively Redress Internal Forced Displacement, which has already been approved by the Chamber of Deputies and is currently pending discussion in the Senate of the Republic, is currently in the legislative process. This bill would have been prepared with the participation of multiple actors and would be aligned with the Guiding Principles on Internal Displacement; and aims to provide a comprehensive framework for the protection and care of displaced persons in the country. At the state level, states such as Chiapas, Guerrero, and Michoacán have implemented specific regulatory frameworks to address internal displacement. For example, the Law for the Prevention and Attention of Internal Displacement in Chiapas and the Law for the Prevention, Accompaniment, Follow-up and Attention to Internal Forced Displacement in Michoacán, which create state programs and councils to coordinate prevention and comprehensive care efforts, prioritizing vulnerable groups such as women, minors, indigenous people and people with disabilities²¹³.

Analysis and level of compliance with the recommendation

247. The State has made progress in creating legislative frameworks at both the federal and state levels. The proposal for a General Law to Prevent, Address and Comprehensively Redress Internal Forced Displacement has been approved by the Chamber of Deputies and is awaiting discussion in the Senate, which shows a commitment to the protection of the rights of internally displaced persons. Several states, such as Chiapas, Guerrero, and Michoacán, implemented specific regulatory frameworks to address internal displacement, such as state programs and comprehensive care councils. However, the lack of final approval of federal legislation and the need for regulatory harmonization among the states limit the impact and coverage of the measures adopted. It is still necessary to strengthen institutions and ensure the effective implementation of existing legal frameworks to adequately address the needs of displaced persons and comply with the Guiding Principles on Internal Displacement. The recommendation therefore moves to **substantial partial compliance**.

Measures and information to advance the implementation of the recommendation

248. To achieve full compliance, it is necessary for the Senate to approve and publish the General Law to Prevent, Address and Comprehensively Redress Internal Forced Displacement. The State must ensure the harmonization of State laws with international principles and promote the training of the actors involved for effective implementation. It is essential to strengthen inter-institutional coordination mechanisms and provide sufficient resources to programs for the care of displaced persons, as well as to develop a monitoring

²¹² CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 299-305.

²¹³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 58](#), Chapter V, September 30 and October 1, 2024.

and evaluation system to measure the impact of these measures and adjust them according to the identified needs of the affected population.

Recommendation No. 59: Ensure that at the federal level there is an institution in charge of protecting people from forced displacement.

249. Within the framework of Chapter V of the 2023 Annual Report, the State reported that the Unit for Migration Policy, Registration, and Identity of Persons (UPMRIP) was the federal focal point for Internal Forced Displacement, in charge of coordinating the Working Group on the subject and having held 12 sessions to date. The UPMRIP, which is part of the Ministry of the Interior's Undersecretariat for Human Rights, Population and Migration, is responsible for proposing migration policy at the national level, while the National Institute of Migration and the Mexican Commission for Refugee Assistance manage implementation. Although UPMRIP had developed diagnostics and assisted in the enactment of local laws, the IACHR concluded that more information was needed on the adequacy and coordination of UPMRIP and other entities to comply with the recommendation. Consequently, the recommendation advanced to partial compliance²¹⁴.

Compliance Information

250. In 2024, the State reported the development of a specific microsite on internal forced displacement, registering a significant increase in visits, indicating a growing awareness and relevance of the issue. Among the documents prepared, the "Guide for the Prevention, Humanitarian Assistance, Comprehensive Attention and Durable Solutions of Internal Forced Displacement" and an analysis of local laws, in collaboration with IOM and GIZ, stand out. At the judicial level, the Supreme Court of Justice, in collaboration with UNHCR and ICRC, published a manual to sensitize judges on the protection of internally displaced persons.²¹⁵

Analysis and level of compliance with the recommendation

251. The IACHR concludes that challenges persist in consolidating a robust and centralized institution that guarantees comprehensive protection for displaced persons. Although there has been progress in raising judicial awareness and creating guides and diagnoses, there is still a lack of a comprehensive national policy that harmonizes federal and state actions, as well as an adequate infrastructure for the effective implementation of these measures. In this regard, the IACHR concludes that the recommendation remains in **partial compliance**.

Measures and information to advance the implementation of the recommendation

252. In order to make progress in complying with the recommendation, the Commission invites the State to continue reporting on the progress made in the process of publishing and implementing the General Law on forced displacement, and the definition of the competent authority in its application, in order to strengthen the institutional framework in this area. Progress is needed towards the creation of a coherent national policy, which integrates both federal and state efforts and ensures effective coordination with local authorities.

7. Human rights defenders

Recommendation No. 60 Strengthen the bodies responsible for the protection of human rights defenders and journalists, so that they can adequately guarantee their life and integrity. In turn, the Mexican State is urged to incorporate gender and multicultural perspectives in the design and adoption of protection measures for women defenders and journalists.

²¹⁴ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 307-311.

²¹⁵ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 59](#), Chapter V, September 30 and October 1, 2024.

253. For Chapter V of the 2023 Annual Report, the IACHR was informed that the State was working on the creation of a National System of Prevention and Protection for human rights defenders and journalists, based on the General Law on Prevention and Protection against Grievances. This system would include a National Prevention Model, a National Registry of Aggressions and a National Protection Protocol. By January 2023, 27 states had specialized regulatory instruments. The Protection Mechanism for Human Rights Defenders and Journalists (Protection Mechanism) registered 2,059 protected persons. The State reported that the Working Group for the Strengthening of the Mechanism had complied with 66% of the 75 recommendations issued by the UN in the Diagnosis on the Functioning of the Mechanism²¹⁶. The IACHR considered that the recommendation was in partial compliance due to the persistence of attacks and intimidation against human rights defenders and journalists, and the ineffectiveness of protection measures in cases of disappearances and murders. She stressed the need to implement more robust prevention policies and specific measures with a gender and multicultural approach²¹⁷.

Compliance Information

254. In 2024, the State reported that the Protection Mechanism was strengthened through strategies designed in coordination with civil society and international organizations, consisting of: guidelines with a gender perspective; creation of a specialized roundtable for attention with a gender perspective, known as "La Equipa"; attention to collective cases; and the development of digital protection measures. She highlighted the incorporation of a risk analysis with a differentiated approach, which takes into account the gender perspective when conducting interviews with beneficiaries, which would make it possible to identify: (a) conditions of vulnerability by gender; (b) situations in which people have been victims of psychological, institutional, patrimonial, structural or cultural violence; and (c) additional risk factors such as forced displacement, caregiving, pregnancy, or migration²¹⁸.

255. The State also reported that the Mechanism's budget had increased by 599 million pesos for 2024; from 2012 to 2018 there was an increase of 780 million pesos, and 2,606 million in 2019-2023. Other shared progress this year included: (i) the increase in the Mechanism's staff from 42 to 72 personnel; and ii) the implementation of a social security program for independent journalists. The Ministry of the Interior also reported that it had trained 2,672 public servants from the three levels of government in the right to freedom of expression, the right to protest, gender violence and the pursuit of justice. In support of environmental defenders, the State highlighted the implementation of the Escazú Agreement, ratified in December 2020, by holding a working group "Regional Action for Environmental Defenders" in February 2024 to integrate a local perspective into the Regional Action Plan for Environmental Defenders. Approved in April 2024²¹⁹. It was specified that, as of July 31, 2024, the Mechanism has 2,340 under protection.

256. Civil society organizations, for their part, reported the insecurity suffered by human rights defenders and journalists in the exercise of their functions, evidencing the inadequacy of the prevention measures implemented by the Mechanism. In relation to searches for missing persons, the organizations reported that they continue to be carried out without the necessary conditions to guarantee the safety of searchers and without a differentiated protection scheme, which resulted in the murder of two women searchers and the disappearance of another person in 2024. They reported that, on some occasions, the Mechanism denies protection by stating that they are not human rights defenders²²⁰.

Analysis and level of compliance with the recommendation

²¹⁶ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 313-317.

²¹⁷ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 313-317.

²¹⁸ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 60](#), Chapter V, September 30 and October 1, 2024.

²¹⁹ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 60](#), Chapter V, September 30 and October 1, 2024.

²²⁰ Centro Prodh, [Buscadoras exigen medidas de seguridad a México en audiencia pública ante la CIDH](#), 28 de febrero de 2024.

257. The Commission appreciates the measures reported by the State to strengthen and guarantee the Mechanism's budget, as well as the measures aimed at guaranteeing its work with a differentiated approach²²¹. Notwithstanding the foregoing, the Commission notes with concern the information on murders and disappearances of defenders and journalists; 92 murders from December 2018 to December 2023²²², of which at least 13 would have been committed in the last year²²³ and 7 in 2024, according to information from the OHCHR²²⁴, one of which was a beneficiary of Precautionary Measures before the IACHR.²²⁵ The IACHR highlights the important work and leadership of the searchers for disappeared persons, who must be recognized as human rights defenders and protected by the State with a gender perspective.²²⁶ The information received by the IACHR reflects pending challenges and areas of opportunity for strengthening the Mechanism and the protection measures to guarantee the life and integrity of human rights defenders and journalists, recognizing the role of the different sectors of the population that have taken on tasks in the defense of rights. Notwithstanding the foregoing, the Commission appreciates the efforts reported by the State in relation to the need for intersectional, multicultural measures with a differentiated approach, and therefore the IACHR concludes that the recommendation is progressing to **substantial partial compliance**.

Measures and information to advance the implementation of the recommendation

258. The Commission welcomes the implementation of risk analysis with a gender perspective and asks the State to report on the adoption of protection measures with a differential approach in cases of searchers, such as human rights defenders, and on the measures adopted in response to the persistence of threats, murders, and disappearances. The State mentioned in the 2023 report the implementation of the National Prevention Model, the National Registry of Aggressions, the National Protection Protocol, the guidelines with a gender perspective, the specialized roundtable for attention with a gender perspective, and digital protection measures. However, in 2024, there was no information that would allow us to know the specific actions for its implementation and its results, so we invite you to share this information.

8. Freedom of expression

Recommendation No. 61 To recognize, from the highest levels of the State, the legitimacy and value of journalistic work and to condemn the aggressions committed in retaliation for the exercise of freedom of expression.

259. In Chapter V of the 2023 Annual Report, the State reported on the launch of the "Facing Freedom" campaign on May 2, 2023, in collaboration with the European Union and the Office in Mexico of the United Nations High Commissioner for Human Rights, to recognize the work of human rights defenders and journalists. and raise awareness about the risks they face. For the report, civil society organizations reported that the campaign was overshadowed by cases of espionage with the *Pegasus malware* and stigmatizations against the press. Despite efforts to promote a favorable environment, the IACHR highlighted the persistence of serious allegations of espionage and stigmatization, which negatively affect freedom of expression and the security of the press. The recommendation was considered to be pending implementation, with the need for further efforts to ensure effective protection and eliminate stigmatizing messages.²²⁷

²²¹ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párr. 318.

²²² Centro Prodh, [Suman 92 asesinatos de defensores de derechos humanos: Red TDT](#), 4 de junio de 2024.

²²³ ONU, [La Oficina de Derechos Humanos en México llama a investigar el asesinato del activista Adolfo Enríquez Vanderkam](#), 23 de noviembre de 2023.

²²⁴ ONU-DH, [ONU-DH insta a investigar el asesinato del sacerdote y defensor indígena de los derechos humanos, Marcelo Pérez Pérez](#), 20 de octubre de 2024. Las siete personas defensoras asesinadas durante 2024 son: Miriam Noemí Ríos, el 11 de enero, en Zamora, Michoacán; Samantha Gomes Fonseca, el 14 de enero, en Xochimilco, Ciudad de México; Angelita Almeras León, el 7 de febrero, en Tecate, Baja California; Noé Sandoval Adame, el 13 de febrero, en Chilpancingo de los Bravo, Guerrero; Socorro Barrera Sánchez, el 20 de junio, en Izúcar de Matamoros, Puebla; Danna Rodríguez, el 16 de agosto, en Zacapetec, Morelos; y el Padre Marcelo Pérez Pérez, el 20 de octubre, en San Cristóbal de las Casas, Chiapas.

²²⁵ CIDH, Medida cautelar No. 1498-18, Marcelino Díaz Sánchez y otros respecto de México, 23 de abril de 2019.

²²⁶ CIDH, [CIDH reconoce el liderazgo de mujeres buscadoras](#), 8 de marzo de 2023.

²²⁷ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 321-327.

Compliance Information

260. In 2024, the State said that citizen protection strategies have evolved towards an approach focused on crime prevention and the comprehensive protection of people, based on the use of intelligence as the main tool to combat crime and dismantle criminal structures.²²⁸ For their part, civil society organizations stressed that no progress has been made in the investigations into espionage against journalists and human rights defenders through the use of the *Pegasus malware*.²²⁹ Likewise, the Commission and its Office of the Special Rapporteur for Freedom of Expression (RELE) note that the Attorney General's Office has acknowledged that, between 2015 and 2016, journalist Carmen Aristegui was spied on using the *Pegasus software* in retaliation for her investigations into the then-president and his inner circle²³⁰. However, Juan Carlos García Rivera, an employee of a subsidiary of Grupo KBH and prosecuted for the interception of Aristegui's communications, was acquitted.²³¹ The SCJN ordered the Ministry of Finance and Public Credit (SHCP) to make public the contracts related to the acquisition of the *Pegasus software*, allegedly used to spy on journalists and human rights defenders.²³²

261. The organizations reported that the stigmatizing messages and the delegitimization of the work of human rights defenders and civil society organizations by the government continued. In 2024, the Office of the Special Rapporteur learned about the disclosure of journalists' personal data, especially in the context of official statements. The Special Rapporteur for Freedom of Expression warned that this practice has the potential to "accentuate or exacerbate situations of hostility, intolerance or animosity" on the part of sectors of the population towards journalists or the media, particularly in a country like Mexico that registers high rates of violence against the press.²³³ They stressed that, even with the new administration of the President of the Republic, who took office on October 1, 2024, the narrative in front of the media and civil society would be the same as in the previous administration; since the President announced that once a week she will be including in her morning conference a section called "Lie Detector", replacing the section "Who's Who of Lies" of the previous administration.²³⁴

Analysis and level of compliance with the recommendation

262. The Commission notes with concern the absence of concrete information from the State regarding the measures implemented to comply with this recommendation. The IACHR reiterates the information from 2022²³⁵ and 2023²³⁶ to the effect that stigmatizing and harmful messages by public officials against the press do not contribute to the recognition of the value and legitimacy of journalistic work; on the contrary, they reduce the impact of measures adopted by the State in compliance with this recommendation²³⁷. In the face of the current administration's determination to include a section analogous to "Who's Who in Lies" in the morning conferences of the federal executive, the Commission remains attentive to information that accounts for how this section would be in compliance with standards in terms of freedom of expression.

²²⁸ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 61](#), Chapter V, September 30 and October 1, 2024.

²²⁹ Centro Prodh, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

²³⁰ AP, [Juicio sobre espionaje con Pegasus en México acaba con una absolución y orden de seguir investigando](#), 12 de enero de 2024; Aristegui Noticias, [FGR reconoce espionaje con Pegasus a Carmen Aristegui; luez dictará sentencia a primer acusado](#), 12 de enero de 2024.

²³¹ Animal Político, [Único enjuiciado por espionaje a Aristegui reconoce participación en contrato del software espía Pegasus con extinta PGR](#), 8 de enero de 2024.

²³² Milenio, [Corte ordena a Hacienda hacer públicos contratos del software Pegasus](#), 6 de febrero de 2024; Proceso, [Corte ordena a la SHCP transparentar contratos para la compra del software espía Pegasus](#), 6 de febrero de 2024.

²³³ Relatoría Especial para la Libertad de Expresión (RELE), Comunicado de prensa No. 46/24, [La RELE expresa su preocupación por la tolerancia institucional a la divulgación de datos personales de periodistas en México](#), 6 de marzo de 2024.

²³⁴ France 24, [Sheinbaum retoma posturas de AMLO con la prensa y lanza un 'detector' de noticias falsas](#), 10 de octubre de 2024.

²³⁵ CIDH, [Informe Anual. Capítulo V. México](#), 2022, párr. 392.

²³⁶ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párr. 325.

²³⁷ CIDH, [Informe Anual. Capítulo V. México](#), 2022, párr. 392.

263. In relation to the allegations of espionage made by civil society organizations, a response from the State is essential with respect to the investigation, identification, and punishment of those allegedly responsible for the acts of espionage against journalists and defenders²³⁸. In light of these allegations, the IACHR calls on the Mexican State to redouble its efforts to promote an environment favorable to the right to freedom of expression and of the press and to eradicate any type of pronouncement by public authorities that could legitimize or send a permissive message to violence against the press. In this regard, and pending information on measures to adequately respond to the allegations of civil society, the IACHR concludes that compliance with the recommendation remains **pending**.

Measures and information to advance the implementation of the recommendation

264. The purpose of this recommendation is based on the premise that in a context of increasing violence against the press, it is important that the institutional framework as a whole contributes to an environment favorable to freedom of expression and public deliberation. The information received to determine whether or not there is progress in complying with the recommendation contrasts with the records of acts of violence against the press and the repeated stigmatizing messages from the public power towards journalistic work. The IACHR requests information on the actions reported in 2023 and 2024 to create a safe environment for the defense of human rights and freedom of expression. The Commission invites you to submit information on how intelligence is being used as the main tool to combat crime and dismantle criminal structures, as well as the progress of investigations into the use of *Pegasus malware* to spy on journalists and human rights defenders.

Recommendation No. 62 Define a single methodology for generating and publishing detailed and disaggregated statistics on violence against journalists and investigations of attacks, as well as on the protection measures adopted. Define a state authority as the one in charge of capturing information and publishing statistics and informing the different actors about the challenges that arise in the application of this methodology.

265. In Chapter V of the 2023 Annual Report, the State reported on the Specialized Prosecutor's Office for Crimes against Freedom of Expression (FEADLE),²³⁹ the entity in charge of investigating and prosecuting crimes against freedom of the press and expression, which had generated specific indicators on crimes, differentiated by sex, and which are published periodically. Civil society organizations reported that, although there are records of violence against the press by FEADLE, there is no national information, with data from state prosecutors' offices, which makes it difficult to analyze violence against the press in a national way. The recommendation was considered to be partially complied with, and the State was urged to move forward in the systematization of data and in the creation of a unified methodology.²⁴⁰

Compliance Information

266. In 2024, the State reported that the Ministry of the Interior is preparing an official registry of the Mechanism for the Protection of Human Rights Defenders and Journalists, without further specification to know the particularities of said registry. Civil society organizations said that there would be no systematization, nor homologation of the existing figures with the states²⁴¹. The State added in its observations to this report that FEADLE carries out the systematization of information contained in preliminary investigations and

²³⁸ Comité de Derechos Humanos de Nuevo Laredo, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre 2024.

²³⁹ Fiscalía Especial para la Atención de Delitos cometidos contra de la Libertad de Expresión.

²⁴⁰ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 329-332.

²⁴¹ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 62](#), Chapter V, September 30 and October 1, 2024.

investigation files related to crimes against freedom of expression, issuing monthly statistical reports on the complaints filed.²⁴²

Analysis and level of compliance with the recommendation

267. The Commission notes with concern the absence of concrete information on actions taken to comply with this recommendation and notes that, unlike in previous years, the State did not report statistical information from FEADLE²⁴³, nor figures related to the registration of violence committed against journalists and possible investigations in the states. In the absence of information, the IACHR concludes that the recommendation remains in **partial compliance**.

Measures and information to advance the implementation of the recommendation

268. The IACHR invites the Mexican State to develop a national statistical registry of the information that prosecutors' offices can provide on investigations into violence against journalists, as well as on national mechanisms for the protection of this population and human rights defenders. Similar to what was referred to in its 2023 follow-up report, the Commission urges the Mexican State to strengthen coordination between the different levels of government in this area.

Recommendation No. 63 Remove all obstacles so that, in practice, the Office of the Special Prosecutor for Crimes against Freedom of Expression (FEADLE) can attract the investigation of crimes committed against journalists and against freedom of expression. In this way, it will make effective the exercise of federal jurisdiction over crimes within its jurisdiction and guarantee that the most serious violations of freedom of expression are always investigated by that prosecutor's office.

269. According to the information reported by the State for the 2023 Follow-up Report, based on the constitutional reforms and the Federal Code of Criminal Procedure, the FEADLE obtained the power to attract cases from the common jurisdiction related to crimes against freedom of expression. From May 2013 to July 2023, FEADLE took on 140 cases under this authority. However, civil society organizations indicated that only 35.30% of the registered homicides of journalists were determined to be related to their journalistic work and reported that FEADLE has shown reluctance to attract investigations; and that it is crucial for this entity to establish clear guidelines and improve coordination with local prosecutors' offices to reduce impunity. The IACHR concluded that, despite the legal power, challenges persisted in its effective application, concluding that substantial progress towards partial compliance was made. It was recommended that the State define and apply objective and transparent criteria for attracting cases.²⁴⁴

Compliance Information

270. In 2024, the State said that the Office of the Special Prosecutor for Crimes Committed against Freedom of Expression of the Attorney General's Office would have defined, objective, and transparent criteria to guarantee impartial processes in the framework of requests to attract cases and coordination with local prosecutors' offices in crimes that affect freedom of expression. Article 21 of the National Code of Criminal Procedure establishes the cases in which the FGR can exercise its power of attraction in cases related to crimes that affect freedom of expression²⁴⁵. Civil society organizations reported that, according to the FEADLE Statistical Report of September 2024, from 2013 to 2024 the FEADLE would have only exercised the power of

²⁴² Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

²⁴³ CIDH, Informe Anual, [Informe Anual, Capítulo V](#), párrs. 407 y 409; CIDH, [Informe Anual, Capítulo V, México](#), 2023, párr. 330.

²⁴⁴ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 334-337.

²⁴⁵ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 63](#), Chapter V, September 30 and October 1, 2024.

attraction in 129 cases;²⁴⁶ 9 in 2013, 21 in 2014, 14 in 2015, 4 in 2016, 1 in 2017, 8 in 2018, 5 in 2019, 7 in 2020, 25 in 2021, 30 in 2022, 28 in 2023, and 29 in 2024. The organizations express a constant resistance of the FEADLE in the exercise of the power of attraction and a lack of effective collaboration between the investigations of the local jurisdiction and the FGR to promote the progress of the investigations in matters of crimes against freedom of expression.

Analysis and level of compliance with the recommendation

271. The Commission stresses that the criteria used to accredit paragraphs (iv)²⁴⁷ and (vi)²⁴⁸ of Article 21 of the National Code of Criminal Procedure (CNPP) must be made transparent, and the coordination between local prosecutors' offices and the FGR for the investigation of all cases involving journalists and social communicators must be strengthened. Notwithstanding the foregoing, recognizing the content of the criteria for determining the exercise of FEADLE's power of attraction, and the practice sustained over the years, the IACHR determines that the recommendation is **in full compliance**.

Recommendation No. 64 Maintain the character of the FEADLE as a specialized prosecutor's office and provide it with sufficient economic and human resources to enable it to carry out its work.

272. According to the information reported by the State for the 2023 Annual Report, the FEADLE increased the number of agents of the Public Ministry of the Federation. However, civil society organizations reported that FEADLE's budget was reduced to less than half of its budget in 2014. The organizations stressed that their current budget project would be one of the lowest among the FGR's special prosecutors' offices. The IACHR expressed concern about the budget reduction and determined that the recommendation remained pending compliance. The State was urged to guarantee budgetary sufficiency and the strengthening of human resources for FEADLE.²⁴⁹

Compliance Information

273. In 2024, the State reported that, since 2019, the budget went from 12,889,904 million pesos to 18,688,427 million pesos by 2024, which would represent an increase of 44.98%. The State reported that courses, conferences, seminars, and workshops have been scheduled to create a culture of crime prevention and respect for freedom of expression and the right to information²⁵⁰. Civil society organizations stressed that, although an increase in FEADLE's budget can be seen in recent years, it comes after a budget cut of more than 50% compared to the budget granted to the institution in 2013, which amounted to 38,084,788 million pesos²⁵¹.

Analysis and level of compliance with the recommendation

274. The IACHR observes with concern that there is no guaranteed and constant minimum budget allocated to FEADLE in the Federal Expenditure Budget in recent years. In this way, although the State reports an increase in the budget from 2019 to 2024, according to public information, the FEADLE budget for 2015 was 28,891,583; 25,121,369 in 2016; 18,433,763 in 2017; 17,989,600 in 2018; 12,889,904 in 2019; 14,491,400 in 2020; 15,033,230 in 2021; 14,813,521 in 2022; 16,272,944 in 2023 and; 18,688,427 in 2024²⁵². The foregoing

²⁴⁶ Organización Ku'kay, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

²⁴⁷ Código Nacional de Procedimientos Penales, artículo 21, iv) La vida o integridad física de la víctima u ofendido se encuentre en riesgo real.

²⁴⁸ Código Nacional de Procedimientos Penales, artículo 21, vi) Los hechos constitutivos de delito impacten de manera trascendente al ejercicio del derecho a la información o a las libertades de expresión o imprenta

²⁴⁹ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 339-342.

²⁵⁰ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 64](#), Chapter V, September 30 and October 1, 2024.

²⁵¹ Organización Ku'kay, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024; FGR, [Presupuesto total asignado a FEADLE](#), 2022.

²⁵² Secretaría de Hacienda, [Presupuesto de Egresos de la Federación](#), Ramo II, 2024.

shows an inconstancy in the budget item assigned to the FEADLE. Thus, from 2015 to 2018 there was a tendency to reduce the institution's budget. Subsequently, although from 2019 to 2021 there was an increase, in 2022 the budget was reduced again. In this regard, in terms of the provisions of the recommendation, in contrast to the budget granted since the publication of the Report on the Situation of Human Rights in Mexico in 2015 to date, there has been a reduction in the budget, therefore, the IACHR concludes that compliance with this recommendation remains **pending**.

Measures and information to advance the implementation of the recommendation

275. To move forward with the fulfillment of the recommendation, it is necessary to guarantee budgetary sufficiency in a constant manner within the framework of the Expenditure Budget of the Federation each year and to ensure the human resources of the institution. In this regard, the IACHR invites the State to provide information on how it is working to guarantee budgetary continuity and sufficiency; and to report information on how it would be guaranteed that the FEADLE has sufficient human resources to carry out its functions.

Recommendation No. 65 Adopt special investigation protocols by virtue of which the hypothesis of the relationship between the homicide or aggression and the journalistic profession must be completely and sufficiently exhausted.

276. In Chapter V of the 2023 Annual Report, the State did not provide information on compliance with the recommendation. However, the FEADLE's 2023 Statistical Report highlighted the creation in 2017 of a multidisciplinary group of analysts to strengthen the investigation of crimes against freedom of expression, following the Homologated Investigation Protocol. Civil society organizations reported that, despite the protocol, its implementation has been deficient by state prosecutors' offices and that FEADLE faces structural problems that limit the effectiveness of its investigations, resulting in an impunity rate of 98.26% in cases of crimes or human rights violations against the press. The State stressed that not all complaints have sufficient elements to be prosecuted and highlighted the progress made in criminal proceedings against public servants. The IACHR observed that the recommendation remained partially complied with due to problems in the implementation of protocols and the administration of justice. The State was urged to strengthen and effectively apply the investigation protocols and provide information on these actions.²⁵³

Compliance Information

277. In 2024, the State reported that the FEADLE is responsible for investigating and prosecuting crimes that affect, limit, or violate the freedom of expression of journalists and that it maintains constant communication with the Mechanism for the Protection of Human Rights Defenders and Journalists. The State said that, since 2020, it has been collaborating with the FGR's Special Unit on Gender and Violence against Women to identify whether there are gender factors in the cases it investigates. Between 2018 and 2024, 138 files were opened for crimes committed against women journalists. The State reported that there is an Approved Protocol for the Investigation of Crimes Committed Against Freedom of Expression, which includes specialized guidelines with a gender perspective. The State reported that, with the aim of promoting priority human rights issues at the local level, the first session of the National Human Rights Coordination Agenda was held on February 29, 2024, which addressed the protection of human rights defenders and journalists, among others²⁵⁴. The State added in its observations to this Report that Competency Standard EC1103 was developed to certify agents of the Public Prosecutor's Office in the investigation of these crimes with a specialized approach; and that courses were also given on the subject.²⁵⁵

²⁵³ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 349-351.

²⁵⁴ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 65](#), Chapter V, September 30 and October 1, 2024.

²⁵⁵ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

Analysis and level of compliance with the recommendation

278. The Commission welcomes the development of specialized protocols that guarantee an investigation with differentiated approaches in crimes against freedom of expression. In this regard, the first section of the recommendation would be addressed. However, the State did not report information on how these protocols would guarantee the exhaustion of hypotheses regarding the relationship between the homicide or aggression and the journalistic profession, for which reason the IACHR concludes that the recommendation remains **partially complied with**.

Measures and information to advance the implementation of the recommendation

279. In order to comply with this recommendation, the IACHR invites the State to report information on how the 2019 protocol would guarantee that investigations into crimes against journalists determine the hypothesis of the relationship between the homicide or aggression and the journalistic profession.

Recommendation No. 66 Improve the relationship between federal and state jurisdictions in order to prevent conflicts of jurisdiction from hindering or delaying investigations.

280. According to the information reported by the State for the 2023 Follow-up Report, the IACHR learned about the cooperation between the two jurisdictions and about the requirements that the SCJN has developed to enable the power of attraction in important and transcendental cases. Civil society organizations stressed that a comprehensive public policy is still lacking and that FEADLE continues to have discretion in the application of the power of attraction, without an adequate structural capacity for context analysis. The IACHR observed that, although there is a regulatory framework and a recent decision by the SCJN, additional information is needed on conflicts of jurisdiction and the effectiveness in the exercise of the power of attraction. The recommendation advanced to substantial partial compliance and the State was urged to provide details on strengthening objective criteria to ensure fair investigations and reduce conflicts of jurisdiction.²⁵⁶

Compliance Information

281. In 2024, the State reported that it would be implementing concrete measures to use objective criteria in the exercise of the power of attraction, with the aim of ensuring effective investigations and expeditious justice in cases of crimes committed against freedom of expression. He reiterated that Article 21 of the National Code of Criminal Procedure provides for the cases in which the FGR can exercise its power of attraction in these crimes.²⁵⁷ Civil society organizations expressed that, even with certain criteria for exercising the power of attraction, it would be at the discretion of the FEADLE to determine whether any normative hypothesis is specified to exercise said power. To this end, in accordance with the regulatory framework, they indicated that the application of context analysis would be necessary. However, they stated that, from the information they have been able to collect, the prosecutors' offices do not have the structural capacity to create special units that comply with this aspect.²⁵⁸

282. The State added in its observations to this Report that from May 2013 to January 2025, FEADLE has exercised its power of appeal in 195 cases, ensuring a solid legal framework for the protection of the right to information and freedom of the press.²⁵⁹

²⁵⁶ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 353-356.

²⁵⁷ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 66](#), Chapter V, September 30 and October 1, 2024.

²⁵⁸ Artículo 19, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", 11 de septiembre de 2024.

²⁵⁹ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

Analysis and level of compliance with the recommendation

283. The IACHR reiterates the need for additional information that indicates the updated figures on conflicts of jurisdiction surrounding these investigations, that is, the statistics of requests for attraction compared with the number of attractions that come from, specifying how the application of the criteria for determining the admissibility or inadmissibility of this power of attraction operates and the progress of the investigations,²⁶⁰ therefore, it concludes that the recommendation maintains substantial **partial compliance**.

Measures and information to advance the implementation of the recommendation

284. To guide the implementation of this recommendation, the IACHR reiterates its invitation to the State to provide information on how it has strengthened the establishment and use of objective criteria for the exercise of the power of attraction to ensure expeditious investigations and justice, as well as the reduction of conflicts in matters of jurisdiction.

Recommendation No. 67 Allow victims, their families and, where appropriate, their co-adjuvants to participate in criminal proceedings with full guarantees, both in the search for the truth and the clarification of the facts and when demanding reparation.

285. According to the information reported by the State for the 2023 Follow-up Report, the Commission learned of the creation of the Standardized Protocol for the Investigation of Crimes Committed Against Freedom of Expression, highlighting the certification and training of FGR personnel and the strengthening of the Executive Commissions for Attention to Victims. However, civil society organizations reported limited participation of victims in criminal proceedings and problems with care commissions, such as revictimization and lack of adequate reparation. The IACHR appreciated the progress reported, but considered that significant problems persisted in the effective participation of victims, maintaining the recommendation as partially complied with. The State was asked to ensure real participation of victims and to address the deficiencies reported by civil society.²⁶¹

Compliance Information

286. In 2024, the State reported that the CEAV actively promotes the participation of direct and indirect victims in the processes of access to justice and reparation. The State said that victims would have a crucial role in the formulation of solutions and in the implementation of mechanisms that ensure their rights; and stressed that family members would have the right to actively participate in the design, implementation and monitoring of search actions, as well as to receive information and provide key evidence. The State reported that the Office of the Special Prosecutor for Crimes of Disappearance (FEIDDF) would facilitate the active participation of families in the investigation processes and in keeping them informed of the progress of the cases²⁶². For their part, civil society organizations stated that the participation of families and victims in investigation processes is not only limited, but has been reduced by the rotation of personnel within State institutions, which makes it impossible to continue the processes and generates delays in investigations.²⁶³ The State added in its observations on this Report that FEADLE implements the Standardized Protocol for the Investigation of Crimes Committed Against Freedom of Expression, with the objective of guaranteeing the protection, legal guidance, and safety of journalists at risk, as well as their direct family members.²⁶⁴

²⁶⁰ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párr. 355

²⁶¹ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 358-361.

²⁶² SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 67](#), Chapter V, September 30 and October 1, 2024.

²⁶³ Organización Ku'kay, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024

²⁶⁴ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 28 de febrero de 2025.

Analysis and level of compliance with the recommendation

287. The organizations continue to report a limited power of participation of victims in criminal proceedings and in reparation actions, which is why it is necessary for the State to provide an adequate response and provide precise information on how this participation is guaranteed. In view of the foregoing, the Commission considers that the recommendation continues to **be partially complied with**.

Measures and information to advance the implementation of the recommendation

288. To guide compliance with this recommendation, the IACHR invites the State to guarantee, in practice, the participation of victims and their families in criminal proceedings and in reparation proceedings. In this sense, it invites to identify the cause of the allegations reported by civil society and to propose measures that provide an adequate response. The Commission requests information on the participation of victims by law enforcement authorities and victim care agencies. In response to the allegation that the victims' commissions do not guarantee the participation of victims, the IACHR invites the adoption of measures to ensure that representation before this entity does not impede victims' access to investigations.

9. Access to information

Recommendation No. 68 With regard to the attribution conferred by the Law on Access to Information on the Office of the Legal Counsel of the Presidency, it is recommended that this power be regulated in accordance with international principles relating to access to public information and national security.

289. In Chapter V of the 2023 Annual Report, the IACHR took note of the SCJN's resolution on the unconstitutionality of the Agreement that limited access to information on projects and works of the Government of Mexico, and the subsequent decision that found no violation in a new similar decree. However, civil society organizations expressed that this decision will not resolve the opacity surrounding these projects and the continued denial of access to information. The IACHR stressed that, despite the SCJN's resolutions, concerns persist about the application and interpretation of Article 157 of the General Law on Transparency and Access to Public Information (LGTAIP) to restrict access to information of public interest and additional information continues to be requested for the application of this rule. Therefore, the recommendation was deemed to have advanced to substantial partial compliance and the State was invited to provide additional details on how to ensure that this attribution is not used to limit access to public information.²⁶⁵

Compliance Information

290. By 2024, neither the State nor civil society organizations provided information related to this recommendation.

Analysis and level of compliance with the recommendation

291. The IACHR notes with concern the lack of information from the State and civil society regarding this recommendation. However, according to public information, the IACHR learned that on November 29, 2024, a constitutional reform was approved in the Senate of the Republic through which several autonomous constitutional bodies, including the National Institute of Transparency, Access to Information, and Protection of Personal Data (INAI), will be extinguished. Meanwhile, the recommendation under analysis highlights the need to regulate the powers of the Legal Counsel of the Presidency in matters of access to information, aligning them with the international principles of transparency and access to public information; the recent disappearance of the INAI, the institution responsible for guaranteeing transparency, accountability, and protection of the rights of access to information, puts compliance with this recommendation at risk. The elimination of the INAI will further concentrate the powers in the Executive, weakening the independent oversight mechanisms on the use of the powers of the Legal Counsel in relation to the classification and

²⁶⁵ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 363-369.

reservation of public information. According to the international principles set out in the Lima Principles on Access to Public Information²⁶⁶, external and independent oversight is essential to ensure transparency and accountability.

292. The IACHR does not have information that accounts for which institution will be responsible for assuming the functions of the INAI, and warns that this could generate an institutional vacuum that would make it difficult to oversee the decisions of the Legal Counsel of the Presidency. The elimination of the INAI represents a significant setback in terms of transparency and access to information. Consequently, as long as it is not defined how another body will guarantee access to public information and regulate the powers of bodies such as the Legal Counsel, this recommendation falls back to **pending compliance**.

Measures and information to advance the implementation of the recommendation

293. In order to comply with this recommendation, it is necessary to establish a body that guarantees access to public information and the protection of personal data, ensuring its independence from the Executive. This body must have technical and operational autonomy to supervise information classification decisions by the Legal Department, ensuring its alignment with the principles of maximum publicity, necessity and proportionality. It is necessary to prepare and approve a specific regulation that delimits the attributions of the Legal Counsel in the classification of information as reserved or confidential, based on international standards such as those established in the Lima Principle on Access to Public Information.

Recommendation No. 69 Strengthen laws, policies, and practices to ensure that judicial authorities have full access to relevant information when investigating and prosecuting cases of human rights violations attributed to members of the security forces.

294. According to the information reported by the State for the 2023 Follow-up Report, the Commission took note of the enactment of the Federal Law on Transparency and Access to Public Information, which replaced the previous law and has been the subject of reforms to strengthen the right of access to information, as well as on the publication of a decree that highlights transparency in the Organic Law of the FGR. However, the IACHR considered that this information was insufficient to fully comply with the recommendation, given that there was still a lack of transparency and access to information on serious human rights violations in investigations and judicial proceedings. The recommendation remained partially complied with, and the IACHR reiterated the need to adopt measures to ensure that judicial authorities have adequate access to information in the context of the investigation process.²⁶⁷

Compliance Information

295. In 2024, the State said that it has implemented a set of technological tools that guarantee judicial authorities' access to accurate and timely information within the framework of investigation processes. Among these tools is the Homologated Police Report (IPH), a platform that allows police institutions to document in detail the interventions and made available, supporting due process and promoting the efficient use of information in intelligence actions that benefit ministerial and judicial procedures. In addition, the State reported that the National Registry of Judicial Orders (RNMJ) is a fundamental instrument in strengthening justice in Mexico. This registry includes detailed information on arrest warrants issued by federal and state courts, providing judicial authorities with access to data such as the type and modality of the crime, the date of issuance of the warrants, among other crucial aspects for the follow-up of the cases. The RNMJ would ensure the permanent capture of data through cyber units of the 32 states, based on an approved catalog of incidents.²⁶⁸

²⁶⁶ Organización de los Estados Americanos, [Principio de Lima sobre Acceso a la Información Pública](#), 2018.

²⁶⁷ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 371-373.

²⁶⁸ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 69](#), Chapter V, September 30 and October 1, 2024.

296. For its part, as already stated, the Commission and its Office of the Special Rapporteur for Freedom of Expression learned about the approval of the constitutional reform that provides for the elimination of the National Institute of Transparency, Access to Information, and Protection of Personal Data (INAI). Once the reform is implemented, the function of reviewing complaints about the denial of access to information would be fragmented and the entity in charge of filing legal actions against laws that violate the right to information and privacy would disappear. This could lead to inconsistencies in transparency regulations²⁶⁹ and further weaken the powers of judicial authorities investigating cases of human rights violations to access information from security forces²⁷⁰.

Analysis and level of compliance with the recommendation

297. The Commission concludes that the information reported by the State does not account for the process and implementation of the records and reports to which it refers. Knowing the process is important for the Commission to evaluate whether full access to relevant information is effectively guaranteed when judicial authorities investigate and prosecute cases of human rights violations attributed to members of the security forces. Pending detailed information on this process, the IACHR believes that the recommendation continues to be **partially complied with**.

Measures and information to advance the implementation of the recommendation

298. To comply with this recommendation, the IACHR invites the State to work in coordination with the Attorney General's Offices, in order to address the challenges and areas of opportunity in access to information in the processes and investigations under its responsibility. The Commission also respectfully requests Mexico to provide details on how the functions of INAI will be replaced once dissolved.

Recommendation No. 70 Adopt the pertinent measures so that the security forces collect, systematize and periodically publish information referring to the effects on life and integrity as a result of the fight against organized crime. The information relating to such effects must describe the place where they occurred, the date, the details of the security sector unit that was present when they occurred, and information on its mandate and control. Also, what were the causes of the affectation and the inability to prevent them.

299. According to the information reported by the State for the 2023 Follow-up Report, the creation of the National Information Center was highlighted, aimed at publishing periodic data on crime incidence, including the effects on life or integrity in collaboration with various entities, civil society and academia. Although the IACHR welcomed this initiative, it said that the recommendation was partially complied with due to the lack of specific information on the role of law enforcement agencies in the collection and publication of data. The IACHR urged the State to ensure that these bodies carry out these tasks in a transparent, up-to-date manner, and disaggregated by ethnic-racial origin, age, sex, sexual orientation, gender identity and/or expression, and that they are used for reparation actions²⁷¹.

Compliance Information

300. In 2024, the State said that the Homologated Police Report plays a fundamental role in the fight against organized crime by facilitating the collection of strategic data that supports the intelligence and operational actions of the authorities, as it allows members of police institutions to record detailed information on interventions and generates a centralized database that becomes a resource for the identification of criminal patterns and tracing links between criminal activities. The State reported that the General Law of the National Public Security System establishes the obligation for security and law enforcement institutions to document

²⁶⁹ Instituto Nacional de Transparencia, Acceso a la Información y Protección de Datos Personales (INAI), Comunicado No. 222/24, [Desaparecer al INAI es un retroceso para México y sus derechos humanos](#), 23 de agosto de 2024; INAI, Comunicado No. 259/24, [Eliminar al INAI será una regresión en materia de derechos humanos: Blanca Lilia Ibarra Cadena](#), 24 de septiembre de 2024; Swissinfo.ch, [Relatoras de la ONU piden a México reconsiderar eliminación del Instituto de Transparencia](#), 2 de septiembre de 2024.

²⁷⁰ Human Rights Watch, México: [La transparencia y la privacidad, bajo amenaza](#), 24 de mayo de 2023.

²⁷¹ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 375-378.

and record the actions carried out during the transfer of persons allegedly responsible for crimes, including those related to organized crime.²⁷²

Analysis and level of compliance with the recommendation

301. The IACHR recognizes the importance of the measures adopted by the State to strengthen the collection and systematization of data related to violations of life and integrity as a result of the fight against organized crime. Among these measures, the use of the IPH stands out, which allows the collection of strategic information on the interventions of security institutions. However, while these initiatives represent significant progress, significant gaps remain in compliance with the specific terms of the recommendation. In particular, there is a lack of detailed information on the systematization and periodic publication of data in a disaggregated and accessible format that allows identifying the role of the security forces in the documented affectations. Nor is it specified how these measures ensure transparency and compliance with the principle of maximum disclosure, nor whether the data includes key details such as the place, date, units involved, their mandate and control, as well as the causes of the effects and the inability to prevent them.

302. The IACHR reiterates the need for published data to include adequate disaggregation by ethnic-racial origin, age, sex, sexual orientation, gender identity and/or expression, in accordance with the State's duty to provide priority attention to groups in vulnerable situations.²⁷³ This lack of information limits the State's ability to fully comply with the recommendation, as it does not ensure a comprehensive and transparent approach that allows for both accountability and reparation for victims. By virtue of the foregoing, and although important advances in the collection and recording of data are recognized, the recommendation advances to **substantial partial compliance**, due to the absence of complete information on the systematization and publication of the data in the specific terms referred to in the recommendation.

Measures and information to advance the implementation of the recommendation

303. To move toward full compliance with the recommendation, the IACHR suggests implementing a centralized and standardized system that unifies the records of public security and justice institutions, ensuring uniform and reliable data collection. It is essential that the State specify whether there is a periodical publication that includes information disaggregated by place, date, unit involved, causes of the affectations, and data on the victims, according to criteria of ethnic-racial origin, sex, age, among others.

G. Protection Mechanism for Human Rights Defenders and Journalists

Recommendation No. 71 To require the competent authorities to take into consideration international standards on protection, especially the considerations developed in the "Second Report on the Situation of Human Rights Defenders in the Americas" and the "Report on Violence against Journalists and Media Workers of the Office of the Special Rapporteur for Freedom of Expression of the IACHR."

304. In Chapter V of the 2023 Annual Report, the State reported that OHCHR presented a diagnosis of the Protection Mechanism with 104 recommendations, and that a Working Group had been formed for its implementation. He also maintained that a campaign had been launched on the importance of human rights defenders and journalists. However, civil society organizations indicated that significant breaches of international standards persisted, including the lack of a global policy of protection and continued stigmatization of the press by the authorities. The IACHR appreciated the creation of the Working Group and the participation of international organizations, but determined that the recommendation remained partially

²⁷² SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 70](#), Chapter V, September 30 and October 1, 2024.

²⁷³ CIDH, [Relatoría Especial para la Libertad de Expresión \(RELE\). Informe El derecho de acceso a la información en el marco jurídico interamericano](#), OEA Ser.L/V/ II CIDH/RELE/INF. 1/09, 30 de diciembre de 2009.

complied with and invited the State to provide details on how the standards of international reporting are being adopted in the measures of that Working Group.²⁷⁴

Compliance Information

305. In 2024, the State reiterated that in 2019 a diagnosis was made on the functioning of the Mechanism, which issued 104 recommendations and 127 sub-recommendations with the aim of guiding the institutional strengthening of the Mechanism. The State reported that these recommendations would focus on improving inter-institutional effectiveness and coordination and the implementation of protection measures adapted to the needs of the beneficiaries. The State said that, as a result of this process, the Working Group for the Strengthening of the Mechanism was established, which would function as a space for collaboration with the participation of various government institutions, international organizations, and civil society organizations. The Working Group would hold monthly meetings to assess progress in the implementation of the prioritized recommendations. The State concluded that this Group would ensure that the protection measures are aligned with Mexico's global human rights commitments²⁷⁵. For their part, civil society organizations and international organizations have expressed to the IACHR their interest in the Mexican State maintaining and deepening both the progress made and the efforts of the Working Group.²⁷⁶

306. In its observations on this Report, the State added that in 2024, key strategies were consolidated in five priority areas: guidelines of the Governing Board, temporary relocation of beneficiaries, mainstreaming of the gender perspective, attention to collective cases, and digital measures. To strengthen the gender approach, the "gender team" was created, made up of representatives of each unit of the mechanism, with the aim of eradicating gender stereotypes and prejudices in all processes.²⁷⁷

Analysis and level of compliance with the recommendation

307. The Commission welcomes the creation and implementation of the Working Group for the Strengthening of the Mechanism. However, although its functioning and operability represent progress in the framework of the work of the Mechanism, the information provided does not account for how the Working Group would be guaranteeing the adoption and implementation of international parameters in the field of protection; nor is information sent related to the specific measures that this Group would be implementing. In view of the foregoing, the Commission determines that the recommendation remains in **partial compliance**.

Measures and information to advance the implementation of the recommendation

308. The IACHR reiterates the invitation made in the 2023 Annual Report, in the sense that the State provide information that allows it to account for how the standards provided for in the "Second Report on the Situation of Human Rights Defenders in the Americas" and the "Report on Violence against Journalists and Media Workers of the Special Rapporteurship for Freedom of Expression" have been adopted. The Commission emphasizes that it will be useful for the measures adopted by the Group of Experts to refer to how the implementation of the recommendations issued by the IACHR in both reports is resumed.²⁷⁸

Recommendation No. 72 Provide all the necessary political support for the proper functioning of the protection mechanism, which includes the necessary economic resources so that they can efficiently develop their protection competencies and make it sustainable over time.

²⁷⁴ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 380-383.

²⁷⁵ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 71](#), Chapter V, September 30 and October 1, 2024.

²⁷⁶ Organización Ku'kay, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

²⁷⁷ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

²⁷⁸ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párr. 83.

309. According to the information reported by the State for the 2023 Follow-up Report, the extinction of this trust was announced, transferring the resources and logistics of the Protection Mechanism for Human Rights Defenders and Journalists to the SEGOB, which civil society organizations highlighted as a weakening of accountability and transparency. Despite the fact that the budget of the Facility had increased, it was found to be insufficient in relation to the growing number of beneficiaries. The IACHR welcomed the budget increase, but stressed the need to strengthen the Mechanism in the face of persistent violence, urging the State to adopt measures to guarantee financial sustainability and evaluate whether the resources allocated are sufficient for the performance of the Mechanism. It was therefore concluded that the recommendation continued to be partially complied with.²⁷⁹

Compliance Information

310. In 2024, the State reiterated the information reported in recommendation 71, in the sense of highlighting the preparation of a diagnosis of the Mechanism, in order to ensure that the resources allocated are sufficient and effective. This process would have had the active participation of civil society and international human rights organizations. The State emphasized that the Mechanism's Governing Board includes representation from various government entities such as the Attorney General's Office, the CNDH, and the Consultative Council. With regard to financial sustainability, the State said that it had made efforts to increase the Mechanism's budget; and reported that, during the current six-year term, the budget allocated would have increased. Thus, from January 2019 to December 2023, 2,606 million pesos were disbursed, which would represent a substantial increase compared to the 780 million allocated in the period from 2012 to 2018. The State pointed out that, for 2024, a budget of 599 million 155 thousand 516 pesos was authorized, as well as an increase in the number of collaborators, going from 42 to 72 people; which would have improved response capacity and reduced service times.²⁸⁰ As for the beneficiaries, as of January 31, 2025, the Mechanism incorporated 668 journalists, of which 188 are women and 480 men, as well as 1,256 human rights defenders, of which 714 are women and 542 men.²⁸¹

Analysis and level of compliance with the recommendation

311. The Commission appreciates the information reported by the State regarding the Mechanism's budget increase and the increase in the institution's staff. In this regard, in view of the fact that the content of the recommendation under analysis focuses on ensuring sufficient resources for the operation of the Mechanism, the Commission concludes that this recommendation has been **fully complied with**.

Recommendation No. 73 Adopt all necessary measures to assign and train all personnel necessary for its proper operation.

312. In Chapter V of the 2023 Annual Report, the State reported on the implementation of training programs for the civil servants of the Protection Mechanism and 22 states. At the same time, civil society organizations highlighted that staff still lacked adequate training in human rights and gender perspective, and reported problems such as workplace harassment and sexual violence, as well as gender or race discrimination. The IACHR appreciated the State's efforts and the progress made in training, considering that the recommendation had been substantially partially complied with, but emphasizing the need to ensure the regularity and obligatory nature of these training programs.²⁸²

Compliance Information

²⁷⁹ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 385-388.

²⁸⁰ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 72](#), Chapter V, September 30 and October 1, 2024.

²⁸¹ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

²⁸² CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 390-394.

313. In 2024, the State reported that it has implemented permanent regulated programs, so that the personnel responsible for the operation of the Mechanism are properly trained. These trainings integrate approaches such as the gender perspective, intersectionality and a comprehensive differentiated analysis, which would guarantee that the staff has the necessary skills to offer effective care²⁸³. On the other hand, civil society organizations recognize the execution of courses, talks and workshops; however, they warn that the mere implementation of these activities does not ensure that officials adequately acquire the knowledge imparted or that they incorporate it effectively into risk analysis processes. In its observations on this Report, the State stated that Mexico and the United States signed a letter of understanding with USAID to implement a training program from 2021 to 2023.²⁸⁴

Analysis and level of compliance with the recommendation

314. The Commission insists on the need for training spaces to be held regularly and sustainably over time, as well as to be mandatory, as highlighted in 2023²⁸⁵. However, the State did not provide timely information on the training, its methodology, the periods in which it is carried out, and the curriculum taught. This information is crucial to evaluate the impact of the trainings and their effectiveness in the operation of the Mechanism. In view of the foregoing, the IACHR concludes that this recommendation remains with a substantial level of **partial compliance**.

Measures and information to advance the implementation of the recommendation

315. The Commission reiterates the need to have information that shows whether the programs are regulated to be carried out on a permanent and mandatory basis, where they would be regulated, and to report whether the training would be provided to all the personnel necessary for the proper operation of the Mechanism. With a view to declaring full compliance with the recommendation, the IACHR invites the State to report on whether the training is duly evaluated, as well as its effectiveness and impact on the operation of the Mechanism.

Recommendation No. 74 Ensure that risk studies and the implementation of prevention and protection measures are carried out appropriately and in accordance with the urgency of the issues. Therefore, in the processes of risk assessment, assignment of protection schemes, and review of their suitability, adequate participation, communication, and consultation with the persons covered by the protection mechanism, as well as beneficiaries of precautionary measures requested by the IACHR, should be guaranteed.

316. According to the information reported by the State for the 2023 Monitoring Report, risk assessments are carried out individually or collectively, applying a gender and intersectionality perspective, and must be approved by the Governing Board. However, civil society organizations criticized these assessments, noting that they are often carried out under inadequate conditions and without taking into account the full context of the beneficiaries. They reported that the times to collect information have been reduced, affecting the quality of evaluations and leading to the unjustified withdrawal of protection measures, which has put beneficiaries at risk. The IACHR observed that the unjustified withdrawal of measures and irregularities in risk assessments have compromised the integrity of defenders and journalists. It therefore determined that the recommendation was in partial compliance, suggesting the need to apply risk assessments based on clear and objective standards.²⁸⁶

²⁸³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 73](#), Chapter V, September 30 and October 1, 2024.

²⁸⁴ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

²⁸⁵ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párr. 393.

²⁸⁶ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párrs. 396-400.

Compliance Information

317. In 2024, the State reported that the Mechanism would guarantee that risk studies and the implementation of prevention and protection measures are carried out appropriately and in response to the urgency of each case; and reported that the operation of the Mechanism guarantees a participatory approach of civil society and international human rights organizations. The State reported that, in the risk assessment process, the Mechanism's Governing Board is responsible for discussing and approving the protection plans. The State stated that about 90% of the proposed protection plans are approved by consensus in the Board. The State emphasized that the operation of the Mechanism allows for a rapid assignment of protection schemes and continuous reviews of the adequacy of the measures adopted, which would be complemented by the Working Group for the Strengthening of the Mechanism.²⁸⁷

318. Civil society organizations argued that the Protection Mechanism has faced criticism in relation to the evaluation and withdrawal of security measures from beneficiaries in recent years; and stated that risk assessments are often carried out under inadequate conditions, without taking into account the context of the beneficiaries. This, in their opinion, results in inaccurate and unrealistic analyses and they indicated that the time allocated for the collection of information would have been significantly reduced, affecting the quality of the evaluations and that crucial measures, such as shelters, would have been withdrawn based on the current location of the beneficiaries, exposing people to greater risk.²⁸⁸ Other challenges identified by civil society organizations are the lack of elements that allow analyzing the contexts of the risks, the lack of analysis of all risk variables, and not foreseeing all the affectations, events, and security incidents within the chain of violence that defenders and journalists have suffered.²⁸⁹

Analysis and level of compliance with the recommendation

319. The State did not submit information on specific measures that would account for how risk assessments would be carried out, guaranteeing compliance with standards in this area. This, despite the fact that in the 2023 Annual Report, the IACHR highlighted the need to have objective criteria that make it possible to determine the conditions under which the granting and withdrawal of protection measures would operate, and to report on them and their application by the Protection Mechanism²⁹⁰. Although the information reported by the State states that "the risk analyses would be carried out in an appropriate manner in view of the urgency of each case,"²⁹¹ this statement is not accompanied by a justification for how and on the basis of what it is concluded that the evaluations are adequate and are carried out in compliance with established and objective criteria. beyond the urgency of the case. The sense of urgency in the abstract would be subjective in the absence of criteria that determine from what conditions such urgency would be accredited. In this regard, the Commission maintains **partial compliance** with the recommendation.

Measures and information to advance the implementation of the recommendation

320. To guide compliance with the recommendation, the IACHR reiterates its invitation to the State to guarantee the application of risk assessments based on relevant standards. The Commission urges the State to establish objective criteria to determine the conditions under which the granting and withdrawal of protection measures would operate, and to submit information on these and their application by the Protection Mechanism.²⁹²

²⁸⁷ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 74](#), Chapter V, September 30 and October 1, 2024.

²⁸⁸ Artículo 19, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", del 11 de septiembre de 2024.

²⁸⁹ Espacio OSC, Personas defensoras de derechos humanos y periodistas en situación de desplazamiento forzado interno en México, 2024, p. 21.

²⁹⁰ CIDH, [Informe Anual, Capítulo V, México](#), 2023, párr. 400.

²⁹¹ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 74](#), Chapter V, September 30 and October 1, 2024.

²⁹² CIDH, [Informe Anual, Capítulo V, México](#), 2023, párr. 400.

Recommendation No. 75 Evaluate and adopt differentiated protection measures for women, indigenous leaders, and environmental defenders.

321. According to the information reported by the State for the 2023 Monitoring Report, the Protection Mechanism conducts risk assessments based on a matrix that includes components of gender, ethnic and social identity, and other conditions of vulnerability, conducting 311 risk assessments between January and August 2023. However, civil society organizations criticized the lack of effectiveness in the implementation of measures and risk assessment. Although a gender analysis is incorporated, it is not adequately reflected in protection measures, and a high turnover of staff and a lack of knowledge in human rights and gender perspective have been documented. It has been referred to that measures for indigenous people can cause significant cultural ruptures. The IACHR thanked the information provided, but determined that the recommendation remained in partial compliance, since detailed information on the practical application of the differentiated protection measures was lacking.²⁹³

Compliance Information

322. In 2024, the State said it would have adopted a comprehensive approach to ensure differentiated protection for women, indigenous leaders, and environmental defenders, recognizing the particular needs of each group based on their specific vulnerabilities. The State reported that one of the advances was the creation, in January 2024, of the Specialized Table for Attention with a Gender Perspective, known as "La Equipa." This space would seek to strengthen the protection of women human rights defenders and journalists, from a comprehensive perspective. "La Equipa" would provide protection and promote the creation of safe environments for these women to continue their work. In the case of indigenous leaders, the State reported that it had developed specialized measures that take into account their fundamental role as defenders of the rights of their communities and the environment. The State explained that, in 2024, 184 indigenous defenders are incorporated into the Mechanism. The State highlighted the ratification of the Escazú Agreement in December 2020 and that, in follow-up to the international obligations arising from the Agreement, in February 2024, the government convened the working group "Regional Action for Environmental Defenders", in which representatives of 28 states participated, with the aim of integrating a local perspective into the Regional Action Plan for Environmental Defenders. adopted in April 2024 during the Third Meeting of the Conference of the Parties to the Escazú Agreement (COP3).²⁹⁴

323. The State maintained that, in addition, significant progress had been made to extend social security to the most vulnerable journalists, in collaboration with the Mexican Social Security Institute (IMSS) and the Ministry of the Interior, with an investment of 45.7 million pesos until December 2023. The State said that this program would have allowed more than 1,500 journalists who previously lacked access to these benefits to now have voluntary coverage within the social security system. On the other hand, the State stated that the differentiated approach has been adopted by 26 states, which already have specialized regulations for the protection of human rights defenders and journalists. In turn, the Gender Equality Unit of the FGR collaborates with various prosecutors' offices to ensure that crimes committed against women journalists are investigated with a gender perspective, which represents an advance in the impartiality and effectiveness of justice procedures.²⁹⁵

Analysis and level of compliance with the recommendation

324. The Commission insists that although it values the information in the abstract that the State submits to this IACHR, it is necessary to indicate through which specific and punctual measures and/or actions the recommendation would be complied with. In this regard, by affirming that the State guarantees "the

²⁹³ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 402-406.

²⁹⁴ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 75](#), Chapter V, September 30 and October 1, 2024.

²⁹⁵ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 75](#), Chapter V, September 30 and October 1, 2024.

adoption of a comprehensive approach to differentiated protection and the strengthening of the protection of women human rights defenders and journalists, from a comprehensive perspective," it is essential that specific information be submitted on those actions or measures through which such an approach would be adopted. In the same vein, the IACHR values the information reported on the creation of "La Equipa" However, there is also no information on how or from what actions "La Equipa" would be promoting safe spaces, nor the specialized measures that would be implemented in relation to defenders of the rights of their communities and the environment. By virtue of the foregoing, the Commission maintains the recommendation in **partial compliance**.

Measures and information to advance the implementation of the recommendation

325. In order to guide full compliance with this recommendation, the Commission reiterates the need to have information that accounts for how the differentiated measures of protection for the persons provided for in the recommendation are determined or established in practice. In this regard, the Commission urges the State to submit more information on the methodology implemented for the risk assessment, how it is carried out with a differentiated approach, and how the latter determines the protection measures that are granted.

Recommendation No. 76 Urge the State to implement strategies so that the different institutions, at the various federal and state levels, work in an articulated manner in order to provide a comprehensive response on all issues related to the protection of human rights defenders, as well as journalists.

326. In Chapter V of the 2023 Annual Report, the IACHR observed that the State reiterated the creation of the Governing Board of the Protection Mechanism for Human Rights Defenders and Journalists, which coordinated actions to address cases and organized three national meetings with the participation of federal and state authorities. The State reported the signing of an agreement with the Mexican Social Security Institute to incorporate 925 independent journalists into the Social Security Regime. However, civil society organizations reported that, despite these efforts, coordination problems and the lack of additional measures persisted. The IACHR valued the information provided, but concluded that the recommendation remained partially complied with due to the lack of details on the effectiveness of inter-institutional coordination.²⁹⁶

Compliance Information

327. In 2024, the State reiterated the information submitted in 2022²⁹⁷ and 2023²⁹⁸. In this regard, he referred to the creation of the Protection Mechanism for Human Rights Defenders and Journalists, which would have encouraged effective coordination between the Federation, the states and autonomous bodies, such as prosecutors' offices and human rights commissions. The State stated that the Mechanism operates under a structure that involves multiple actors and reaffirmed that the composition of the Governing Board includes various entities of the Federal Government, such as the Ministry of the Interior, the Ministry of Foreign Affairs, the National Guard, the FGR, the CNDH, and representatives of civil society, which would guarantee a multidimensional approach. The State reported that coordination between levels of government and the implementation of protection measures in a uniform and coherent manner throughout the country would be guaranteed. In addition, the Working Group for the Strengthening of the Mechanism, made up of international organizations such as the OHCHR and specialized civil society organizations, would have collaborated in the strengthening of the Mechanism. The State referred to the increase in the allocation of resources from the Mechanism, reiterating the information reported in the previous recommendations²⁹⁹. In its observations on

²⁹⁶ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 408-412.

²⁹⁷ CIDH, [Informe Anual. Capítulo V. México](#), 2022, párrs. 461 y 465.

²⁹⁸ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párr. 408.

²⁹⁹ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 76](#), Chapter V, September 30 and October 1, 2024.

this report, the State reported that the Mechanism provided 46 training courses to State authorities with the aim of raising awareness of the right to defend human rights.³⁰⁰

328. For their part, civil society organizations reported that they would continue to document cases in which there is no effective coordination between the request for protection measures by the Mechanism and its implementation. Specifically, with regard to the patrols of the police authorities, the beneficiaries report that, although they are fulfilled for a few months after the government meetings, they are rarely maintained continuously throughout the assigned accompaniment period.³⁰¹ According to civil society organizations, the lack of coordination between the mechanism and the municipal authorities continues to be a challenge, as well as the absence of coordination between the internal units of the Mechanism.³⁰²

Analysis and level of compliance with the recommendation

329. The Commission does not have information that accounts for how in practice articulated work is guaranteed between the institutions at the federal and state levels. Pending further details on the coordination measures implemented, the IACHR considers that the recommendation continues to **be partially complied with**.

Measures and information to advance the implementation of the recommendation

330. In order to guide the full implementation of this recommendation, the IACHR invites the State to report on the actions and strategies implemented to guarantee coordinated work between institutions at the federal, state, and municipal levels. The Commission invites the State to continue reporting details on how, in practice, this articulation would be materialized to provide a comprehensive response for the protection of human rights defenders and journalists.

Recommendation No. 77 Encourage the protection mechanism to implement a dissemination strategy on its competencies, the requirements for entry into the program, among other necessary information, so that human rights defenders and journalists are aware of the protection that the mechanism can provide. Similarly, and in accordance with international standards, provide access to the necessary information on the protection mechanism, in order to provide greater transparency about the work being carried out.

331. According to the information reported by the State for the 2023 Follow-up Report, a dissemination and awareness-raising strategy was implemented on the Protection Mechanism and the defense of human rights, including training in 19 states and official accounts on social networks were set up, and the "Facing Freedom" campaign was launched in collaboration with the European Union and the Office of the United Nations High Commissioner for Human Rights. Human Rights in Mexico, which reached 22 states. However, civil society organizations reported that, although the Mechanism uses Twitter for dissemination, the communication strategy was still limited and did not reach the entire population. The IACHR appreciated the additional efforts, but concluded that the recommendation remained partially complied with, highlighting the need for a more inclusive and coordinated communication strategy.

Compliance Information

332. In 2024, the State reported that, through the General Coordination of Social Communication and Spokesperson of the Presidency, the SEGOB, in collaboration with the Delegation of the European Union (EU) and the Office of the United Nations High Commissioner for Human Rights, had implemented a

³⁰⁰ Estado de México. Observaciones y comentarios del Estado mexicano al proyecto Capítulo V 2024 sobre el seguimiento a las recomendaciones formuladas por la Comisión Interamericana de Derechos Humanos en el informe "Situación de los derechos humanos en México", 16 de febrero de 2025.

³⁰¹ Artículo 19, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", del 11 de septiembre de 2024.

³⁰² Espacio OSC, Personas defensoras de derechos humanos y periodistas en situación de desplazamiento forzado interno en México, 2023, pp. 24-26.

comprehensive dissemination strategy on the Mechanism, and said that the campaign entitled "Facing Freedom" aims to make visible the risks faced by women and women. human rights defenders and journalists, and to raise awareness of available protection measures. These materials would be disseminated in public spaces and social networks, so that the information reaches all regions of the country, facilitating access for potential beneficiaries. Finally, the State reported that the authorities, including the Secretariat of Security and Citizen Protection (SSPC), the Unit for the Defense of Human Rights of the Interior, and the Ministry of Foreign Affairs, are actively participating in the dissemination and implementation of this strategy to ensure that defenders and journalists have clear and accessible information on the protection mechanisms available³⁰³.

Analysis and level of compliance with the recommendation

333. The Commission welcomes the dissemination of the "Facing Freedom" campaign and welcomes the fact that the campaign is replicated not only on social networks, but also in public spaces, and that the authorities are involved in the process of disseminating the content of the campaign that would make visible the protection measures available to the State. By virtue of the foregoing, the Commission concludes that the recommendation is **fully complied with**.

Recommendation No. 78: Encourage the protection mechanism to adopt a procedure that allows it to order ex officio protection measures in those cases that, due to their seriousness and urgency, require them immediately.

334. According to the information reported by the State for the 2023 Follow-up Report, the Commission took note of the work of the Case Reception and Rapid Reaction Unit, which is responsible for issuing and implementing Urgent Protection Measures immediately, in accordance with the Law for the Protection of Human Rights Defenders and Journalists. However, civil society organizations indicated that no specific measures had been put forward to address urgent cases, and that there had been a significant delay in the incorporation of journalists into the Protection Mechanism. They highlighted the case of Gustavo Sánchez Cabrera, a journalist murdered in 2021, who had faced delays in the evaluation and application of protection measures. The IACHR concluded that, although the law establishes procedures for urgent measures, these are initiated only from a request and not ex officio, concluding that the recommendation was still partially complied with. The State was urged to report on the implementation of a procedure to grant ex officio protection measures.³⁰⁴

Compliance Information

335. In 2024, the State said that the Mechanism grants preventive protection measures through a rigorous and technical process that evaluates the level of risk faced by applicants. This process is carried out through a comprehensive assessment that examines the context in which they operate, the nature of the threats received and the degree of vulnerability of the person in question. Depending on the results of this assessment, specific protection measures would be put in place, which could include escorts, bulletproof vests and surveillance cameras, or the temporary relocation of affected persons. The State reported that the measures are decided jointly by government institutions, beneficiaries, and civil society through its Advisory Council.

336. For their part, civil society organizations reported that the Mexican State has not presented measures or guidelines to address serious and urgent cases, and that there is a delay in the process of joining the Mechanism. In some accompanying cases, the organizations indicated that they had registered a delay in the incorporation of journalists into the Mechanism, which would make it inefficient and ineffective in situations of risk to the press.³⁰⁵ Similarly, the IACHR and the Special Rapporteur for Freedom of Expression

³⁰³ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 77](#), Chapter V, September 30 and October 1, 2024.

³⁰⁴ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 419-422.

³⁰⁵ Organización Ku'kay, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

have received reports alleging a lack of timely response by the Mechanism to situations of gravity and extreme urgency affecting the beneficiaries.

Analysis and level of compliance with the recommendation

337. The Commission values the information reported regarding the analysis of the context, nature of the threats, and degree of vulnerability of the person in question, in the Mechanism's risk analysis process. However, this process does not account for how protection measures are being granted ex officio, guaranteeing immediate implementation. In this sense, although the process and criteria reported by the State would be objective, they do not differentiate between the protection measures granted as a result of an ordinary procedure *vis a vis* those measures that would be granted ex officio. In this regard, and pending specific information regarding the protection measures granted ex officio, the Commission maintains the recommendation as **partially complied with**.

Measures and information to advance the implementation of the recommendation

338. In order to guide full compliance with this recommendation, the IACHR invites the State to report on the difference in the processes for granting protection measures at the request of those granted ex officio. It is necessary for the State to inform whether the reported process is provided for in any regulation or ordinance that allows its permanence over time to be verified.

Recommendation No. 79 To urge the State to redouble its efforts to investigate the facts that led to the entry and stay of persons covered by the protection mechanism, with a view to establishing the investigation as a preventive measure as a State policy.

339. According to the information reported by the State for the 2023 Follow-up Report, the Commission noted that, although the Protection Mechanism does not have the authority to investigate crimes, it encourages collaboration with state prosecutors' offices and works to strengthen a national network of authorities to improve attention to the problem. Civil society organizations, however, reported that impunity in cases of violence against the press remains high, with more than 97% of FEADLE cases unsentenced between 2012 and 2022. The IACHR observed difficulties in coordination between authorities and the lack of progress in investigations and prevention, maintaining the recommendation as partially complied with. The State was urged to strengthen institutional measures for the investigation of the facts that led to inclusion in the Mechanism and to provide information on the progress and results of these investigations.³⁰⁶

Compliance Information

340. In 2024, the State reported that risk analyses are carried out once a beneficiary is incorporated and protection measures are granted; then, when the Risk Assessment Unit has the file, it would be scheduled to carry out the risk assessment or re-evaluation, as the case may be. as well as the generation and approval of the protection plan by the Governing Board. In this way, it argues, the risk analyses take into consideration the vulnerability of human rights defenders and journalists and seek to generate protection plans that have suitable, effective, and temporary measures and that, in no case, such measures restrict the activities of the beneficiaries, nor do they imply surveillance or unwanted intrusions into their work or personal lives³⁰⁷.

341. In turn, civil society organizations alleged impunity in cases of violence against the press and highlighted that, of the FEADLE cases, more than 97% would not have a sentence (between 2012 and December 2022). The organizations indicated that the Federal Protection Mechanism would have rejected any

³⁰⁶ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 424-427.

³⁰⁷ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations. Recommendation 79](#), Chapter V, September 30 and October 1, 2024.

investigative act, arguing that it is not within its powers to investigate the facts, relegating the investigations to the state Prosecutor's Offices and the FGR³⁰⁸.

Analysis and level of compliance with the recommendation

342. The Commission warns that there is still a challenge in the coordination between authorities at different levels to assist in investigations and prosecutions, and that this has hindered progress and the development of effective processes that guarantee the right of access to justice. In this sense, there is no information that accounts for progress in coordination between authorities to contribute to the investigation processes, or in prevention strategies. The Commission therefore maintains the recommendation as **partially complied with**.

Measures and information to advance the implementation of the recommendation

343. To guide compliance with this recommendation, the Commission invites the State to adopt institution-building measures to ensure the investigation of the events that lead to the entry of persons into the Protection Mechanism, and to report on the results of these measures and on the progress made in the investigation processes related to the cases that are part of the Protection Mechanism. It is also suggested that you report on the actions taken to ensure that the investigation is carried out in an impartial, exhaustive and expeditious manner and that they lead to the proper prosecution and punishment of the persons responsible.

Recommendation No. 80 Encourage the mechanism to adopt tools that allow it to measure the effectiveness of the measures implemented, as well as to increase the transparency of all actions taken to increase the confidence of the beneficiaries. This must be accompanied by the development of a policy of prevention and participation of the target population.

344. According to the information reported by the State for the 2023 Follow-up Report, the Commission took note of the work of the Prevention, Monitoring, and Analysis Unit of the Protection Mechanism, which is responsible for evaluating the measures implemented and proposing modifications and improvements. However, civil society organizations reported deficiencies in the risk analyses prepared by the Mechanism, which do not adequately provide for the context and updated information, and reported an increase in amparos, complaints, and denunciations against the Mechanism and its staff. The organizations also highlighted that, in 2022, out of 291 applications for incorporation, 152 were inadmissible without clear explanations. The IACHR, since it did not receive detailed information on the results of the evaluations carried out by the Prevention Unit, maintained the recommendation as pending compliance. It was suggested that the State adopt measures to have evaluation indicators that verify the effectiveness of the measures implemented, incorporating the perspective of users.³⁰⁹

Compliance Information

345. In 2024, the State reported that Mexican authorities, including the Secretariat of Security and Citizen Protection (SSPC), the Unit for the Defense of Human Rights of the Interior, and the Ministry of Foreign Affairs are participating in the dissemination and implementation of this strategy to ensure that defenders and journalists have clear and accessible information on the protection mechanisms available. The State reported that the risk analysis of a differentiated approach guarantees the gender perspective when conducting interviews with the beneficiaries. The State emphasized that the methodology has variants that are applied with this approach, which are the following: Discrimination and exclusion based on gender expression, gender condition, condition based on sex-gender orientation, age condition, indigenous condition and appearance, religious beliefs, socially stigmatized groups, disability conditions, and it would identify if they have faced any

³⁰⁸ Organización Ku'kay, Seguimiento sobre el cumplimiento de las recomendaciones del Informe "Situación de Derechos Humanos en México", octubre de 2024.

³⁰⁹ CIDH, [Informe Anual. Capítulo V. México](#), 2023, párrs. 429-432.

type of violence. Similarly, those situations that influence their work would be recorded. With all the information provided, it would be indicated if the beneficiaries have been affected by gender or violence.³¹⁰

Analysis and level of compliance with the recommendation

346. The information reported by the State shows how a differentiated approach in the work of the Mechanism is being strengthened. However, no information related to measurement processes and evaluation of the effectiveness of the measures implemented is reported, as established in the recommendation. Nor is there any information on measures implemented to increase the confidence of beneficiaries. Consequently, the IACHR concludes that this recommendation is still **pending compliance**.

Measures and information to advance the implementation of the recommendation

347. In order to guide compliance with this recommendation, the IACHR invites the State to adopt initiatives that allow it to have evaluation indicators to verify the effectiveness of the measures implemented in their entirety. The Commission suggests that this assessment should include the perspective of the users of such measures.

III. SUMMARY TABLE OF THE LEVEL OF COMPLIANCE WITH THE RECOMMENDATIONS

348. The following table shows the level of compliance by the State of Mexico with respect to each of the recommendations made by the Commission in its 2015 Report on the Situation of Human Rights:

Subject of the recommendation	Recommendation number	2023 Level of compliance	2024 Compliance Level
Citizen Security	1	Pending	Unfulfilled
	2	Pending	Pending
	3	Total	Total
	4	Partial	Partial
	5	Pending	Pending
	6	Partial	Partial
	7	Partial	Total
	8	Partial	Total
Disappearances and enforced disappearances	9	Partial	Pending
	10	Substantial Partial	Substantial Partial
	11	Partial	Partial
	12	Substantial Partial	Total
	13	Partial	Follow-up closure
Torture	14	Partial	Partial
	15	Total	Total
	16	Total	Total
	17	Partial	Partial
	18	Pending	Pending
	19	Partial	Total
	20	Partial	Partial
Extrajudicial executions	21	Pending	Partial
	22	Substantial Partial	Substantial Partial
	23	Partial	Partial
	24	Substantial Partial	Partial

³¹⁰ SIMORE Inter-American, [Progress report of the Mexican State on compliance with and follow-up to the IACHR's recommendations, Recommendation 80](#), Chapter V, September 30 and October 1, 2024.

	25	Partial	Partial
	26	Partial	Total
	27	Partial	Substantial Partial
Access to justice	28	Total	Total
	29	Partial	Partial
	30	Partial	Partial
	31	Partial	Partial
	32	Partial	Partial
	33	Substantial Partial	Substantial Partial
	34	Partial	Partial
	35	Pending	Pending
	36	Total	Total
	37	Total	Total
People in a particular situation of vulnerability – LGBTI people	38	Partial	Substantial Partial
	39	Partial	Substantial Partial
People in particular vulnerable situations – women	40	Partial	Substantial Partial
	41	Partial	Substantial Partial
	42	Total	Total
	43	Partial	Partial
	44	Partial	Partial
People in particular vulnerable situations – children and adolescents	45	Partial	Total
	46	Partial	Partial
People in particular situations of vulnerability – indigenous peoples and serious human rights violations	47	Substantial Partial	Substantial Partial
	48	Total	Total
	49	Partial	Substantial Partial
Persons in a particular situation of vulnerability – persons deprived of liberty	50	Pending	Pending
	51	Pending	Partial
	52	Substantial Partial	Substantial Partial
	53	Pending	Partial
	54	Partial	Partial
	55	Total	Total
People in a particular situation of vulnerability – migrants	56	Follow-up closure	Follow-Up Closure
	57	Substantial Partial	Substantial Partial
	58	Partial	Substantial Partial
	59	Partial	Partial
People in particular situations of vulnerability – human rights defenders	60	Partial	Substantial Partial
Freedom of expression	61	Pending	Pending
	62	Partial	Partial
	63	Substantial Partial	Total
	64	Pending	Pending
	65	Partial	Partial
	66	Substantial Partial	Substantial Partial
	67	Partial	Partial
Access to information	68	Substantial Partial	Pending
	69	Partial	Partial
	70	Partial	Substantial Partial
Defenders and Journalists Mechanism	71	Partial	Partial
	72	Partial	Total

	73	Substantial Partial	Substantial Partial
	74	Partial	Partial
	75	Partial	Partial
	76	Partial	Partial
	77	Partial	Total
	78	Partial	Partial
	79	Partial	Partial
	80	Pending	Pending

IV. CONCLUSIONS

349. The Inter-American Commission on Human Rights has carried out an exhaustive and detailed follow-up analysis of the recommendations presented in the 2015 Country Report with respect to Mexico. This analysis accounts for certain advances and commitments on the part of the Mexican State to comply with its international human rights obligations. However, multiple challenges and obstacles remain that must be overcome to ensure effective compliance with the recommendations issued.

350. In the 2024 analysis, of the 80 recommendations provided for in this Report, it is observed that: 22.50% are in full compliance, 21.25% in substantial partial compliance, 40.00% in partial compliance, 12.50% remain pending compliance, 1.25% are not complied with, and 2.50% have a follow-up closure. These data represent a significant advance compared to the 2023 report, where 11% of the recommendations were in full compliance and 17% in substantial partial compliance. However, significant challenges remain in the effective implementation of the recommendations. In particular, there are key areas where the actions of the State have not been sufficient to guarantee a substantial improvement. The IACHR reiterates the need for concrete structural measures that ensure sustained progress and fully respect human rights, overcoming the limitations that have hindered more significant progress in previous years.

351. The 2024 follow-up report reveals a mixed picture in relation to progress in complying with the recommendations issued by the IACHR to the Mexican State. On the one hand, there has been some progress in areas such as the professionalization and strengthening of police forces and the adoption of public policies for mental health and addiction care, as well as in the establishment of disaggregated information systems that address violence against vulnerable groups. In these areas, the State's commitment has made it possible to achieve substantial levels of total or partial compliance, highlighting the implementation of national strategies and training programs that contribute to the improvement of institutional capacities and the attention to social problems.

352. However, significant challenges remain, particularly in the area of the militarization of public security and the lack of effective implementation of independent accountability mechanisms. The transfer of the GN to SEDENA and the persistent participation of the Armed Forces in citizen security tasks represent a setback in the application of international standards, which contravenes the recommendations to limit military action in civilian functions. The lack of progress in creating an independent body of accountability, as well as mass dismissals in key institutions such as the CNB, have raised concerns related to institutional weakness in addressing the country's disappearance crisis.

353. With regard to the mechanisms for searching for and identifying disappeared persons, there is an institutional weakening that affects the State's ability to guarantee the implementation of the General Law on Disappearances. The lack of adequate regulation, the failure to create forensic records and the fragmentation in coordination between authorities prevent significant progress and aggravate the situation of uncertainty for the relatives of disappeared persons.

354. Finally, although there are efforts to update public policies with a focus on human rights, worrying setbacks persist in critical areas such as the investigation of serious human rights violations,

transparency in the operation of national registries, and cooperation with international justice mechanisms. Resistance to implementing structural reforms and the lack of concrete actions to ensure the effective participation of victims and their families limit progress in achieving justice and comprehensive reparation.

355. In conclusion, although some progress is recognized, the 2024 report shows a worrying trend of regression in fundamental areas, which forces the IACHR to maintain most of the recommendations in partial or pending compliance. It is essential that the Mexican State strengthen its commitment to human rights through the effective implementation of the recommendations issued, prioritizing institutional strengthening, transparency, and comprehensive protection of the rights of all people, particularly those most vulnerable groups.