

Documentation Regarding the Establishment of Women's Justice Centers

A Case Study of Hidalgo, Mexico

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With the collaboration of the Wilson Center

**Institutions for
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**Innovation in Citizen
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ABSTRACT*

Violence against women is a serious human rights issue that entrenches discrimination. The Inter-American Commission on Human Rights declares that this type of violence “contradicts the acknowledgement and benefits of the human rights of women, including their right to life and a respect for their physical, mental and moral integrity.” It is possible to correct this to the extent that nations will fulfill their obligation to guarantee women effective and expeditious access to the justice system. This document presents the findings that emerge from a case study of the Women’s Justice Center of the State of Hidalgo, Mexico (Centro de Justicia para las Mujeres del Estado de Hidalgo), which was established within the policy framework of the Government of Mexico to create centers for women’s justice. In Mexico, such centers have been proposed in recent years as a means to guarantee women an access to justice.

JEL Codes: H76, J16, K14, K42

Keywords: access to justice, care for victims, intrafamily violence, prison system, violence against women

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Abbreviations

BANAVIM	Banco Nacional de Datos e Información sobre Casos de Violencia Contra las Mujeres (National Data Bank and Information Center on Cases of Violence against Women)
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CNPDyPC	Centro Nacional de Prevención del Delito y Participación Ciudadana (National Center on Crime Prevention and Citizen Participation)
CONAVIM	Comisión Nacional para Prevenir y Erradicar la Violencia Contra las Mujeres (National Commission to Prevent and Eradicate Violence against Women)
CSO	civil society or organizations
FASP	Fondo de Aportaciones para la Seguridad Pública de las Entidades Federativas y del Distrito Federal (Fund for Public Safety in States and the Federal District)
IACHR	Inter-American Commission on Human Rights
ICATHI	Instituto de Capacitación para el Trabajo del Estado de Hidalgo (Worker Training Institute of the state of Hidalgo)
IHM	Instituto Hidalguense de las Mujeres (Hidalgo Women's Institute)
INALI	Instituto Nacional de Lenguas Indígenas (National Institute of Indigenous Languages)
LMVLV	Ley General de Acceso de las Mujeres a una Vida Libre de Violencia (General Law on Women's Access to a Life Free of Violence)
NOM	Norma Oficial Mexicana (Official Mexican Standards)
OAG	Procuraduría General de Justicia (Office of the Attorney General)
OPP	Office of the Public Prosecutor (Ministerio Público)
PAIMEF	Programa de Apoyo a las Instancias de Mujeres en las Entidades Federativas (Program to Support Women's Agencies in States)
PROIGUALDAD	Programa Nacional para la Igualdad entre Mujeres y Hombres (National Program for Equality between Women and Men)
PROJUST	Promoting Justice Project
RIM	Results Indicators Matrix

SDPH	State Development Plan of the State of Hidalgo (Plan Estatal de Desarrollo del Estado de Hidalgo)
STPS	Secretaría del Trabajo y Previsión Social (Department of Labor and Social Welfare)
SESNSP	Secretariado Ejecutivo del Sistema Nacional de Seguridad Pública (Executive Secretary of the National Public Security System)
USAID	United States Agency for International Development
WJC	Women's justice center
WJCH	Women's Justice Center of the State of Hidalgo

The majority of Spanish-speaking countries in Latin America, together with Brazil, have ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) (United Nations, 1981). In parallel, according to the Inter-American Commission on Human Rights (IACHR), the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (also known as Convention of Belem Para) (OAS, 1995) is the instrument that has been ratified most by countries in the region. It reflects the regional consensus that violence against women is a prevalent public challenge that requires countries to prevent it, investigate it, penalize against it, and compensate for it (IACHR, 2007).¹

The United Nations Declaration on the Elimination of Violence against Women defines this violence as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life” (United Nations, 1993). The Convention of Belém do Pará defines violence against women as “any act or conduct, based on gender, which causes death or physical, sexual or psychological harm or suffering to women, whether in the public or the private sphere.” (OAS, 1995)

Since the 1990s, many countries in the region have taken steps to eliminate acts of violence against women and to address the underlying causes of gender-based violence within the framework of these international conventions. Violence against women is

recognized as a grave human rights issue that is discriminating, and as such, “violence and discrimination are encumbrances to the full recognition and enjoyment of women’s human rights, including their right to have their lives and their physical, mental and moral integrity respected.” (IACHR, 2007)

Violence against women can only be prevented if states comply in ensuring women have efficacious and expeditious access to the justice system. According to the IACHR, however, women should not only be guaranteed such recourse based on conventional protocols; they also should be able to investigate, punish, and be compensated for the acts of violence they report.

As in many other countries in the region, Mexico now has replaced the more adversarial and oral legal process to one that is interrogative and written, providing the disputing parties greater representation and, in some cases, providing alternative means for conflict resolution (IACHR, 2007).

In modern constitutionalism, access to justice is considered a fundamental right. Therefore, the rule of law of a democracy should provide the necessary mechanisms to resolve legal issues arising between citizens, or between citizens and the state. Furthermore, the right to justice is a human right recognized by various international conventions, such as the American Convention on Human Rights and the Inter-American Court of Human Rights. According to Marabotto (2003: 293), “equality between people must be tangible and bound by actions. The State must ensure that the gap between the norms and reality remains narrow so as to facilitate adequate access to justice.”

¹ The CEDAW was ratified by Mexico on March 23, 1981; the Convention of Belém do Pará was approved by Mexico’s Senate on December 12, 1996, ratified on November 12, 1998, and entered into force on December 12, 1998.

The gravity of violence against women in Mexico is evident from the 2011 National Survey on the Dynamic of Household Relationships (Encuesta Nacional sobre la Dinámica de las Relaciones en los Hogares, or ENDIREH), conducted by the Center for Studies to Further Women and Gender Equality (Centro de Estudios para el Adelanto de las Mujeres y la Equidad de Género, or CEAMEG) in Mexico's Chamber of Deputies (2012), which refers to partner violence as follows:

"In 2006, 43.2 percent of women over 15 years of age reported experiencing violence by their partner during the course of their relationship. Five years later (in 2011), that proportion increased by three percentage points (46.1%). Of the various types of violence, emotional violence was reported by the highest proportion of women in 2011 (42.4%) and 2006 (37.5%). Economic violence increased by one percentage point during the same period. The decrease is notable in the proportion of women who reported being subject to physical violence by her partner during the course of her most recent relationship: six percentage points over the five years included in the study. The percentage of women over 15 years of age who reported being victims of sexual violence in 2011 was 7.3%, two percent fewer than in 2006, when nine percent of women reported being victims of sexual violence during her last relationship."

The IACHR report entitled, *The Situation of the Rights of Women in Ciudad Juárez, Mexico: The Right to Be Free from Violence and Discrimination*, states that only 20 percent of female homicides went to trial, resulting in convictions, implying that the other 80 percent of cases remain in impunity. The report concludes that gender-based crimes "originate from the concepts of subordination and discrimination, and impunity (and the discrimination that lies in the lack of effective reaction) assures its endurance." (IACHR, 2003)

The recommendations from IACHR's mission to Ciudad Juárez, as well as those of CEDAW, led to a presidential decree in 2004 to create the Commission to Prevent and Eradicate Violence against Women in Ciudad Juárez (Comisión para Prevenir y Erradicar la Violencia contra las Mujeres en Ciudad Juárez). This was followed by the 2006 General Law for Equality between Women Men (Ley General para la Igualdad entre Mujeres y Hombres) and the implementation of the Program on Equality between Women and Men (Programa para la Igualdad entre Mujeres y Hombres, or PROIGUALDAD), which established gender offices in a number of federal agencies. In 2007, the General Law on Women's Access to a Life Free of Violence (Ley General de Acceso de las Mujeres a una Vida Libre de Violencia, or LMVLV) was also passed.

To comply with its international commitments under CEDAW and the Convention of Belém do Pará, as well as the antecedent of the Commission to Prevent and Eradicate Violence against Women in Ciudad Juarez, Mexico created in 2009 the National Commission to Prevent and Eradicate Violence against Women (La Comisión Nacional para Prevenir y Erradicar la Violencia contra las Mujeres, or CONAVIM). Since inception, this institution has taken over the obligations and commitments of the Ciudad Juárez commission. It is responsible for the design of a comprehensive and crosscutting policy across three levels of government to address the issue of violence against women, as well as to monitor and evaluate national policies.

Background of Women's Justice Centers

CONAVIM recognizes the challenges faced by women in their pursuit of justice and the processes involved. A policy, therefore, was implemented to create women's justice centers (WJCs) to provide an array of comprehensive services for women who suffer from gender-based violence.

The WJC is based on the Family Justice Center model of the United States, which developed from several government agencies and community organizations responsible for filing criminal complaints with affiliates of the Office of the Attorney General (OAG), in recognition of the need for a specialized service center for victims [of violence]. Services include providing access to attorneys and private investigators, as well as a health service for children (Tóh, 2014).

Women's Justice Centers

WJCs in Mexico are the result of the federal government, states, and civil society organizations (CSOs) joining forces and pooling their resources to build spaces that provide the following services under one roof: psychological, legal, and medical; temporary housing; a playroom with experts in child development; and social and economic empowerment workshops to assist women in breaking the cycle of violence. WJCs thus provide a range of services to women who are victims of violence, as well as to their children, so as to improve the formers' access to justice. They also provide tools to inform women during their move toward rebuilding a life in a violence-free environment.

The first WJC [in Mexico] was created in 2011. As of March 2017, 34 WJCs were operating in 29 states. From 2010 to 2016, a total of Mex\$239.7 million was invested through CONAVIM, benefiting a little more than 287,000 women as of December 2016. In 2017, Mex\$49.9 million was put forward to establish and/or strengthen eight WJCs. At the time of this study, it was estimated that by 2017, there would be at least one WJC in 29 of the country's 32 states.²

The federal government has also presented a bill to its legislative branch to amend the LMVLV law to ensure that all states have at least one WJC. The initiative passed review and approval by the Chamber of

Deputies and it was sent to the Chamber of Senators for debate and passage. At the time of writing, only three Mexican states (Tabasco, Tlaxcala, and Veracruz) had yet to commence CONAVIM procedures to establish a WJC.

Current Study

The Inter-American Development Bank is keen to learn about the experience of the WJC project and its outcomes. The issues it would like to examine include:

- How are WJCs managed in practice in the broader context of social and interagency participation? That is, what are the institutional arrangements and processes to manage the various units that deliver the goods and services to beneficiaries?
- Are clients offered the services they require? Are some of their needs unmet?
- What are the key elements of this policy for its success?

For a response to these queries, the following objectives are proposed.

Study Objectives

General objective

Conduct a case study of one WJC to examine the progress achieved in terms of its establishment and interagency coordination.

Specific objectives

- Document the operation of a WJC, describing its services, structure, procedures, and partners.
- Examine the relationship between the agencies, sectors, and other stakeholders involved in the operation of the center.

² This study was completed in May 2017. As such, some of the data and figures are expressed as actions in progress or events that are expected to occur in the future; however, the original wording is maintained to preserve the implications of the results at the time.

- Gather information on the applicability of services offered, their scope, and the challenges, based on the interviews held with stakeholders.

Methodology

To report on the development of a WJC, various methodological steps are included with regard to programs and projects. An analysis is a process of reconstruction and examination. It includes research to identify the characteristics; discern the challenges, resolve them, and establish the factors for success; and compare practice vis-a-vis theory. An analysis also facilitates the transfer and comparison of experiences; the adaptation of methodologies; the design or redesign of future projects; the building of an institutional memory; and the strengthening or building of cooperation through support networks (GTZ, n.d.).

Since this a case study, its scope will exclude the strategy pursued by the Government of Mexico regarding the WJC; rather, it will report on the WJC in the State of Hidalgo, Mexico (WJCH). This exercise, nonetheless, may serve to lay the groundwork for future analyses of the WJC model.

Two main sources of information were obtained to conduct the study. First, a number of reports were analyzed, including a series of regulatory documents issued by CONAVIM and the Executive Secretary of the National Public Security System (Secretariado Ejecutivo del Sistema Nacional de Seguridad Pública, or SESNSP) and the WJCH Operational Manual.

The legal framework in which WJCs operate was also reviewed, together with [relevant] documents and information collected during the research process.

Second, interviews were conducted with CONAVIM and SESNSP officials in Mexico City; staff responsible for the Promoting Justice Project (PROJUST) of the United States Agency for International Development (USAID); and officials and staff assigned to WJCH from institutions, agencies, and CSOs involved in the operation of WJCH.³ Individual and focus group interviews were also conducted with women who use the services offered by WJCH. The analysis is thus based on the opinions of a variety of actors involved in implementing the WJC model in Mexico City's central offices; the experience and opinions of those individuals who participated in the implementation and operation of WJCH; and WJCH service users. The report's extensive methodology and its designed mechanisms to collect data are presented in Appendix 1.

Report Structure

This report is divided into three sections. The first section provides an examination of the WJC strategy. It describes progress achieved and the implementation model of WJCs in the states. It also identifies various challenges to coordination of the policy. The second chapter analyzes the steps taken in the state of Hidalgo to establish a WJC, describing its institutional framework. The third chapter examines the WJCH operation according to the the CONAVIM and SESNSP strategy. Finally, a series of conclusions and recommendations are provided.

³ PROJUST is a USAID program that seeks to contribute to the prevention, punishment, and eradication of violence and criminality and to provide individuals with effective access to justice. Within this framework, one of PROJUST's lines of action is to move toward implementation of the new adversarial system of criminal justice. The PROJUST USAID/México collaboration was formalized in 2014 through contract number AID-523-C-14-00003.

1. IMPLEMENTATION OF WOMEN'S JUSTICE CENTER STRATEGY

The first WJC began operations in 2011 in the city of Chihuahua. Since its establishment in 2009, the mandate of CONAVIM is to manage SESNSP's National Center for Crime Prevention and Community Participation (Centro Nacional de Prevención del Delito y Participación Ciudadana, or CNPDyPC). Since their inception, the focus of WJC policy has been to fulfill the State's duty to ensure that women are granted access to justice to address what is a public safety issue; that is, access to justice is considered the key challenge this strategy seeks to examine.

Since the evolution of this model, other WJC services have been created to provide female victims of gender-based violence a comprehensive range of assistance. While it initially was considered that WJCs should fall within the mandate of the state office of the Prosecutor-General (OPP) or OAG, each state is to define which agency or institution it is responsible for.

Although the majority of WJCs currently operating are supervised by the [state] OPP or OAG, in some states, WJCs report to the Government Secretariat, Ministry of Women, or another state executive branch. In states that have multiple WJCs, each is managed by a different institution, as shown in Table 1.

The design of the WJC model is advantageous in that it is flexible to implement and can be adapted to developments within the states. This, however, has caused confusion in some states regarding the ability to identify which federal institution should be responsible for the program. In some instances, CONAVIM has issued a series of regulations that may not have aligned with others set by SESNSP. This is due to WJCs having been established with two differing approaches: one, taken by CONAVIM, considers an WJC as a means to provide services to women who have been victims of gender-based violence; the other, fa-

vored by SESNSP, views the WJC as a public security measure (CONAVIM, 2017).

To address this, CONAVIM and SESNSP authorities are working, through CNPDyPC and with the support and guidance of PROJUST, to modify the WJC model as the overriding one, as well as to adapt it in relation to Mexico's new adversarial system of criminal justice. This will provide greater clarity to states of the implementation and operation of WJCs, at the same time preventing the duplication of information provided by each.

A crucial step in creating a new WJC is for the head of the state executive branch to issue an agreement, law, or decree to ensure the center's establishment. Also, as described in the section on WJC sustainability, the state agency responsible for WJC will inform CONAVIM of the administrative structure to be adopted. As such, the establishment, structure, and operation of WJC is not homogenous across Mexico.

The general opinion of those interviewed for this study is that this array, rather than limit the compounding of the strategy, represents one of the model's strengths since it enables each state to adapt a WJC to its particular context. Areas for improvement, however, were identified in the effort to evaluate the program's overall effectiveness. First, the federal government cannot violate the autonomy of the state regarding mechanisms to operate WJCs; each state is required only to report on the use of federal resources and funding.

Second, there is no law requiring states to submit reports to the federal government on the operating outcomes of WJCs. Finally, there is no single, institutional, information technology system, to date, that will standardize the data submitted by WJCs, a practice that would facilitate WJC management and provide the necessary information to evaluate the results of the overall strategy.

Table 1. Women's Justice Centers in Operation, December 2016

WOMEN'S JUSTICE CENTER	DATE OF INAUGURATION	AFFILIATION
Aguascalientes, Ags.	May 10, 2016	Office of the Prosecutor-General (OPP)
Campeche, Camp.	Aug. 6, 2011	OPP
Carmen, Camp.	March 9, 2015	
Tuxtla Gutiérrez, Chiapas	Nov. 26, 2011	Office of the Attorney General (OAG)
Chihuahua, Chih.	March 8, 2011	OPP/Government Secretariat
Cd. Juárez, Chih.	March 26, 2012	Government Secretariat
Azcapotzalco, Mexico City	Aug. 18, 2015	OAG
Frontera, Coahuila	Nov. 26, 2015	Ministry of Women
Matamoros, Coahuila	May 24, 2014	
Saltillo, Coahuila	Dec. 3, 2014	
Torreón, Coahuila	Nov. 29 2013	
Colima, Col.	Dec. 31, 2014	OAG
Durango, Dgo.	March 10, 2015	OPP
Amecameca, State of Mex.	Aug. 25, 2011	OAG
Cuautitlán, State of Mex.	Nov. 25, 2013	
Toluca, State of Mex.	Nov. 26, 2012	
Irapuato, Guanajuato	Nov. 25, 2016	OAG
Chilpancingo, Guerrero	Oct 4, 2016	OPP
Tlapa, Guerrero	Nov. 26, 2013	Department of Women
Pachuca, Hidalgo	Nov. 25, 2014	Department of Government
Guadalajara, Jalisco	Feb. 5, 2015	OPP
Morelia, Michoacán	May 13, 2014	OAG
Cuernavaca, Morelos	Nov. 25, 2015	OPP
Tepic, Nayarit	Dec. 15, 2014	OPP
Oaxaca, Oax.	July 19, 2013	OPP
Puebla, Pue.	Oct. 14, 2013	OPP
Tehuacán, Puebla	Feb. 14, 2016	
Querétaro, Qro.	Nov. 26, 2012	No information
San Luis Potosí, SLP	June 13, 2013	State Executive Committee on Victim Services
Rio Verde, SLP	Aug. 4, 2015	
Obregón, Sonora	March 21, 2016	OAG
Mérida, Yucatán	March 7, 2014	OPP
Zacatecas, Zac.	July 27, 2016	OAG

With regard to the operation of a WJC, the participation of international agencies, such as USAID, contributes to the strengthening of centers. In addition to providing technical assistance, USAID helps to manage WJCs by bolstering operational projects and resources, and conducting a variety of training courses. It is currently undertaking an in-depth study of all WJCs, applying similar guidelines to each case, to identify a specific action plan for the comprehensive WJC development.

In the absence of a legal instrument to track operational outcomes, CONAVIM authorities responsible for administering the program have developed close relationships with state officials to submit regular reports on each WJC. While records are kept of the number of women served, there is insufficient information to enable an evaluation of strategy outcomes; nor is there a Results and Impact Management System (RIM) in place to identify the entire contribution of the WJC model and operation so as to ensure that women do have access to justice.

Since each WJC applies its own strategy to measure its administrative progress, the quality of data depends on the degree of institutional development. As such, it is found that, in some states, information submitted to CONAVIM differs from that submitted to SESNSP or that the number of women served is not recorded in the National Data Bank and Information Center on Cases of Violence against Women (Banco Nacional de Datos e Información sobre Casos de Violencia contra las Mujeres, or BANAVIM). Furthermore, each WJC implements its own information system, thus challenging the standardization of data received from each state.⁴

A results-based monitoring and evaluation system currently is being designed in collaboration with the Administrative Office for Modernization and Efficiency (Dirección General de Modernización, Organización y Eficiencia Administrativa) and the Office of Information Technology and Communication (Dirección General de Tecnologías de la Información y Comunicaciones) under the Office of Domestic Affairs (Secretaría de Gobernación, or SEGOB). Once in place, states will be able to upload into the system information on women beneficiaries, facilitating the generation of statistical data.

To gather such information, CONAVIM has designed a form for WJCs to periodically complete, including number of women served, services provided, judgments obtained, and court cases before OPP. Some indicators are reported into the portal of the Office for the Treasury and Public Credit (Secretaría de Hacienda y Crédito Público). Otherwise, there is no central point of information regarding the status of procedures, thus preventing the measure of time spent providing services to victims of gender-based violence. Refining the digital single file, registered through BANAVIM, would no doubt provide an effective tool to evaluate the progress made by WJCs in protecting the right of women who seek justice.

1.1 Comprehensive Care offered by Women's Justice Centers

The Methodological Guide for the WJC model, issued by CNPDyPC in 2012 to facilitate the implementation and operation of justice centers, aims to ensure that policies to eradicate social violence and maintain the dignity of women target prevention rather than pun-

⁴ SESNSP's objectives are to effectively offer information services to fight crime and corruption, and to strengthen and support inter-agency collaboration and coordination. Its role includes designing, executing, monitoring, and evaluating public safety policies, programs, and strategies. As such, one of SESNSP'S roles, in collaboration with federal public security institutions and the three branches of government, is to implement crosscutting policies according to the principles of efficiency, effectiveness, transparency, and integrity. CONAVIM's mandate is to exercise the role according to the decree under which it was created, including the LMVLV with its regulations; as well as to confer with the Government Secretariat regarding the prevention, response to, punishment, and eradication of violence against women in the United Mexican States

ishment. It therefore offers a range of comprehensive services under one roof for victims of gender-based violence as well as encourages citizen participation, particularly for those women who, together with their children, live under the threat of violence.

The guidelines for establishing and operating WJCs, published by CONAVIM in 2012, define WJCs as follows:

“...a collection of government, judicial, and civil society resources under the same roof to provide female victims of violence and their children with the necessary services to improve access to justice through a process of self-evaluation in an effort to ultimately end the violence where they live, as well as to provide the tools to enable informed decision-making and help build life projects in violence-free environments” (CONAVIM, 2012).

According to SESNSP, the WJC model includes six components: access to justice and the prevention of violence as a crosscutting strategy that includes surveillance, empowerment, investigation, evaluation, transpar-

ency, and accountability. In accordance with CONAVIM guidelines, each WJC must create a holistic approach during initial contact [with the victim]; provide the necessary care (psychological, medical, legal, and juridical); empower her socially and economically; and create a system to record and assess the information obtained.

WJC services are to be made available under one roof, together with support, safety, and space for recreation (SESNSP and CNPDyPC, 2012). To achieve this, CONAVIM has partnered with the United Nations Human Settlements Programme (United Nations-Habitat) to establish guidelines for creating safer cities for and to provide the architectural design of WJCs, as well as to support states in the building of justice centers. The partnership, furthermore, identifies, to a minimum, the activities of the justice center and the institutions with which to collaborate in the pursuit of ensuring an all-inclusive service for women.

With regard to the layout of public spaces, there are seven general areas divided into two sections;

Figure 1. Components of the Women’s Justice Center Model



Source. WJC Methodology Guide (SESNSP and CNPDyPC, 2012).

one for specialized care and another for justice. First, specialized care areas include space for information sharing and dissemination, first aid, administrative work areas, temporary shelters, and care. Second, the justice area is dedicated to the rule of law and the maintenance [of security].

The following institutions will be involved:

- Government Secretariat or the State Institute for Women (Instituto Estatal de la Mujer)
- Department of Health (Secretaría de Salud)
- System for the Integral Development of the Family (Sistema para el Desarrollo Integral de la Familia)
- Department of Public Education (Secretaría de Educación Pública)
- Department of Economy (Secretaría de Economía)
- Department of Social Development (Secretaría de Desarrollo Social)

- Department of Public Security (Secretaría de Seguridad Pública)
- OAG (Procuraduría General de Justicia o Fiscalía General)
- High Court of Justice (Tribunal Superior de Justicia)
- CSOs.

Figure 2 provides a breakdown of the institutions participating in WJC strategy.

1.2 Interagency coordination

Achieving effective collaboration among all center, state, and federal government participants is one of the key challenges of the model. It requires political will, depending on the states to prioritize these services. There have been instances, however, where there is a lack of awareness of the issue or the extent to which violence against women exists.

Figure 2. Partner Institutions in the Strategy of Women’s Justice Centers



Notes: SEGOB = Secretariat of the Interior; CONAVIM = National Commission to Prevent and Eradicate Violence against Women; SESNSP = Executive Secretary of the National Public Security System; IDB = Inter-American Development Bank; USAID = United States Agency for International Development

The lack of political will can often be reflected by states not having established a WJC. In areas where there is a WJC present, lack of political will can result in the high turnover of key staff seconded to a WJC from other offices, thus lowering the level of professionalism and the quality of care for beneficiaries at a cost, given the consequential need to recruit new staff.

Political commitment from the various public agencies to challenge gender-based violence is crucial within the WJC model. The solutions to gender-based violence require a comprehensive, victim-based approach. In this, the WJC strategy is generally considered effective, given the high number of women who have sought justice centers and the fact that the centers are raising awareness of the issues. Nevertheless, the institutional structure varies considerably between WJCs.

To a large extent, implementation of the WJC model depends on the leadership of each center. While officials at the central level have provided selection criteria for [the recruitment] of directors, according to interviews held with high-level officials at the central level, WJC directors are often appointed for political or other reasons. Prior to creating a WJC, CONAVIM and SESNSP—together with USAID’s PROJUST team—are taking the approach of dialogue in order to raise awareness among state authorities on the importance and need to address and resolve the issues relating to violence against women.

Information held at the federal level to investigate issues of violence against women is based on case records maintained by BANAIVIM. However, according to those interviewed, the information is insufficient to carry out a timely decision for two reasons. The first is the incompleteness of the design for a thorough case file

relating to violence against women and the second is due to the majority of municipal women’s agencies not reporting to the federal level. Furthermore, the absence of a system to evaluate the positive outcomes of WJCs, based on its model to support women, limits the ability to determine whether or not the model has reached its objectives in terms of awareness raising and preventing violence against women.

Collaborative agreements between a WJC and its partners would be a step toward institutionalizing the model, leading to a commitment by the various parties and a reduction of WJC staff turnover. Such agreements are also encouraged by CONAVIM, although the agency does not maintain a record of agreements between the centers and other agencies or between the centers and CSOs.

The legal framework to guarantee women access to justice is significantly broad and has been strengthened in recent years. However, it lacks the statutory basis to establish justice centers. As such, the President of Mexico has submitted a bill to Congress to reform the LMVLV, requiring all states to have at least one WJC. The bill was passed by the Chamber of Deputies and is currently before the Senate for debate in August 2017.⁵

In addition to the overall legal framework on violence against women, CONAVIM and CNPDyPC have created a number of instruments to guide and strengthen WJC operations, including protocols for attending to victims, processes, and specific procedures. Each center has a portfolio of crimes it deals with based on state law, the services each WJC provides, and how the crimes relate to gender-based violence. Under the model, the crime must be identified as gender-based during initial consultation. Attending staff must be trained in

⁵ On June 19, 2017, a revised amendment to the LMVLV was published in Mexico’s official newspaper. Among others, Section X of Art. 49 of the law was amended to read as follows: “Article 29: Corresponds to the states and the Federal District, in accordance with the provisions of this law and the applicable local ordinances in the matter ... X. Promote and support the creation, operation, or strengthening of shelters for victims according to the model of care designed by the System.” As of January 1, 2018, there are 39 WJCs in 27 states. The states in which a WJC remains absent are Baja California, Nuevo Leon, Tabasco, Tamaulipas, and Veracruz.

and knowledgeable about the care they provide from a gender perspective. To ensure sustainability, continuous training with the relevant resources is essential.

The design of the model is, in itself, a significant accomplishment. It creates public spaces for women to seek justice, somewhere they can file a complaint and receive medical, psychological, and legal services. Having professionals from multiple disciplines represents a broad concept of access to justice for women who are victims of violence.

One of the strategy's greatest strengths is that the presence of WJCs portrays the magnitude of violence against women, while providing women the opportunity to file a complaint in a trusting environment where they will be free of re-victimization. Likewise, WJCs seek to empower women, offering them options to foment a life plan and rebuild their lives beyond the circle of violence.

Nevertheless, challenges to the WJC model remain, including some of the previously mentioned risks such as the fact that some states have not issued decrees for a WJC; the legal framework under which WJCs are established is institutionally weak; WJCs currently depend in large part on the will of political actors; and no results-based evaluation system is in place to demonstrate whether or not the key objective to reduce and eventually eliminate gender-based violence has been accomplished. Budgetary issues also remain a challenge to sustainability.

1.3 Financial Sustainability of Women's Justice Centers

The strategy of the federal government calls for the investment of public resources in providing subsidies to build state WJCs. The state government, however, remains responsible for WJC operations. The construction of the majority of WJCs will thus require the allocation of resources from the federal and state levels. By the end

of 2016, nine of the 33 WJCs were built exclusively with state resources, reflecting the fact that several states recognize the need to eradicate violence against women.⁶

Regulations relating to the allocation of federal resources to build and strengthen WJCs are outlined in *Criteria for Accessing Subsidies for the Building or Strengthening of Women's Justice Centers*, issued on an annual basis by CONAVIM, whereby criteria are revised and adjusted to meet program objectives. State government requirements include the economic, human, and material sustainability of WJCs and their effective operation.

From 2010 to 2016, CONAVIM was allocated Mex\$239.7 million to erect and strengthen WJCs, of which Mex\$190.2 million was used during the current administration to support or strengthen 24 WJCs in 19 states. In 2017, Mex\$49.9 million was allocated to the program to support eight WJCs. It is worth mentioning that CONAVIM subsidies can be used only to build new WJCs or to make physical improvements to existing facilities.

In addition, states receive resources from SESNSP through the Donor Fund for Public Safety (Fondo de Aportaciones para la Seguridad Pública, or FASP) to build and equip WJCs. This fund also provides for the 10 main public security programs, among which is the Framework for Public Policies for the Prevention of Social Violence and Crime Based on Citizen Participation. In 2017, Mex\$108 million from FASP was spent on WJCs—more than double the allocation to CONAVIM.

FASP is governed by the Fiscal Planning Act (Art.45), mandating that resources be allocated exclusively to institutions that focus on public security and the administration of justice. As such, WJCs that operate under agencies other than OPPs or justice administrators face difficulties accessing these funds, since they are not classified by SESNSP as institutions engaged in public security.

⁶ WJCs built exclusively with state resources exist in Carmen (Campeche); Matamoros (Coahuila); Durango (Durango); Toluca (State of Mexico); Chilpancingo (Guerrero); Cuernavaca (Morelos); Querétaro (Querétaro); San Luis Potosí (San Luis Potosí); and Obregón (Sonora).

At the local level, resources to operate WJCs vary by state. For example, the WJC of Hidalgo, as a decentralized body of the state public administration, has been successful since it received its own operating budget and independent legal status, as demonstrated in the analysis. The funding for other WJC operations originates from whichever agency it is linked to.

Such a structure is vulnerable to operating risks. On the one hand, there have been instances where WJCs, contrary to the framework, include victim care centers within their facilities, or where WJCs stand on the same property as the OPP, thus potentially re-victimizing the women. This goes against the ethos of the strategy.

On the other hand, a public prosecutor's office may be inclined to secure the resources earmarked for WJCs by FASP so as to meet the obligations of administrative units beyond the realm of the WJC. Despite the Fiscal Coordination Act stipulating that resources from the fund be only used for what they were originally intended, this does occur.

FASP contributions are considered federal resources once transferred to the state level; they are subject to audit and are managed by relevant agencies at the federal level. SESNSP and the Office of the Federal Auditor provide oversight to ensure the funds are allocated appropriately, although there is evidence of office equipment acquisitions not intended for a WJC.

2. WOMEN'S JUSTICE CENTER IN THE STATE OF HIDALGO

The 2010 census established that the state of Hidalgo had a population of almost 2.7 million, more than half of which (51.8 percent) are women. A diagnostic carried out on violence against women in Hidalgo—presented by CONAVIM as a means for WJCH, indicated that the state ranked ninth nationally in terms of violence against women, and that domestic violence was the third most common crime within the state.

2.1. Violence against Women in the State of Hidalgo

According to the 2011 National Survey on the Dynamics of Household Relationships (ENDIREH), a total of 933,144 women aged 15 or older lived in the state of Hidalgo in 2011, 605,595 of whom were married or in a relationship. Of these women, 254,863 reported experiencing some episode of violence during the course of their relationships, and 175,698 experienced violence within 12 months prior to their interview for the survey.

Furthermore, the ENDIREH survey found that 81,458 women who were married or in a relationship reported being physically assaulted by a partner, representing 32 percent of cases. Physical aggression was defined as the “intentional use of force or a weapon to cause bodily injury with the intention of intimidating and controlling a woman.”

In 2011, 27,935 women in the state of Hidalgo experienced sexual violence during the course of an intimate relationship, representing 11 percent of all women who experienced violence, although this figure includes other types of violence. In the same year, 140,772 women, married or in a relationship, were reported to have experienced economic violence, or 55.2 percent.

These statistics indicate that of the four types of violence covered by the 2011 ENDIREH, emotional violence is the most common; at the state level, 223,326

women, married or in a relationship, experienced emotional abuse by a partner during the course of the liaison. In other words, 87.6 percent of women in relationships reported this kind of abuse.

2.2. Violence against Women in Hidalgo, based on the National Context

According to the 2011 ENDIREH, of those women in Hidalgo who were married or in a relationship and had been victims of abuse by their partners, 20.1 percent suffered severe assault. This amounts to a total of 51,352 victims who may live in situations where abuse creates a toxic environment and affects the children and close family members.

Throughout the course of their relationship, 42.1 percent of women had been abused. This proportion is lower than the national average of 44.9 percent, and is one of the lowest in the country; Hidalgo ranks 21st among Mexican states—above Querétaro, Nuevo León, Sinaloa, Tabasco, Baja California, Durango, Tamaulipas, Guanajuato, Coahuila de Zaragoza, Baja California Sur, and Chiapas.

The survey reveals that abuse is most likely to occur among adults between the ages of 30 and 44; 31.8 percent of women in this age group experienced at least one act of aggression by a partner. Meanwhile, this percentage decreases to 29.5 percent among women aged 15 to 29 years and is lowest among women 45 years old or older (25.9 percent).

Results from the rest of the country demonstrate a different pattern. Women in the youngest age group reported the highest percentage of violent acts: 38 out of every 100 women. Meanwhile, among women 45 years or older, 28 out of every 100 women reported experiencing some form of abuse. These results support the observation that gender-related violence tends to

decrease among older age groups. It is likely that the age of a couple's children serves as a mitigating factor.

Women who are married or in relationships and are at the highest risk of experiencing some form of violence tend to have been schooled through secondary or had reached the advanced intermediate level of education: 30 percent of these women reported being the victim of some form of abuse by their partner in the 12 months preceding the survey.

The lowest prevalence of violence concentrated among women with advanced or post-graduate education (22.3 percent of women surveyed). Higher levels of education offer an essential avenue for women to distance themselves from a violent relationship. Nevertheless, 33 out of every 100 women in Hidalgo who are both economically active and married or in a relationship reported experiencing violence by her partner during the previous year. This proportion is below the national average. Among women who are not economically active, 27 out of every 100 have been subject to violence, indicating that women who are involved in economic activities are more vulnerable to violence by a partner. The situation is similar in the rest of the country, given that a greater proportion of economically active women were victims of abuse.

Emotional violence is the most common: 88 out of every 100 women in Hidalgo have suffered this form of abuse. The next most usual form of violence is economic, which was reported by 55 out of every 100 women, followed by physical, which was reported by 32 out of every 100 women and is above the national average. Finally, the fewest number of reports by women related to sexual violence, at a lower percentage than that registered across the country.

Of the four types of violence in Hidalgo covered by the survey, emotional and psychological violence, although not transparent, were the most common, with eight out of every 10 women having reported some form of abuse during the period. Abuse included insults, threats, humiliation, or indifference.

Economic violence—which includes deprivation of a family's most basic needs (food, health, education), robbery, or destruction or fraud of family assets by a partner—was reported by nearly half of all women surveyed: 48.5 percent.

The most transparent form of violence is physical. Its intensity can vary from a push to violence with a firearm. In Hidalgo, three out of every 10 women have been a victim of these types of actions.

Finally, even though sexual violence is the least reported form of abuse—at 66 percent, according to EN-DIREH 2011—the number of women who have been sexually abused by a partner or spouse amounted to more than 11,000 individuals. This number likely includes victims of other types of abuse.

2.3. Project to Establish the Women's Justice Center of Hidalgo

In light of this, the strategies for action in the State Development Plan for the State of Hidalgo 2011-2016 (Plan Estatal de Desarrollo del Estado de Hidalgo, or SDPH) include the following:

“...establishing real equality between men and women as a crosscutting focus of the public policies emanating from the State Public Administration, and guaranteeing access to a life free of violence; supporting legal and social actions that contribute to real equality between men and women; fostering the comprehensive development of women; contributing to eradicating gender-based violence and promoting women's full incorporation into the productive, social, cultural, and political life of the state” (POGEH, 2011).

Addressing the issues of violence against women, access to justice, and general respect for human rights was made a priority by the government of the State of Hidalgo. The fact that the gender perspective was included in the SDPH has been one of the indicators of the success of WJCH, since— as in the previous ad-

ministration—the gender perspective is a crosscutting focus of the government’s current actions, reflected in SDPH 2016–22.

The Hidalgo Women’s Institute (IHM) uses the Information Technology System for Documenting and Analyzing Gender-based Violence in the state of Hidalgo (Sistema Informático para el Registro y Análisis de la Violencia de Género, or SIRAVIGEH). In 2012, 6,171 new cases of violence against women were registered in the system, and from April 2007 to March 2013, it had collected 30,954 reports of women in the presence of violence. On March 12, 2012, a decree establishing WJCH as a decentralized body of the state’s public administration was published in the official newspaper of the State of Hidalgo. The decree establishes WJCH as its own juridical body with separate funding.

The fact that WJCH is a parastatal entity and that it is integrated within the Government Secretariat are factors for its success. Regarding the former, the justice center has its own operating structure with a specific operational budget. Meanwhile, the compartmentalization of WJCH within the Government Secretariat strengthens WJCH by offering access to a political institution that crosscuts the public administration and has the capacity to manage all WJCH partner agencies.

Establishment of WJCH took place in two stages. The first was the implementation process, and the second began with the launch of the center and the beginning of operations. In the latter stage, and through continuous improvement, WJCH has sought its position as a part of the Government of Hidalgo on which to build collaborative programs, plans, and follow up with the authorities of prevention, punishment, and eradication of violence against women.

2.4 Implementation Stage

The goal of WJCH by decree is to forge interagency partnerships between the departments of administration of justice, public security, health, education, social development, economic development, and other insti-

tutions that take action to eradicate violence against women. Construction of WJCH began in 2013 under the standards established by CONAVIM and SESNSP.

The first stage of the project’s construction cost Mex\$17.8 pesos and was financed with FASP resources. In order to move forward with the second stage of construction, a cooperative agreement was signed by the Government Secretariat and the government of the State of Hidalgo in 2013, thus formalizing the allocation of Mex\$14 million from budgetary resources earmarked for CONAVIM to create and strengthen WJCs. The goal was to complete construction of the center that year.

WJCH was inaugurated on November 25, 2014. A total of Mex\$37.6 million was invested in the building, reflecting Mex\$23.6 million of federal and state FASP resources and Mex\$14 million of CONAVIM subsidies. Through 2016, an additional Mex\$19.7 million was invested in equipment, and Mex\$4.3 million in training, all from FASP resources.

WJCH is built on state land on a plot that has been donated, measuring 5,985 square meters. The building is comprised of the following areas:

- office area for participating institutions
- temporary shelter
- cafeteria
- play area
- multipurpose room
- medical and psychology offices
- computer room for user training
- court room with a gallery.

In addition to the functional structure of the center, WJCH includes the OAG, Supreme Court of Justice, State Human Rights Commission, Department of Health, Department of Public Security, System for the Integral Development of the Family of Hidalgo, IHM, Municipal Presidency of Pachuca, Government Secretariat through the General Legal Office, Hidalgo Adult Education In-

stitute. It also works with the civil society group, Create Communities of Social Entrepreneurs (Crea Comunidades de Emprendedores Sociales, or CREA).

2.4.1 Institutional structure of the Women's Justice Center of Hidalgo

The decree that established WJCH places the government council and the general coordinator in charge of managing a center. Originally, the government council was headed by a coordinator from the Office of the Governor. Initially, this was an advantage in that given the challenge of coordinating the actions of several institutions for the same objective, direct participation by its main political actor demonstrates the state government's commitment to moving forward with this policy.

The LMVLV for the State of Hidalgo establishes a state system for prevention, care, punishment, and eradication of violence against women. Its objective is to combine interagency efforts, tools, policies, services, and actions to eliminate all forms of violence against women, and its Executive President is the head of the Government Secretariat. On April 29, 2013, the original decree was amended to allow the head of the Government Secretariat to sit on WJCH's governing board. This was done because the system and WJCH alike have sought interagency coordination to eradicate all forms of violence against women. A single entity was put in charge of leading this effort.

The government council of WJCH is comprised of the heads of the state executive branch offices, with representatives in the justice center, the Department of Management and Finance; Department of Planning, Regional and Metropolitan Development of the State of Hidalgo; Municipal President of Pachuca de Soto; and a representative from civil society. In September 2013, the WJCH general coordinator was appointed, and the session to install the Government Council took place on October 1, 2013. This laid the groundwork to define the organizational structure of WJCH, establish interagency

mechanisms, and organize activities and work to launch the center's operations.

2.4.2 Legal framework in which WJCH operates

The LMVLV for the State of Hidalgo was published in the official newspaper of the State of Hidalgo in December 2007, followed by the PROIGUALDAD Act of the State of Hidalgo in December 2010. As noted, State Development Plan 2011–16 included a chapter on actual equality between men and women, in Pillar 1 of the plan, as a guideline to the subject of Social Development for the Wellbeing of Our People. At present, State Development Plan 2016–22 establishes the gender perspective as a crosscutting policy within Pillar 4 (Safe and Secure Hidalgo with Justice and Peace). Part 4(2)(3) specifically includes the goal of guaranteeing access to justice for women in situations of gender-based violence.

2.5 WJCH interagency coordination

As for the functional structure of the justice center, during the first stage of construction, only the position of general coordinator had been authorized. The General Coordinator was responsible for organizing and preparing WJCH to provide care for women when the center began operations. At that stage, the state's OAG allocated two attorneys to support the General Coordinator in these activities.

The first challenge was that there was much work to be done with only three people. Based on the experience of the General Coordinator and her small team on the issue of violence against women, a plan was drawn up with five lines of action: (i) raise awareness among the leaders of partner agencies about the need to support the project; (ii) define the functional structure of WJCH operation and draft a template for agreements between WJCH and its cooperating agencies and institutions; (iii) train staff; (iv) draft the WJCH operational manual; and (v) build the justice center's computer system.

2.5.1 Relationship with participating agencies

In an environment of resource insufficiency as that of Mexican state and the federal public administration, sourcing staff from other institutions to participate in new projects requires political will and the conviction by department heads that the new project is socially profitable. As noted, the Governor of Hidalgo decisively supported the project to create the WJCH. However, the WJC governing board must take leadership of the project and its operation.

National statistics on the incidents of high-impact crimes do not include those relating to violence against women or domestic violence. Since the institutions responsible for the administration of justice and public security direct their actions toward high-impact crime, violence against women or domestic violence can be overlooked. As such, WJC coordinators or directors should have the right professional profiles, not only in terms of their knowledge on issues of gender and violence against women, but also with regard to their negotiation and management skills. This will contribute to raising awareness among the relevant authorities on the importance of addressing violence against women, especially since the literature has shown that these crimes affect not only women, but also their environment and, in turn, generate more violence.

In the State of Hidalgo, the WJCH General Coordinator met with the head of each of the partner institutions working with the center to describe how she plans to coordinate the various services and to explain the relevance of their cooperation. She was thus able to raise awareness among them and later gain their support in the form of staff secondments to WJCH.

2.6 Functional structure of WJCH

The legal status of WJCH allows it to create its own operational structure. One factor of success in its implementation is that the head of each unit occupies a post that is part of the justice center's structure. The staff provided by other institutions perform the func-

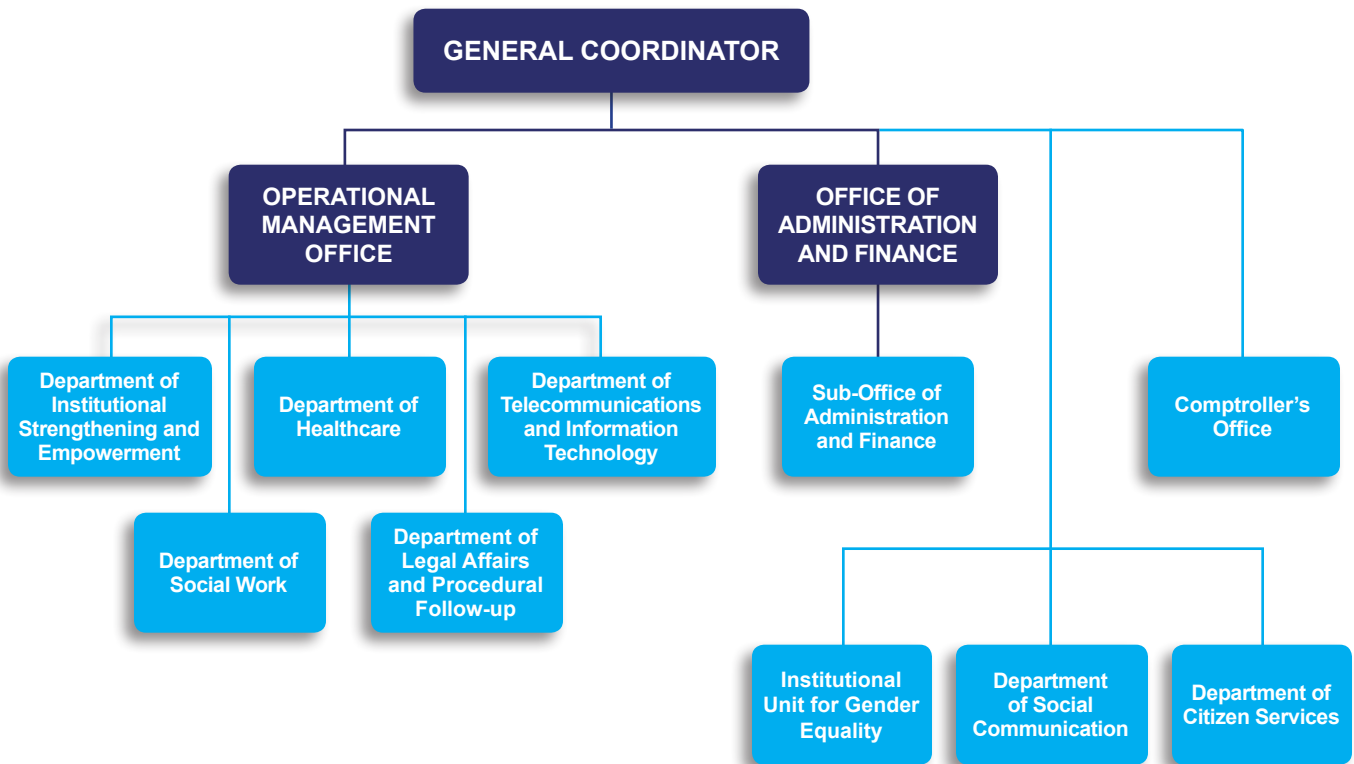
tions corresponding to those institutions, although operationally, it is the WJCH General Coordinator who manages the policies and coordinates activities.

The organizational structure of the justice center was developed based on models proposed by CONAVIM and SESNSP, although it should be noted that the structure of WJCH appears less vertical than proposed by the central administration, since Hidalgo's service units fall under a single operations office; in contrast, the central administration has a separate office for each service. This results in greater interaction between operating areas and, consequently, better control and awareness of the cases of women beneficiaries. The interagency coordination is therefore effective in providing comprehensive services to women. The overall process for providing care, as defined in the Operational Manual, is therefore properly implemented in practice, ensuring that the victim is the center of attention and taking into account her specific circumstances.

Collaboration between the justice center and other institutions is always formalized through an Interagency Collaborative and Coordinative Agreement, as dictated by the model's design. In the case of WJCH, commitments were reached with all levels of the state and a section is included in its agreement to guarantee the constancy of staff members seconded there. This is intended to reduce the high rate of staff rotation that had proved an issue for WJCs in other states. Nonetheless, due either to the operating needs of collaborating institutions or the heavy workload to which WJCH staff are exposed, turnover remains a concern for WJCH management.

WJCH has 72 staff positions, all of which form a part of the organizational structure (no one works on a fee-based model), which provides stability for workers and reflects the state government's commitment to the WJC model, while also ensuring the justice center's stability. The center also has 76 staff members seconded by 12 different institutions. Table 1 lists the institutions

Figure 3. Organizational Structure of the Women’s Justice Center of Hidalgo



Source: Operational Manual (WJCH, 2014)

with which WJCH has an Interagency Collaborative and Coordinative Agreement.

To prepare the agreements, experience was sought from institutions that provide services to victims of gender violence. In this case, IHM provided the legal advice, given that it supports services to women through its Program to Support Women’s Institutes in States (PAIMEF). While PAIMEF attorneys are able to litigate on behalf of women, in other states, PAIMEF is only able to offer counsel. PAIMEF’s experience in Hidalgo has benefitted women who use WJCH services.

Unlike the WJCH staff who are recruited, some individuals, who are seconded from other agencies, receive fee-based compensation. Specifically, staff from IHM is compensated with PAIMEF resources. This implies that their WJCH employment may be suspended every [calendar] year if the federal government fails to release the

necessary resources for this program by April of each fiscal year. To limit rotation, staff seconded by IHM is hired between the months of January and March with state government resources. This guarantees continuity in terms of care, mainly in the Psychology Unit and the Legal Assistance Unit.

2.6.1 Preparation of the WJCH Operational Manual

The Operational Manual is the result of the collaborative work of various institutions involved in WJCH. Psychologists, physicians, attorneys, social workers, and two judges participated. USAID also provided support for designing the processes and procedures. Each institution determines the steps in the care process depending on its mandate, aligning it with the overall care process. The initial care process and corresponding procedures

Table 2. Collaborative Agreements and Staff Seconded to the Women’s Justice Center of the State of Hidalgo

INSTITUTION	NUMBER OF STAFF WORKING IN THE WOMEN’S JUSTICE CENTER OF HIDALGO
Office of the Attorney General	36
High Court of Justice	7
Commission on Human Rights	2
Department of Health	7
Department of Public Security	2
Comprehensive Family Development System Hidalgo	3
Hidalgo Women’s Institute	9
Municipal Presidency of Pachuca	1
General Legal Office	3
Institute of Adult Education	1
Asociación CREA	5

Source. Women’s Justice Center of Hidalgo.

were designed jointly. The manual defines eight substantial processes for operating WJCH and designates 50 different procedures, as shown in Table 3.

2.6.2 Initial training

Following the commissioning and recruitment of staff, an introductory training session was provided to staff about WJCH, based on the CONAVIM and SESNSP manuals and the WJCH Operational Manual. This training session had two objectives: to raise staff awareness on the purpose of the justice center and ensure they take ownership of the project; and to emphasize the importance of providing care to women from a gender perspective.

According to WJCH authorities, one aspect that was given special emphasis during the initial training session—an integral part of the care provided to the women—is empowerment. The beneficiaries interviewed for this study are of the opinion that the empowerment activities they participated in were significantly favorable. Likewise, WJCH staff considers that the mechanisms for providing care contribute to women’s empowerment.

A collaborative agreement has been signed with Pro Mujer A.C., which provides support to women and contributes to their economic empowerment.

2.6.3 WJCH information technology system

WJCH’s communications and information technology systems requirements were considered at implementation inception. The facility was built with a conduit for cabling, and design has begun on the information technology system to monitor the services provided to users.

The system was developed in three phases. During the first phase in April 2015, when the justice center was already in operation, the system was able only to maintain the records of services provided. The second phase began in April 2016 and included a system for monitoring time and movements, enabling the authorities to note the amount of time each of the center’s service units spent providing care to users. The third phase, now under development, will provide mechanisms for interaction between the different stages of care. In general, the system is designed to produce information for the decision making process.

Table 3. Substantial Processes and Procedures of the Women’s Justice Center of the State of Hidalgo

SUBSTANTIAL PROCESS	NUMBER OF PROCEDURES RELATING TO THE SUBSTANTIAL PROCESS
Social management	5
Legal services and monitoring of legal processes	5
Healthcare	12
Institutional strengthening and empowerment	2
Prevention of gender-based violence	1
Monitoring and analysis of gender-based violence and its causes	2
Resource management	19
Human rights and gender	4

The system was developed by a company outside of WJCH. Initially, the staff somewhat resisted working with this tool, because it appeared to be a mechanism for monitoring their own activities. Over time, however, and by using the tool, resistance dissipated. Additional information technology tools have been implemented internally in the information and systems sub-directorate to support activities. One such was developed for the OPP assigned to WJCH, separate from OAG systems, to internally monitor cases in the center. A file system was also developed to handle user case files and manage each woman’s information. The court room has a transcription system. Since November 2016, WJCH has been connected to the command, control, communications, and computer center (C4) as per the WJC model. As such, once individuals have been identified by the Department of Public Security as being eligible to access, data will be entered into the Platform Mexico database.

2.6.4 WJCH Coverage

In practice, WJCH is considered a regional rather than a state center. This is because it hosts the judicial branch and administration of justice through the OPP, which legally has competence only in one jurisdiction; in this case, it is the Eleventh Judicial District of Pachuca de

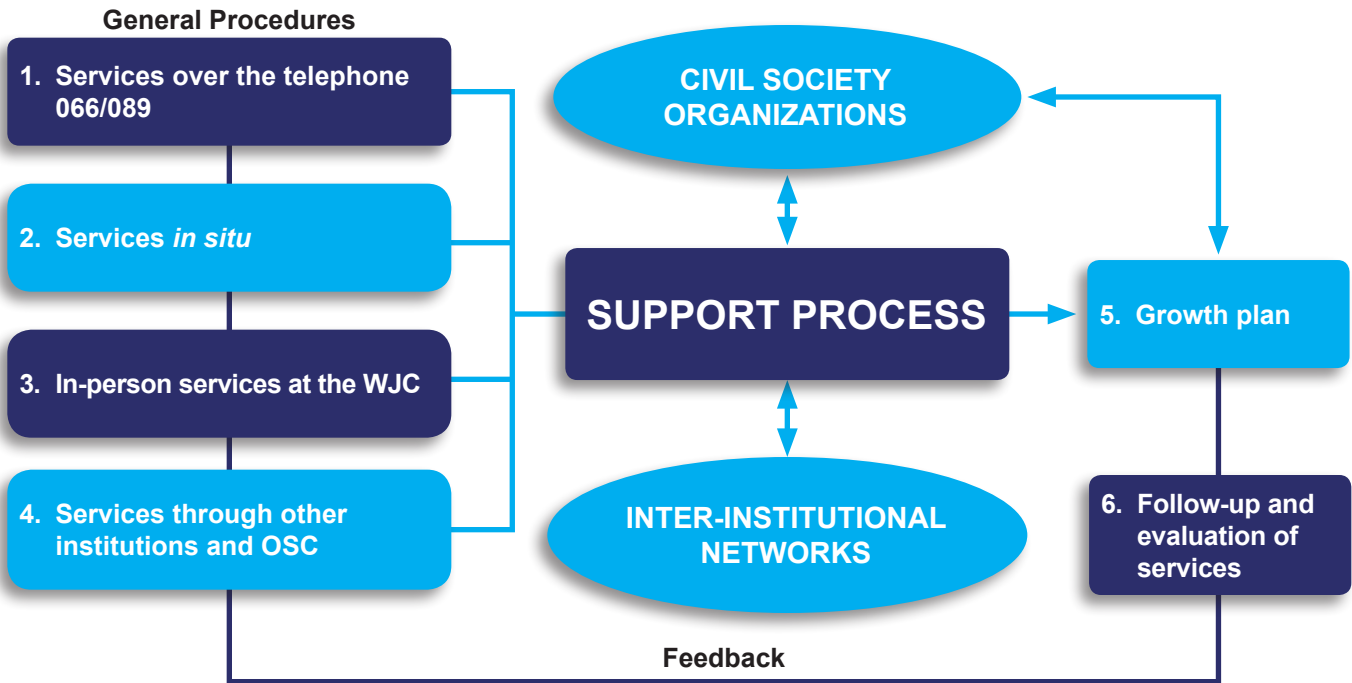
Soto, which includes the municipalities of Epazoyucan, Mineral del Chico, Mineral del Monte, Mineral de la Reforma, and Zempoala. These municipalities account for almost 18 percent of the state’s population, which is spread among a total of 84 municipalities.

The state executive ordered that the WJCH General Coordinator provide input on the issue of violence against women as part of the Interagency Commission for the Implementation of the Adversarial System of Criminal Justice. This order is another reason why the justice center was established in this jurisdiction. The center’s regional nature is consistent with the CONAVIM and SESNSP model, which establishes that justice centers must be located in the places with the highest rates of violence against women. The justice center’s decree, however, allows for the establishment of WJC branches in other regions and locations.

2.7 WJCH’s Comprehensive Care Process

WJCH’s operational manual defines the macro process of providing care for women who are victims of gender-based violence. Its design is tailored to conditions in the state of Hidalgo and departs from that proposed by SESNSP in its Methodological Guide for the WJC model in two ways, whereby comprehensive care pro-

Figure 4. Comprehensive Care Macro Process in the Women’s Justice Center Model



Source: Model of the Women’s Justice Center. Methodological Guide (SESNSP and CNPDyPC, 2012).

vided by WJCH does not include on-site or initial care via telephone; and Hidalgo’s process more precisely defines the stages of comprehensive WJCH care to enable women to live a life free of violence.

Procedures and specific care protocols for providing care to women in each specialty, as well as with specific care protocols, lead to efficient coordination within WJCH’s units and its partner institutions. In this sense, rather than to direct victims of gender violence to other institutions that provide the services they need, the justice center seeks to provide the comprehensive care required by its beneficiaries.

Initial care is the starting point of the process. The beneficiaries interviewed agreed that the care they received upon first contact with WJCH instilled in them trust that enabled them to continue with the process. Several users have commented the following:

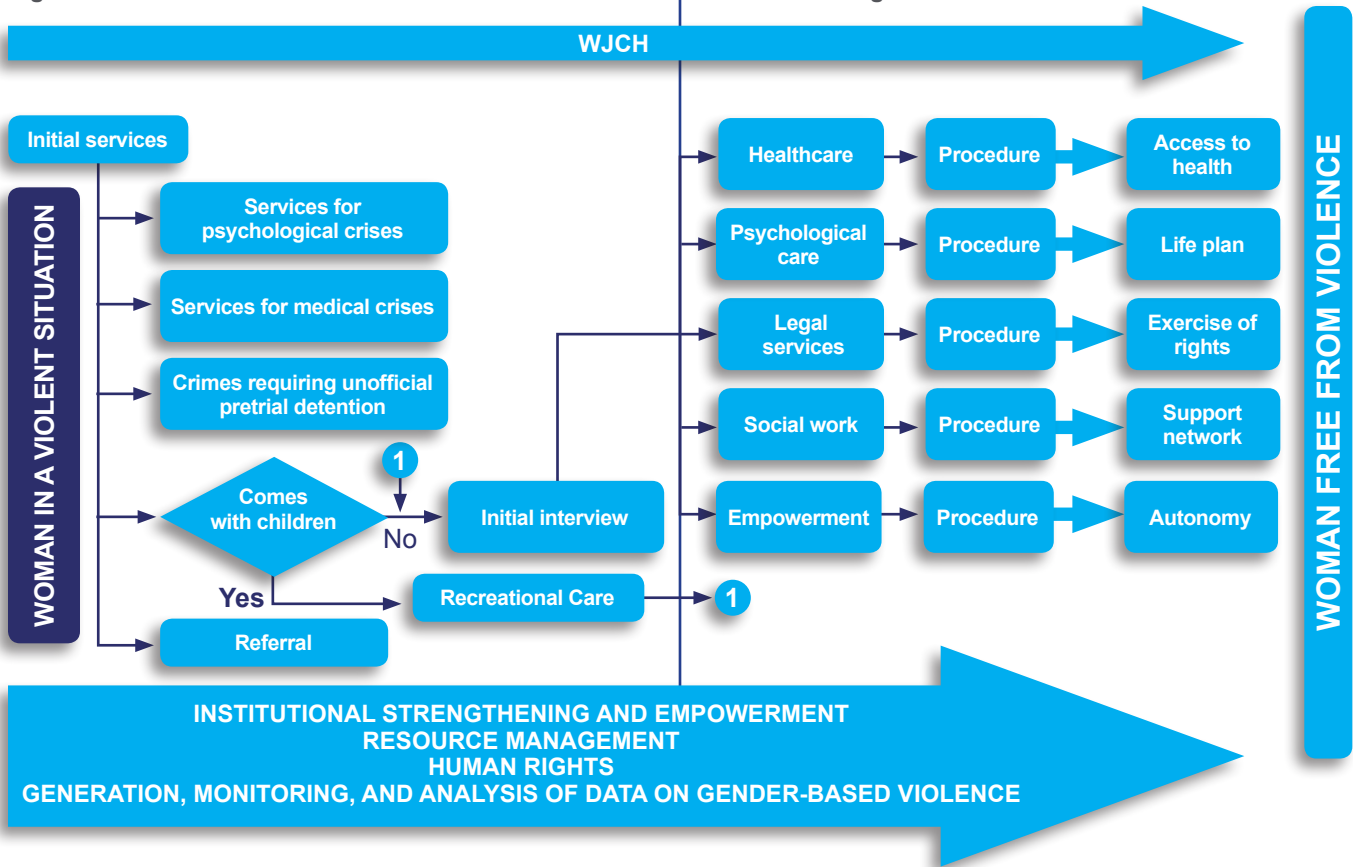
“I came because of domestic violence. They’ve given me legal, psychological, medical, and nutri-

tional support and have empowered me. The state government and the center supported me with my business and now I’ve had it for six months. No judgment has been issued yet, but I’m on my way and I’m another person. They provide us with excellent care.”

“When the people from the Integral Development of the Family referred me, I was in bad shape. I don’t remember talking with the guard, but I had an interview with the attorney and the psychologist and I felt protected, supported; the care was excellent. I felt like I could find a way out of this problem.”

I was greeted by a guard. They sent me to reception and asked me why I was here. They sent me to an attorney and the psychologist. I talked to her about why I was there. They asked me what I wanted to do. I told her I wanted to file a complaint. They told me it was my decision, but that they would help

Figure 5. Macro Care Process: Women’s Justice Center of the State of Hidalgo



Source: Operational Manual (WJCH, 2014).

me. I had been beaten up before I got there, and they offered me shelter.

“They were going to support me through the process of getting a divorce, but my husband started the proceedings from his side, so they just provided me with psychological care. My friends have supported me through the divorce, but here they’ve always offered me legal assistance. My daughter received psychological therapy; they interviewed her to see if she needed it. To this day we’re both still in therapy.”

“When I arrived, I was depressed and anxious. They sent me to the Medical Unit of the WJC and to this day I receive medical care. I was overweight when I got there and they sent me to a nutritionist. From there, they sent me to the Empowerment

Unit, because I didn’t have a job. In the Empowerment Unit, I’ve taken courses, which strengthen you. They asked me what I wanted and I said I wanted to open up a small business: I sell Mexican street food in front of my house, but the courses have helped me. The empowerment courses have given me security, I don’t depend on anyone anymore. That’s what I’ve been given.”

The initial point of contact of WJCH users is typically the police officer located at its entrance who usually questions the reason for their visit, whether they have a scheduled appointment, or whether they are there to take advantage of its services. Users have stated they were always treated politely and with respect. The initial contact allows WJCH to identify whether the request relates

to gender-based violence and, if so, the center will confirm that the crime has been committed within the Ninth Judicial District that sets the boundaries for the area in which the center is located. In the event that it was not, it will refer the women to other institutions through the Human Rights Commission or another relevant agency.

SESNP's WJC model recommends that the initial consultation be provided by a professional social worker. At this stage in the process, staff determine whether or not the woman faces a psychological or medical emergency; if so, immediate care is provided. Staff also explain to the woman that, depending on the services she requires, the process could take four or more hours. The initial consultation takes approximately one hour. If an investigation is opened, the process can last for approximately two hours. Beneficiaries have stated that the time it took to provide the care was acceptable, considering the steps taken and the number of units involved during initial contact:

"The first visit takes a long time; there were other people in front of me. But the processes are slow but necessary, and only on the first day. They attend to you like you should be attended to. They are not in a hurry, and they spend all the time you need."

"The care is very welcoming. I told them why I was there and they made me an appointment with the psychologist. I am divorced, but the father of my children is still there, constantly. The legal services were unnecessary. What I have received is psychological care for myself and my children. In group therapy, they offered me medical services."

"I thought the services were good, high quality. The people are very nice; they make you feel comfortable and seem trustworthy. The services I've received are good. They provide important things like training. My daughter goes to therapy and is happy with it."

The initial consultation at WJCH is attended by an attorney and a social worker, so as to obtain a legal perspective from first contact with the women visiting the in-

stitution. At this point, staff will ascertain whether or not the woman's case is within the competence of WJCH in terms of location and its concern. If it is not, WJCH refers the woman to another competent institution, providing a letter of introduction and case information. If the center determines that the crime committed requires preventative detention, its legal branch is informed. It coordinates with OPP to conduct an interview with the woman—accompanied by the WJCH legal counsel—to decide on a course of action.

Following the initial consultation, an interview is scheduled immediately, or later the same day should the center's staff have other activities. If the user is accompanied by young children, they are sent to the playroom while she is interviewed by a social worker and an attorney. A psychologist also conducts a risk survey. Together, they decide on a course of action for each case.

Staff members explain [to the woman] the scope and objective of the proposed steps and, in accordance with the WJC model, the user selects the center's services she feels she needs. At this stage, those WJCH professionals who provide the care are women. This is intended to create a safe space for victims, but is not required by the WJCH Operational Manual.

"I did not decide to stay in the temporary shelter. I said I was going to do it like that (file the report). They sent me to the OPP to start the process, they sent me to the OAG's medical examiner, and they sent me home with the driver, but nobody else. It was late, and the medical examiner was no longer there. Then they sent me to the psychologist to evaluate my psychological state. They sent the results to the medical examiner and the OPP here. Then everything took place here."

Regardless of the decisions each woman makes, WJCH urges users to make at least one visit each to its Medical Unit and Nutrition Unit. According to WJCH staff, the culturally constructed gender role is for women to first look after others before taking care of themselves.

“When I arrived, I was depressed and anxious. They sent me to the Medical Unit of the WJC and to this day I receive medical care. I was overweight when I got there and they sent me to the nutritionist. From there, they sent me to the Empowerment Unit, because I didn’t have a job.”

The comprehensive care process includes five services that provide care to the victims of violence. They are given access to health services and medical care; psychological care, which encourages the women to create their own life plan; the legal service, which guarantees access to full exercise of their rights; the Social Work Unit, which provides them with support; and the Empowerment Unit, which seeks to give them autonomy.

WJCH’s Operational Manual facilitates internal coordination. Each of the center’s activities aims to provide a comprehensive solution to the specific issues of each case beyond that of any unit. Furthermore, this approach to service, support, and action for the empowerment of women completes the broad exercise to break the barriers to women’s access to justice.

Users stated that they were treated well from first contact with WJCH staff. At the entrance to the justice center facilities, a police officer questions the user the reason for her visit and directs her to the initial care area. There, the user’s personal information is recorded into the computer system, she explains the reasons for her visit to the center, and the staff assess whether or not her case involves gender-based violence within the jurisdiction of the Ninth Judicial District.

As previously described, during the first contact, the women are informed that the process can last approximately four hours, as the initial consultation takes approximately one hour; if an investigation is required, the process lasts about two hours. Likewise, if the WJCH team decides the woman is in need of emergency medical or psychological care, the initial consultation can last longer. The dialogue to identify the risk enables staff to determine a course of care and to decide which services are urgent and must be provided the same day.

A single case file is opened for each woman. Initial registration can be somewhat slow, although the user’s comprehensive information is entered into the computer system. Some users have stated that the initial consultations appears to take a long time, but that once they have visited the various services, they realized it was necessary “because they give you all the time you need.”

The course of care provided for women who are victims of violence is as follows: Once the user’s data is entered into the justice center’s computer system, the initial consultation is conducted by an attorney and a social worker. A psychologist also interviews the user to assess the risk factor. Regarding this stage, WJCH users have stated the following:

“At the central government offices, they told me the WJC was about to open in San Carlos. They told me it was there and I decided to come. I didn’t want to come because I had been to a lot of institutions and they didn’t solve anything for me. I would arrive all beat up and even the Comprehensive Family Development people treated me poorly. I was skeptical when I arrived, but here they treated me differently.”

“I did not know about the center. A patrol car brought me here. I didn’t think I was living in violence because he was a good provider and father. When I got to the center, I was very depressed. The way I lived was cut off, isolated from other people, and I never imagined a public service could help me get out of the situation I was in.”

“The first thing I experienced when I came here was a smile, friendliness; they make you comfortable from the start. Initial contact was very friendly with the police officers.”

“I arrived beaten and bleeding. The first thing they did was take my name and personal information, and the first service I received was from the doctor and the medical examiner. Then I went to the attorney. We filed a report with the OPP, and he was arrested within 48 hours. A woman attorney

helped me. They asked me to sign a letter of forgiveness. An attorney from here told me, look, if you sign that, he's going to do it again. They advised me what would happen, that he would go to prison, and explained why I should continue to press charges."

"He was suing me and I was isolated. He was trying to take my baby, who was one year old. They assigned an attorney to me who helped me throughout the process, gave me counsel."

During the initial consultation, the victim is offered a course for treatment and the relevant appointments are scheduled. Users have stated that while they had decided on this particular consultation, they had been informed of WJCH's other services.

"First they asked me a lot of questions. It wasn't with the legal authorities, and I didn't understand until the psychologist calmed me down and explained that this was care provided by WJC."

"I went straight to the psychologist and then later they forwarded me to empowerment. They told us they would open courses by [the organization] Mujeres Moviendo Mexico, and they provided funding. I took the course."

The objective to have an attorney and a social worker participate in the initial consultation, as well as a psychologist conduct tests to assess the risk, is to provide comprehensive treatment to the woman at first contact. At this stage, a case file is opened, the level of risk the woman faces is identified, and the options for immediate treatment are defined, with subsequent steps for further care scheduled. If emergency medical or psychological treatment is needed, it is provided immediately. Actions are especially taken in the absence of WJCH staff at the time the woman arrives seeking care:

"I was greeted by a guard. They sent me to reception, where they asked why I was here. They passed me to an attorney and the psychologist."

I talked to them about why I was there and they asked me what I wanted to do. I said I wanted to file a complaint. They told me it was up to me, but that they would help me. I arrived beaten. They offered me shelter (they did not offer shelter to the other woman who arrived who had not been beaten) but they also provided advice on what she could do. I did not accept the temporary shelter. I said I would do it like that (file a complaint). They sent me to the OPP to file the complaint. They sent me to the OAG medical examiner. They sent me with a driver, but nobody went with me. It was late and the medical examiner was no longer there. Then they sent me to the psychologist to evaluate my psychological state. They sent the results to the medical examiner, and then sent it to the OPP here. Then everything took place here."

The most important thing is to identify whether or not the woman faces a medical or psychological emergency and needs to receive immediate care. In interviews, beneficiaries have stated they had visited WJCH during times when its Medical Unit was not staffed; nevertheless, the center had treated them immediately.

WJCH does not have specialized care protocols for indigenous women, disabled women, immigrant women, or women with other characteristics requiring specialized treatment. However, partnerships have been formed with other institutions to strengthen the mechanisms to care for women from these groups. To provide care for indigenous women in their native tongue, the justice center relies on the Hidalgo Institute of Indigenous Languages (Instituto Nacional de Lenguas Indígenas, or INALI). Requirements for users with specific characteristics are addressed on a case-by-case basis. For example, a deaf-mute woman was provided an interpreter, as was a foreign woman also provided who sought help at the justice center.

This operational mechanism enables the various units to interact with each other and stay abreast of a

woman's overall progress, although each unit is responsible for follow up care within their areas of expertise. A care **proposal** is created in the initial consultation and is presented to the user, who then decides which services she wishes to receive.

"They were going to support me through the process of getting a divorce, but my husband started the proceeding from the other side, so they just provided me with psychological care."

"When I arrived, I was depressed and anxious. They sent me to the Medical Unit of the WJC and to this day I receive medical care. I was overweight when I got there and they sent me to nutrition. From there, they sent me to the Empowerment Unit, because I didn't have a job."

This next chapter analyzes the experience of WJCH in achieving the objectives of the WJC model as defined by CONAVIM and SESNSP.

3. ANALYSIS OF WJCH MODEL ELEMENTS

This chapter analyzes the elements of the WJC model, as defined in the methodology proposed by SESNSP. The first section examines the crosscutting elements of the strategy, [the first being] women’s access to justice and the prevention of violence. The next section analyzes the comprehensive care, empowerment, monitoring, and evaluation components, as well as transparency and accountability. The interagency coordination element has been discussed in the previous chapter. However, as this is fundamental to the other elements, an evaluation of each will be made of the actions taken by WJCH to provide treatment to women in situations of violence. Finally, the last section presents information gathered on the results and statistics of WJCH’s management since it began operations.

3.1 Women’s Access to Justice

By placing services for victims of violence under one roof, WJC serves to guarantee women’s access to justice and to address the State’s responsibility to protect women as a public policy. In the opinion of central and WJCH authorities, the center’s understanding of the circumstances women face is crucial in guaranteeing women access to justice. At the same time, the standardized criteria for the provision of care, outlined in WJCH’s operational manual, helps users receive comprehensive, coordinated, specialized, and non-victimizing treatment.

In the opinion of a number of those interviewed, the advantage of WJCH in comparison to those WJCs of other states is that the center in Hidalgo operates under the auspice of the Government Secretariat and has an operational manual. Some departments that manage WJCs in other states are of the opinion that they should fall under the attorneys general. However, the view in Hidalgo is that this would put at risk the objective

of guaranteeing women access to justice from a comprehensive human rights perspective. Also, having the operational manual allows users to receive the comprehensive care that ensures all of their rights.

Within this framework, WJCH has served 8,975 women from inception until February 2017. As of that date, WJCH’s various care units have had 64,221 cases, as shown in Table 4. The section that follows is an analysis of the development of relevant aspects of the WJCH strategy in the service units.

3.1.1 Legal services and administration of justice

As noted in the previous chapter, the attorneys that work in WJCH’s Legal Assistance Unit provide legal counsel and support throughout the process. The unit is divided into two sections: a family law service and a criminal law service. Activities closely coordinated with the offices of the OAG (Center on Restorative Justice and OPP) and the Alternative Justice Unit of the state’s Judicial Branch.

In the criminal law section, a broad international, national, and state legal framework is in place to guarantee the rights of victims. However, with regard to the General Victims Act, in Hidalgo lacks an Executive Committee on Victim Services compared to other states. The justice center serves to fill this gap in cases of domestic violence.

The justice center’s resources, however, are insufficient to meet increasing demand. This is mainly because, since the establishment of WJCH, more women have sought access to legal services because of the comprehensive care the center provides. Additionally, since 2016, cases of gender violence identified in other areas of government have been referred to the justice center.

Table 4. Cases at the Women’s Justice Center in Hidalgo, August 2014 to February 2017

DEPARTMENT	NUMBER OF INSTANCES
Initial interviews	6,136
Psychological care	5,070
Medical care	4,335
Playroom	5,485
Psychological care for children	2,065
Temporary shelter	296
Nutrition	775
Group therapy	1,627
Legal services	18,816
Empowerment	5,014
Social work	14,602
Total	64,221

“When the people from Comprehensive Family Development referred me, I was in bad shape. I don’t remember talking with the guard, but I had an interview with the attorney and the psychologist and I felt protected, supported; the care was excellent. I felt like I could find a way out of this problem.”

“I went to the OPP and they referred me here. They referred me and then they took care of me here [in WJCH]. I came after experiencing domestic violence. They’ve given me legal, psychological, medical, and nutritional support and empowered me. The state government and the center supported me with my business and now I’ve had it for six months. No judgment has been issued yet, but I’m on my way and I’m another person, they provide us with excellent service.”

Furthermore, as a result of the jurisdictional restrictions that limit the center’s ability to provide care to the state’s entire population, WJCH helps connect women with other institutions that offer services, either because they do not live in the municipalities within

its jurisdiction or because their cases are unrelated to gender-based violence.

This is a positive element of the WJC strategy framework in that it demonstrates that the State of Hidalgo has positioned WJCH as the main entity responsible for women who are victims of gender-based violence. However, attention has led to an excessive workload for the staff of the Legal Assistance Unit, which limits the justice center’s capacity to follow up on all cases. As a consequence, the Legal Assistance Unit’s staff has the highest number of resignations, and the center has been unable to fill these positions due to budgetary restrictions.

3.1.1.1 Family law services

The Legal Assistance Unit has four attorneys from other agencies dedicated to family law, who follow the justice center’s operating guidelines and protocols in providing care to victims. WJCH does not have a court where cases are tried which, according to staff interviewed, makes the attorney’s position more

demanding based on the large number of hearings. For this reason, attorneys frequently have to travel to courts, thus reducing the capacity of services provided at the center.

The majority of family law cases handled by the center are referred from other institutions. Occasionally, they do not involve gender-based violence. Alternative solutions are thus implemented in WJCH to provide compensation for damages and resolve conflicts between parties. This does not necessarily entail arbitration; rather, it involves actions to enable individuals involved in a conflict to come to a mutually favorable agreement. The center forwards cases that do not require an investigation to the corresponding departments of OAG (Center for Restorative Justice) and the Judicial Branch (Alternative Justice), located within WJCH.

WJCH currently has around 1,400 open case files for family law proceedings, with an estimated 20 percent of them facing delay. Nevertheless, many success stories have been reported. Approximately 40 percent of the cases initiated in 2014 favorably closed. The majority of the cases that were not closed or had unfavorably closed were, in the opinion of interviewees, based on women having withdrawn their complaint, which occurred in more than 40 percent of cases initiated.

According to WJCH officials, women withdraw complaints mainly for personal reasons relating to the difficulties they face in escaping the cycle of violence in which they live. They may also withdraw complaints because they depend economically on their attackers and are forced to return. Likewise, they may do so because the judicial proceedings are too slow or not sufficiently flexible, and procedural delays may contribute negatively in terms of women returning to the cycle of violence. In any case, WJCH neither has the necessary data to evaluate the causes of the high rate of case abandonment nor to recommend actions to reduce it.⁷

“They helped me file the report in the legal proceeding. It wasn’t the same attorney who helped me at first, I’ve changed attorneys three times over the years. The process was halted when there was a change. I got sick and was a little late. The investigating officer came to look for me at home to see if I wanted to continue with the process, and because I said yes, they explained the steps I had to take. It takes four steps. They’re about to give me my trial date. My ex hasn’t appeared at previous hearings, but he’s required to at this one and if he doesn’t they’ll go get him. They monitor this at the WJCH.”

Attorneys and/or psychologists involved in this unit may follow up by advising women of the probable consequences of abandoning judicial actions after they have begun. However, in accordance with the WJC model, the decision remains that of the women. Other staff in this unit can speed up the services in cases that have begun, although failure to resolve them, or other unfavorable outcomes, may occasionally be attributed to other factors.

One significant detail is that, in many cases, partner institutions do not provide WJCH with the expert personnel to provide the type of care offered by the center. This means that learning **takes place at** the center and, in some ways, impacts the flexibility and quality of care provided to the women. Similarly, not all departments of the justice system practice gender mainstreaming. Cases have been recorded of court rulings that actually violate women’s rights.

WJCH has a permanent training program of two cohorts. One is to train new staff in treating patients from a gender perspective, and the other focuses on ongoing training to strengthen staff capacity. However, it is acknowledged that the center’s resources, in general, are insufficient to meet the training needs of all units.

⁷ WJCH authorities have found it worthwhile to identify the cause behind the withdrawal of a complaint. At the time of this study, mechanisms were being designed to create focus groups to understand the cause.

3.1.1.2 Support for women in criminal matters

During initial consultation, WJCH staff identifies the level of risk facing women who are victims of violence and decide on which actions the center must take to ensure their safety. The macro care process provides three immediate responses in the event of a crisis for women who have been victims of physical violence. These include psychological and medical care and, if applicable, detention of the attacker. If the victim's safety is at risk, the staff will investigate whether or not she has a support network to protect her, ideally in the form of family. If no such network exists or its integrity is not guaranteed, she is given the option to take advantage of WJCH's temporary shelter facility. If necessary, she is referred to a different temporary shelter.

WJCH liaises with the Red de Refugios (a network of shelters). The state of Hidalgo only has one shelter within and one outside of the network. If the shelters do not have space or if the woman requests one, women are sent to shelters located in other states.

3.1.1.3 Orders and measures of protection

In all cases that involve violence, the center's Legal Unit will seek orders or measures to protect the victim.

The LMVLV of the State of Hidalgo states that "orders of protection are not transferable and are applied in urgent situations to protect women from domestic or sexual violence. They are fundamentally precautionary and protective. In all cases in which OPP decides to issue an order of protection, it will be added to the initial inquiry into the matter. Except for the aforementioned cases, OPP shall register these circumstances in a written record. This law gives prosecutors the authority to request orders of protection for women living with violence when they consider it appropriate. They must do so before the competent jurisdictional authority. In the case of mu-

nicipalities, this law gives protection authority to municipal justices of the peace, with police assistance. The woman may select the authority before which to file her request." (Chamber of Deputies, 2011).

"I had an order of protection. It worked. I've had it two different times: the first time, it was for 90 days. The patrol car came by every day and I described what had been happening. They asked if everything was okay. The second time is when he beat me again, in the street. The OPP came and I asked for another order of protection for another 90 days. They attended to me and reacted that same day."

Orders of protection are processed directly before municipal justices of the peace. The state police have created a database of protection orders based on actions carried out to improve the safety of women who are victims of violence. Each day, police officers collect the signatures of those women protected to demonstrate that the necessary measures are being taken to ensure their safety.⁸

OPP processes requests for protection measures outlined in the National Code of Criminal Procedure (Código Nacional de Procedimientos Penales). Initially, there was a certain amount of resistance to issuing them, but this has since changed. One important factor in transforming this attitude is that OPP must justify and substantiate any decision to deny a request, thus reducing the number of denied requests at the justice center.

With regard to criminal cases, the process to open an investigation usually begins the day a woman comes to the justice center and makes the complaint. There are currently 2,782 investigations for which the center's attorneys are providing counsel. OPP, which is the WJCH [partner] institution with the worst delays, is responsible for monitoring the criminal cases. Initial care is provided in a timely manner, but OPP is short-staffed (with only six agents). Each agent may be responsible for between

⁸ Previously, the police obtained the signatures of the women being protected once a week.

500 and 600 cases at different stages of process at a time. As a result, the process of building a file for the investigation is delayed, on average, by 60 days

It is worth noting that in contrast to most state agencies, OPP agents at WJCH do provide support and services with a gender perspective. However, this unit has the highest rate of staff turnover: approximately every six months, since OAG rotates out OPP agents, experts, and police investigators. This causes additional delays in terms of case follow-ups, since new staff must be trained. Another issue is the fact that staff assigned to WJCH are not always equipped to attend women who are victims of violence.

“The treatment by OPP and the medical examiner could be improved. In the OPP elsewhere [outside WJCH], they are completely vulgar, and rather than make you feel better, they make you feel worse.”

Since it opened, WJCH has held eight oral trials in its Judicial Support Unit, which represents fewer than 1 percent of all cases. Guilty verdicts were reached in three cases, two resulted in acquittals, and one was a mixed result. In the adversarial system of criminal justice, the fact that OPP is responsible for the various stages of the process requires officers to develop new skills. While there are many advantages to having a single person handle all the stages of the process, since it enables them to take into account the weaknesses of the case and the witness, the task can also be an excessive burden given the amount of work at the justice center. At the same time, as was mentioned above, a significant percentage of criminal victims withdraw their complaints.⁹

One area of opportunity illustrated in this case involves generating information and integrating data in statistical databases in order to measure the effects and outcomes of the center’s activities over the short and medium terms. It is also necessary to identify reasons why victims may abandon the cases they begin. Only

with this data will the center be able to move forward in implementing results-oriented management and to evaluate its impact on ensuring women have access to justice and eradicating gender-based violence. While information is available from the various units to enter into a system that measure results, it is not standardized, thus limiting the purpose.

Regarding interagency coordination, OPP is not governed by WJCH guidelines, although the justice center’s governing board continuously supervises the handling of cases. In this sense, the center’s governing board and OAG officers have open channels of communication to resolve incidents that may arise. This coordination improves the service conditions.

Additionally, OAG sends 10 officers from its police investigation unit to support OPP in constructing case files. These officers receive training at the center to ensure their actions follow gender perspective protocols. However, interviewees have stated that OAG and the police follow a protocol that does not include a gender perspective. This is reflected in the variances between the notifications issued by OPP assigned to WJCH and the ones issued by agents who do not have gender sensitivity training. The latter, according to interviewees, can re-victimize women.

3.1.2 Judicial branch participation in WJCH

WJCH agreed with the judicial branch to include a supervisory court at its center. According to those interviewed, the judge assigned to supervise the center is a woman with the highest level of gender sensitivity experience and training in the state. The court deals exclusively with cases filed at WJCH.

Substantial progress has been made toward implementing an adversarial system of criminal justice at the justice center, and during the intermediate stage, such activities will take place within therein. Space is still need-

⁹ From interviews, there is mention that more than 50 percent of women involved in criminal cases withdrew their complaints.

ed to keep witnesses separate, with a proposal to build it in 2018, at the latest. Once completed, all processes during the final stage will be conducted within the center.

3.2 WJCH Focus on Prevention

The prevention measures taken by WJCH prioritize the protection of women who are victims of gender-based violence and provide privacy and confidentiality in the cases it manages. Additional actions are taken by WJCH to contribute to gender mainstreaming, which, in the state's institutional structure, is the responsibility of IHM.

In this sense, the measures and orders of protection outlined in the previous chapter comprise part of the justice center's efforts to prevent the repetition of acts of violence. WJCH's strategy also has a preventative effect by helping women escape the cycle of violence they live in; this contributes to women's social and economic empowerment.

3.2.1 *Protecting the information and personal data of victims*

Women who visit WJCH are covered by the General Victims Act. Under the act, they authorize use of their personal information with the assurance that all divisions of the justice center will protect their information. Everyone working with the justice center must sign a confidentiality agreement that covers the cases and the women they care for. People working with the center receive orientation courses and training on the WJCH code of ethics that governs the provision of care.

Each case has a single case file. Some of the information it contains is on paper while other data is electronic. Access to electronic files is restricted with passwords to the workers in the center, and the information they are able to retrieve is limited to the activities within the unit they are responsible for. The WJCH information system also logs the time, date, and user whenever a file is accessed.

The center maintains a general archive of paper case files. An archive control system is in place to

identify the location of case files at all times, as well as the individuals who access each. As a result of these oversight measures, WJCH has not experienced any case involving a leak of information, nor has the personal information of victims been used inappropriately.

3.2.2 *Gender mainstreaming*

The Institutional Office for Equality between Women and Men is a Hidalgo state government institution established by the PROIGUALDAD Act. It was created to "foster the institutionalization and mainstreaming of gender in state government offices by designing public policies, sector and regional programs, annual operations, and other operations from this perspective."

The office is placed under the leadership of WJCH's governing board. Its main function is to ensure gender mainstreaming within the justice center, although it also conducts activities outside of the center to reflect the issue of violence against women and to promote the its work. WJCH raises awareness about gender mainstreaming (prevention, provision of care, access to justice, and punishing perpetrators of violence against women) primarily by participating in conferences, colloquiums, and other events.

Although the offices of the Government of Hidalgo have a division dedicated to equality between women and men , as well as a solid regulatory framework on gender equality, there is still some resistance within [public] institutions to create a comprehensive equality framework [of their own]. This reflects the need to prioritize the issue of violence against women on the institutional agenda.

WJCH is designed to raise awareness of issues and ensure that the institutional gears are set in motion toward gender mainstreaming. Interagency coordination within WJCH is especially significant when aiming for this goal. The center uses its evaluation system, designed with support from PROJUST, to examine whether staff have internalized the provision

of gender-sensitive care. The results are used to establish the guidelines of the training program in the context of the program's workplace environment and institutional culture.

The center's procedures outline the mechanisms to be used in promoting gender mainstreaming. However, implementation of these actions has highlighted a need to update the center's Operational Manual to reflect its administrative capacity. Interagency coordination is the most sensitive operational issue. In addition to their tasks at the WJCH, staff seconded from other institutions must produce reports for their respective agency. Some, such as OAG staff, have additional, mandatory responsibilities outside of the center.

Balancing staff schedules and providing care has been identified as one of the first issues to address in relation to center operations. In practice, many of the center's objectives are being met. People interviewed within WJCH have stated, however, that the excessive workload and level of care they must provide victims require the support measures for staff.

Efforts to provide emotional support are a part of the center's workplace environment program. It carried out three efforts in 2016 and found that, while no staff members suffered from burnout, many were under significant stress.¹⁰ The WJCH has no formal emotional support program, although according to staff members interviewed, one is expected to be provided this year jointly with the state's Department of Health.

3.3 Comprehensive Care

Those interviewed for this study from the state central offices and in the WJCH alike, indicated that the strategy's main success is that women now are able to benefit from a variety of services under the one roof. They also cited the center's gender-sensitive care, suitable facilities, quality and warmth of care, and the provision

of legal, psychological, and empowerment services as WJCH's valued aspects.

WJCH views the care provided to women who suffer from violence as a comprehensive process, rather than a collection of services. WJCH staff indicates that the difference between centers in other states and the WJCH is that those may operate as a point of contact, receiving women, but they then discreetly channel them to the services of each institution. In contrast, the center in Hidalgo provides comprehensive, coordinated care to each woman, placing the victim at the center of its strategy and taking care of her needs under one roof.

While WJCH staff recognizes that the center is insufficiently staffed to follow up on all cases, they state that they continue to focus on the victim. Each case is treated according to the specific circumstances and, in all, the women are encouraged to go through the entire process so they can escape the cycle of violence and acquire the necessary tools to rebuild their lives.

While the care units within the WJCH are intraconnected, the follow-up is conducted within each unit, according to the treatments that the women themselves have selected to receive from the center. Through its experience, the center has identified changes that could bolster its administration and it has incorporated them into its care processes. As a result, the Operational Manual is being revised with various new procedures.

While the WJCH intends to provide care to women who belong to an indigenous population, have some disability, are migrants, or belong to another diverse group, no specific care protocols have been drawn up. Measures, however, have been implemented to guarantee access to justice and respond to those cases that do arise. When providing care to indigenous women, the WJCH has depended on INALI; with regard to a deaf-mute woman and of a foreign woman, the center sought support from interpreters.

¹⁰ This condition consists of prolonged stress in response to emotional and interpersonal stress factors originating in the workplace. Its symptoms include chronic fatigue, ineffectiveness, and denial.

3.3.1 Medical care

As noted in previous chapters, WJCH encourages women benefiting from services at the center to have at least one appointment with the Medical Unit and Nutrition Unit. Women and their children are also provided support in the form of individual psychological therapy, and group therapy is provided for the women.

WJCH has a health clinic which, thanks to the efforts of the governing board, has obtained a Unique Code for Health Centers (Clave Única de Establecimientos de Salud, CLUES).¹¹ Through its agreement with the Department of Health, WJCH has on site one doctor and six nurses. The unit, however, does not provide an operating facility. The center's care protocols are fully aligned according to Official Mexican Standards (Normas Oficiales Mexicanas, or NOM) 046. To comply with operating standards, the center has taken steps to provide antiretroviral treatment. "WJC delivers more antiretroviral drugs than many health centers." NOM 046 also includes emergency contraception and rapid HIV tests.

The WJCH clinic provides high-quality treatment, and the center is seeking recognition as part of the healthcare sector to ensure it has the necessary inputs and a comprehensive range of healthcare services. Medical care is provided during two shifts on Monday through Friday. While there once was a doctor to see patients on weekends, the position has been abolished due to budgetary constraint.

An issue of concern to WJCH authorities is the provision of psychiatric care to women in need of it. The center has a relationship with the only psychiatrist in the district, who has offered to be on call. Since psychiatric medications are regulated, however, they are unavailable at the justice center. Such treatment also is not included in the WJC model.

The Nutrition Unit's objective is to raise awareness among women about the importance of healthy eating

habits. This is a cultural problem, as is seeking medical care. Women often neglect their own health and, in many cases, their partners do not permit them to take care of themselves, particularly with regard to gynecological issues.

3.3.2 Psychological care

Psychological care is provided to all women in situations of violence who request it. WJCH staff attempt to ensure that the same psychologist who conducts the initial consultation remains with the woman throughout the therapeutic process. The center has protocols for care, although the type of support is tailored for each case. Normally, women will receive 15 individual therapy sessions, but this is occasionally extended.

Hidalgo's center implements group sessions in addition to individual therapy. From its experience, the justice center has discovered that women undergoing therapy tend to identify other women who may be victims of violence, encouraging them to join the center. This creates support networks, enabling women to seek "support" and "solidarity." Women interviewed for this study were consistent in their views:

"It's a very intense experience, but the best contact was with the psychologist."

"I used the psychology service. They explained that what was happening to me was violence, and I dealt with that."

"I finished with the psychological treatment. I asked for help because I thought I was the one responsible. I received individual and group therapy. It's been a year and a half now. At the beginning, the individual therapy was once a week. The justice center supports you when you need it most."

"You can see the sensitivity and empathy of WJC staff. People in the government are always cold,

¹¹ CLUES is a form of identification established by the Department of Health for Mexico's medical facilities. [Trans.]

they never listen to you. Here, you see that they welcome you there; when you don't come they bother to call you. It's very motivating, it's great because they hold you up."

Women's families continue to be a factor in many cases, which prevents women from escaping the cycle of violence. As a result, the WJC model offers an opportunity to work with families, as well as with support networks to raise awareness about gender violence in the victims' surroundings.

To boost the legal support provided, psychologists assist the women by preparing them for mediation, although they, themselves, do not attend the sessions. Psychologists can, however, serve as expert witnesses in legal cases if certified.

Within the framework of the program's institutional strengthening, the center holds capacity training sessions on offering expert opinions. Following the training, some psychologists become certified, thus enabling them to provide additional support or services to women.

In collaboration with the Empowerment Unit, WJCH offers support through group counselling to strengthen the decision-making process. The program is tailored toward economic empowerment. The center recruits outside coaches, and the groups are led by WJCH psychologists. The women interviewed in this study viewed the coaching activity rather positively.

3.3.3 Childcare

WJCH has a play area for children between the ages of 3 and 11 for when their mothers are receiving care. Trained staff looks after the children, although due to the increased demand for services, the space is reaching capacity. Architecturally, WJCH has located the play area in such a way that mothers are able to see their children during initial consultation, individual therapy sessions, and while they are in the waiting room.

Following a diagnosis, children also are able to receive psychological treatment. To enhance this, WJCH uses a program offered by a civil society association, the

Antenas para Ninos Program, which is a digital tool developed by the association. It consists of a Gesell chamber and a monitor. In a separate room, the psychologist operates a digital puppet [Antenas] that is broadcast on the monitor, creating a space of trust in which children are able to express what they feel unable to divulge to someone else. Statements collected from the minors as a result of this program, can be produced in court as testimony once the justice center has received authorization from the Antenas program, thus eliminating the need for a testimony from the child in person.

Comments from women interviewed on the care provided to their children are listed below:

"They [WJCH staff] described the services they offer and my most concern was in the Psychology Unit. Three of my four children have received psychological therapy here. My oldest son is a 23-year-old man and they recommended for where he could go. My three children have received individual therapy. But sometimes the two little ones are seen together. I had individual therapy; then they started doing group therapy and the psychologist invited me to participate."

"I've finished my psychological treatment, but my therapist has told me that whenever I needed, I can come back, and I have an open appointment for therapy. Once I requested it and they did a good job scheduling me in. My daughter is 15 and is starting a feminist group at school."

"They allow me to choose the appointment time so it doesn't affect my work. They've scheduled me in the evening, 8 or 9 at night. They also schedule my daughter so her schooling isn't affected."

3.3.4 Temporary shelter

Temporary shelter is the last option offered to women when they initially visit WJCH. As previously noted, the entire process can last up to four hours, a fact of which women are made aware when they arrive. The initial

consultation takes at least an hour, and if legal support is required, it can take an average of two hours to gather together a file. Women interviewed state that the process is slow, although they were made aware of this beforehand; they also added that treatment was always cordial and they felt safe: “we did not feel judged.”

“I arrived beaten; I was offered temporary shelter, but I decided not to accept it.”

The center offers women temporary shelter should they lack a support network, since remaining with their family is considered a better option, as long as the woman’s safety is assured. The center’s Social Work Unit carries out the temporary shelter process once the victim’s most pressing needs are met. The center provides food, and a collection is taken for clothing and other items, if necessary. WJCH provides temporary shelter for up to 72 hours although, in some cases, women have remained as long as 21 days. If the victim’s children are in school, the justice center will work with the Department of Education to authorize the change of school, given that the attacker may know which school the children attend.

The WJCH Operational Manual serves as a roadmap to provide women the comprehensive care they need. In general, those interviewed for this study believe that the services offered by the center empower women to escape the cycle of violence and provide them access to justice. Nevertheless, they did recognize that the care in some units could be improved. Most important is the lack of a mental health service within the Healthcare Unit, given that victims may have been surrounded by violence for long periods of time; there also is a need for a nursing area in the childcare area to make it easier for the women.

The WJC model does not include the care of men due to the lack of space. Techniques should be sought that will strengthen the couple’s relationship at the psychological level, and this care should be included in the strategy. Progress should include the building of a working relationship subsequent to the separation of a cou-

ple to the benefit of their children. Regarding this issue, those interviewed stated:

“Since I came in, I have felt like the ugly duckling, because it wasn’t so easy to report his violence. It’s been great to see what I could accomplish, but I really feel a need to have had a therapy session with him.”

“I was the one who spoke up, stopped my mother-in-law from controlling my life how she wanted; there is no space for the men to receive care. Mechanisms should be found to strengthen the relationship psychologically to [also] provide care [for him].”

“Make a program to help the men. My ex is receiving therapy in Aguacaps [Aguacapan]. He hasn’t stopped by to see his daughter in a year and a half.”

Justice center staff frequently have mentioned the need to ensure that workers receive psychological treatment: “everyone who participates in an institution like this one must have access to support services.” IHM is the only institution partnering with WJCH that has an emotional support program, although it is available only to its own workers.

3.4 Empowerment

The last stage of the care process at WJCH is economic empowerment. While the previous stages relate to the psychological and social empowerment of women, this stage offers programs that center on economic empowerment.

3.4.1 Institutional participation in women’s empowerment

A number of institutions work with WJCH to provide women with economic options. Through the center’s agreement with the Department of Labor and Social Welfare (Secretaría del Trabajo y Previsión Social, or STPS), women are able to access the state’s employment service. WJCH also holds a job fair every week with a stall that offers such programs as Fomento al

Autoempleo [to encourage self-employment] and Bécate [scholarships]. Job openings are listed in the justice center and women are offered first option. Through STPS, women also are able to access courses at the Worker Training Institute of the State of Hidalgo (Instituto de Capacitación para el Trabajo del Estado de Hidalgo, or ICATHI), which is located in the municipality of Mineral de la Reforma. Although ICATHI is able to offer training at the center, for lack of space women are encouraged to use the ICATHI facilities.

The center also provides access to courses and workshops offered by IHM. By way of WJCH, women are formally connected, and IHM occasionally offers complimentary training for them, depending on the course or workshop.

There also is an agreement with the Hidalgo Adult Education Institute (Instituto Hidalguense de Educación para Adultos, or IHEA) that includes the federal program for online secondary school instruction. WJCH has a community room where women form study groups to learn how to read and write; it also teaches English and provides instruction for computer skills.

The center is also linked to the Enterprise Competitiveness Institute (Instituto Hidalguense de Competitividad Empresarial, or IHCE) in the Department of Economic Development (Secretaría de Desarrollo Económico, or SEDECO). In addition, the WJC model's civil society participation strategy includes a cooperative agreement with Mujeres Moviendo México. The National Entrepreneur Institute has approved the organization's methodology regarding training in two areas, personal initiative and the development of entrepreneurial skills. The organization is in the process of implementing a course on digital tools for e-commerce.

3.4.2 Program to empower women in situations of gender-based violence

The main obstacle facing women seeking economic independence is that they lack the resources to launch their own business. To address this, the

Government of the State of Hidalgo has created a program, Empowering Women in Situations of Gender-Based Violence. As a state program, only the six municipalities that form the jurisdiction of Pachuca, as well as WJCH, are eligible.

The program's objective is to empower women who have been victims of violence by providing them with financial support to develop, equip, or strengthen a productive enterprise, giving autonomy to those catered to by WJCH. A grant is offered to [each] women in the amount of Mex\$15,000. The justice center monitors her business operation over the course of one year.

To provide additional support, WJCH provides advisory services and supplies the goods for the enterprise, ensuring transparency. The strategy's outcome has been successful based on the many success stories of women who have launched the own business.

Training for these ventures intends to break the traditional role of women in business. In practice, however, it is evident that these types of enterprises also offer significant financial benefit.

In terms of transparency and accountability, by assisting the women to acquire the necessary goods, the center facilitates the gathering of supporting documentation. The State Comptroller is able then to verify the use of program resources—from the documentation and the business operation—and confirm expected outcomes.

3.4.3 Other actions to empower women facing situations of violence

An unexpected outcome of empowerment programs is that they enable women to create networks of support, friendship, and camaraderie. WJCH supports women by having them participate in markets where they are able to sell their products. Furthermore, a partnership has been formed with the Polytechnic University of Hidalgo (Universidad Politécnica de Hidalgo) to incubate WJCH women's projects.

In 2017 the companies, Sam's Club México and Soriana, organized fairs for the women to sell their

products. Also that same year, WJCH's partnered with and gained access to financing from the National Fund for the Development of Arts and Crafts (Fondo Nacional para el Fomento de las Artesanías, or FONART), the STPS Productive Project, and IHM. Furthermore, the Municipality of Pachuca held a women's entrepreneurial competition, in which six out of the top 10 projects were by WJCH users.

Actions of empowerment are viewed positively by the women, who have made the following comments:

"In addition to therapy, I attended a coaching group. There, the emotional part and the business part go hand in hand. It strengthens you mentally."

"The coaching is great; we do more practical things. It's colder than the therapy; it's a matter of strategy. It goes hand-in-hand with the emotional aspects and has an impact on my business. I have to make things happen. You have to move, depend on yourself."

"I did not like the business very much, but I needed it so my disabled children can survive. But I started to love my business and now channel everything to "Moviendo a México" [Moving Mexico]."

"I am incubating my business at the polytechnic school. I have two businesses and they keep pushing me to do things."

"I participated in several fairs, I took a course on soaps. They supported me by allowing me to sell here in the WJCH cafeteria. I feel happy, useful. I have my own work. The people at WJC give us crucial support in life."

"The center's main purpose has been to convince us to be autonomous. They provide us with the opportunity and help us to open doors, but they build our self-esteem. And I can say that I'm an artisan and I have a group working with me to export products, theirs and mine."

"Experience from my business: not producing limits me. They open spaces for us to sell our products."

"I'm completely satisfied because what they've given me is what I needed. In the Empowerment Unit, we have access to the STPS job bank, and that's where I got the job I have."

3.4.4 Civil society

In Hidalgo, while there is significant criticism by civil society of the government's actions, their participation is not significant. Compared with other states, Hidalgo's civil society has not yet fully developed. WJCH has sought relationships with other organizations with little result. The empowerment of women would benefit from agency collaborations that help strengthen CSOs and encourage participation to support the center's work.

3.5 Monitoring and Evaluation

Follow-up with WJCH women is performed by each unit from which service was received. Capacity to conduct follow-up has decreased, however, due to an increase in the demand for services as well as budgetary constraints, thus leading to a reduction in staff.

WJCH has an [online] evaluation system, accessed through the computer's control panel. According to the center's RIM, the system has 17 indicators: 1 for Objective, 1 for Purpose, 1 for Component, and 14 for Activity.

Due to a change in government at the end of 2016, the RIM framework is being updated. The team responsible for conducting this study, however, believes that the evaluation mechanisms lack a results-based perspective, despite the broad array of indicators available to evaluate the justice center's administration.

3.5.1 Follow-up of WJCH beneficiaries

Follow-up of WJCH beneficiaries is conducted by each of the major units: Judicial Unit on family law and criminal matters; Medical Unit; Institutional Strengthening Unit and Empowerment Unit, and Telecommunications and Information Technology Unit. Once a woman decides to discontinue the care process, representatives from each unit explain the risks and attempt to convince

her, through the Social Work Unit, to continue treatment at the center. On ceasing to come to the center, it conducts a follow-up and finalization process.

Beneficiaries who complete the center's care program receive a certificate of completion from each of the corresponding units. This certificate is issued by the General Coordinator in recognition of beneficiaries having participated, and motivating them to continue using the services. They are also given a certificate when they complete the general services, with a final one bestowed on them on discharge.

Beneficiaries have provided written testimony of the recognition they have received while having been provided care by the justice center. The follow-up protocol serves as evidence of having completed the entire process and it is documented in the case file. The information, however, is not systemized, thus limiting the ability to generate the data to measure the success of WJC.

3.5.2 Evaluation

There are two areas for WJCH evaluation. These are the administrative, through indicators that are reviewed on a monthly basis; and qualitative as a result of user satisfaction surveys.

A qualitative evaluation takes into account the care of the justice center to ensure that the services offered are based on founding principles. With support from USAID, the center has designed a group of 14 surveys to gauge the satisfaction of women of each unit's service. Results are entered into the WJCH systems control panel and used by the governing board to enable decision making to improve center administration. Women also are surveyed regarding the wait time for each service. Such activities enable WJCH to evaluate their quality.

An administrative evaluation is conducted by measuring management indicators, focusing on the number of women who have been cared for and provided with a service. The indicators designed, however, are rather limited in terms of measuring WJCH outcomes and gen-

erating the necessary data to enable the measurement of the strategy's long-term impact.

While available data concentrate on areas of care, these are not input into the evaluation system. This makes it impossible to identify whether or not WJCH is effectively contributing to women's empowerment and access to justice.

WJCH administration focuses on attending to the victim and her circumstances, a WJC strength adapted from its model to the context of the state. It is crucial, nevertheless, to consider the effort of building a results-based evaluation system that will enable the center to measure the degree to which it accomplishes its objectives.

3.6 Transparency and Accountability

On the State of Hidalgo's public agenda is the response to the issue of gender-based violence. Evidence of this indicates that since the center's establishment, its annual budget allocation has increased. In 2014, WJCH's operating budget was Mex\$3 million; in 2015, it was Mex\$5.2 million; and in 2016, it was Mex\$5.8 million.

The staff payroll is handled centrally at the Government Secretariat at an annual cost of Mex\$13.4 million, plus the cost of staff seconded from other areas of government who work at the center. The center also allocates Mex\$500,000 a year to the program, Empowering Women in Situations of Gender-based Violence.

As a decentralized body, WJCH has its own internal comptroller; external audits are also carried out. According to the [WJCH] Operational Manual, resource management accounts for the highest number of procedures, reflecting the value that is placed by the center's governing board on the transparent use of public resources.

There are no procedures or activities in place in the supervision and control of resources, however, that take into account citizen participation. There is no social comptroller or similar entity to jointly ensure efficient resource management with the justice center's management.

External auditors have commented that there appear to be irregularities in that, while it should main-

tain its own structure, WJCH nevertheless has been responsible for staff from other offices. This has occurred based on the decree for its establishment, permitting interagency coordination and collaboration among staff from government bodies to operate within the justice center. Oversight authorities must be made aware of WJCH's purpose and, more importantly, this administrative discrepancy should be resolved within the legal framework to prevent issues with justice center management.

A further accountability issue relates to the effectiveness of the center's strategy. As the evaluation system improves, WJCH will undoubtedly be able to demonstrate its outcomes which, currently, are impossible to demonstrate in terms of results management.

As noted in previous sections, WJCH uses various tools to evaluate user satisfaction. The center, however, does not have a suggestion box for complaints, grievances, or comments. This is a mechanism that is considered important so as to draw additional information that may be useful to improve WJCH management.

3.7 Initial WJCH Outcomes and Profile of Beneficiaries

This section summarizes the WJCH outcomes since its inception in August 2014 to June 2017. It also provides a profile of the population that makes use of the center.¹²

3.7.1 Outcomes of WJCH operations

Between August 18, 2014¹³ and June 2017, the center served a total of 10,340 women and provided 66,406 individual services:

- In 2014, there were 3,248 care cases and 770 registered first-time beneficiaries. Of first-time ones, 27 were referred and 78 requested information.
- In 2015, there were 27,472 care cases and registered 3,859 first-time beneficiaries. Of the first-time ones, 184 were referred and 420 requested information.
- In 2016, there were 28,892 care cases and 3,675 registered first-time beneficiaries. Of the first-time ones, 229 were referred and 717 requested information.

Over the same period (August 2014–June 2017), 6,832 initial consultations and 6,114 psychological consultations were provided for women; and 2,452 were provided for children. Medical treatment was provided in 4,977 instances. Other services included 6,219 in the play area, 2,120 group therapy sessions, 22,482 legal sessions, 5,973 empowerment sessions, 18,195 sessions in the Social Work Unit, and 351 women in temporary shelter.

It is worth mentioning that in terms of family matters, the services most sought were in the areas of guardianship, custody, and alimony (5,112 cases); 2,912 unilateral divorces; and 1,775 family advice sessions. For criminal matters, the center conducted 6,279 consultations, 3,104 compilations of files of investigation, and 127 pre-trial investigations. The types of violence addressed by the center were: 3,337 cases of psychological violence; 2,591 cases of physical violence; 742 cases of economic violence; and 251 cases of sexual violence.

Women served by the center received 136 orders of protection. These related to criminal matters,¹⁴ with 336 relating to family matters.

¹² Information provided in this section is drawn from the Coordination Unit of WJCH.

¹³ Some WJCH services were provided from this date at a provisional site. Inauguration of the center's headquarters eventuated on November 25, 2014.

¹⁴ In accordance with the state of Hidalgo's LMVLV, municipal moderators, in addition to ministerial and judicial authorities, are authorized to issue emergent or preventative orders of protection.

A total of 5,911 measures of protection were taken by WJCH.

Within the 11th Judicial District, the municipalities with the most demand for services were Pachuca de Soto, with 5,899 beneficiaries, Mineral de la Reforma with 2,749, and Zempoala with 560.

The majority of beneficiaries were between the ages of 18 and 33 (5,333 women) and 34 to 43 (2,795 women).

During initial consultation in the Psychology Unit, the center also evaluated the risk level faced by beneficiaries, based on potential danger from the aggressor. Of the women treated, 3,033 were medium risk, 1,944 had their risk elevated, 953 were in significant danger, and 866 were in severe danger.

Following the modalities of violence established by the state of Hidalgo's LMVLV, the center registered a total of 6,270 cases of violence in family surroundings, 188 within the community, 38 in the workplace or at school, and only two of femicide within an institutional environment.

3.7.2 Profile of women benefiting from WCJH

While not all beneficiaries visit the center's Social Work Unit, the unit contributes useful data to the center's statistics relating to the schooling, occupation, and marital status of beneficiaries. It also records whether a woman is a beneficiary of a pension program, determined from the admission form attached to the woman's record.

The Social Work Unit's database contains records from January 2016 to June 2017. In 2016, it provided 5,640 services and registered 1,847 first-time users. Of these, 8.9 percent had completed primary school education; 30.7 percent had completed secondary school studies; 5.9 percent had not completed secondary school; 9.73 percent had some form of higher-level education; 10.4 percent held a bachelor's degree; 5.4 percent had begun but had not completed a bachelors degree; 1.8 percent had a post-graduate

degree or had done some post-graduate studies; and only 2.8 percent had no schooling whatsoever.

Of the women who were in receipt of services from the Social Work Unit in 2016, 40.8 percent worked as unpaid domestic workers; 37.5 percent were employed; 5.5 percent worked as paid domestic workers; 7.3 percent worked in the commercial sector; 4.3 percent were students; 3.4 percent were unemployed, and 1.3 percent did not respond.

Of the women who visited the center in 2016, 64.7 percent identified themselves as single; 28.4 percent were married; 4.6 percent were divorced; and 1 percent were widowed.

That year, 54.9 percent of center beneficiaries were enrolled in Mexico's public insurance program: 22.3 percent with the Mexican Institute of Social Security (Instituto Mexicano del Seguro Social, or IMSS); 7.5 percent with the Institute for Social Security and Services for State Workers (Instituto de Seguridad y Servicios Sociales de los Trabajadores del Estado, or ISSSTE); 0.6 percent with the Social Security Institute of the Armed Forces (Instituto de Seguridad Social para las Fuerzas Armadas, or ISS-FAM), Social Security Institute of the State of Mexico and Municipalities (Instituto de Seguridad Social del Estado de México y Municipios, or ISSEMyM), and the state-owned oil company, Petróleos Mexicanos (PEMEX); 1 percent used health-specific services; 12.5 percent had no public insurance; and 1.3 percent did not respond.

Between January and June 2017, the Social Work Unit had 3,445 instances and registered 1,281 first-time users. Of these, 8.2 percent had completed primary school education; 31.2 percent had completed secondary school studies; 4.7 percent had not finished secondary school; 24.9 percent had completed higher-level education; 7.8 percent had begun but not completed higher-level studies; 10.9 percent held a bachelor's degree; 5.5 percent had begun but not completed a bachelor's degree; 1.3 percent had a graduate de-

gree or completed some post-graduate studies; and only 1.5 percent had not been schooled.

Of the women who received services from the Social Work Unit in 2016, 37.2 percent worked as unpaid domestic workers; 41 percent were employed; 4.8 percent worked as paid domestic workers; 9.1 percent worked in the commercial sector; 3.9 percent were stu-

dents; 3.0 percent were unemployed, and 1 percent did not respond.

Of the women who visited the center between January and June 2017, 62.2 percent identified themselves as single; 31.2 percent as married; 3.9 percent as divorced; and 1.1 percent as widowed.

4. CONCLUSIONS

4.1 Interagency Coordination

One of the strengths of the WJC design is its flexibility to adapt to prevailing conditions in each state. In this way, the state defines the best means of institutional coordination as part of a sufficiently coherent strategy regarding the minimum number of institutions that must participate and what services they offer.

In the specific case of the State of Hidalgo, the formalization of interagency collaboration through an Interagency Cooperative and Collaborative Agreement, as established in the central model, is one strength of the WJC. The central administration encourages WJCs to have these types of agreements, and an opportunity for this model is for CONAVIM to draft and formalize such agreements, as well as centrally monitor them in order to create a national registry.

A key feature of the (Hidalgo) WJCH agreements is that they do not permit staff from being rotated in and out of the center, thus encouraging stability. There is yet a need, however, to raise awareness among other agencies on the importance of reducing staff rotation.

Although it goes beyond the objectives and capacity of WJCs, a pending task is to support gender mainstreaming efforts in various governmental institutions. Such support is essential to raise awareness among the leadership on the importance of this issue. This would positively influence how government institutions operate and select staff assigned to WJCs, as well as set the conditions for the work they do. Some of WJCH's processes for care are based on the administrative protocols and rules of collaborating agencies that do not have a gender focus.

As a result, a challenge for WJCs and WJCH is to identify ways in which to transfer lessons learned from

the center to other government offices. This would apply especially to OPP and OAG.

Overall, the WJC model lacks a system for results-based evaluation. At the central level, RIM collects data from WJCs to provide progress reports to the Treasury Department. This information, however, is not sufficient to identify how the strategy contributes to achieving the center's objective of guaranteeing women access to justice. The criteria for evaluation processes in WJCs are not standardized across states. This limits the evaluation of joint progress in terms of the strategy.

4.2 Institutional Structure

As a decentralized entity of the state government, administered by the Government Secretariat, WJCH is able to have a broader perspective on women's access to justice than it would if it were under OAG, thus making its services more relevant. State departments of government, however, are excluded from the Prosecutor Coordination Act that lists the offices able to access state funds for public safety. Based on this, WJCs that do not operate under the OAG or OPPs are unable to access resources that are critical for their sustainability. An area of opportunity, therefore, would be to recognize WJCs as public safety institutions, regardless of their institutional affiliation.

4.3 Governance

While the flexibility to adapt WJCs to the specific conditions of each state is a strength of the model, its implementation depends largely on political will. The fact that WJCH was established with support from the highest level of state government has positioned the center as the lead agency on women's access to justice.

WJCH's position under the Government Secretariat strengthens its ability to support interagency coordination. The center's founding decree, which establishes it as a para-state entity, is an additional strength. The decree provides the center with a budget and legal status, as well as an organizational structure. Given the changes in the Hidalgo state government toward the end of 2016, the institutional soundness of WJCHs should be monitored and studied from the analytical documentation of the model. This exercise will provide good practices in the implementation of a WCJ, which can then be replicated in other centers.

The person responsible for managing the justice center determines the center's success. He or she must be knowledgeable and be trained in human rights issues, violence against women, and gender sensitivity. He or she must also have an understanding of public administration and resource management, as well as the capacity to operate at a high level of state government. In the case of WJCH, the general coordinator possesses all of these qualifications, which have been fundamental to the strengthening of the center.

The coordination of staff from different agencies to align with the focus of center services presents another challenge. The operational manual, therefore, is of value to the WJCH, as is staff training. As such, some agencies have not been sufficiently trained on the importance of issues that the justice center addresses, and those government institutions with which the center collaborates have their own needs. As a result, the center must dedicate a greater amount of resources to training in order to build the capacity of staff to provide the quality of care needed for victims of violence.

4.4 Relevance of Services

In general, justice center and central administration officials, as well as beneficiaries, agree that the center's strategic design includes the necessary services to guarantee women access to justice. WJCH's specific model also includes additional services that bolster the

comprehensive care provided for women who suffer from gender-based violence.

In Hidalgo, the women interviewed for this study emphasized the importance of the psychological care and economic empowerment programs they received as key to helping them escape the cycle of violence and create their own life plans. The greatest service delays were reported with regard to the Legal Unit and OPP. This is an area that should be improved by addressing the profile and size of staff available in the unit.

It should be noted that demand for services has increased significantly over the two years the center has been operating. This demand has been in the absence of a proportionate increase in center staff, particularly in the two areas mentioned above. Officials believe that the increase in demand is due to the visibility WJCH has brought to the issue of violence against women. At the same time, other institutions that address violence have forwarded cases of gender-based violence to the justice center.

Operationally, the design of WJCH facilities enables it to offer care in spaces that are comfortable, provide dignity, and are functional. The center is almost at capacity, however, and its ability to expand is limited by the size of the lot assigned to it; budgetary restrictions on building new spaces for care by adding another floor to the building; and lack of staff to work additional shifts.

The care an agency provides to women within WJCH walls differs significantly from what is provided outside the center. Gender mainstreaming is a significant area of opportunity. According to beneficiaries and staff alike, the service offered by OPP agents seconded to the center contrasts with that of agencies outside the center. Outside the center, care protocols lack the gender-based approach.

4.5 Factors of Success and Strengths

The general opinion among those interviewed for this study is that the principal factors of WJCH success lie in that all services are provided under one roof, benefit-

ing women who suffer from violence, so they can be in an environment that is respectful, does not re-victimize, and employs a gender perspective. These provisions represent a comprehensive approach to accessing justice. In this regard, the strategy's design is an accomplishment in itself. Furthermore, its implementation has contributed to raising awareness on the issue of violence against women.

In Hidalgo, the factors that contribute to the center's success include the center's founding decree and structure; an operational manual that includes procedures that were considered prior to WJC operation; formal agreements of collaboration with participating institutions; and the fact that it has its own budget and structure.

WJCH strengths include the expertise of the center's governing board; its information technology system, which monitors operations; and the standardization of initial training in the ethics of care and a perspective on gender. The center's supervisory court, which enables the center to hand cases up to the intermediate level under the principles of the adversarial system of criminal justice, is another asset. The center plans to bolster this area by building spaces to hold witnesses separately, enabling the justice system to see cases through to their conclusion.

4.6 Weaknesses

The protocols of Hidalgo's OAG do not employ a gender focus. This makes it difficult for the justice center to coordinate with OPP and investigative police, limiting women's full access to justice. Coordination mechanisms have been established inside the center to monitor the cases registered there, but progress must be made in terms of gender mainstreaming, requiring an institutional effort beyond any actions taken within WJCH.

There is no emotional support program in place for staff working at the center. Although WJCH has taken some action to provide support for staff, these have been isolated cases. As a consequence, staff members have resigned from key units, such as the

Legal Assistance Unit. While the quality of services is based on protocols and procedures, it also requires the health and emotional stability among staff, as this affects how women are treated. In light of this, the governing board's action to obtain the healthcare sector's assistance in holding emotional support group meetings is an essential advance in the care and attention of WJCH staff.

The central administration of WJCs has yet to establish a system to evaluate results. As such, follow-up and evaluation mechanisms are not consistent across states, and the information collected is of limited value in determining the outcomes of the overall WJC strategy. This also applies to the implementation of improvements. In the long term, the impact of the WJC model can only be measured if progress is made toward implementing a system to evaluate the results.

The center in Hidalgo lacks a space to work with women's safety nets (namely, their families) and with men (although this perhaps would be done best in a separate location) with whom the women may continue to have relationships, as well as with their children. This is a weakness in center design and its administration alike. Regarding women's families, WJCH discovered that, in many cases, women withdrew their complaints or abandoned the care process due to family influence; and a lack of knowledge or failure to identify the issue of violence against women and the possible repercussions that the victim and her immediate family might face.

It is also crucial for the center to consider providing care for men, not only because men continue to maintain relationships with the children in the majority of cases, but also because achieving gender equality is only possible if men and women alike are persuaded and participate.

4.7 Opportunities

A positive aspect of the decree that created WJCH is that it allows it to expand its services to other munic-

ipalities and regions within the state. An opportunity would be to provide the services in other jurisdictions by replicating the one in Pachuca.

Another opportunity for WJCH would be to include on-site and telephone care in the process, as outlined in the original WJC model. This would offer the potential for expanded services and would provide women who are victims of violence the prompt care they need.

Forming a partnership with IHM to enhance gender mainstreaming in institutions responsible for administering justice is also an opportunity for the center to contribute to women's access to justice.

Again, there is an occasion to improve collaboration by strengthening the center's relationships with CSOs. Currently, CSOs are very critical of government actions, and they participate minimally in providing specific activities to eradicate violence against women.

4.8 Threats

Ensuring the financial sustainability of WJCs is one of the main challenges. The institutional structure outlined in the decree that established WJCH is a starting point, as it provides the center with independent funding. The central administration, however, must follow up to maintain the quality of WJC administration. Resources from FASP also must be used transparently and accountably.

WJCH has not been able to meet the significant increase in demand for its services with the adequate expansion of facilities and staff number. Other agencies that should provide care to women have referred their cases to the center, threatening the center's capacity to provide comprehensive and high-quality care.

The difficulties that WJCs face in obtaining FASP resources should be motive, for budgetary purposes, to reassign the centers as institutions of law enforcement.

5. RECOMMENDATIONS

The following are the main recommendations based on this WJCH study.

- 1. Encourage the formalization of cooperative and collaborative agreements.** Interagency coordination is, in practice, one of the main challenges of WJCs. Collaborative agreements, such as the legal structure established by states when creating WJCs, provide stability and contribute to center stability. Although each center designs its own collaboration model, the experience of WJCH may be useful to other centers. For example, WJCH includes a clause in its agreements requiring staff from other partner institutions to be assigned permanently. While this provision does not completely abolish staff rotation—inherent in a project of this sort—it can help reduce it. CONAVIM should monitor such agreements and create a registry of those that have been formalized.
- 2. Make progress toward mainstreaming gender.** Each state should identify the degree to which gender has been mainstreamed in collaborating institutions. Protocols that provide care to women in WJCs are not sufficient to ensure women's access to justice. Women must have access to all levels of government. Collaboration between a WJC and the Women's Institute of each state can be an effective way to advance the mainstreaming of a gender-based approach in government institutions.
- 3. Identify and implement mechanisms to transfer lessons learned in the WJC to participating institutions.** Building spaces for interagency communication to disseminate lessons learned is one way to mainstreaming gender. This would raise awareness among collaborating agency leaders about the magnitude of the challenge and ensure progress is made

to establish criteria for attending to women, both in WJCs as well as in other agencies that serve women.

- 4. Design a results-based evaluation system.** The central administration should design and implement a computerized system to collect WJC data. This system should be results-based, with an indicator matrix that is consistent with strategy objectives. This matrix should cover not only administrative progress but also results relating to the achievement of objectives. Ideally, the system should allow WJCs to access and input information.

Likewise, states should be provided with feedback mechanisms that are useful for improvements. In Hidalgo, WJCH's computerized system for monitoring the center's administration enables an evaluation of the quality of its care and beneficiary satisfaction. This is considered an asset, as it produces useful information for the decision-making process. However, it also lacks a focus on results. The groundwork must be laid to measure the results of the overall strategy as well as those of each state, and to produce data to evaluate the impacts.

- 5. Establish an agenda for evaluation.** An agenda should be set for external evaluations. Evaluations should begin with documentation and analysis of WJCH experience in implementing WJC strategy. While this study is a good starting point, it does not provide sufficient information to design a comprehensive evaluation strategy. The following steps are thus recommended: streamline the WJCH experience; design a RIM, and provide mechanisms to gather information. This ideally should include an information system as detailed above. The design of the strategy should be evaluated, beginning with the agreement between CONAVIM and SESNSP, based on a single

model to administer WJCs, with coherent attributes of each case for the states. Indicators should be created to measure the results of the WJC strategy.

- 6. Provide WJCs access to FASP resources.** The regulatory limit on accessing FASP resources places a burden on those institutions that are not justice or public safety institutions, thus jeopardizing WJC sustainability. To modify the law in recognition of WJCs as institutions for public safety would be a complex process, requiring approval from all states, and those heads of sectors who are disengaged from WJCs and may view the proposal as representing administrative units that are ineligible for funding. This study recommends, however, that the centers examine ways in which to resolve this, taking into account the administrative agreements endorsed by SESNSP and the Treasury Department. At the same time, the oversight mechanisms of the central administration must be strengthened to efficiently monitor the use of such resources.
- 7. Prepare WJC operational manuals.** The WJCH experience provides evidence that creating an operational manual prior to center launch is essential to the comprehensive care for women facing violence. This study recommends that WJCs prepare operational manuals tailored to the characteristics and conditions of each case. WJCs should be required to present an operational manual during implementation phase for review by the central administration as a precondition to access subsidies, thus providing evidence that the manual is available when operations begin.
- 8. Apply the adversarial system of criminal justice.** WJCH has a courtroom for oral hearings and an in-house oversight court, based on the measures taken by center authorities. Those WJCs that were established prior to the new adversarial system of criminal justice, however, often lack designated rooms for this purpose. This study recommends that these centers

be identified in order to provide such spaces. Agreements must be available for the allocation of resources, either in the form of subsidies from CONAVIM, SESNSP (via FASP), or state funds. For WJCH, it is recommended to implement a plan to designate space for witnesses with conditions that all proceedings be carried out within the center.

- 9. Implement an emotional support program.** It is essential for WJCH workers to have a program to protect their health and emotional stability. Working face-to-face on a daily basis with women who use the center creates significant [health and mental] risks to staff. Programs that provide emotional support should be included in center strategies at design phase, with the necessary resources and time provided for implementation.
- 10. Work with support networks and men.** The WJC model does not address the environment that women who are victims of violence live in, nor does it work with the men in their lives. Educating families on the issues of violence against women would offer a greater understanding of a woman's situation, and prevent re-victimization and family influence on her decisions due to their poorly informed. Likewise, the concept of gender equality can transform into reality only when men are made aware of the historical discrimination that women face. It is also essential to work with fathers to create healthy environments for children in the event relationship disruptions. While the care need not be provided within the confines of WJCH, men nevertheless should be provided referrals as part of interagency coordination.
- 11. Work with civil society.** Partnerships should be formed with other institutions or programs at all levels of government to help strengthen and professionalize CSOs. According to those interviewed in this study, these groups are nascent in Hidalgo, with limited opportunities to harness their participation in activities to strengthen women's empowerment.

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APPENDIX 1. DESIGN OF METHODOLOGY AND TOOLS

This Appendix contains the methodology used to document the experience of implementing the Women's Justice Center of Hidalgo (WJCH). It also describes the tools designed to gather the information.

Methodology

A series of methodological applications form the basis to examine and summarize the experiences relating to the establishment of the WJCH and its programs and projects. This should not, however, imply that this comprises a review of the overall Women's Justice Center (WJC) strategy of the Government of Mexico. Rather, the outcome of the exercise provides the background for future analyses of the WJC model.

Systematization consists of reconstructing and analytically reflecting on an experience. It includes useful research and the gathering of documentation relating to the experience; a review of the issues, measures to resolve them, while taking into account factors for success; and a comparison of the practice to that of the theoretical proposal. Analysis enables the sharing of experiences as well as the ability to compare implementation to original design; adaptation of work methodology; design of future approaches or project redesign; building of an institutional memory; and promotion or establishment of cooperative partnerships (GTZ, n.d.).

As such, documentation of the implementation and operational experience of a WJC will enable an understanding of the process to further strengthen WJCs. Recording the circumstances of one center may provide the basis to improve others. However, since this particular study relates to a specific instance, it should not be compared to other cases, which would only limit the review of the overall WJC strategy.

This study provides a qualitative perspective. As such, the methodology includes the application of qual-

itative tools: case study, desk analysis, and fieldwork in the form of individual discussions with the main actors involved in the organization and administration of a WJC, as well as with its users/beneficiaries.

Qualitative Research

Qualitative review relates to the collection, analysis, and interpretation of data that is not objectively measurable. It provides techniques to obtain in-depth responses to better understand the attitudes, thinking, motives, and behavior of its subjects. Qualitative research seeks to obtain information that:

- provides precise knowledge of the characteristics of a strategy and the context in which the strategy is executed;
- enriches the analysis and better contextualizes the outcomes offered by tools that are individually applied; and
- makes it possible, through views expressed by stakeholders, to seek and identify the characteristics that are inherent to WJC public policy as well as the outputs, effects, and results of implementation.

By using qualitative tools, researchers are then able to gain a fresh understanding of the case, experience, or process. A qualitative methodology allows for an in-depth study of the nature of sociocultural realities and the dynamic structures behind the behavior and observations of its subjects. It seeks a holistic understanding of a given social totality in an attempt to comprehend the complexity of relationships.

Case Study

The case study method is a tool frequently used in qualitative research. Its strength is its ability to analyze various behaviors by studying a single phenomenon.

A case study is considered a research strategy that enables the understanding of the singular dynamics of context. It is an examination of a single case or several cases, combining a variety of methods to gather the qualitative and/or quantitative evidence to describe, verify, or generate theory (Martínez, 2006).

A case-study approach provides the ability to understand an event from various angles. The operation of a program is considered an event and, in this case, it relates to the operation and outcomes of the justice center. This research, therefore, relates to one particular WJC, based on interviews carried out as well as field observation.

Contrary to the quantitative method where results are based on the information gathered from surveys with closed-end questions, this case study method enables the gathering of information from not only the interview responses, but also from documentary evidence over the course of the process, as well as from operating processes in the field. The information collected from this is complemented by desk analyses, thus enabling a comprehensive understanding.

Case Selection

Selection of a WJC for the case study depended, at a minimum, on the assurance that the project managing team would be available to respond to the following queries:

- In practice, how are WJCs managed in the context of such broad social and interagency participation?
- Do the services provided cater to the needs of beneficiaries? Are there demands that remain unfulfilled?
- Which elements are relevant to the success of this public policy?

The case selected provided a series of attributes that, *a priori*, would enable a record of the experience that would shed light on the basis for the strategy. A meeting was held with the head of the National Commission to Prevent and Eradicate Violence against Women

(CONAVIM), which is responsible for coordinating the WJC strategy at the national level. The meeting constituted the initial research process. In addition to seeking sources for documentation at the meeting, beyond what had been provided by the Inter-American Development Bank, and learning about the general framework surrounding the WJC process, the Women's Justice Center of the State of Hidalgo (WJCH) was selected for the following reasons:

- The Government of Hidalgo has made women's issues a priority on its agenda.
- In the opinion of CONAVIM authorities, the WJC in Coahuila and the one in Hidalgo are the most mainstreamed compared to other centers in Mexico.
- WJCH [Hidalgo] was established under state legislation as a decentralized body of the Government Secretariat with its own legal status, thus making it exceptional among Mexico's WJCs.
- Specific care processes have been developed within WJCH in addition to those outlined in the federal policy strategy.
- Formal agreements with governments and nongovernmental partner institutions alike have been signed with WJCH.
- WJCH has sought mechanisms to economically empower women, among other activities.
- An acceptable computer system has been developed to support the care provided to women who suffer from violence.

Given the attributes of WJCH, the experience of the center has made it possible to achieve research objectives, given the ability to tap into the data. With the aid of CONAVIM, Hidalgo state authorities provided research assistance, and since WJCH has made the most progress in terms of protocols and the design and implementation of its information systems, it was possible to substantiate the research by the electronic exchange of information

Desk Analysis

A desk analysis consists of a series of activities that includes sorting, organizing, standardizing, and evaluating the data drawn from administrative records, databases, evaluations, official and legal documents, information systems, and other sources. The desk analysis makes it possible to evaluate legal issues, as well as the conceptual framework on which the WJC policy is based.

To conduct the desk analysis, the evaluation team reviewed the following documents, among others:

- relevant legal documents (laws, regulations, guidelines, procedural manuals, among others);
- analyses and studies of the issues that the strategy seeks to address;
- analyses and studies of the contextual framework on which the strategy is to be based;
- Results Indicators Matrix;
- information systems;
- institutional working documents and reports that contribute to knowledge and strategy administration; and
- other documents that over the course of the work, were deemed important to achieve the study's objective.

Fieldwork

Fieldwork is the gathering of information through the use of qualitative techniques, such as direct observation and semi-structured interviews that are designed and used to conduct the research.

Direct Observation

To the extent that WJCH's care processes were being carried out during fieldwork and approved by the center's management, various care and coordination procedures were observed. The facility and its layout were also surveyed to determine whether WJCH had the necessary space for care, as per the architectural model:

Areas of specialized care:

- information and dissemination
- initial care
- staff work
- temporary shelter
- follow-up care
- meeting rooms
- childcare
- administration of justice
- courtroom for oral trials
- maintenance

Semi-structured interviews

The methodology for semi-structured interviews is a scientific technique that enables an in-depth examination of issues. It enables the gathering of thoughts, opinions, values, and knowledge that are intangible and otherwise inaccessible. Interviews conducted are based on topics and questions in such a way that the interviewer is able to modify them over the course of the interview process.

The design and application of data collection tools took into account the main actors responsible for strategy in CONAVIM and other departments of the central administration. Key WJCH management stakeholders were also interviewed, together with leaders in government institutions, civil society organizations (CSOs), and private concerns. Female users of WJCH services were also interviewed.

Selection of interviewees

Key interviewees during the fieldwork were selected consensually by those responsible for the CONAVIM program and WJCH leadership, as well as by the team

Table A1. Interviewees during Fieldwork

INTERVIEWS IN MEXICO CITY		
INSTITUTION	POSITION/ROLE	INTERVIEWEE(S)
CONAVIM	Office of Public Policies for the Prevention and Eradication of Violence	Katia Chávez León
CONAVIM	Office of Coordination between Federal and Municipal Entities	Mayra Alejandra Castro Sánchez
CONAVIM	Head of the department for analytical documentation of WJC reports	Merly Yuridia Gayosso Benavidez
SENSP	Office of the National Center for Crime Prevention	Teresa López Hernández
USAID/PROJUSTICIA	Director of Communication and Access to Justice	Josefina Coutiño García
USAID/PROJUSTICIA	Access to Justice Coordinator	Gabriela Saavedra
INTERVIEWS AT THE WOMEN'S JUSTICE CENTER OF HIDALGO		
INSTITUTION	POSITION/ROLE	INTERVIEWEE(S)
WJCH	General Coordinator	Margarita Cabrera Román
WJCH	Operations Management	Juan Carlos Zerón Gutiérrez
WJC	Assistant Director for Institutional Strengthening and Social Work	de los Ángeles Hernández Ramírez
WJC	Institutional Unit for Equality between Women and Men	Nalleli Romero Amador
WJC	Assistant Director for Healthcare	María del Carmen Mendoza Sánchez
WJC	Psychological Care Unit	Focus group (4 members)
WJC	Assistant Director for Criminal Legal Service	Marcia Castillo Arteaga
WJC	Assistant Director for Family Legal Support	Sandra Espinosa Muñoz
WJC	Assistant Director for Empowerment	Claudia Guadalupe Novoa
WJC	Department of Administration	Focus group (4 members)
WJCH	Assistant Director for Information Technology	Guillermo Paredes Camarena
WJCH	Department of Social Communication	Marcia González Díaz
OAG of Hidalgo	Police Investigator	María Celina Cruz Ramírez
OAG of Hidalgo	Coordination of Agents from the Public Prosecutor's Office within the WJCH	Sandra Gabriela López Rodríguez
OAG of Hidalgo	Center for Restorative Justice	Leticia Ignacio Mejía
Judicial Branch	Alternative Justice Unit	Perla Inés López Hernández
Human Rights Commission of Hidalgo	Human Rights Inspector General	Yamilette Abigail Salinas Díaz
CSO	CREA A.C.	Guadalupe Blas Montoya
WJC users / beneficiaries	Beneficiaries	Two focus groups, three individual interviews (12 beneficiaries interviewed)

Note: A total of 27 interviews and five focus group interviews were conducted. In total, 40 central administration and WJCH officials participated, together with 12 justice center users.

conducting the study. Also interviewed were those directly involved in the strategy at the federal level and those coordinating and operating WJCH. Table A1 reflects a profile of public officials and other functionaries whose opinions were sought.

It should be noted that the selection and character of interviews in WJCH was based on the organizational chart in the WJC Methodology Guide. Interview guidelines were adapted according to the responsibilities of the interview, according to the guide, regardless of WJC/WJCH position.

Once the interviewees were determined, guidelines were created, taking into account the information to be drawn from each, based on their role in or relationship to the WJC strategy. Interview guidelines are included in this appendix.

Information Gathering Process

It was first decided that interviews would be conducted individually; however, some focus groups were formed during the process, since the researchers felt there were sufficient interviewees with similar points of view on various topics.

Individual interview and focus group sessions were recorded with the consent of participants on condition

of anonymity. A consent letter was read out to each at inception, followed by a presentation by the research team of the study's objectives and topics. The research team then conducted each interview and focus group. Interviewees or focus group participants were ultimately thanked for their contributions.

Methodology for Processing, Analyzing, and Documenting Information

Fieldwork consisted of developing tools to gather information relating to design coherency, implementation, and data analysis, as well as of an analysis and report of the findings from the interview responses. During the analytical stage, researchers identified which interviews provided the most favorable responses in relation to the study.

Research thus remained focused and was carried out as effectively as possible. Particular segments of interviewee responses were grouped together, based on the objective of the study and corresponding questions so as to structurally document experiences.

Study topics included in the interview guides covered elements of the WJC model that relate to public policy design, as indicated in Table A2. The proposed structure facilitated the gathering of information in an orderly manner.

Table A2. Research Topics for Documenting the Experience of the Women’s Justice Center of Hidalgo

TOPIC /COMPONENT	WOMEN’S JUSTICE CENTER OF HIDALGO: DESIGN CONCEPT
WJCH model definition	Strategy justification
Interagency coordination	Provision of urgent care
Access to justice	Guarantee of women's access to justice WJC service and intervention to adhere to the law WJC service and intervention to be based on respect for human rights
Prevention	Prioritize protection of women who are victims of gender-based violence Intervention to be based on privacy and case confidentiality
Comprehensive care	Comprehensive, coordinated, effective, and specialized care that does not revictimize Modalities of care of women
Empowerment	Differential and specialized approach to care for women
Monitoring and evaluation	System in place to provide monitoring and evaluation of outcomes Women’s empowerment and access to justice are central focuses of strategy monitoring and evaluation Mechanisms to measure beneficiary satisfaction
Transparency and accountability	Citizen participation: establishment of citizen committees, watch groups, and/or organizations Adequate deployment of resources for operations, activities, and work (effectiveness and efficiency)
User satisfaction	Mechanisms to measure user satisfaction of services provided by the Women’s Justice Center of Hidalgo

Work Plan

This section covers the various activities carried out to document the WJCH implementation experience.

Activities

The main activities carried out under this research project were:

- collection and analysis of institutional documents relevant to the case study;
- design of individualized and thematic interview scripts;
- schedule of interviews and meetings with central administration;

- field activities, including a proposed interview schedule of key actors at WJCH facilities and other Hidalgo state agencies;
- documentation and analyses of information;
- drafting and delivery of preliminary report;
- responses to comments and feedback, and delivery of final report; and
- PowerPoint presentation.

Tools for Collecting Information

INTERVIEW GUIDE FOR THE GENERAL COORDINATOR, WOMEN'S JUSTICE CENTER OF HIDALGO

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. What role did the various agencies play in the design and implementation of WJC?

What were their functions and objectives?

What was the institutional context at that time and what has changed to date?

What were the initial obstacles at the implementation stage and how were they resolved?

What were the pros and cons of implementing a policy such as this on a national basis?

2. In your opinion, are there in place processes designed specifically for WJCH departmental administration coordination?

Are the processes adequate?

Are the processes in your area of work compliant with WJC model objectives? Please explain.

3. In your opinion, which elements are key to the success of this national policy?

Interagency Coordination

4. How was the interagency arrangement set up in terms of WJCH implementation activities? Which institutions and other agencies participate in WJCH's administration?

5. How were roles and responsibilities established during WJCH implementation?

What are the main constraints and challenges facing WJCH in terms of participation among partners?

What actions have contributed to the success of WJCH at the federal and state levels?

Women's Access to Justice

6. In your opinion, do the services that WJCH currently offers meet the demands of women who suffer from violence?

What additional services should be included in the WJC model?

7. In your opinion, what are the advantages of having a WJC to guarantee women's access to justice?

8. Does WJCH have the capacity to follow up on all cases to closure?

How is the follow-up conducted, and which WJCH department is responsible?

Is there a method for measuring success?

9. How is the criminal justice system applied in WJCH?

What tools does WJCH have to strengthen the administration of justice from within?

10. In terms of legal cases, what kinds of judgment are issued (e.g., family law, civil, criminal, among others)?

11. How are activities coordinated in compliance with orders for protection and injunction? What is the role of WJCH in such orders?

Prevention

12. What is the WJCH approach to prevention?

In your opinion, which outcomes contribute to reducing violence against women and providing them with access to justice?

13. What tools are provided in the WJC model to socialize the outcomes of actions taken?

Comprehensive Care

14. How are interagency care coordination mechanisms designed, and what do they consist of?

What are the main challenges or difficulties with regard to care coordination at WJCH?

How is WJCH managed in the broader context of social and interagency participation?

15. What resources does WJCH have to ensure its sustainability?

- Source of operational funding
- Steps taken in WJCH to obtain operational funding.

16. What actions have been taken by WJCH to train and increase job specialization among staff?

- Adversarial system of criminal justice
- Psychological and anthropological assessments.

17. Is there space for staff assigned to WJCH?

18. Based on the WJC model, are the care protocols from a gender perspective in place to respond to telephone (C4) reporting?

How is the telephone service monitored and evaluated?

Have strategies been implemented in terms of georeferencing to prevent crimes against women based on telephone reporting?

Empowerment

19. What actions/strategies have been applied by WJCH to support the empowerment of women?

Which institutions participate and what outcomes can be observed from implementation of these strategies in a variety of areas (e.g., employment, training, property, land ownership, decisions regarding one's own life)?

20. How are the practical needs met of women who suffer from violence (food, shelter, financial survival)?

How do these activities relate to WJCH strategy?

Monitoring And Evaluation

21. What monitoring and evaluation tools does WJCH have to measure the efficiency and effectiveness of its operations?

How are they implemented?

22. Are records and statistics maintained of cases that enter the justice system in terms of resolved, unresolved, or unfavorably resolved?

23. What mechanisms does WJCH have to measure user satisfaction of its services?

How is this information used to improve WJCH administration?

24. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or information supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

25. What role does civil society play in WJCH and what is its relationship to participating government institutions?

What is the role of the private sector?

26. How are WJCH's transparency and accountability guaranteed?

Which agencies participate?

Are there mechanisms for social oversight of WJCH operations?

27. In your opinion, what have been the major outcomes since the WJC model was implemented in the areas of:

- institutional strengthening
- women's empowerment
- women's access to justice

- case resolution
- strengthening women’s rights toward a life free of violence?

Other

- 28 In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR OPERATIONS UNIT OF THE WOMEN’S JUSTICE CENTER OF HIDALGO

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. In your opinion, are there in place processes specifically designed for WJCH departmental administration coordination?

Are they adequate?

Are the processes established for intervention in your area of work compliant with model objectives? Please explain.

2. At this point in time, what factors work for and against the implementation of the WJC model on a national basis?
3. In your opinion, which elements are key to the success of this policy?

Interagency Coordination

4. How is civil society and private sector participation embedded within the WJCH model? In your opinion: How have CSOs and the private sector responded to invitations to participate with WJCH?

Are incentives in place and how do they encourage civil society participation?

Is there collaboration between federal and state programs to support CSOs?

What facilitates or limits civil society partnership in the WJC model?

Women’s Access to Justice

5. What is the WJCH care process for women dealing with violence?
6. In your opinion, what are the advantages of having a WJC to guarantee women’s access to justice?
7. Does WJCH have the capacity to follow up on all cases to closure? How is the follow-up conducted, and which WJCH department is responsible? Is there a method for measuring success?
8. What are the WJCH security protocols and measures to ensure that the information and personal data of victims are protected?
9. How are activities coordinated to comply with orders for protection and injunction? What is the role of WJCH with regard to such orders?

Prevention

10. What tools are provided in the WJC model to socialize the outcomes of actions taken?
11. What is the WJCH prevention strategy? Are the databases that hold indicators of violence monitored? Have risk maps been prepared? What has been citizen response to preventive action?

Comprehensive Care

12. How are interagency care coordination mechanisms designed, and what do they consist of?

What are the main challenges or difficulties with regard to the coordination of care at WJCH?

How is WJCH managed in the broader context of social and interagency participation?

13. In your opinion, does WJCH provide the necessary services for comprehensive care to women who face situations of violence?

What actions have been taken by WJCH to strengthen its mechanisms for providing care to women?

14. What tools does WJCH have to follow up on its care of women?
15. What changes have been made to the WJC model or operations between WJCH concept and its current status?

Has the care for women been adapted and tailored to their particular characteristics (e.g., age, religion, ethnicity, immigration status, among others)?

16. What actions have been taken by WJCH to train and increase job specialization among staff?

- Adversarial system of criminal justice
- Psychological and anthropological assessments.

17. Based on the WJC model, are the care protocols from a gender perspective in place to respond to telephone (C4) reporting?

How is the telephone service monitored and evaluated?

Have strategies been implemented in terms of georeferencing to prevent crime against women based on telephone reporting?

Empowerment

18. How does WJCH support women's empowerment?

What actions/strategies have been taken by WJCH to promote the empowerment of women?

Which agencies participate and what are the outcomes of implementing such strategies?

19. What WJCH tools/activities are there to empower women in the various areas (e.g., employment, training, property, land ownership, decisions regarding one's own life)?

20. How are the practical needs met of women suffering violence (food, shelter, financial survival)?

How do these activities relate to WJCH strategy?

Monitoring and Evaluation

21. Is there an evaluation system that is able to identify the outcomes of the WJC model and operation in terms of supporting women?

22. Are records and statistics maintained of cases that enter the justice system either resolved, unresolved, or unfavorably resolved?

23. What mechanisms does WJCH have to measure user satisfaction of its services?

How is this information used to improve WJCH administration?

24. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or data supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

25. How is WJCH's sustainability guaranteed (e.g., sources of financing, financial and fiscal coordination, and oversight mechanisms)?

26. In your opinion, what have been the major outcomes since the WJC model was implemented in the areas of:

- institutional strengthening
- women's empowerment
- women's access to justice
- case resolution
- strengthening women's rights toward a life free of violence?

Other

27. In your opinion, what are the main risks that could jeopardize the achievement of WJCH policy objectives?

INTERVIEW GUIDE FOR THE INTERAGENCY COORDINATION UNIT OF THE WOMEN'S JUSTICE CENTER OF HIDALGO

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. In your opinion, are there in place processes specifically designed for WJCH departmental administration coordination?
Are they adequate?
Are intervention processes in your area of work compliant with WJC model objectives? Please explain.
2. At this point in time, what factors work for and against implementation of the WJC model on a national basis?
3. In your opinion, which elements are key to the success of this policy?

Interagency Coordination

4. What is the institutional arrangement with federal entities to support the establishment of WJCs?
How is the policy progressing at the national level and what obstacles prevent the establishment of at least one WJC in every state?

5. How is civil society and private sector participation embedded within the WJC model? In your opinion:
How have CSOs and the private sector responded to invitations to partner with WJCH?
Are incentives in place and how do they encourage civil society participation?
Is there collaboration between federal and state programs that support CSOs?
What facilitates or limits civil society partnership in the WJC model?
6. How were roles and responsibilities established during WJCH implementation?
What are the main constraints and challenges facing WJCH in terms of coordinating participation among its partners?
What actions have contributed to the success of WJCH at the federal and state levels?

Women's Access to Justice

7. In your opinion, do the services that WJCH currently offers meet the demands of women who suffer from violence?
What additional services should be included in the WJC model?
8. In your opinion, what are the advantages of having a WJC to guarantee women's access to justice?
9. Does WJCH have the capacity to follow up on all cases to closure?
How is the follow-up conducted, and which WJCH department is responsible?
Is there a method for measuring success?
10. In your opinion, what factors could jeopardize the achievement of objectives for women to enjoy a life free of violence and have access to justice?
11. How is the criminal justice system applied in WJCH?

What role does the United States Agency for International Aid (USAID) play in the project?

What other tools are available to strengthen the administration of justice within WJCH?

12. What are the WJH security protocols and measures to ensure that the information and personal data of victims are protected?
13. How are activities coordinated to comply with orders for protection and injunction? What is the role of WJCH with regard to such orders?

Prevention

14. What is the WJCH approach to prevention?

In your opinion, which outcomes contribute to reducing violence against women and providing them with access to justice?

Comprehensive Care

15. How are interagency care coordination mechanisms designed, and what do they consist of?

What are the main challenges or difficulties with regard to care coordination at WJCH?

How is WJCH managed in the broader context of social and interagency participation?

16. What changes have been made to the WJC model or operations between WJCH concept and its current status?

Has the care for women been adapted and tailored to their particular characteristics (e.g., age, religion, ethnicity, immigration status, among others)?

17. What actions have been taken by WJCH to train and increase job specialization among staff?
 - Adversarial system of criminal justice
 - Psychological and anthropological assessments.
18. Based on the WJC model, are care protocols from a gender perspective in place to respond to telephone (C4) reports (C4)?

How is the telephone service monitored and evaluated?

Have strategies been implemented in terms of georeferencing to prevent crimes against women based on telephone reporting?

Empowerment

19. How does WJCH support the empowerment of women?

What actions/strategies have been taken by WJCH to promote women's empowerment?

Which agencies participate and what are the outcomes of strategy implementation?

20. What tools/activities are available to WJCH to empower women in the various areas (e.g., employment, training, property, land ownership, decisions regarding one's own life)?

21. How are the needs met of women suffering violence (food, shelter, financial survival)?

How do these activities relate to WJC strategy?

Monitoring and Evaluation

22. What are WJCH follow-up and evaluation processes and how are they designed within the context of CONAVIM, WJC, and participating individuals?

23. What mechanisms does WJCH have to measure user satisfaction of its services?

How is this information used to improve WJCH administration?

24. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or information supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

25. How would you describe the institutional capacity to ensure women have access to justice?

What progress has been made to date since WJC implementation and the establishment of WJCH?

26. In your opinion, what have the major outcomes been in the following areas since the WJC model was implemented?

- institutional strengthening
- women’s empowerment
- women’s access to justice
- case resolution
- strengthening women’s rights toward a life free of violence

Other

27. In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR THE PREVENTION DEPARTMENT OF THE WOMEN’S JUSTICE CENTER OF HIDALGO

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. In your opinion, are there in place processes specifically designed for WJCH departmental administration coordination?

Are they adequate?

Are the processes established for intervention in your area of work compliant with WJC model objectives? Please explain.

2. At this point in time, what factors work for and against implementation of the WJC model on a national basis?

3. In your opinion, which elements are key to the success of this policy?

Interagency Coordination

4. How were roles and responsibilities established during WJC implementation?

What are the main constraints and challenges facing WJC in terms of coordinating participation among its partners?

What actions have contributed to the success of WJC at the federal and state levels?

Women’s Access to Justice

5. In your opinion, do the services that WJCH currently offers meet the demands of women who suffer from violence? What additional services should be included in the WJC model?

6. In your opinion, what are the advantages of having a WJC to guarantee women’s access to justice?

7. Does the WJCH have the capacity to follow up on all cases to closure?

How is the follow-up conducted, and which WJCH department is responsible?

Is there a method for measuring success?

8. In your opinion, what factors could jeopardize the achievement of objectives for women to enjoy a life free of violence and have access to justice?

9. In terms of legal cases, what kinds of judgment are issued (e.g., civil, criminal, among others)?

10. What are the WJCH security protocols and measures to ensure that the information and personal data of victims are protected?

11. How are activities coordinated to comply with orders for protection and injunction?

What is the WJCH role with regard to such orders?

Prevention

12. What tools are provided in the WJC model to socialize the outcomes of actions taken?

13. What is the prevention strategy of WJCH?

Are the databases that maintain indicators of violence monitored?

Have risk maps been prepared?

What has been the citizen response to preventive action?

Comprehensive Care

14. How are interagency care coordination mechanisms designed, and what do they consist of?

What are the main challenges or difficulties with regard to coordinating care at WJCH?

How is WJCH managed in the broader context of social and interagency participation?

15. What changes have been made to the WJC model or operations between WJCH concept and its current status?

Has the care of women been adapted and tailored to their particular characteristics (e.g., age, religion, ethnicity, immigration status, among others)?

16. Based on the WJC model, are the care protocols from a gender perspective in place to respond to telephone (C4) reporting?

How is the telephone service monitored and evaluated?

Have strategies been implemented in terms of georeferencing to prevent crimes against women based on telephone reporting?

17. What measures can be taken to prevent aggression and murder (primary and secondary)?

Empowerment

18. What WJCH tools/activities are there to empower women in the various areas (e.g., employment, training, property, land ownership, decisions regarding one's own life)?

19. How are the needs met of women suffering violence (food, shelter, financial survival)?

How do these activities relate to WJC strategy?

Monitoring and Evaluation

20. What are the WJCH follow-up and evaluation processes and how are they designed within the context of CONAVIM, WJC, and participating individuals?

21. Are records and statistics maintained of cases that enter the justice system either resolved, unresolved, or unfavorably resolved?

22. What mechanisms does WJCH have to measure user satisfaction of its services?

How is this information used to improve WJCH administration?

23. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or data supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

24. In your opinion, what have been the major outcomes since the WJC model was implemented in the areas of:

– institutional strengthening

– women's empowerment

– women's access to justice

– case resolution

– strengthening women's rights toward a life free of violence?

Other

25. In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR THE SOCIAL WORK DEPARTMENT OF THE WOMEN'S JUSTICE CENTER OF HIDALGO

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. In your opinion, are there in place processes specifically designed for WJCH departmental administration coordination?

Are they adequate?

Are the processes established for intervention in your area of work compliant with WJC model objectives? Please explain.

2. At this point in time, what factors work for and against implementation of the WJC model on a national basis?
3. In your opinion, which elements are key to the success of this policy?

Interagency Coordination

4. How is civil society and private sector participation embedded within the WJC model? In your opinion: How have CSOs and the private sector responded to invitations to participate in WJCH? Are there incentives in place and how do they encourage civil society participation?

Is there collaboration between federal and state programs that support CSOs?

What facilitates or limits civil society partnership in the WJC model?

Women's Access to Justice

5. In your opinion, do the services that WJCH currently offers meet the demands of women who suffer from violence?

What additional services should be included in the WJC model?

6. What is the WJCH care process for women dealing with violence?
7. What are the WJCH security protocols and measures to ensure that the information and personal data of victims are protected?

Prevention

8. In your opinion, what steps remain to consolidate the WJC model?

What are the constraints and challenges?

9. What is the prevention strategy of WJCH?

Are databases that maintain indicators of violence monitored?

Have risk maps been prepared?

What has been the citizen response to preventive action?

Comprehensive Care

10. In your opinion, does the WJCH have the capacity to provide comprehensive care to users?

What is involved in the comprehensive care process?

11. In your opinion, does the WJC provide all the services necessary to offer comprehensive care to women facing situations of violence?

What actions have been taken by WJCH to strengthen its mechanisms for providing care to women?

12. What tools does the WJCH have to follow up on its care of women?
13. Are there any areas for improvement in WJCH's care of women?

What are they and what would be needed to strengthen the care?

14. Is there space for staff seconded to the WJCH?
15. What measures can be taken to prevent aggression and murder (primary and secondary)?

Empowerment

16. What WJCH tools/activities are there to empower women in the various areas (e.g., employment, training, property, land ownership, decisions regarding one's own life)?
17. How are the practical needs met of women suffering violence (food, shelter, financial survival)?
How do these activities relate to WJC strategy?

Monitoring and Evaluation

18. What are the WJCH follow-up and evaluation processes and how are they designed within the context of CONAVIM, WJC, and participating individuals?
19. What mechanisms does WJCH have to measure user satisfaction of its services?

How is this information used to improve WJCH administration?

20. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or data supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

21. In your opinion, what have been the major outcomes since the WJC model was implemented in the areas of:

- institutional strengthening
- women's empowerment
- women's access to justice
- case resolution
- strengthening women's rights toward a life free of violence?

Other

22. In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR THE PSYCHOLOGY DEPARTMENT OF THE WOMEN'S JUSTICE CENTER OF HIDALGO

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. In your opinion, are there in place processes specifically designed for WJCH departmental administration coordination?
Are they adequate?
Are the processes established for intervention in your area of work compliant with WJC model objectives? Please explain.
2. At this point in time, what factors work for and against implementation of the WJC model on a national basis?
3. In your opinion, which elements are key to the success of this policy?

Women's Access to Justice

4. In your opinion, do the services that WJCH currently offers meet the demands of women who suffer from violence?

What additional services should be included in the WJC model?

5. What are the WJCH security protocols and measures to ensure that the information and personal data of victims are protected?

Prevention

6. In your opinion, what steps remain to consolidate the WJC model?

What are the constraints and challenges?

7. What is the prevention strategy of WJCH?

Are the databases that maintain indicators of violence monitored?

Have risk maps been prepared?

What has been the citizen response to preventive action?

Comprehensive Care

8. How are interagency care coordination mechanisms designed, and what do they consist of?

What are the main challenges or difficulties with regard to care coordination at WJCH?

How is WJCH managed in the broader context of social and interagency participation?

9. In your opinion, does WJCH have the capacity to provide comprehensive care to users?

What is involved in the comprehensive care process?

10. In your opinion, does WJCH provide the services necessary to offer comprehensive care to women facing situations of violence?

What actions have been taken by WJCH to strengthen its mechanisms for providing care to women?

11. What tools does the WJC have to follow up on its care of women?

12. Are there any areas for improvement in the WJCH care offered to women?

What are they and what would be needed to strengthen them?

13. What actions have been taken by WJCH to train and increase job specialization among staff?

– Adversarial system of criminal justice

– Psychological and anthropological assessments.

14. Is there space for seconded staff assigned to WJCH?

15. What measures can be taken to prevent aggression and murder (primary and secondary)?

Empowerment

16. What WJCH tools/activities are there to empower women in the various areas (e.g., employment, training, property, land ownership, decisions regarding one's own life)?

17. How are the practical needs met of women suffering violence (food, shelter, financial survival)?

How do these activities relate to WJC strategy?

Monitoring and Evaluation

18. What are the WJCH follow-up and evaluation processes and how are they designed within the context of CONAVIM, WJC, and participating individuals?

19. What mechanisms does WJCH have to measure user satisfaction of its services? How is this information used to improve WJCH administration?

20. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or information supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

21. In your opinion, what have been the major outcomes since the WJC model was implemented in the areas of:

- institutional strengthening
- women’s empowerment
- women’s access to justice
- case resolution
- strengthening women’s rights toward a life free of violence?

Other

22. In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR THE LEGAL DEPARTMENT OF THE WOMEN’S JUSTICE CENTER OF HIDALGO

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. In your opinion, are there in place processes specifically designed for WJCH departmental administration coordination?

Are they adequate?

Are the processes established for intervention in your area of work compliant with WJC model objectives? Please explain.

2. At this point in time, what factors work for and against implementation of the WJC model on a national basis?

3. In your opinion, which elements are key to the success of this policy?

Interagency Coordination

4. How is civil society and private sector participation embedded within the WJC model? In your opinion:

How have CSOs and the private sector responded to invitations to participate in WJCs?

Are incentives in place and how do they encourage civil society partnership?

Is there collaboration between federal and state programs that support CSOs?

What facilitates or limits civil society partnership in the WJC model?

Women’s Access to Justice

5. In your opinion, is the current legal framework and implementation of the WJC model adequate to achieve the objective of guaranteeing women access to justice?

6. In your opinion, what are the advantages of having a WJC to guarantee women’s access to justice?

7. Does WJCH have the capacity to follow up on all cases to closure?

How is the follow-up conducted, and which WJCH department is responsible?

Is there a method for measuring success?

8. In your opinion, do the services that WJCH currently offers meet the demands of women who suffer from violence?

What additional services should be included in the WJC model?

9. In your opinion, what factors could jeopardize the achievement of objectives for women to enjoy a life free of violence and have access to justice?

10. What mechanisms do CONAVIM and WJCH have to evaluate the achievement of objectives for wom

en to enjoy a life free of violence and obtaining access to justice?

11. What is the WJCH care process for women dealing with violence?
12. How is the criminal justice system applied in WJCH?
What role does USAID play in the project?
What other tools are available to strengthen the administration of justice within WJCH?
13. In terms of legal cases, what kinds of judgments are issued (e.g., family law, civil, criminal, among others)?
14. What are the WJCH security protocols and measures to ensure that the information and personal data of victims are protected?
15. How are activities coordinated to comply with orders for protection and injunction?
What is the role of WJCH with regard to such orders?

Prevention

16. In your opinion, what steps remain to consolidate the WJC model?
What are the constraints and challenges?
17. What is the prevention strategy of WJCH?
Are databases containing indicators of violence monitored?
Have risk maps been prepared?
What has been the citizen response to preventive action?

Comprehensive Care

18. In your opinion, does the WJC have the capacity to provide comprehensive care to users?
What is involved in the comprehensive care process?
19. In your opinion, does WJCH provide the necessary comprehensive care for women facing situations of violence?
What actions have been taken by WJCH to strengthen its mechanisms to provide this care to women?

20. What tools does the WJC have to follow up on its care of women?
21. Are there any areas for improvement in the WJCH care of women?
What are they and what would be needed to strengthen them?
22. With the implementation of the WJC model, have any cases been prosecuted as crimes of violence against women?
Has restitution been provided?
23. What actions have been taken by WJCH to train and increase job specialization among staff?
 - Adversarial system of criminal justice
 - Psychological and anthropological assessments.
24. Based on the WJC care model, are the care protocols from a gender perspective in place to respond to telephone (C4) reporting?
How is the telephone service monitored and evaluated?
Have strategies been implemented in terms of georeferencing to prevent crimes against women based on telephone reporting?
25. What measures can be taken to prevent aggression and murder (primary and secondary)?

Monitoring and Evaluation

26. What are the WJCH follow-up and evaluation processes and how are they designed within the context of CONAVIM, WJC, and participating individuals?
27. Are records and statistics maintained of cases that enter the justice system either resolved, unresolved, or unfavorably resolved?
28. What mechanisms does WJCH have to measure user satisfaction of its services?
How is this information used to improve WJCH administration?

29. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or information supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

30. In your opinion, what have been the major outcomes since the WJC model was implemented in the areas of:

- institutional strengthening
- women’s empowerment
- women’s access to justice
- case resolution
- strengthening women’s rights toward a life free of violence?

Other

31. In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR THE MEDICAL DEPARTMENT OF THE WOMEN’S JUSTICE CENTER OF HIDALGO

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. In your opinion, are there in place processes specifically designed for WJCH departmental administration coordination?

Are they adequate?

Are the processes established for intervention in your area of work compliant with WJC model objectives? Please explain.

2. At this point in time, what factors work for and against implementation of the WJC model on a national basis?

Interagency Coordination

3. How were roles and responsibilities established when implementing WJCH?

What are the main constraints and challenges facing WJCH in terms of coordinating participation among its partners?

What actions have contributed to the success of WJCH at the federal and state levels?

Women’s Access to Justice

4. In your opinion, do the services that WJCH currently offers meet the demands of women who suffer from violence?

What additional services should be included in the WJC model?

5. What are the WJCH security protocols and measures to ensure that the information and personal data of victims are protected?

Comprehensive Care

6. In your opinion, does WJCH have the capacity to provide comprehensive care to users?

What is involved in the comprehensive care process?

7. In your opinion, does WJCH provide the comprehensive care services necessary for women facing situations of violence?

What actions have been taken by WJCH to strengthen its mechanisms for providing care to women?

8. What tools does WJCH have to follow up its care of women?

9. Are there areas for improvement in WJCH's care of women?

What are they and what would be needed to strengthen them?

10. What actions have been taken by WJCH to train and increase job specialization among staff?

- Adversarial system of criminal justice
- Psychological and anthropological assessments.

Monitoring and Evaluation

11. What are the WJCH follow-up and evaluation processes and how are they designed within the context of CONAVIM, WJC, and participating individuals?

12. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or information supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

13. In your opinion, what have been the major outcomes since the WJC model was implemented in the areas of:

- institutional strengthening
- women's empowerment
- women's access to justice
- case resolution
- strengthening women's rights toward a life free of violence?

Other

14. In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR THE EMPOWERMENT DEPARTMENT OF THE WOMEN'S JUSTICE CENTER OF HIDALGO

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. In your opinion, are there in place processes specifically designed for WJCH departmental administration coordination?

Are they adequate?

Are the processes established for intervention in your area of work compliant with WJC model objectives? Please explain.

2. At this point in time, what factors work for and against implementation of the WJC model on a national basis?

3. In your opinion, which elements are key to the success of this policy?

Interagency Coordination

4. How is civil society and private sector participation embedded within the WJC model? In your opinion: How have CSOs and the private sector responded to invitations to participate in WJCH?

Are incentives in place and how do they encourage civil society participation? Is there collaboration between federal and state programs that support CSOs?

What facilitates or limits civil society partnership in the WJC model?

5. How were roles and responsibilities distributed during WJCH implementation?

What are the main constraints and challenges facing WJCH in terms of coordinating participation among its partners?

What actions have contributed to the success of WJCH at the federal and state levels?

Women's Access to Justice

6. In your opinion, do the services that WJCH currently offers meet the demands of women who suffer from violence?

What additional services should be included in the WJC model?

7. What mechanisms do CONAVIM and WJCH have to evaluate the achievement of objectives for women to enjoy a life free of violence and have access to justice?
8. What is the WJCH care process for women dealing with violence?
9. What are the WJCH security protocols and measures to ensure that the information and personal data of victims are protected?

Prevention

10. What is the prevention strategy of WJCH?

Are databases that maintain indicators of violence monitored?

Have risk maps been prepared?

What has been the citizen response to preventive action?

Comprehensive Care

11. In your opinion, does WJCH provide the services necessary to offer comprehensive care to women facing situations of violence?

What actions have been taken by WJCH to strengthen its mechanisms for providing care to women?

12. What tools does WJCH have to follow up on its care of women?

13. Are there any areas for improvement in the WJCH care of women?

What are they and what would be needed to strengthen them?

14. What actions have been taken by WJCH to train and increase job specialization among staff?

– Adversarial system of criminal justice

– Psychological and anthropological assessments.

15. What measures can be taken to prevent aggression and murder (primary and secondary)?

Empowerment

16. How does WJCH support the empowerment of women?

What actions and strategies have been taken by WJCH to promote women's empowerment?

Which agencies participate and what are the implementation outcomes of such strategies?

17. How do civil society and the private sector participate in contributing to women's empowerment?

18. What WJCH tools and actions are there to empower women in the various areas (e.g., employment, training, property, land ownership, decisions regarding one's own life)?

19. How are the practical needs met of women suffering violence (food, shelter, financial survival)?

How do these activities relate to WJC strategy?

Monitoring and Evaluation

What are the WJCH follow-up and evaluation processes and how are they designed within the context of CONAVIM, WJC, and participating individuals?

20. What mechanisms does WJCH have to measure user satisfaction of its services?

How is this information used to improve WJCH administration?

21. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or information supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

22. In your opinion, what have been the major outcomes since the WJC model was implemented in the areas of:

- institutional strengthening
- women’s empowerment
- women’s access to justice
- case resolution
- strengthening women’s rights toward a life free of violence?

Other

23. In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR CIVIL SOCIETY ORGANIZATIONS AND THE PRIVATE SECTOR

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. At this point in time, what factors work for and against consolidation of the WJC model on a national basis?
2. In your opinion, which elements are key to the success of this policy?

Interagency Coordination

3. How is civil society and private sector participation embedded within the WJC model? In your opinion: How have CSOs and the private sector responded to invitations to participate in WJCH?

Are incentives in place and how do they encourage civil society to participate?

Is there collaboration between federal and state programs that support CSOs?

What facilitates or limits civil society from partnering in the WJC model?

Women’s Access to Justice

4. In your opinion, do the services that WJCH currently offers meet the demands of women who suffer from violence?

What additional services should be included in the WJC model?

Comprehensive Care

5. Are there any areas for improvement in the WJCH care of women?

What are they and what would be needed to strengthen them?

Empowerment

6. How does WJCH support the empowerment of women?

What actions and strategies have been taken by WJCH to promote women’s empowerment?

Which agencies participate and what are the outcomes of implementing such strategies?

7. How do civil society and the private sector participate in contributing to women's empowerment?
8. What tools and actions are available to WJCH for the empowerment of women in the various areas (e.g., employment, training, property, land ownership, decisions regarding one's own life)?
9. How are the practical needs met of women suffering from violence (food, shelter, financial survival)? How do these activities relate to WJC strategy?

Monitoring and Evaluation

10. In your opinion, what is not working or what are the main areas for improvement in the WJC model?
11. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or information supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

12. What role does civil society play in WJCH and what is its relationship with government institutions that partner with WJCH?

What is the role of the private sector?

13. How would you describe the institutional capacity to ensure women have access to justice?

What progress has been made to date since the implementation of the WJC model and establishment of WJCH?

14. How are WJC transparency and accountability guaranteed?

Which agencies participate?

Are there mechanisms for social oversight of WJC operations?

15. In your opinion, what have been the major out-

comes since the WJC model was implemented in the areas of:

- institutional strengthening
- women's empowerment
- women's access to justice
- case resolution
- strengthening women's rights toward a life free of violence?

Other

16. In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR THE OFFICE OF THE ATTORNEY GENERAL

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. In your opinion, are there in place processes specifically designed for WJCH departmental administration coordination?

Are they adequate?

Are the processes established for intervention in your area of work compliant with WJC model objectives? Please explain.

2. At this point in time, what factors work for and against implementation of the WJC model on a national basis?

3. In your opinion, which elements are key to the suc-

cess of this policy?

Women's Access to Justice

4. In your opinion, is the current legal framework and implementation of the WJC model adequate to achieve the objective of guaranteeing women access to justice?
5. In your opinion, what are the advantages of having a WJC to guarantee women's access to justice?
6. Does WJCH have the capacity to follow up on all cases to closure?

How is the follow-up conducted, and which WJCH department is responsible?

Is there a method for measuring success?

7. In your opinion, do the services that WJCH currently offers meet the demands of women who suffer from violence?

What additional services should be included in the WJC model?

8. How is the criminal justice system applied in WJCH?

What role does USAID play in the project?

What other tools are available to strengthen the administration of justice within WJCH?

9. In terms of legal cases, what kinds of judgments are issued (e.g., family law, civil, criminal, among others)?
10. What are the WJCH security protocols and measures to ensure that the information and personal data of victims are protected?
11. How are activities coordinated to comply with orders for protection and injunction?

What is the role of WJCH with regard to such orders?

Prevention

12. What is the WJC approach to prevention?

In your opinion, which outcomes contribute to reducing violence against women and providing

them with access to justice?

Comprehensive Care

13. How are interagency care coordination mechanisms designed, and what do they consist of?

What are the main challenges or difficulties with regard to care coordination at WJCH?

How is WJCH managed in the broader context of social and interagency participation?

14. Are there any areas for improvement in the WJCH care of women?

What are they and what would be needed to strengthen them?

15. With the implementation of the WJC model, have any cases been prosecuted as crimes of violence against women?

Has restitution been provided?

Monitoring and Evaluation

16. In your opinion, what is not working or what are the main areas for improvement of the WJC model?

17. Are records and statistics maintained of cases that enter the justice system either resolved, unresolved, or unfavorably resolved?

18. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or information supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

19. In your opinion, what have been the major outcomes since the WJC model was implemented in the areas of:

- institutional strengthening
- women's empowerment

- women’s access to justice
- case resolution
- strengthening women’s rights toward a life free of violence?

Other

20. In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR JUDICIAL BRANCH OFFICIALS

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJC Model Definition

1. In your opinion, are there in place processes specifically designed for WJCH departmental administration coordination?

Are they adequate?

Are the processes established for intervention in your area of work compliant with WJC model objectives? Please explain.

2. At this point in time, what factors work for and against implementation of the WJC model on a national basis?

In your opinion, which elements are key to the success of this policy?

Women’s Access to Justice

3. In your opinion, is the current legal framework and implementation of the WJC model adequate to achieve the objective of guaranteeing women ac-

cess to justice?

4. In your opinion, what are the advantages of having a WJC to guarantee women’s access to justice?
5. Does WJCH have the capacity to follow up on all cases to closure?

How is follow-up conducted and which WJCH department is responsible?

Is there a method for measuring success?

6. How is the criminal justice system applied in WJCH? What role does USAID play in the project?

What other tools are available to strengthen the administration of justice within WJCH?

7. In terms of legal cases, what kinds of judgments are issued (e.g., family law, civil, criminal, among others)?

8. How are activities coordinated to comply with orders for protection and injunction?

What is the role of WJCH with regard to such orders?

Prevention

9. What is the WJCH approach to prevention?

In your opinion, which outcomes contribute to reducing violence against women and providing them with access to justice?

Comprehensive Care

10. How are interagency care and coordination mechanisms designed and what do they consist of?

What are the main challenges or difficulties with regard to care coordination at WJCH?

How is WJCH managed in the broader context of social and interagency participation?

11. Are there any areas for improvement in the WJCH care of women?

What are they and what would be needed to strengthen them?

12. With the implementation of the WJC model, have

any cases been prosecuted as crimes of violence against women?

Has restitution been provided?

Monitoring and Evaluation

13. In your opinion, what is not working or what are the main areas for improvement of the WJC model?
14. Are records and statistics maintained of cases that enter the justice system either resolved, unresolved, or unfavorably resolved?
15. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or information supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

16. In your opinion, what have been the major outcomes since the WJC model was implemented in the areas of:
 - institutional strengthening
 - women’s empowerment
 - women’s access to justice
 - case resolution
 - strengthening women’s rights toward a life free of violence?

Other

17. In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR EDUCATION AND HEALTH DEPARTMENT OFFICIALS

Name

Position

Agency and affiliation

Role

Length of time in the position

Length of time at WJCH

Phone

Email

WJCH Model Definition

1. In your opinion, are there in place processes specifically designed for WJCH departmental administration coordination?

Are they adequate?

Are the processes established for intervention in your area of work compliant with WJC model objectives? Please explain.

2. At this point in time, what factors work for and against implementation of the WJC model on a national basis?
3. In your opinion, which elements are key to the success of this policy?

Interagency Coordination

4. How were roles and responsibilities distributed during WJCH implementation?

What are the main constraints and challenges facing WJCH in terms of coordinating participation among its partners?

What actions have contributed to the success of WJCH at the federal and state levels?

Women's Access to Justice

5. [Health Department only] What is the WJCH care process for women dealing with violence?

Comprehensive Care

6. How are interagency care coordination mechanisms designed, and what do they consist of?

What are the main challenges or difficulties with regard to care coordination at WJCH?

How is WJCH managed in the broader context of social and interagency participation?

7. Are there any areas for improvement in the WJCH care of women?

What are they and what would be needed to strengthen them?

8. What changes have been made to the WJC model or operations between WJCH concept and its current status?

Has the care of women been adapted and tailored to their particular characteristics (e.g., age, religion, ethnicity, immigration status, among others)?

9. [Education Department only] What actions have been taken by WJCH to train and increase job specialization among staff?

- Adversarial system of criminal justice
- Psychological and anthropological assessments.

Empowerment

10. (Education Department only) What WJC tools/activities are there to empower women in the various areas (e.g., employment, training, property, land ownership, decisions regarding one's own life)?

Monitoring and Evaluation

11. What are the main outcomes achieved based on the WJC model?

In which areas?

What is the evidence or information supporting such outcomes?

[Request supporting evidence or information]

Transparency and Accountability

12. In your opinion, what have been the major outcomes since the WJC model was implemented in the areas of:

- institutional strengthening
- women's empowerment
- women's access to justice
- case resolution
- strengthening women's rights toward a life free of violence?

Other

13. In your opinion, what are the main risks that could jeopardize the achievement of WJC policy objectives?

INTERVIEW GUIDE FOR BENEFICIARIES OF SERVICES AT THE WOMEN'S JUSTICE CENTER OF HIDALGO

Name

Approximate date of first visit to WJCH

Number of children

1. How did you learn about the services offered by WJCH?

What was your first contact with WJCH?

What information did you receive about the services it offers?

- Telephone
- In situ care
- In-person visit to WJCH
- Care through referral from other institutions and CSOs.

2. How would you describe the process of WJCH services?

What WJCH services have you benefited from?

Describe the elements of each one of the following services received.

- legal services
- psychological care
- medical care
- social work
- contact with family support network
- temporary shelter
- referral to the shelter.

3. Did you, yourself, decide on which WJCH services you needed or wished to use?

How did you find the process and which services did you request?

4. Have your children received any service or care at WJCH?

If so, which?

5. Did you feel safe after visiting WJCH the first time?
How?

6. Have you had to visit other government offices besides WJCH to resolve your problem?

7. Have you participated in empowerment orientation activities?

If so, what did those activities comprise of?

8. Were there any challenges or difficulties when you requested WJCH services?

9. Has the issue for which you requested WJCH care been resolved favorably for you?

If so, what do you think contributed to this?

10. What is your opinion of the care and services provided by WJCH?

11. Do you think the services that WJCH currently offers are those you needed to feel safe?

Do you think other services should be made available to you?

12. Do you feel more capable of pursuing your own life since your visit to WJCH?

Why?

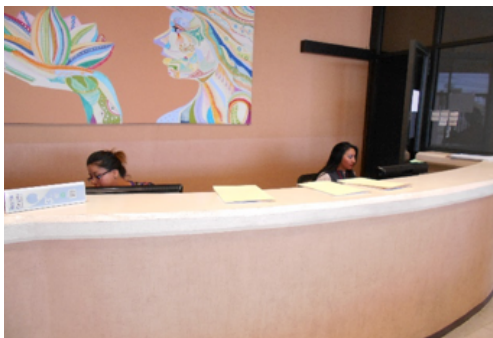
13. In your opinion, did WJCH facilities succeed in making you feel safe and secure?

Should they be improved?

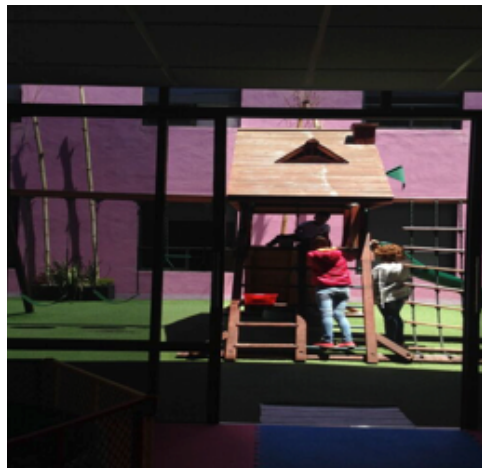
APPENDIX 2. PHOTOGRAPHS OF THE WOMEN'S JUSTICE CENTER OF HIDALGO



RIGHT, FROM TOP TO BOTTOM:
Initial care area, Waiting room, Play area



LEFT, FROM TOP TO BOTTOM:
WJCH entrance, Initial care area, Play area



LEFT, FROM TOP TO BOTTOM:
Initial interview area, Group therapy room



RIGHT, FROM TOP TO BOTTOM:
Child therapy room, Psychological therapy room,

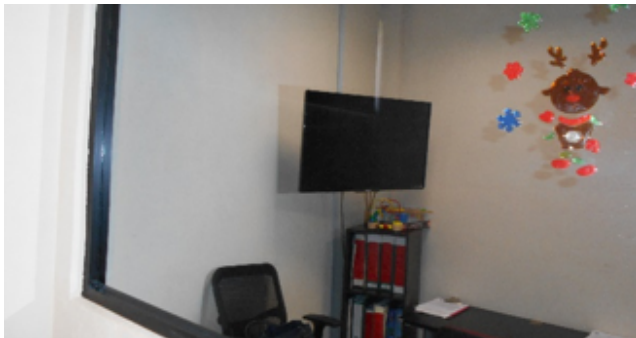


TOP RIGHT:
Antenas Project
Gesell chamber



BOTTOM LEFT:
Antenas Project
monitoring unit

LEFT, FROM TOP TO BOTTOM:
Law enforcement unit, Gesell Chamber, Alternative justice rooms



RIGHT, FROM TOP TO BOTTOM:
Judicial unit, Commission on Human Rights, Legal Assistance



CLOCKWISE FROM TOP:
Courtroom, Follow-up of oral trials, Work and oral interview area



RIGHT, FROM TOP TO BOTTOM:
Courtroom, Empowerment, Empowerment actions



LEFT, FROM TOP TO BOTTOM:
Cells, Empowerment, Civil society participation

LEFT, FROM TOP TO BOTTOM:
Security control center, Area for reflection and rest,
Multipurpose room



RIGHT, FROM TOP TO BOTTOM:
Security control center, Reflection and lactation room, Cafeteria

