

Community response to intimate partner violence (IPV) in Mexico City

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Table of Contents

List of figures.....	3
List of tables.....	3
List of acronyms	4
Acknowledgements.....	5
Executive summary	6
1. Introduction.....	7
1.1 Overview of Intimate Partner Violence	8
1.2 Justice system in Mexico	12
1.3 Relevant policies to IPV in Mexico City	18
2.0 Project justification	21
2.1 Purpose	23
2.2 Problem analysis	23
2.3.1 Theoretical framework.....	27
2.3.1 Theory of change	29
2.3 Methods and means of improvement for the project.....	33
2.4 Capacity to implement the project	33
2.5 Previous projects implemented	35
2.6 Collaboration stakeholders and actors in the field.....	36
2.7 Gender approach used in the project.....	41
2.8 Participatory method	41
3.0 Project framework	43
3.1 Project goal	50
3.2 Project purpose.....	50
3.3 Specific objectives.....	50
3.4 Outcomes.....	50

3.5	Project outputs	50
3.5.1	Victims and survivors of IPV strengthen their knowledge about alternatives to exit violent relationships with the community.....	50
3.5.2	A community-based response to IPV is implemented in at least one borough in Mexico City.....	51
3.5.3	At least three stakeholders strengthen their capacity to establish a coordinated response to IPV	51
4	Target group	52
4.5	Description of project sites	52
4.6	Target beneficiaries.....	53
5	Project implementation	54
5.5	Project administration	56
5.6	Cost saving measures on the project.....	56
5.7	Risk analysis.....	60
6	Budget	63
7	Participatory monitoring and evaluation	68
7.1	Project sustainability analysis	69
7.5.1	Analysis 1. Financial sustainability.....	69
7.5.2	Analysis 2. Human resources sustainability	69
7.5.3	Analysis 3. Communitarian sustainability.....	69
8	Reporting.....	70
	References	71
	Annex 1: Stakeholder map.....	82
	Annex 2: Non-formal learning program	83
	Annex 3: Monitoring activity list.....	86

List of figures

Figure 1. Kelsen pyramid about the hierarchy reach in the Mexican System	13
Figure 2. Kelsen pyramid about the levels of logical juridical system related to IPV in Mexico City.....	17
Figure 3. Problem tree.....	26
Figure 4. Theoretical framework	28
Figure 5. Theory of change for the project	31
Figure 6. Theory of change and activities	32
Figure 7. Structure of INCIDE Social A.C.....	34
Figure 8. Map of the location of Mexico City.....	52
Figure 9. Map of the 16 boroughs in Mexico City.....	53

List of tables

Table 1. Legal framework in Mexican laws about IPV.....	16
Table 2. Protection measures in Mexican codes for IPV cases	18
Table 3. Stakeholder analysis	40
Table 4. Participatory activities	42

List of acronyms

CBR	Community-based response
CEP	Community Empowerment Program
CEDAW	Committee on the Elimination of Discrimination against Women
ENDIREH	National Survey on the Dynamics of Household Relationships
IACHR	Inter-American Commission on Human Rights
I/A Court H.R.	Inter-American Court of Human Rights
IFM	Integrative Feminist Model
INEGI	National Institute of Statistics and Geography
INMUJERES	National Institute for Women
IPV	Intimate Partner Violence
SCJN	Supreme Court of Justice of the Nation
SEMUJERES	Women's Secretariat for Mexico City
LGAMVLV	General Law on Women's Access to a Life Free of Violence
LUNAS	Units for attention and prevention of gender violence
MESECVI	Follow-up Mechanism to the Belém do Pará Convention
OAS	Organization of American States
PGJDF	Attorney General's Office for Mexico City
SCJN	Supreme Court of Justice
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization.
UNFPA	United Nations Population Fund

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Executive summary

Intimate Partner Violence (IPV) is one of the most prevalent types of violence in Mexico, and in the first two years of the Covid-19 pandemic, the number of reports has increased. The response from the justice system has failed to provide safe and efficient answers, and the services and programs for victims and survivors of IPV have failed to consider the efficiency of working with communities. In seeking a solution to an urgent problem, a change of approach is needed, and the present project proposes to place victims' needs in the center and build with them a community-based response (CBR) while aiming to structural changes. This approach involves many strategic stakeholders to build a network to provide a more comprehensive response by providing literacy in financial, social services, legal, and other alternatives to IPV directly to victims and survivors, based on popular education. Popular education is a theory and a praxis with essential Latin American roots to promote organization and cooperation between and within the community based on the principles of a continuum dialogic praxis, non-exclusionary, and articulation of shared objectives to transform the reality to one more fair and dignify for the most disadvantaged.

Another goal of the project is to promote the participation of the community by promoting the integration of at least one committee that addresses the issue of IPV, promote the coordination and intervention over the services and demands of IPV victims and survivors and promote the implementation of concrete actions for women to live free of violence in Mexico City. The project aims to provide capacity-building alternatives and gather data to transform from a generic response to IPV to an intersectional and emergency adequate due to the intensification of violence and inequities within the Covid-19 pandemic. The community-based response proposed in this project is a three-year learning space and community-led process that learns and adapts from the findings of recognized effective models to address IPV in other countries like SASA! and TOSTAN. This is the first time a CBR based on successful experiences will be adapted to address IPV to be implemented in Mexico City. CBR is a needed alternative to face the urgent increment and isolation of victims and survivors of IPV with the goal not only to provide alternatives for women to exit from violence but also to be a part of a transformative process where communities engage and participate in working together to change the reality of violence as something normal.

1. Introduction

Mexico's justice system has addressed Intimate Partner Violence (IPV) as an individual problem with individual responses. This strategy allows revictimization and eschews survivor- or victim-centered solutions (McPhail et al. ,2007). To respond to victims' needs, a community-based response with a victim-centered strategy is likely to address and transform IPV while aiming to bring about structural changes. Listening to survivors and victims and providing information and accompaniment while making their own decisions recognizes and addresses the impact of structural gender inequality on IPV, accessing justice, and social services (Nichols, 2013).

Since 2016 we know by the available data from the National Institute of Statistics and Geography (Estadísticas a propósito del día internacional de la eliminación de la violencia contra la mujer, 2020), that 66 out of every 100 women living in Mexico have suffered at least one incident of violence in their lifetime and 75.78% of this violence occurred within the home (Subsecretaría de Derechos Humanos, Población y Migración, 2021). This information is not updated and the intersections to respond in an effective way are missing from the policy discussion. Also, due to Covid-19, new challenges have not been recognized by authorities neither there is accessible information about the current crisis of IPV leading to intensification of inequality.

Community-Based Responses (CBR) are a better adequate strategy to address this issue because places the victims' needs in the center and works with the community to make a sustainable response that can implement an intersectional feminist framework allowing to analyze and understand other social problems with a gender lens, such as, poverty, inadequate housing, unaffordable childcare, and child support enforcement (Kulkarni, 2018). CBR promotes the interaction between diverse sectors, institutions, and actors like survivors, victims, police, prosecutors, counselors, judges, physical and mental health professionals to improve interagency coordination and lead to more adequate responses to IPV cases.

A three-year nonformal education and community-led process based on the findings of recognized effective models as SASA! And TOSTAN, although these models have been adapted to other parts of the world, this will be the first time adapting it to Mexican context.

The approach and the issue are not new, but due to Covid-19, we face the important challenges of analyzing and intervening adequately to the intensification of inequality and the violence against women that comes with it. Therefore, the project aims to build a community-based response against IPV and provide capacity building within crucial and influential sectors.

1.1 Overview of Intimate Partner Violence

IPV is the most prevalent form of violence against women and impacts approximately 641 million women globally (World Health Organization, 2021) and for most of the cases, men are the perpetrator (Beyer et al., 2013; Observatorio Nacional Ciudadano, 2020; World Health Organization, 2021). The emergency measures to contain the Covid-19 pandemic ignored this phenomenon and the number of reports of IPV raised (Inter-American Commission on Human Rights, 2020; 2021). The definition of IPV used in this project is taken from Breiding et al. (2015) who state that “[i]ntimate partner violence includes physical violence, sexual violence, stalking, and psychological aggression (including coercive tactics) by a current or former intimate partner (i.e., spouse, boyfriend/girlfriend, dating partner, or ongoing sexual partner)” (p. 11).

However, multiple reports from several countries and even Antonio Guterres, the United Nations Secretary-general, called it "an epidemic of violence against women and girls hiding in the shadow of Covid" (Guterres, 2021). Victims and survivors of IPV face physical and psychological consequences (Shepard & McGee, 1999; Anderson and Saunders, 2003; Nichols, 2013), deterring from entering the labor force, increasing vulnerability, and reducing chances to exit from violent relationships (Nathanson et al., 2012; Salazar et al., 2004; Anderson and Saunders, 2003).

Attempting to address this issue Mexico has focused on providing services like legal and psychological accompaniment related to health and legal responses to IPV survivors and has failed to consider findings that show the efficiency of involving communities (Nichols, 2013; Shepard & McGee, 1999). Therefore, the project aims to promote an alternative by implementing a community-based response approach to IPV that gathers victims and survivors needs and involves other stakeholders building a network of services and systems to provide a more comprehensive response.

Attempts to address this violence focus on providing health and legal responses to IPV survivors (McPhail, 2007; Nichols, 2013) however empathizing on prevention and involving communities have an effective response to IPV violence (McPhail, 2007; Asay et al. 2016; Heise, 2011). An analysis made by Ogbe et al. (2020) points out that community-based responses can have several strategies and approaches but “all focused on providing social have in common that can provide “support and improving mental health outcomes for the survivors of violence, all of them involved the use of advocacy/case management approaches, through remote or ‘face to face’ methods” (p.18). Also, according to Ogbe et al., the strategy called community-focused provides social support interventions with education to transform a community response with the intended objective that “these interventions involved the use of community-based advocacy interventions focused on individuals that were survivors of violence, these interventions were focused on assisting the survivors identify and access resources, supportive relationships and cope with the effects of intimate partner violence” (p. 18).

Community-Based Intervention is described as a “collaboration between advocates, social services, and the justice system is generally referred to as community-based responses (CBR)” (Nichols, 2013, p.6) and is a transformative method that focuses on reducing IPV and improving support and access to serves while the community is an active participant in change (McLeroy et al., 2003). Although community-based responses can take different actors to focus on victims, advocates, police, judges, and social services are the actors usually pointed out as part of a community to coordinate to respond to IPV violence (Boba & Lilley, 2009). The responses are defined as how members of certain groups coordinate and integrate multiple options in the justice and human services systems with the goal of reducing violence (Nichols, 2013).

The community-based response has an effective impact on reducing revictimization by their abuse (Nicholson, 2013) and increases the safety and opportunity to choose in a more secure way to leave an abusive relationship (Shepard & McGee, 1999). The Community-based response proposed for this project aims to strengthen the capacities, agency, rights, and dignity (United Nations High Commissioner for Refugees, n.d.) of victims and survivors.

Interventions with a CBR approach have been implemented for more than 40 years in the global south (Shepard & McGee, 1999). Among them, two provide key learnings to guide projects with a similar objective. The first one to present is SASA! An intervention focused on promoting community responses to gender-based violence by creating processes of change with education, critical reflection, and skills building (Michau & Namy, 2021). According to the information from the program, SASA! It has been adapted in more than 20 countries, and in the Latin American region, we can find two programs in Honduras and Argentina that the national governments implemented based on this method (Michau & Namy, 2021). The second one is Tostan, an international non-profit organization with more than 30 years of experience on models promoted by a holistic education program to provide communities with tools to create changes. This was selected due to the years of experience and the principles that guided the intervention that are human rights-based, respectful, inclusive, and holistic and sustainable. One of the main concerns for any long-term project is permanence and this model tackles important guidelines to obtain sustainability with a respectful perspective for the community (Cislaghi, 2019; Tostan 2021).

The SASA! (Start, Awareness, Support, Action) approach is defined as a holistic mobilization to prevent violence and support HIV cases. There is RCT—demonstrated information about the impact in preventing violence against women in the community from male partners, reducing social acceptability of the violence against women. These two aspects are the ones the project will adapt to due to the importance and relevance to the Mexican context (Raising voices, 2019).

SASA! was created by Raising Voices, a non-profit organization based in Uganda, with the objective to provide solutions to the relationship between violence against women and HIV/AIDS (UN Women, 2010). Their methodology focuses on the change of individual behavior to create everyday activists (UN Women, 2010). SASA! is a model internationally recognized to efficiently promote community organization to stop violence against women engaging diverse actors in a community (UN Women, 2010) and divides into four strategies that are local activism, media and advocacy, communication materials and training to reach a variety of people in diverse matters (Michau & Namy, 2021).

SASA! implementation is divided in four phases (Michau & Naker, 2003), the first one is called Start phase, where the objective is to engage a small part of community members

about the issues of violence against women and HIV/AIDS. The second phase is Awareness, where the community addresses power relationships with a feminist perspective (Michau & Namy, 2021, p. 2), reflecting on the indifference of power between men and women and how the silence of the community creates an environment that allows violence and inequity to continue. The third one is called the Support phase, where alternatives to bring a solution to others within the community are built to stop and reduce concrete issues related to violence against women and HIV/AIDS. The last phase is the Action phase, where the community shares the benefits and results of sharing power and changing to non-violent habits. For this project, the four stages will be adapted with the main goal to change social awareness about IPV that according to analysis from Ogbe et al. (2020, p. 13), after an analysis made over more than 27 survivors focused, advocate management interventions, SASA! has proven to be an intervention that succeeds in changing the perception of violence and gender roles among men and women in the communities targeted by the intervention. This is one of the main objectives of this project and why this program and their experience will be expanded and adapted to reduce the acceptability of IPV while increasing alternatives to support victims and survivors in the community.

Another program is Tostan, this intervention uses education to promote changes in community engagement. Findings from the intervention have demonstrated improved knowledge and attitude changes and these elements are the ones the project will adapt to ensure community engagement to prevent IPV and participate in structural changes (Tostan, n.d.).

Tostan intervention has a concrete alternative to involve community members in a program called Community Empowerment Program (CEP) (Tostan, n.d.) to provide knowledge in a human rights-based education class and the establishment of a Community Management Committee (CMC). The classes consist of nonformal education techniques that incorporate oral traditions like storytelling, dance, songs and other resources to present information relevant to the collective decision to remove harmful practices. Another important element of MC, this is a space for people in the community to engage in the implementation of a plan of action and projects designed by the community. The Committee is a figure where 17 members elected by the community take action to make changes sustainable. For this project, these two elements will be adapted as the educative part is key

to promote changes in the community, the approach will be inspired by Tostan examples and the Latin American Popular Education, both nonformal educative spaces that uses traditions and promotes the use of local references to engage learning, reflection and change in communities. The CMC will be adapted as a Committee on Right to Free of Violence Against Women Program to increment the engagement of the community in the development of a plan of action to address IPV after three years of the project.

1.2 Justice system in Mexico

An essential part of every IPV strategy is to know the legal framework that addresses this form of violence. Initiatives mentioned before, like SASA! consider that a feminist analysis about the silence of the community and the justice systems are a key to understanding and addressing changes to the root causes of IPV (Michau & Namy, 2021, p.3). In the next section, some of the main aspects of the silence in the justice system and the response to IPV cases will be discussed in this section.

Mexico is a democratic and federal republic constituted of 32 states. Each state has sovereignty in matters concerning its internal affairs but is part of the federation established according to the principles of the constitution. The country has a civil rights system with Roman and Germanic traditions (Sirvent, 2006, p. 47). The judicial system and laws are influenced by the Napoleonic Code and divide and gather laws by different subjects (Sirvent, 2006, p. 47). Also, the Mexican judicial system holds characteristics from the Civil Germanic Code (*Bürgerliches Gesetzbuch*). This means laws are not accessible for all the people but instead written for and by experts in the fields. (Sirvent, 2006, p. 53).

The current normative hierarchy in the Mexican system is the result of the juridical precedent from Mexico's Supreme Court of Justice (SCJN). The document Contradiction of Thesis 293/2011 states that the legal precedents issued by the Inter-American Court of Human Rights are binding for Mexican judges, as long the precedent favors the person to a greater extent and that the human rights in international treaties ratified by Mexico are part of the block of human rights recognized in the Constitution and therefore have constitutional status (Puppo, 2016). The representation is as follows:

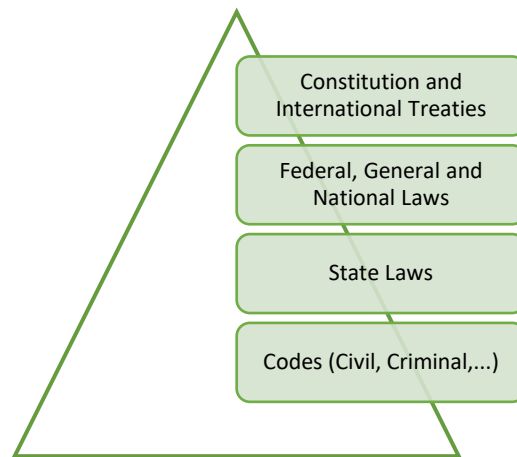


Figure 1. Kelsen pyramid about the hierarchy reach in the Mexican System

Mexico has federal, general, and national laws that apply to the whole country that have an impact on every juridical institution and have their justification in the Constitution. Federal laws can be proposed by the President or members of Congress. The federal laws are intended to regulate attributions to certain institutions that have a nationwide scope of interaction and provide guidelines. To be transformed to actions or programs, the states can make changes as long they don't contradict the idea of the general, federal law and Constitution.

The next level are the constitutions of each of the 32 states. These documents establish the rights, obligations, structure, and organization for each state within the liberty of their own autonomy stated in articles 39 and 40 of the Mexican Constitution. Each state's constitution cannot hold contrary meanings or interpretations concerning the Mexican Constitution, for example, the Constitution in the first article states that human rights cannot be restricted or suspended, and governors cannot place laws in their territories that contradicts the Mexican Constitution.

Although each state has the authority to issue laws to prevent violence against women these laws are not very heterogeneous. In some cases, mostly recidivism is penalized (Colima), and in others, no sanctions are established or even don't recognize rape inside marriage as a crime (Guerrero, Quintana Roo, San Luis Potosí, Coahuila).

International human rights organizations promoted States to sign and ratify human rights treaties as a guide to address the issue of violence against women (Instituto Nacional de las Mujeres, 2007, p. 6) within a human rights and feminist perspective. For Mexico, the

Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women, known as the Convention of Belém do Pará (signed by Mexico in 1995 and ratified in 1998), is one of the main binding instruments that defines the right of woman to live a life free of violence in the article 6 as:

The right of every woman to be free from violence includes, among others: a. The right of women to be free from all forms of discrimination; and b. The right of women to be valued and educated free of stereotyped patterns of behavior and social and cultural practices based on concepts of inferiority or subordination. (Follow-up Mechanism to the Belém do Pará Convention, 1994, p. 2)

This document promoted changes in laws, therefore Mexico established the General Law on Women's Access to a Life Free of Violence (*Ley General de Acceso a las Mujeres a una Vida Libre de Violencia* - LGAMVLV, in Spanish), published in 2007 and last reformed in June of 2021. This law is the result of the call for attention from women that demanded to stop to give a treatment to this violence as a private or intimate matter and that was something to be addressed within the families (Instituto Nacional de las Mujeres, 2007, p. 6). The objective of the LGAMVLV is to establish coordination between the Federation, the states, and the municipalities to prevent, punish, and eradicate violence against women and the principles and modalities to guarantee their access to a life free of violence. This law doesn't have a definition for IPV but defines it as a type of violence and calls it "family violence."

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Law/Legal document	Competence	Definition	Sanction	Follow up
General Law on Women's Access to a Life Free of Violence (<i>Ley General de Acceso de las Mujeres a un Vida Libre de Violencia</i>)	National	Family violence: It is the abusive act of power or intentional omission, directed at dominate, subdue, control, or attack in a physical, verbal, psychological, patrimonial, economic and to women, inside or outside the family home, whose Aggressor has or has had a relationship of kinship by consanguinity or affinity, marriage, cohabitation or maintain or have maintained de facto a relationship. (LGAMVLV, 2021 [translation by the author]).	No	Yes, by the authority that provided protection measures.
Law on Women's Access to a Life Free of Violence for the Federal District (<i>Ley de acceso a vida libre de violencia del Distrito Federal</i>)	Mexico City only	Article 7. I. Family Violence: It is that which can occur inside or outside the victim's home, committed by the aggressor with whom he is or has been related by consanguinity or by affinity, derived from concubinage, marriage, or partnership of coexistence, II. Violence in a relationship: It is the abusive act of power or intentional omission, directed at dominate, subdue, control or assault women of any age, through the relationship of one or more types of violence, during or after a dating relationship, an affective or de facto relationship or a sexual relationship. (Law on Women's Access to a Life Free of Violence for the Federal District, 2019 [translation by the author])	No	Yes, by Procuraduría General de Justicia del Distrito Federal (The Attorney General's Office)
Penal Code for Mexico City (<i>Código Penal para la Ciudad de México</i>)	Mexico City only	ARTICLE 200. Whoever, by action or omission, exercises any type of physical, psycho-emotional, sexual, economic, patrimonial violence or against reproductive rights, which occurs or has occurred inside or outside the home or place they live, against: I The spouse, the ex-spouse, the concubine, ex-concubine, the concubine or ex-concubine; II. The consanguineous relative in a straight line ascending or descending without limit of degree, or the collateral relative consanguineous or related up to the fourth degree; III. The adopter or	Yes, one to six years of prison and additional time depending on aggravating circumstances.	

		adoptive, and IV. The incapacitated person on whom one is a guardian or curator V. The person with whom a partnership has been established. (Penal Code for the Federal District, 2020 [translation by the author])		
Civil Code for Mexico City <i>(Codigo Civil para la Ciudad de México)</i>	Mexico City only	ARTICLE 323 QUATER.- Family violence is that act or intentional omission, aimed at dominating, subduing, controlling or physically, verbally, psycho-emotional, or sexually assaulting any member of the family inside or outside the family home, and which has the effect cause harm, and which can be any of the following classes: I. Physical violence: any intentional act in which any part of the body, any object, weapon or substance is used to hold, immobilize or cause damage to the physical integrity of the other; II. Psycho-emotional violence: any act or omission consisting of prohibitions, coercion, conditioning, intimidation, insults, threats, jealousy, disdain, abandonment or devaluation attitudes, which provoke in those who receive them self-cognitive and self-evaluating alteration that integrate their self-esteem or alterations in any sphere or area of the psychic structure of that person; III. Economic violence: to acts that imply control of income, the seizure of property owned by the other party, the retention, impairment, destruction or disappearance of objects, personal documents, property, values, rights or economic resources of the couple or of a family member. As well as the breach of maintenance obligations by the person who, following the provisions of this Code, is obliged to cover them, and IV. Sexual violence: to acts or omissions and whose forms of expression can be inducing unwanted or painful sexual practices, practicing zealotype for the control, manipulation or dominance of the partner, and causing harm. (Civil Code for the Federal District, 2020 [translation by the author])	Yes. Defines the requisites and procedures to configure partnerships, family violence.	Only for children.

Table 1. Legal framework in Mexican laws about IPV

The proposed project will be implemented in Mexico City as it is one of the states with the highest rate of complaints for IPV (Galván, 2021). This state was formerly known as Distrito Federal up to 2016, when it was renamed as Mexico City (Ciudad de México) and is divided into 16 boroughs (*alcaldías*). Mexico City as the other states, has the authority to issue laws applicable to its territory and has three laws pertinent to IPV (Figure 2). The first one is the Law on Women's Access to a Life Free of Violence for the Federal District published in 2008 and last reformed in 2019 and defines different modalities of violence and separates depending on the aggressor.

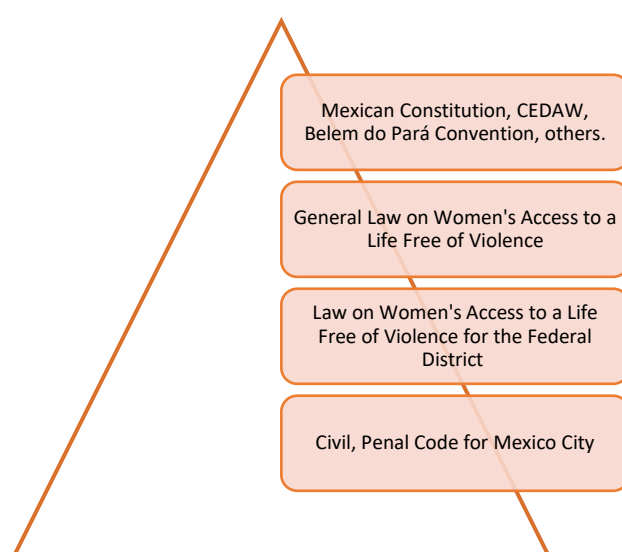


Figure 2. Kelsen pyramid about the levels of logical juridical system related to IPV in Mexico City

Another legal document related to IPV is the Penal Code for Mexico City, published in 2002 and last revised in February 2021, is the primary document for the State of Mexico City to identify and prosecute local crimes. This Code is divided into 27 chapters, and in chapter eight, we can find the "Crimes Against The Right Of The Members Of The Family To Live A Life Free Of Violence," and defines "family violence". Lastly, the Civil Code for the Federal District, published in May 1928 and reformed in January of 2020, presents the legal framework for crimes within the family and civil law. It has 3,074 articles separated into three books due to its complexity. Chapter 12 of the first book defines family violence.

The last two Codes establish sanctions against family violence and establish protective orders to place limitations on abusers and prevent contact with the victim (Nichols, 2014, p. 54). Protective orders include actions as provisions to stay away from the

victim preventing the abuser from getting near workplaces, schools, or the home. Also, may include orders of no contact provisions to prevent harassment. The laws applicable to IPV in Mexico establish a temporary order when asked, this are not mandatory, and women doesn't always ask for them but set an important precedent when arranging child custody and support payments.

Law/Legal document	Protection Measures
General Law on Women's Access to a Life Free of Violence (<i>Ley General de Acceso de las Mujeres a un Vida Libre de Violencia</i>)	Yes, Chapter VI. Duration of 60 days and can be prolonged 30 more days.
Law on Women's Access to a Life Free of Violence for the Federal District (<i>Ley de Acceso a Una Vida Libre De Violencia del Distrito Federal</i>)	Yes, Article 66. Duration of 60 days and can be prolonged 30 or more days.

Table 2. Protection measures in Mexican codes for IPV cases

When a woman tries to ask for protection in case of IPV finds inefficient interpretation of these laws because there are many aspects that are not bonding, for example, if the victim doesn't know she can ask protection measures the appointed attorney might not offer this alternative because a lack of sensibilization to the issue. Also, there is a tendency of public servants in the justice system to dismiss IPV cases and re-victimize and undermine the legal right of a life free of violence for women (Burgueño, 2017). The authorities in charge to investigate this issues act only following either the civil and penal code but underestimate the information and definition of the General Law on Women's Access to a Life Free of Violence and Law on Women's Access to a Life Free of Violence for the Federal District and judges tend to sentence without a gender perspective by not including the bonding instruments like the Belém do Pará document which will provide a wider protection to a women trying to access justice and exit violence. This is the main issue when trying to stop IPV and the needs of victims and survivors avoid the justice system due the incompetence in the matter (Burgueño, 2017) and look for alternatives in social services but as we will explore, they find many other obstacles.

1.3 Relevant policies to IPV in Mexico City

The institution in charge to implement policies related to supporting victims and survivors of violence against women in Mexico City is the Secretaría de las Mujeres, SEMUJERES by its acronym in Spanish. This institution coordinates services through Lunas

(Moons in english), that are local units for attention and prevention of gender violence that offer counseling, psychological and legal support to get out of the circle of violence, in addition to providing information and channeling on issues such as sexual and reproductive rights, Legal Interruption of Pregnancy (ILE) and economic development. To address IPV the model implemented in Lunas identifies the level of risk in which women who arrive for the first time find themselves and allows the emotional empowerment of the users to achieve their physical autonomy (Secretaría de las Mujeres, n.d.). Mexico City has 27 of these installations. Unfortunately, derived from the measures taken by the covid-19 pandemic, only 16 headquarters remain open from Monday to Friday from 9:00 a.m. to 5:00 p.m.

Another service coordinated by SEMUJERES is the Network for the wellbeing of women (*Red de Mujeres para el Bienestar*) and its objective is to identify violence against women in households by providing other woman's information to be woman's rights promoters in their neighbors in the regions of highest rates of family violence (Secretaría de las Mujeres, n.d.), this program is supposed to reach 222,720 women. This policy at this moment is put on hold because of Covid risks, but also because several complains have surfaced due human rights violations and labor rights violations. The women in the program were working in exploitative conditions, sanded to do field work without a schedule and lack of payment; also, they demanded changes to implement what they thought was an insecure way to provide information about alternatives of IPV because they were deployed to high-risk neighborhoods due the high rate of violence against women without any resources (Organización de Lucha por la Emancipación Popular, 2020).

Another service is the Women's Attorneys situated in the local Prosecutor's office, this is a strategy of the Government of Mexico City to guarantee access to justice for women who live and travel in the capital. They provide legal advice and support to start an investigation for a crime of gender violence and at the time of appearing before the Public Ministry. The main problem with this strategy is that is one woman in every office, and the amount of workload is improbable to be handled by one person. Non-Governmental Organizations have reported the main struggles of women when accessing justice (Grupo de Información en Reproducción Elegida, 2018; Tamés et al., 2018) as revictimization and chauvinistic attitudes that end up facilitating the dismissal of the complaint. The Women's Attorney strategy was deployed in 79 Public Ministry Agencies. However, due to the closure

of some agencies derived from the health emergency due to covid-19, at the moment they are in 21 offices, and three in Specialized Offices in Sexual Crimes, the Care for Older Adults and the Family Processes.

2.0 Project justification

According to personal communication with survivors of IPV who agreed to provide information that will be named as V, W and A to maintain their anonymity, they experience several obstacles when trying to access to justice and services to exit violent relationships in Mexico City. The first obstacle they found was within the family who appointed them as part of the problem and re-victimized them as if it was their fault to have been beaten:

When I ask my mom for help, she said that that must have happened to me because I must have done something to him also, that she knows how I am, and I must have provoked him even though I explained how he left me unconscious after punching me in a street because he had a jealousy attack in a party (A, personal communication, November 8, 2021).

One of my brothers is a lawyer and another is a policeman, they both told me that they warned me, but they got tired of insisting me to leave him. Now that I'm trying to, they don't want to help, they said I'm dumb for staying with him this long. They tell me I will go back to him eventually. I fell alone and have tried to look for help but I'm totally alone. (W, personal communication, November 14, 2021)

He used to keep a razor in the bed table... for when he was upset ... he pulled out... I just, couldn't tell anyone. I felt so alone for so long until I had my daughter, and I knew I had to leave but who would believe me? (V, personal communication, November 2, 2021)

Another obstacle appeared when they tried to make a complain, at first, they feared for their children, what the family will say about them and what the police will ask, what if they got in trouble for trying to place a complain, what if will backfired or the man had more resources, connections and money to attack them back. Also, some of them felt afraid about what the aggressor was going to be put through:

After the last time he beat me treating to smash my head with a rock I really wanted to go to the police, but I spoke to one friend that is a law student and he explained me some possible outcomes and I really didn't want to ruin the guy's life. He asked me if I was prepared to see him in jail. I don't want that. I just don't want to see him.

I don't want him to contact me. I just want to turn the page. (A, personal communication, November 8, 2021).

Also, going to the police as has been stated, revictimization and dismissal of this issue is normal, as one of the survivors explains:

I didn't want to divorce and ask for food support because at the police office they told me that I should consider that he can get visitation rights. I just wanted to disappear. For him to didn't know my address, to him to not know where to find us. (V, personal communication, November 2, 2021)

After feeling the justice system was not able to provide alternative solutions these women tried to ask for counseling at Lunas, but the service was deficient and confusing and where not offered the services listed on the web pages. Only one of them received three psychological counseling sessions, and was told other services were not available.

I ended up paying for a lawyer and a psychologist on my own because they didn't offer me any follow up. They are slow and I need to speed the divorce papers and food support for my child, and they will let me hang for months without knowing if I can do something else and I'm afraid that when this guy finds out I'm doing something he will put a private lawyer and all his resources to fight back, and I'm not prepared (W, personal communication, November 14, 2021).

One of the women who shared her experience opted to make a public statement about her situation and at least another two women came forward as victims of the same person. Two months after publishing her post on social media, she received a sue from her former partner claiming defamation. She never took pictures of the wounds or bruises and never made the complaint to the police and now he is stating everything is made up and that he requires compensation for the accusations. When accessing to counseling trough social services she was asked by the psychologist to show her a picture of the man and the psychologist said: "he has nice eyes but is not that handsome" (A, personal communication, November 8, 2021), making her uncomfortable to continue to speak about the issue.

In one of the cases, we tried to stablish a connection to a support group provided by an NGO, but the woman stopped attending because she felt it was better for her mental health to quit to the process because it was being too much for her. These few narratives

hope to be an example of the complexity of the issue and the confusion and loneliness that surrounds women. The idea of providing a community-based response is to also a way to fight back this loneliness and provide a comprehensive and flexible alternative that relates to the victim and survivor process.

2.1 Purpose

The purpose of this project is to have a coordinated community-based response for IPV in Mexico City that tends to strengthen the capacity of the community including networks with other stakeholders, to provide legal, financial and psychological support to don't leave victims and survivors alone in their process of leaving violent relationships.

2.2 Problem analysis

Mexico has a population of 126,140,024 people living in the country, 51.2% are a woman and 48.8% are men (National Institute of Statistics and Geography, 2020). It is estimated that there are more than 35 million houses inhabited by 3 or 4 people in the country. To get an approach to the dynamics inside those houses, we have information from another national survey, one of this is the National Survey on the Dynamics of Household Relationships, ENDIREH by its acronym in Spanish (Estadísticas a propósito del día internacional de la eliminación de la violencia contra la mujer, 2020), that indicates that 66 out of every 100 women aged 15 years or over living in the country have suffered at least one incident of violence in their lifetime and 75.78% of this violence occurred within the home (Subsecretaría de Derechos Humanos, Población y Migración, 2021).

The available data shows that violence inside houses is one of the most prevalent in the country, an issue that escalated quickly during the first year of the Covid-19 pandemic and the restriction measures. The Inter American Commission on Human Rights (IACHR), as an international observer and protector of human rights in Latin America, has received reports and analyzed the omission of several States in the region to address this issue and stated concern due to the increase in domestic violence following the establishment of the measures of social confinement and social isolation adopted by the authorities to contain the spread of the virus (Inter-American Commission on Human Rights, 2020) and the lack of access to justice because the measures adopted included the suspension of the judicial and prosecutorial activities (Inter-American Commission on Human Rights, 2021). In Mexico, the cases increased by 2021 at least 24% (Gómez, 2021), but the responses are missing.

During one of the daily press conferences on May 15 of 2020, the President of Mexico, Andrés Manuel López Obrador, assured that 90% of the calls received on emergency lines asking for help due to violence against women are fake (Kitroeff, 2020) denying an increment of violence in the country. Non-Governmental Organizations (NGO) debunked this statement and demanded to access the information that supported the President's statement, and the government responded as being "notoriously incompetent" to respond (Guerrero, 2020). This is a tendency of the authority to deny the issue and hide victims and survivors.

After the negligent response of authorities, NGOs have analyzed the public information offered by the Executive Secretariat of the Public Security National System (Secretariado Ejecutivo del Sistema Nacional de Seguridad Pública), the entity in charge to provide information about crime incidence and calls to emergency numbers related to gender violence and compared June 2020 to June of 2021 and found an increase of 22.5% of reports of what is cataloged by the available data as family violence, is important to say there is no relation to this calls to become police reports or criminal investigations (Observatorio Nacional Ciudadano, 2021). The feminist collective "Nosotras Tenemos Otros Datos" focused on analyzing the number of reports to justice authorities and open criminal investigations. They found out that in the year 2020, Mexico had 220,000 open investigations under the possible crime of family violence, and from January to June 2021, the number reached 129,000 (Soto, 2021).

Even though the information measures different facts (emergency calls and police reports), not every woman can access or choose these services. NGOs highlight this information to social media and press to bring attention to the problem that, from their point of view, is not only going to be exceeded previous cases, will bring essential consequences like revictimization or dismissal of cases because prosecutor's offices in the country will become or already are saturated by this type of complaints (Soto, 2021).

Another characteristic and obstacle to address IPV in Mexico is the intense and systematic chauvinistic culture that holds deep seated values about the idea of violence as something normal in a relationship, but socio-demographic variables must be taken into account due studies that show greater levels of tolerance to IPV in rural and young people (Bucheli & Rossi., 2019; Gracia et al. 2015; Roca-Cortés et al., 2015). "Beat me but don't

leave me” (*pégame pero no me dejes*) and “I beat you because I love you” (*te pego porque te quiero*), are among another Mexican sayings commonly used even as a joke, to normalize violence in a relationship.

Also, there is a priority of the individual solutions over the collectivism approach to reach solutions. This is one of the main characteristics of capitalism and in Mexico some of the main manifestations of the adaptation of a neoliberal model, a social and cultural configuration that appeared privileged an individualism characterized by the seek for physical and emotional gratifications that would materialize in the family dynamics when men perform the provider for the family and controller over the family issues as a private matter (Vieyra, 2014). These elements generate the conditions for traditional gender roles and behaviors related to a male dominance to protect their individual honor and control over the family (Roca-Cortés et al., 2015; Vieyra, 2014) that can justify the normality of violence over women as a way to resolve issues within the private space. If a man is violent towards his partner, society tends to search for a justification of the situation that involves the woman as a detonator of the violence she receives, ignoring the complexity of the power relationships in the IPV cases. Therefore, the project aims to structural and cultural changes to tackle issues within the patriarchal and chauvinistic roots that tend to hide and dismiss victims and survivors needs, by working with and within the community.

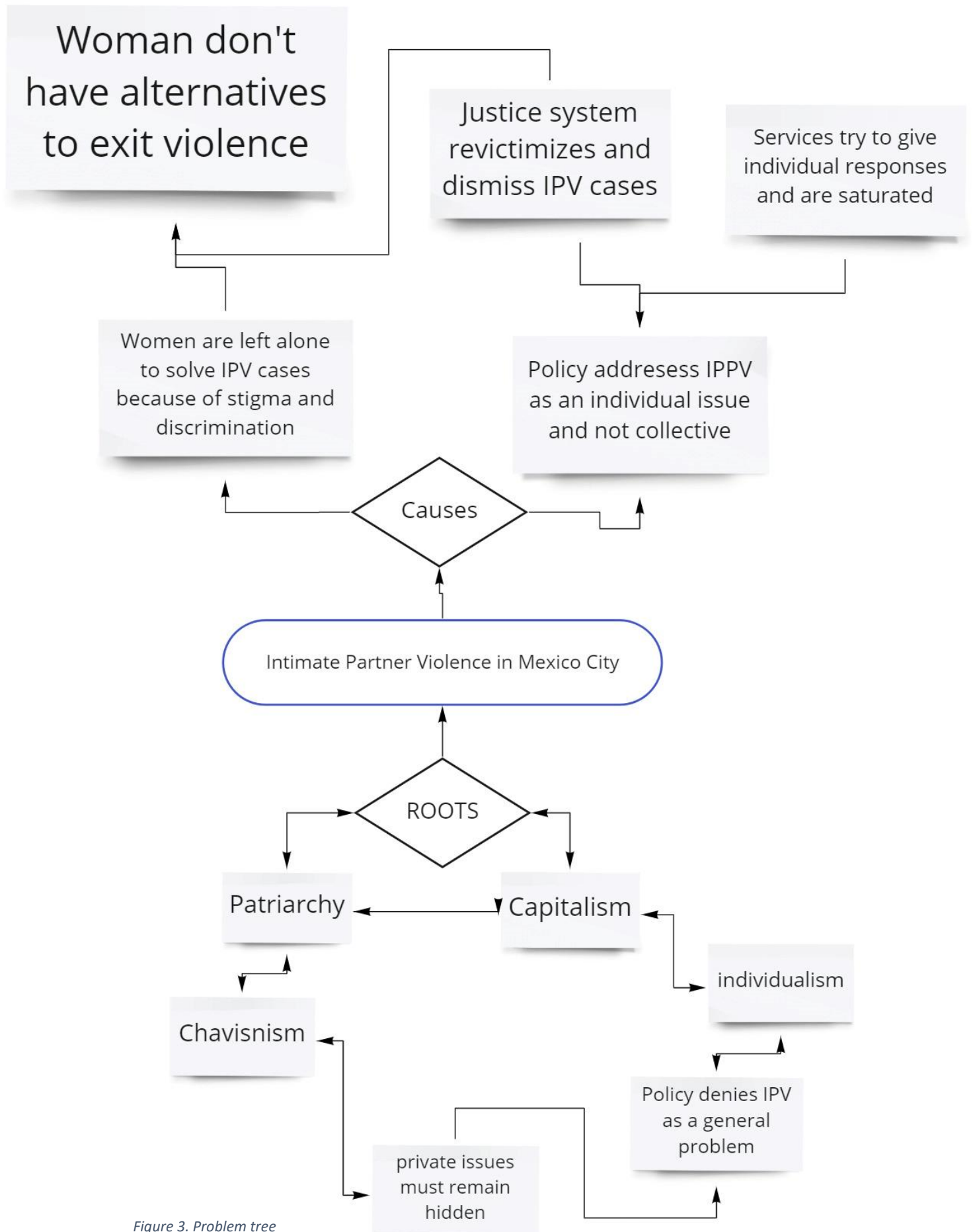


Figure 3. Problem tree

2.3.1 Theoretical framework

Feminist theoretical models have embraced intersection as a practice into their framework dialoguing with psychology, sociology, and neurobiology to understand IPV to recognize that this violence cannot only be explained as the result of the historical process of men oppressing women through violence but also consider the role of physiological, neurological, substance abuse, previous childhood experiences of violence, intergenerational experiences of violence, perception of shame, humiliation, attachment disorders, anger control issues, mental health, communication skills, masculinity construction to explain IPV. Therefore, authors like McPhail et al., (2007) introduce the concept of an Integrative Feminist Model (IFM) that can gather many other perspectives to expand and adapt the practice and policy interventions of IPV in a sort of a puzzle.

The Integrative Feminist Model places the victim and survivors' choice as the primary consideration (McPhail et al., 2007) and analyzes the weaknesses of institutional responses, especially in the criminal justice system (p. 836) and states the need to search for alternative methods to IPV that addresses the complexity of the problem. This is why the theoretical framework for this project will include feminist legal studies, popular education as gears in the communitarian-based approach that will be implemented. Much of this work has already been implemented but, according to McPhail et al. (2007, p. 834), has not been explicitly brought within the feminist framework, a matter this project will also aim to approach.

As IPV cannot be defined without the legal and criminal aspect of it, feminist legal theory becomes a central part of the theoretical framework because, as Boyd et al. (2017) explains that feminist legal theory has always been informed by, and grounded in, the need to engage strategically with the law to improve social conditions for women as a response to the inequalities and intersection of oppressions.



Figure 4. Theoretical framework

Popular education is also an essential part of the framework for the strategy. This theory and praxis surges in Brazil thanks to the ideas and pedagogy of Paulo Freire and the experiences in education of the grassroots organization Movimento de Educação de Base (Groppa and Coutinho, 2016, p. 133). This strategy has the goal of promoting organization and cooperation between the community, can be described as a dialogic praxis, non-exclusion, and articulation of common objectives (p. 141). This relates to the SASA! nonformal educational strategy and the commitment to provide knowledge and information based on oral traditions, according to the language, respect to cultural practices with different tools like storytelling, songs, videos, movies, audios, dances, among others to create materials with the community that are relevant to their knowledge and needs. The educative non-formal program will have the objectives of increasing the awareness from a feminist perspective of the impact in families and communities of IPV, and on the right of women to live free of violence as a reality that can be built within the community and with the help of other actors and will be divided in two modules to all the community and a third one only to victims and survivors (Annex 2). The content of the modules will also be based in the analysis of the baseline and the needs of victims and survivors. The last module will address safety measures and risk assessment for victims and survivors as is detected one of the main concerns that need an immediate response.

Module	Content	Impact
Why IPV should be a community matter	Discussion on the fundamentals of GBV and IPV, power relationships and the harm on families and communities. Discussion over the base of the human right of women to live free of violence. Discussion over the meaning of IPV and cultural, political, historical and economical roots of IPV and why is silenced.	Participants reflect and increase their knowledge about human rights of women, the harmful impact of IPV and the roots of GBV.
Organization to live a life free of violence against women	Literacy in economic, legal, and social services to address IPV, training on community dialogue, collective decision.	Participants increase their knowledge and start to create concrete solutions to as a community promote alternatives to stop IPV.
You are not alone. Safety and risk management	A safety plan is built with victims and survivors to explore alternatives to exit violence	Participants increase their knowledge and start to create concrete short termshort-term solutions in case they are experiencing IPV and have no information to access alternatives at the moment.

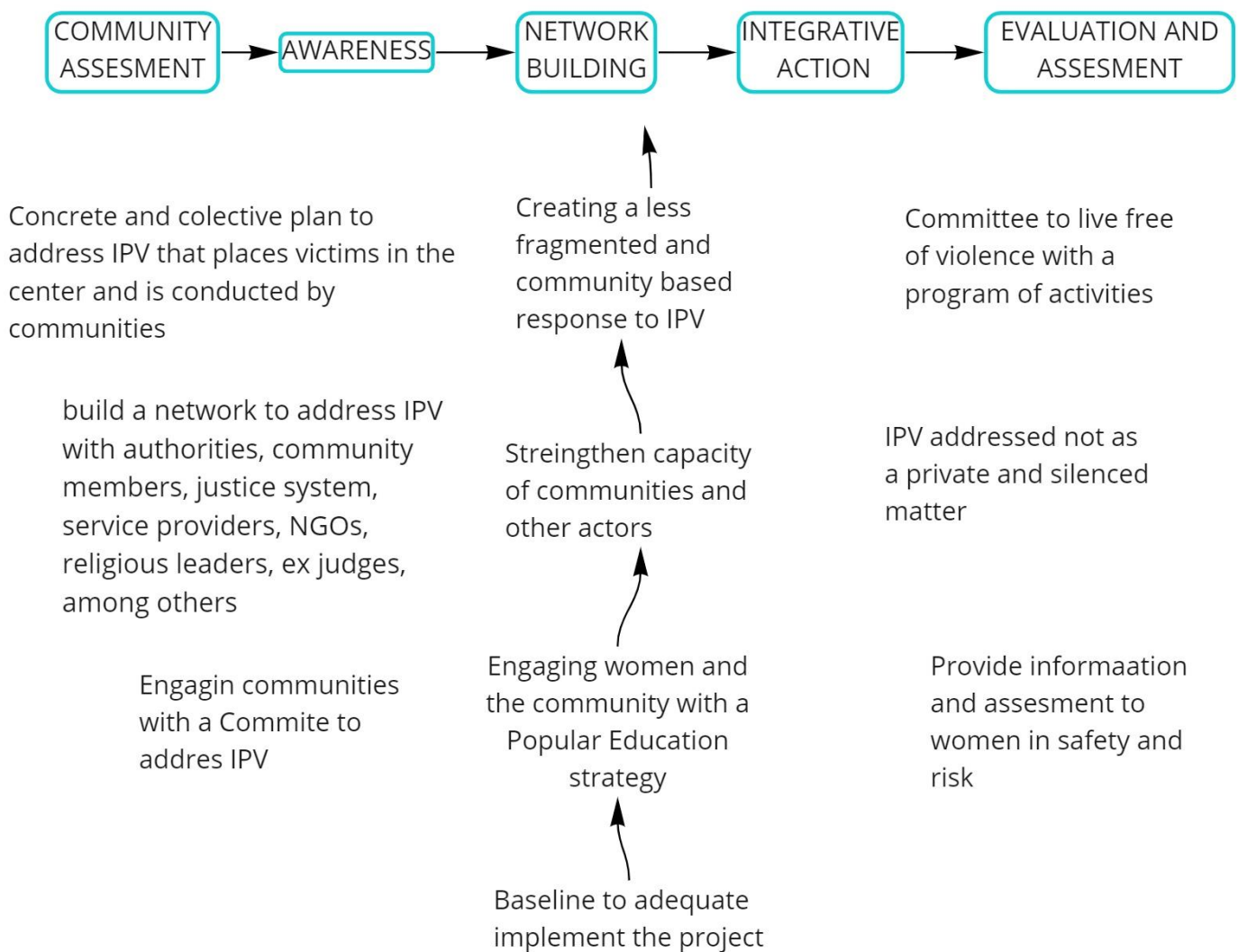
2.3.1 Theory of change

This project uses the Theory of Change as "a theory of how and why an initiative works which can be empirically tested by measuring indicators for every expected step on the hypothesized causal pathway to the desired outcome" (Anderson and Saunders, 2003, p.12). The project proposal aims to transform the current situation of access to policies, programs, and services to an integrated community-based response to address IPV in Mexico City.

To facilitate the transformation the changes will be built from a bottom-up perspective, from the communities to the decision makers as it is pointed out that communities should be the first to go through a process of change before aiming other levels to facilitate an enduring change even if authorities are resistant to make policy changes (Michau and Naker, 2003). The phases described below are the general guidelines to implement the IPV project desired changes.



Figure 5. Theory of change for the project



miro

Figure 6. Theory of change and activities

2.3 Methods and means of improvement for the project

The project will seek to balance the economic, administrative, and social aspects to meet the needs of stakeholders and adapt to changes over time. Also, a participatory approach will be implemented by promoting community engagement to ensure the active participation of community members.

2.4 Capacity to implement the project

The implementation of the project will be hosted by the NGO based in Mexico City, Iniciativa Ciudadana y Desarrollo Social, INCIDE Social, A.C. Figure 7 shows the organization structure.

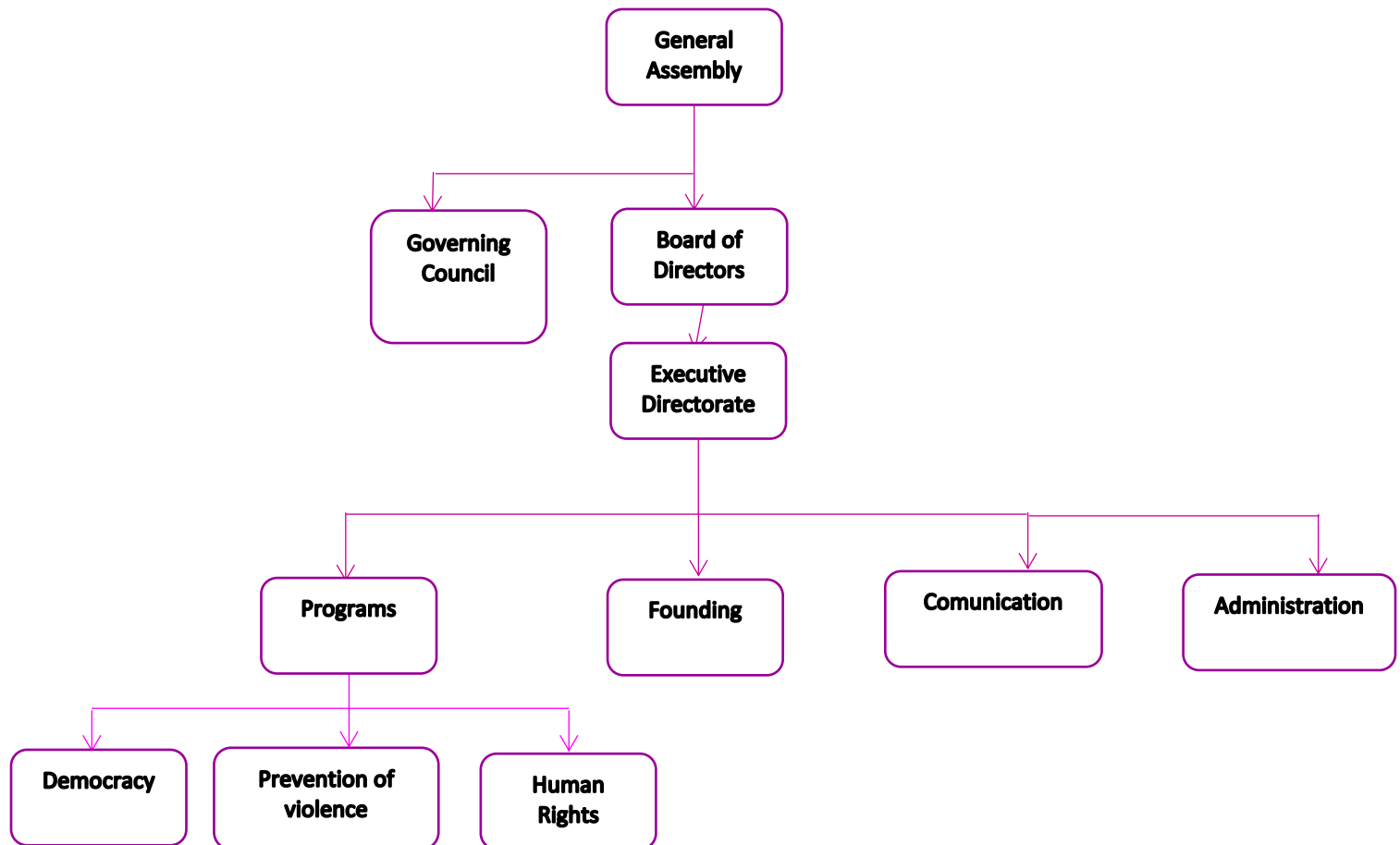


Figure 7. Structure of INCIDE Social A.C

The organization was founded in 2003 and has the following structure (Figure 4). The General Assembly appoints the board of directors, issues the guidelines, policies, and strategies of the association. The next level is the Board of Directors that is responsible for overseeing the proper functioning of the association. The Executive Directorate is in charge of formulating and proposing action programs and exercising the legal representation of the organization. The Programs area oversees the implementation of the projects based on the lines of action that we manage in the association, delivers results directly to the executive

management. The main themes for the program 2018-2025 are: Democracy, Human Rights and Social prevention of violence. The project will be hosted by this last thematic area.

2.5 Previous projects implemented

Since 2015 given the need for comprehensive tools to face political violence against women, INCIDE Social, A.C. created a model to address the problem from a human rights and feminist perspective. Political participation is conceived within the concept of public and political life referred in the Recommendation No. 23 of the Committee on the Elimination of Discrimination against Women (CEDAW) that refers to the exercise of political power without discrimination for women not only as public servants but as people interested in the administration, formulation, and implementation of policies at the international, national, regional and local levels. Also, the possibility for women to be part or organize through NGOs, unions, professional or industrial associations, women's organizations, grassroots organizations and any other kind of group involved in public and political life (Follow-up Mechanism to the Belém do Pará Convention, 2017). More than 100 women from different fields in Mexico City joined the research to define political violence against women in a collective and intersectional way and promote an action plan to prevent violence when women want to organize.

From 2018 to this year, INCIDE Social has hosted an Intersectional Laboratory to continue to formulate political agendas with the demands of women in Mexico City and another two states, Guerrero and Oaxaca. Some of the results from these previous projects have been the interaction of women with their local representatives to implement ideas from the workshops and one of the women from Oaxaca presented her intention to run for elections in her municipality.

Also, the organization presented the Methodological Note for the territorial diagnosis of the social causes of violence *Nota Metodológica Para El Diagnóstico Territorial De Las Causas Sociales De Las Violencias* by Clara Jusidman (2011) (to supply data about the social situation of municipalities in Mexico to create policy proposals to prevent violence. Projects to diagnose violence in Tijuana (López et al., 2009), Aguascalientes (Papadimitriou et al., 2009), and Ciudad Juárez (Barraza et al., 2009) influenced those states policies. The results of the diagnosis made in Ciudad Juárez was used as a court-appointed document in the case of González v. Mexico to the Inter-American Court of Human Rights to appoint the government

responsibility in the cases of violence against women and the need to classify as femicide the deaths of women in this state (Inter-American Court of Human Rights, 2009). The baseline implemented will take into account the concepts of the Methodological note (*Nota Metodológica*) to analyze the violence in the state, Mexico City, as the project will be implemented (Jusidman, 2011).

Since the last half of 2020, the organization and team members have received calls from women that look for assistance as victims of IPV. Even though the organization does not offer this service, they find our name and contact through Facebook posts about human rights for women and want information related to their alternatives. This has led us to strengthen our capacities and network with other NGOs to address the issue and this project proposes a coordinated strategy to continue to do so.

2.6 Collaboration stakeholders and actors in the field

The project aims to establish a collaboration with multiple actors to ensure there is a coordinated response to the needs of victims and survivors of IPV. An analysis about the interest and influence of different actors is presented in Table 3, and the concepts of influence and interest are inspired from the report made by Anmol Arora (2019) and published by UNESCO, Transforming 'Men'talities: Engaging men and boys for Gender Equality in India Stakeholder Mapping and Analysis. The level of influence relates to the authority to implement or change a policy related to IPV. The level of interest consists of the public displays of intentions to address the situation of IPV.

Stakeholder /actor	Interest	Influence	Possible actions to address stakeholder interest
Women survivors/victims of IPV	High interest due the lack of information Women are the most affected by the problem	Low High motivation to transform the issue for them and their children when they have them.	Education: literacy in financial, social services, legal and other alternatives, advocacy Counseling: psychological, substance abuse, legal, access to social services.
NGOs	High	Low Few models are public and lack of ability to create networks with other NGOs High motivation to transform the issue but are motivated by funds	Capacity building to obtain alternative sources of founding Organize around care work issues not only IPV
Law Colleges	Low Issue has recently been addressed by a small number of teachers and students	High There is a motivation to address the issue due agreements some public	Forums, capacity building, workshops, sensibilization. Many of the teachers and students will become court appointed experts or prosecution authorities, police detectives that have power over the issue

		colleges have signed with UN Women campaigns Woman students are more susceptible to be harassed, being victims of violence or be ask for advice in cases related to IPV	and lack of interest and information to address the issue.
Ex Judges and Ex Magistrates	Low	High Are authority figures to other public servants in the law community Have set precedents about violence against women	Forums in colleges, capacity building, certification to women advocates, students and NGOs. Can backup suggestions and recommendations to other stakeholders in government.
Lunas	High Provide some social services to woman victims/survivors of IPV	High Few resources but are a new policy that has goals to meet related to the issue Highly motivated to transform the issue	Capacity building, certificate, evaluate services.

Media	Low	High Motivated to transform the issue	Evaluate programs and alternative media to disseminate information (radio, local TV, communitarian-based radio and news channels) Campaigns Programs, novels (radio/podcasts) to address the issue with information Articles written about the issue
General Attorney of Mexico City	Low	Low In charge of the prosecution of crimes against women but tend to revictimize	Not open to work in gender issues neither with victims nor survivors.
Executive Secretariat of the National Public Security System	Low	Low Provide monthly data but is not segregated enough to know the intersectionality of the problem	Gather data for at least one of the 16 boroughs in Mexico City about IPV. Analyze the way the IPV data about reports and open cases are gathered to know if there is a better way to approach the issue.
National Commission to Prevent and Eradicate Violence Against Women	High	High Goals to be met addressing the issue	Capacity building

Intersecretarial Commission to Prevent, Punish and Eradicate Crimes in Human Trafficking and for the Protection and Assistance to the Victims of these Crimes	High	High Goals to be met addressing the issue	Capacity building
National Institute for Women	High Recently presented a plan to implement actions with other stakeholders.	High Is the institution that sets the policy about violence against women in the country	Public policy advocacy, need to adopt a program to address IPV from an intersectional perspective. Advocate to have data and a policy
Women's Secretariat for Mexico City	High Due the actual progressive local government.	High Goals to be met	Public policy advocacy, need to adopt a program to address IPV from an intersectional perspective. Advocate to have data and a policy

Table 3. Stakeholder analysis

2.7 Gender approach used in the project

This project is guided by a feminist and intersectional approach. A gender approach seeks to reflect the difference between women and men (Nichols, 2013). In addition to this, a feminist approach seeks to analyze gender inequality and provide alternatives to address abuses, access to resources, and inequalities that impact women (p. 51). Gender is fundamental to understand roots and connections to power relations within society and the relation to patriarchal, capitalism and violence against women (Detraz, 2017, p. 8). Gender has many aspects, like race, class, sexuality, identity among others, to place certain values to difference and acceptance (Detraz, 2017, p. 9). For this matter the intersectionality concept, proposed by Kimberlé Crenshaw (1989; 1991) will be adopted through the project to address the complexity of gender and IPV.

2.8 Participatory method

The participatory method used in this project relates to the Greenwood et al. (1993) assumptions and commitments who define as a characteristic that participatory projects should be related to an action research continuum under the principles of social science should tend to solve social problems; projects are an ongoing learning process involving continuous management and transformations through time; involves learning dialogue from all the groups involved, and encourages interdisciplinarity (p. 2).

This also related to the popular education praxis that involves collaboration between members of the project and the community, incorporation of the knowledge of the people of the community the work is situated, and the ability to build a dialogue between the community and the project in a continuous process to reassess activities and goals (Greenwood et al., 1993; Groppo and Coutinho, 2016). This relates to the Committee on Right to Free of Violence Against Women as it is expected that by the end of the third year will become an organized group of people from the community to promote the activation of networks and engagement of a plan to continue to stop and prevent IPV.

This will be implemented in the following activities through the project:

Year	Activity	Description
1	Establishment of a Committee on Right to Free of Violence Against Women	A voluntary space where members of the community and other stakeholders will gather to dialogue over the main issues of the project and the main challenges to implement the project. This meeting will be two times in the first year.
2	Report to the Committee on Right to Free of Violence Against Women	After the first year, the results of the first year will be disclosed to community members and other stakeholders to dialogue over the second-year priorities. Meetings will be held two times in the second year. As a result, there will be issued a collaborative report with the planning for the second year and a collaborative evaluation of the program at the end of the year.
3	Program to replicate and/or sustain the Project	On the third year the community members and stakeholders will meet 4 times to establish a plan to replicate best practices from the Committee strategy and/or start to put into motion a strategy to maintain the project after the last year of the project.

Table 4. Participatory activities

3.0 Project framework

	Summary	Indicators	Base line	Goal	Means of verification	Assumptions
1. Purpose	1.By year three at least one coordinated community-based response for IPV in Mexico City that straightens the capacity of victims and survivors to exit violent relationships is implemented.	1. Number of CBR implemented in Mexico City	There is no CBR coordinated response in Mexico City implemented	1 CBR coordinated response in Mexico City implemented	Ask from the public information desk the 16 boroughs in Mexico City about the number of CBR responses implemented	The political environment presents the minimum conditions to implement a CBR project. The restrictions and quarantine measures to face Covid-19 will not increase in severity and permanency.
Specific objective 1.1	1.1 Strengthen the capacity of victims and survivors of IPV to exit violent relationships.	1.1.1 Percentage of women who incremented their literacy in	To be elaborated on first year.	At least 80% of the people reached by the program	Before and after surveys about the learning	The political environment presents the minimum conditions to implement a CBR project. The restrictions and quarantine

		financial, legal and other alternatives to exit IPV		perceived an increase in their knowledge about financial, legal and other alternatives to exit IPV	information	measures to face Covid-19 will not increase in severity and permanency.
		1.1.2 Percentage of women who have an active plan to exit in a secure way from violence		At least 30% of the people reached by the program develops an active plan	Every two months there will be a follow up dialogue to know the status of the plan	
		1.1.3 Percentage of community members that increased their literacy in				

		financial, legal and other alternatives to exit IPV				
Specific objective 1.2	Implementation of a sustainable community-based response centered on victims and survivors of IPV to exit violent relationships. Strengthen the capacity of stakeholders to establish a coordinated response	1.1.1 Percentage of women who incremented their literacy in financial, legal and other alternatives to exit IPV 1.1.2 Percentage of women who	To be elaborated on first year.	At least 80% of the people reached by the program perceived an increase in their knowledge about financial, legal and other alternatives	Before and after surveys about the learning information Every two months there will be a follow up dialogue to know the status of the	The political environment presents the minimum conditions to implement a CBR project. The restrictions and quarantine measures to face Covid-19 will not increase in severity and permanency.

	to IPV	have an active plan to exit in a secure way from violence		to exit IPV	plan	
				At least 30% of the people reached by the program has an active plan		
Specific Objective 1.3	Strengthen the capacity of stakeholders to establish a coordinated response to IPV.	Number of stakeholders who collaborate with the Observatory for IPV	To be elaborated on second year.	At least 3 stakeholders	Meeting sessions reports Agreements signed with specific activities	The political environment presents the minimum conditions to implement a CBR project. The restrictions and quarantine measures to face Covid-19 will not increase in severity and permanency.

Outcome 1.	Victims and survivors of IPV are part of a CBR with alternatives to exit violent relationships	Number of members of the community that participate either in the Observatory for IPV or as voluntaries in any other activity of the project	To be elaborated on second year.	10 people from the community at least participate actively	Attendance list to meetings Signed agreements of activities to develop	The political environment presents the minimum conditions to implement a CBR project. The restrictions and quarantine measures to face Covid-19 will not increase in severity and permanency.
Outcome 2	Communities create a plan and implement actions towards the	Number of Committee on Right to Free of	No Committee for IPV in	At least 1 Committee for IPV in	Members' list	The political environment presents the minimum conditions to implement a CBR project. The restrictions and quarantine

	needs of IPV victims and survivors.	Violence Against Women in Mexico City active	Mexico	Mexico City active	Attendance list Reports on meetings One CBR plan of implementation for at least 6 months actions to address an issue detected by the community	measures to face Covid-19 will not increase in severity and permanency.
Outcome 3	The capacity of NGOs, government institutions and schools are	Number of institutions who received a capacity building program with	To be elaborated on third year.	At least 3 NGOs, government institutions and schools	Attendance list Reports on meetings	The political environment presents the minimum conditions to implement a CBR project. The restrictions and quarantine measures to face Covid-19 will

	strengthen to establish a coordinated response to IPV.	keys to get involved in the CBR plan of implementation		or other stakeholders increase their capacities At least 3 NGOs, government institutions and schools or other stakeholders assume at least responsibility of one activity in the CBR implementation plan	One CBR plan of implementation for at least 6 months actions to address an issue detected by the community	not increase in severity and permanency.
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3.1 Project goal

To have coordinated community-based response to address IPV in Mexico City.

3.2 Project purpose

3.2.1 To have a coordinated community-based response for IPV in Mexico City that reduces the fragmentation of the legal, communitarian and governmental response to support victims and survivors of IPV in Mexico City.

3.3 Specific objectives

- 3.3.1 Strengthen the capacity of victims and survivors of IPV to exit violent relationships.
- 3.3.2 Implementation of a sustainable community-based response centered on victims and survivors of IPV to exit violent relationships.
- 3.3.3 Strengthen the capacity of stakeholders to establish a coordinated response to IPV.

3.4 Outcomes

- 3.4.1 Victims and survivors of IPV are part of a CBR with alternatives to exit violent relationships
- 3.4.2 Communities create a plan and implement actions towards the needs of IPV victims and survivors.
- 3.4.3 The capacity of NGOs, government institutions and schools are strengthened to establish a coordinated response to IPV.

3.5 Project outputs

3.5.1 Victims and survivors of IPV strengthen their knowledge about alternatives to exit violent relationships with the community.

3.5.1.1. A safe learning space is built to promote literacy in access to social services, financial services, legal and non-legal alternatives to protect themselves and /or exit violent relationships.

The learning space will be constructed under the methodology and principles of popular education. This means there will be interviews, focal groups and surveys

to understand and explore the IPV situation due the lack of information about the intersectionality and to best progress to a learning dialogue between the project and victims and survivors needs, capacities and schedules due to care work and paid work.

3.5.1.2 A safety plan is built with victims and survivors to explore alternatives to exit violence

At least a three-month counseling service will be provided by legal and psychological experts to explore the alternatives to exit violence and build a plan to execute.

3.5.2 A community-based response to IPV is implemented in at least one borough in Mexico City.

After a diagnosis of the situation in Mexico City, one borough will be selected to design an Observatory for IPV and implement a campaign to address IPV as a communitarian issue and response. The elements to identify the location of the projects will be if there is a high rate of reports and if there are conditions to safely deploy people in the area to address the issue due risk like organized crime controlling the area or a high rate of rapes in public spaces.

3.5.3 At least three stakeholders strengthen their capacity to establish a coordinated response to IPV

After a context analysis the Observatory for IPV will work with stakeholders to build a network to build capacity in the collaborative response needed for IPV.

4 Target group

4.5 Description of project sites

The main operation centre will be offices of INCIDE Social. The location is accessible by public transport for every part of the city as it is located 5 minutes away from a subway station. The architecture of the place consists in two separated buildings with two floors. This provides at least 5 private rooms to held confidential and secure meetings with victims and survivors. Also has a security system and every team member secures personal files under a security plan depending on the risks of the project, field work and information.

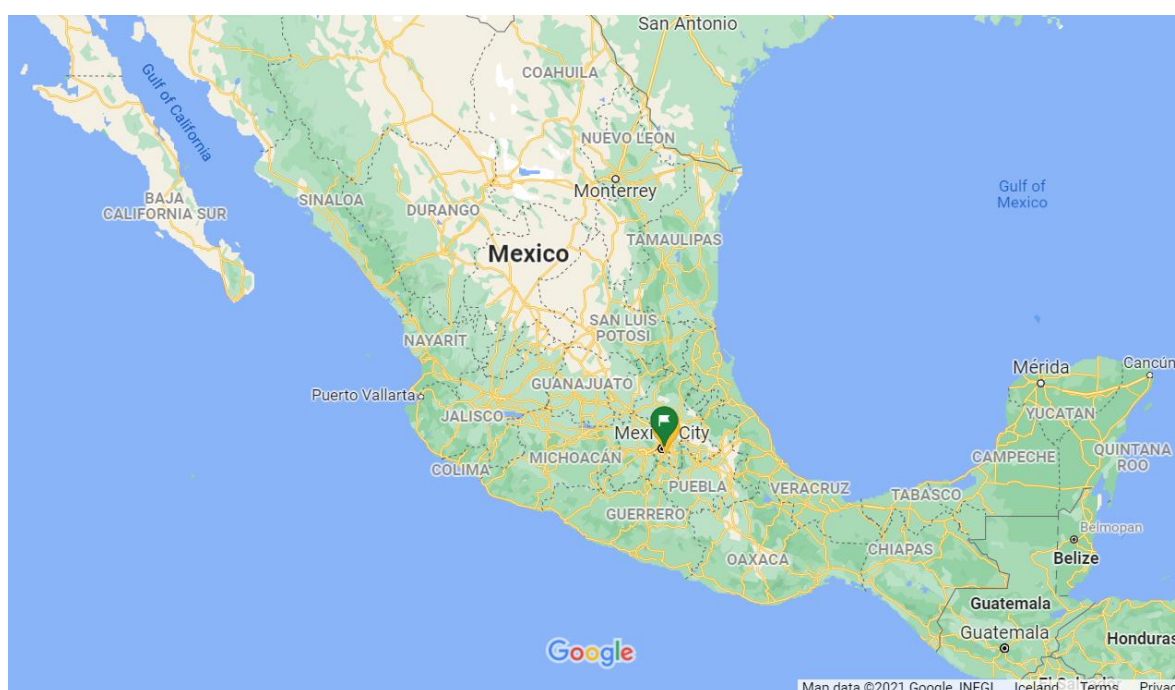


Figure 8. Map of the location of Mexico City. Google Maps. (n.d.). [Google map of the location of Mexico City]. Retrieved from <https://www.google.com/maps/place/Mexico+City,+CDMX,+Mexico/@19.0076298,-105.5785199,4.92z/data=!4m5!3m4!1s0x85ce0026db097507:0x54061076265ee841!8m2!3d19.4326077!4d-99.133208>

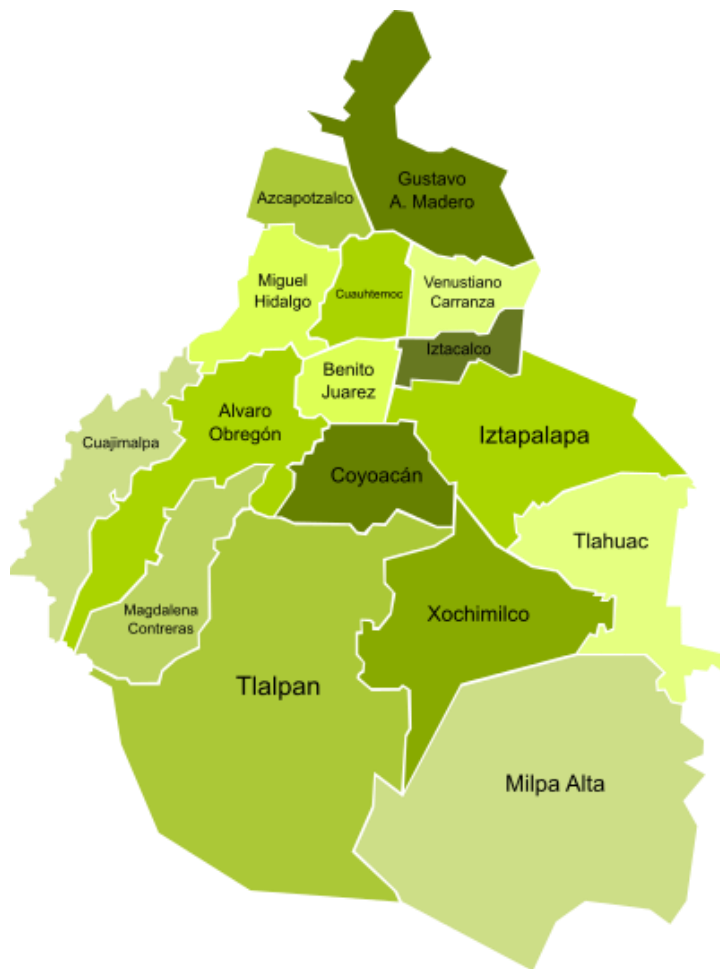


Figure 9. Map of the 16 boroughs in Mexico City. Mindmomo. (n.d.). [Map of the 16 boroughs in Mexico City]. Retrieved from https://1.bp.blogspot.com/-N62eAp_E4bs/XiYcfA0syAI/AAAAAAAAArtw/ILREcSdfXi8YMG-wzK-HXwkFSmZFG1uZwCK4BGAYYCw/s1600/cd4.png

4.6 Target beneficiaries

Direct beneficiaries: Woman above 18 years old that live in Mexico City that have been victims or survivors of IPV.

Indirect beneficiaries: Men, boys, community members, authorities, women, girls, daughters, and sons of IPV victims and survivors.

Direct beneficiaries	Indirect beneficiaries
500 women above 18 years old that live in Mexico City that have been victims or survivors of IPV.	Man, boys, community members, authorities, women, girls, daughters, and sons of IPV victims and survivors.

5 Project implementation

The implementation of the project will be coordinated by INCIDE Social, A.C., and survivors and victims with the following responsibilities.

Output	Activity	Responsible
Output 1. Victims and survivors of IPV strengthen their knowledge about alternatives to exit violent relationships with the community	Baseline of the IPV situation in Mexico City with a feminist and intersectional perspective	INCIDE Social, A.C.
	A safe learning space is build to promote literacy in access to social services, financial services, legal and non-legal alternatives to protect themselves and /or exit violent relationships	INCIDE Social, A.C.
	A safety plan is built with victims and survivors to explore alternatives to exit violence	INCIDE Social, A.C. Alliance with refugees and NGOs
Output 2. A community-based response to IPV is implemented in at least one borough in Mexico City.	Evaluation of borough to implement the CBR strategy	INCIDE Social, A.C.
	Selection of	INCIDE Social, A.C.

	borough to implement the CBR strategy	
	A safe learning space is build to promote literacy in access to social services, financial services, legal and non-legal alternatives to protect themselves and /or exit violent relationships	INCIDE Social, A.C. Victims and survivors
	Stakeholders analysis needs and interest to build a network to address IPV	INCIDE Social, A.C.
	Evaluation of government policy that can assume activities from the CBR plan	INCIDE Social, A.C.
	Establishment of an Committee for IPV in Mexico City	INCIDE Social, A.C.
Output 3. At least three stakeholders strengthen their capacity to stablish a coordinated response to IPV	A coordinated plan to access to social services, financial services, legal and non-legal alternatives to protect women from IPV and /or exit violent relationships is created	INCIDE Social, A.C. Committee for IPV

5.5 Project administration

The project will be administrated by INCIDE Social, A.C. as it has an area for this matter. The information and costs will be shared to stakeholders yearly.

5.6 Cost saving measures on the project

The implementation team is part of an area that can provide office material, a space in the offices of INCIDE Social and at least 3 people to participate in the analysis of information and the resources for the learning space. Also, we have two voluntary lawyers that will aid IPV victims in the first two years. Activity and resource plan

Output 1. Victims and survivors of IPV strengthen their knowledge about alternatives to exit violent relationships with the community			
Activities		Resources	Responsible
	Baseline of the IPV situation in Mexico City with a feminist and intersectional perspective A two-module learning space is built with a popular education approach to address IPV in the community A safety plan is built with victims and survivors to explore alternatives to exit violence In case of severe risk, relocation to shelter	Office Computers Laptops Design of the learning material Design of modules Allocation expenditure in case of emergency	INCIDE Social, A.C. Participation from victims and survivors INCIDE Social, A.C. Shelters NGO's
Output 2. A community-based response to IPV is implemented in at least one borough in Mexico City.			
Activities	Evaluation of borough to implement the CBR strategy	Resources	Responsible

	Selection of borough to implement the CBR strategy A safe learning space is built to promote literacy in access to social services, financial services, legal and non-legal alternatives to protect themselves and /or exit violent relationships Stakeholders' analysis needs and interest to build a network to address IPV Evaluation of government policy that can assume activities from the CBR plan Establishment of an Observatory for IPV in Mexico City	Office Computers Laptops	INCIDE Social, A.C. Committee for IPV in Mexico City
	Output 3. At least three stakeholders strengthen their capacity to establish a coordinated response to IPV		
		Resources	Responsible
Activities	A coordinated plan to access to social services, financial services, legal and non-legal alternatives to protect women from IPV and /or exit violent relationships is created	Office Computers Laptops Consultants, experts to provide best practices to reduce waiting time, number of institutions a woman must go to get an alternative to exit IPV	INCIDE Social, A.C. Observatory for IPV in Mexico City

ACTIVITY PLAN									
Output 1. Victims and survivors of IPV strengthen their knowledge about alternatives to exit violent relationships with the community									
	YEAR 1			YEAR 2			YEAR 3		
	1 QRT	2 QRT	3 QRT	1 QRT	2 QRT	3 QRT	1 QRT	2 QRT	3 QRT
Diagnostic of the IPV situation in Mexico City with a feminist and intersectional perspective	X	X							
A safe learning space is buildbuilt to promote literacy in access to social services, financial services, legal and non-legal alternatives to protect themselves and /or exit violent relationships			X						
A safety plan is built with victims and survivors to explore alternatives to exit violence		X	X						

Output 2. A community-based response to IPV is implemented in at least one borough in Mexico City.									
Evaluation of borough to implement the CBR strategy	X	X							
Selection of borough to implement the CBR strategy			X						
Stakeholders analysis needs and interest to build a network to address IPV			X	X					
Evaluation of government policy that can assume activities from the CBR plan					X	X	X		
Establishment of an Observatory for IPV in Mexico City						X	X	X	
Output 3. At least three stakeholders strengthen their capacity to stablish a coordinated response to IPV									
A coordinated plan to access to social services, financial services, legal and non-legal alternatives to protect women from IPV and /or exit violent relationships is created							X	X	X

5.7 Risk analysis

The following risk analysis provides information about the mitigation measures for the implementation measures. The definition of the importance of the risk is taken from United Nations Population Fund (UNFPA , 2021) as follows:

High: Action are highly important and will be urgent to mitigate delays, critical or major consequences for the project.

Medium: Action is considered important and some necessary actions are needed to avoid exposure to significant risks that .

Low: Action is desirable. Low priority management actions.

About the level or probability of occurrence it will be expressed in a qualitative mode (Curtis, 2012) according to the next probability:

Probability Scale	
Likelihood	Description
Very Low	Highly unlikely to occur.
Low	Will most likely not occur
Moderate	Possible to occur
High	Likely to occur
Very High	Highly likely to occur

Risk description	Importance of the risk	Risk level or probability of occurrence	Mitigation measures	Assumptions
The political environment presents the minimal conditions to implement a CBR project.	High	High	Create a strong safety plan to implement projects and a strong strategy with national and international funds to assure economic sustainability for team members to have necessary resources to perform the actions with safety measures.	The government allows and supports a feminist or gendered agenda
The restrictions and quarantine measures to face Covid-19 will not increase in severity and permanency.	High	Moderate	Activity plan must have an alternative to be performed with alternative methods like zoom, calls or other alternatives. Also, to have a budget to get test for the field team available to have an adequate follow up of people who are dispatched on the field to detect positive cases in the team and prevent transmissions.	There is no other variant of Covid-19 that cannot be controlled. People continue to be vaccinated
The community doesn't have interest to	High	Moderate	Diagnosis about the borough selected will consider a plan to implement the introduction of subjects to the community within an anthropological and	People in the community doesn't react

participate in the project			sociological evaluation to increment the acceptability of the project.	violently to gender projects and interventions
Organized crime attacks team on the field	High	Moderate	Diagnosis about the borough selected will consider rates of crime and reports about criminal organizations to evaluate the risk. The area selected must not be under control of an organized crime group.	Organized crime doesn't control every neighborhood in Mexico City.

6 Budget

Summary	Currency				YEAR 1	YEAR 2	YEAR 2	Total cost
	Dollars							
	Description	Description of unit	Number of units	Cost per unit				
1. Human resources								\$ 435,600.00
1.1 1 Project Management	One specialist with experience and backgorund in IPV and at least 5 years of project management and work with grasroots initiatives.	Montly salary	12	\$ 1,400.00	\$ 16,800.00	\$ 16,800.00	\$ 16,800.00	\$ 50,400.00
1.1.2 Administrative and accountant personell	One specialist in accounting with gender budgeting experience	Montly salary	12	\$ 900.00	\$ 10,800.00	\$ 10,800.00	\$ 10,800.00	\$ 32,400.00
1.1.3 Psichology personel	One specialist with backgrounnd in IPV and trauma	Montly salary	12	\$ 900.00	\$ 10,800.00	\$ 10,800.00	\$ 10,800.00	\$ 32,400.00
1.1.4 Legal personel	One specialist with backgrounnd in IPV and feminist legal studies	Montly salary	12	\$ 900.00	\$ 10,800.00	\$ 10,800.00	\$ 10,800.00	\$ 32,400.00

1.2.1 Coordinator of community team	One specialist with background in community project implementation	Montly salary	12	\$ 900.00	\$ 10,800.00	\$ 10,800.00	\$ 10,800.00	\$ 32,400.00
1.2.2 Field team member 1	One specialist with background in community project implementation	Montly salary	12	\$ 700.00	\$ 8,400.00	\$ 8,400.00	\$ 8,400.00	\$ 25,200.00
1.2.2 Field team member 2	One specialist with background in community project implementation	Montly salary	12	\$ 700.00	\$ 8,400.00	\$ 8,400.00	\$ 8,400.00	\$ 25,200.00
1.2.2 Field team member 3	One specialist with background in community project implementation	Montly salary	12	\$ 700.00	\$ 8,400.00	\$ 8,400.00	\$ 8,400.00	\$ 25,200.00
1.3.1 Meals for team members when working in the field	To cover meal necessities of team members when working in the feild.	Allowance per diem	200	\$ 300.00	\$ 60,000.00	\$ 60,000.00	\$ 60,000.00	\$ 180,000.00
2. Transport								\$ 45,240.00
2.2.1 Transport expenses in public transport	Transport expences within Mexico City	Montly allowance	12	\$ 90.00	\$ 1,080.00	\$ 1,080.00	\$ 1,080.00	\$ 3,240.00
2.2.2 Gasoline expenses in Mexico city	Transport expences within Mexico City when need to move material or people to performe activities	Allowance per diem	200	\$ 70.00	\$ 14,000.00	\$ 14,000.00	\$ 14,000.00	\$ 42,000.00
3. Equipos y material								\$ 20,400.00

3.1 Computers	6 laptops for team members	item	6	\$ 900.00	\$ 5,400.00	\$ 5,400.00	\$ 5,400.00	\$ 16,200.00
3.2 Printer resources	ink and paper supplies	item	10	\$ 90.00	\$ 900.00	\$ 900.00	\$ 900.00	\$ 2,700.00
3.3 Office supplies	boards and other materials to communicate visually information in the community	item	10	\$ 50.00	\$ 500.00	\$ 500.00	\$ 500.00	\$ 1,500.00
4. Office								\$ 10,800.00
4.4 Other office services	phone, electricity, heating, maintenance, security and surveillance system	services	12	\$ 300.00	\$ 3,600.00	\$ 3,600.00	\$ 3,600.00	\$ 10,800.00
5. Services and consultancies								\$ 91,260.00
5.1 Design and printing materials	Design of materials to be used in communities and with victims and survivors according to their needs	services	20	\$ 500.00	\$ 10,000.00	\$ 10,000.00	\$ 10,000.00	\$ 30,000.00
5.2 External auditing	External professional to make the review of expenses	services	3	\$ 600.00	\$ 1,800.00	\$ 1,800.00	\$ 1,800.00	\$ 5,400.00
5.3 External evaluation report	External professional evaluation of the progress of the project	services	3	\$ 500.00	\$ 1,500.00	\$ 1,500.00	\$ 1,500.00	\$ 4,500.00

5.4 Bank services	Expenses charged by the bank for the management of the account and transactions	services	12	\$ 10.00	\$ 120.00	\$ 120.00	\$ 120.00	\$ 360.00
5.5 Trainings with stakeholders	Sessions for capacity building with stakeholders	services	16	\$ 1,000.00	\$ 16,000.00	\$ 16,000.00	\$ 16,000.00	\$ 48,000.00
5.6 Visibility activities	five activities each year of the project like campaigns, forums or virtual events to promote the project findings and services	services	5	\$ 200.00	\$ 1,000.00	\$ 1,000.00	\$ 1,000.00	\$ 3,000.00
6. Others								\$ 45,000.00
6.1 Risk and safety tools	Allocation in case of emergency found for victims and survivors to a refugee in case of extreme danger due their participation in the project or as a result of risk assessment in case danger to life	pending on the situation	3	\$ 3,000.00	\$ 9,000.00	\$ 9,000.00	\$ 9,000.00	\$ 27,000.00

6.2. Taxes	taxes payed for the administration of the expences to national authorities	taxes	12	\$ 500.00	\$ 6,000.00	\$ 6,000.00	\$ 6,000.00	\$ 18,000.00
7. Total of costs of the project (1+2+3+4+5+6)								\$ 648,300

7 Participatory monitoring and evaluation

A risk assessment will be done every 6 months to analyze the stakeholder's position and interests. Also, a web page will be set up only for the project to disclose information about the project to any people involved or people interested in the issue. This web page will constantly inform people about activities, workshops, reports, and any other news related to the project.

The monitoring tools will be based on the SASA! Guidelines to explore the progress of change in the community (Michau and Naker, 2003). The monitoring process will focus on observing that the activities are delivered ethically based on the guidelines of the World Commission on the Ethics of Scientific Knowledge and Technology COMEST (UNESCO, n.d.).

Based on SASA!	
Monitoring Tools	Proposed adaptation for this project
Baseline before implementation assessment and 3 years after. Consist of surveys measuring knowledge, attitudes, skills and behaviors of men and women in the community Changes in attitudes towards violence and gender relations, improved knowledge about the damage violence and unequal power relations cause in families and communities, improved skills to enable change agents, change of individual and community level behaviors.	The baseline will explore believes and attitudes about IPV from the victims' standpoint and other actors like community members, authorities and external agents like NGOs and academics about the perception and understanding of power differentials, justice system and public services, perception of IPV and perception of risk, victims safety, community response and infrastructure.
Impact study at the end of the third year	An impact study will be performed at the end of the third year

7.1 Project sustainability analysis

7.5.1 Analysis 1. Financial sustainability

To ensure the sustainability at the end of the project we will work with NGOs, grassroots organizations and the Committee on Right to Free of Violence Against Women to build up the capacity to make sure they have the tools to replicate and sustain activities.

The project will encourage local authorities to allocate resources to CBR to IPV in their areas.

7.5.2 Analysis 2. Human resources sustainability

The project will build capacity within authorities and public servants to carry out a proper referral and articulation when the project has ended.

7.5.3 Analysis 3. Communitarian sustainability

In a three year period, we have the goal to catalyze some local cultural changes that even when the project is over, engage people in the communities to sustain the CBR to IPV as a collective and everyday matter. For example, once a year there is an open call to citizens to provide ideas to be supported and that are important for their communities and receive government support to be implemented. We will encourage the allocation of a budget to this matter but for the CBR to be coordinated not by INCIDE Social but by the community members.

8 Reporting

A status report will be provided to donors every four months with information about the status of activities according to time schedules, obstacles found and the resources to overcome delays in the activity program. Also, the impact study will be presented to the community, media, donors and stakeholders.

A yearly report about the project process and the administration information will be published on the INCIDE Social A.C. web page and shared via email to stakeholders.

The project, Community response to intimate partner violence (IPV) in Mexico City, is a proposal to build a concrete commitment to act against the violence against women in Mexico. The project's primary goal is to understand and deal with one of the most prevalent and hidden forms of gender violence and demonstrate that a coordinated and organized response based on the victims' needs is the place to start. If the personal is politic, the solution should be collective.

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Annex 1: Stakeholder map

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Annex 2: Non-formal learning program

Module	Content Theme	Impact	Hours
Why IPV should be a community matter	• What is gender • What is violence • Relation to gender and violence • Power and violence • Relation to GBV from an intersectional and historical perspective	Participants reflect and increase their knowledge about human rights of women, the harmful impact of IPV and the roots of GBV.	4
	• What is IPV • Power within families and communities with an intersectional perspective • Impact of violence in families • Impact of violence in communities		4
	• What are human rights • Human rights of women and the instruments that imprinted the demands of organized women's and communities • Relation of Human Rights to IPV • Human right as a tool to stop IPV		4

	• What we need to access to a life free of violence?		
	• Historical, political, cultural and economic roots of IPV • Silence and violence • What we can do to access to a life free of violence?		4
Organization to live a life free of violence against women	• Understanding the basics of the justice system in Mexico City • Legal services related to IPV • Revictimization • How to file a complaint against authorities • How to file a human right violation against authorities	Participants increase their knowledge and start to create concrete solutions to as a community promote alternatives to stop IPV.	8
	• Social services in Mexico City • Requirements and procedures to access to services • Alternatives to services		8
	• Basics on individual savings and communitarian savings structures		4

	• Programs that provide economic support to women in Mexico City • What can we do to improve economic situation of women?		
	• Community dialogues strategies to analyze current situation • Community strategies for collective decision making: importance to include women and victim centered • Structure of Committee to address IPV		4
	• Building a plan to act		8
You are not alone. Safety and risk management	• Risk and safety basic assessment • Safety plan • Share danger	Participants increase their knowledge and start to create concrete short-term solutions in case they are experiencing IPV and have no information to access alternatives at the moment.	4

Annex 3: Monitoring activity list

Monitoring Activity	Purpose	Frequency	Expectation
Track results progress	Progress data in relation to the goals and indicators in framework	Annually	Detection of delays in timing progress.
Track financial report	Reports and follow up of request of expenditures with activities and outcomes	Monthly	Provide the project a healthy financial status to be presented to donors and the national finance ministry
Monitor and manage risk	Identify risks that may threaten achievement of intended results	6 months	Risk are identified by the team in field and the management of the organization to best take actions to mitigate or prepare.
Project ethic and quality assurance	Ethic code for the project will be elaborated to guide the quality and best treatment of the information and relation with victims, survivors, and communities.	Annually	Management of the organization will be responsible to observe the adequate implementation, also an external partner will observe the fulfillment of the ethic code and provide assessment. INCIDE Social has done this before and partnered with two Universities.

Review and make corrections	Internal review of information and treatment of information. Will inform teams to make decisions.	Quarterly	Performance data, risks, ethics, quality will be discussed.
Project progress report	Report presented to management, stakeholders, community and public in general showing the results achieved.	Annually and at the end of the project	The team and management will approve reports and will discuss with diverse actors the next actions.