



Joint submission to the United Nations Universal Periodic Review

LAWYERS FOR LAWYERS INTERNATIONAL BAR ASSOCIATION'S HUMAN RIGHTS INSTITUTE

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A. Introduction

- 1. Lawyers for Lawyers ("L4L") submits this report on the state of human rights in the United Mexican States ("Mexico"), particularly in respect of the legal profession, with recommendations for the 45th session of the Universal Periodic Review (UPR) Working Group in the UN Human Rights Council in January 2024.
- 2. L4L is an independent and non-political foundation based in the Netherlands, which was established in 1986 and is funded by lawyers' donations. L4L promotes the proper functioning of the rule of law through the free and independent exercise of the legal profession around the world. L4L has had special consultative status with ECOSOC since 2013.
- 3. The IBA, established in 1947, is the world's leading organisation of international legal practitioners, bar associations and law societies. It has a membership of 80,000 individual lawyers and more than 190 Bar Associations and Law Societies, spanning all continents. The IBA's Human Rights Institute ("IBAHRI"), an autonomous and financially independent entity, works with the global legal community to promote and protect human rights and the independence of the legal profession worldwide.

B. Executive Summary

- 4. This submission highlights key concerns regarding Mexico's compliance with its international human rights obligations to guarantee the right to independent counsel as set out in the UN Basic Principles on the Role of Lawyers[†] ("Basic Principles") and other international rights instruments, focusing on the following issues:
 - a. No effective guarantees for the functioning of lawyers
 - b. Failure to properly investigate attacks and instances of harassment against lawyers
 - c. Lack of effectiveness of the Protection Mechanism

C. Normative and Institutional Framework of the State

5. The adequate protection of human rights and fundamental freedoms requires that every citizen has effective access to justice and legal assistance. Legal assistance can only be provided effectively in a judicial system where lawyers, along with judges and prosecutors, are free to carry out their professional duties independently of the government and political pressure. This follows inter alia from the Charter of the United Nations, the Universal Declaration of Human Rights, and the International Covenant on Civil and Political Rights ("ICCPR"). In particular, the protection and the independence of justice actors is a key component to ensure the well-functioning of justice systems and to combat impunity. Article 14 ICCPR protects the right to a fair trial, which includes the guarantee of legal assistance. Derogations of fair trial rights are only possible in a state of emergency with strict limitations, and can in no circumstance undermine the overall right to a fair hearing.ⁱⁱ

- 6. Furthermore, on 22 June 2017, the Human Rights Council ("HRC") passed a resolution condemning in general "the increasingly frequent attacks on the independence of [lawyers], in particular threats, intimidation and interference in the discharge of their professional functions". The HRC expressed its deep concern "about the significant number of attacks against lawyers and instances of arbitrary or unlawful interference with or restrictions to the free practice of their profession" and called upon States "to ensure that any attacks or interference of any sort against lawyers are promptly, thoroughly and impartially investigated and that perpetrators are held accountable"iii. In 2022, the HRC again condemned "all acts of violence, intimidations, or reprisals against lawyers" and underscored that "lawyers must not be identified with their clients' causes" and should be "enabled to discharge their functions freely, independently, and without any fear of reprisals"iv.
- 7. In a report published on 22 April 2022, the UN Special Rapporteur on the Independence of Judges and Lawyers ("SR IJL") perceived "a global increase in practices that undermine, limit, restrict and hinder the practice of law". The SR IJL further noted that attacks and interferences are particularly prevalent for "lawyers whose activities are focused on the fight against corruption, the defence of human rights, or protection of groups in vulnerable situations". Additionally, the Report on the third session of the 2021 UN Forum on Democracy, Human Rights, Rule of Law stated that "all human rights mechanisms should mainstream the protection of legal professionals and systematically refer to and call for the enforcement of the United Nations Basic Principles on the Role of Lawyers"vi.
- 8. In its task of promoting and ensuring the proper role of lawyers, the Government of Mexico should respect the Basic Principles within the framework of its national legislation and practice. The Basic Principles provide a concise description of international standards relating to key aspects of the right to independent counsel. Adherence to the Basic Principles is considered a fundamental precondition to fulfilling the requirement that all persons have effective access to independent legal assistancevii.
- 9. During the third UPR cycle in 2018, Mexico accepted all recommendations relating to human rights defenders, however we have information that more and more human rights defenders and lawyers face threats to their personal safety, they are harassed and intimidated and these threats are not being investigated which results in high impunity levels. Therefore it can be noted that Mexico did not fully implement the recommendations made in the third UPR cycle in 2018.
- 10. Recent reports gathered by Lawyers for Lawyers and IBAHRI, including information from lawyers in Mexico, demonstrate that Mexico does not uphold the necessary guarantees for the proper functioning of the legal profession as set out in the Basic Principles. Consequently, lawyers encounter serious difficulties in carrying out their professional duties independently. This undermines the proper functioning of the judicial system including the right to fair trial and effective access to justice.

a. No effective guarantees for the functioning of lawyers

- 11. According to the UN Basic Principle 16(a) "Governments shall ensure that lawyers are able to perform all of their professional functions without intimidation, hindrance, harassment or improper interference", and 16(c) shall not suffer, or be threatened with, prosecution or administrative, economic or other sanctions for any action taken in accordance with recognized professional duties, standards and ethics. Nonetheless, Lawyers for Lawyers and IBAHRI have received reports about instances of harassment against lawyers, including threats, intimidation, and judicial harassment. Also, lawyers have reported becoming subject to negative rhetoric aimed to undermine their position and work.
- 12. Peace Brigades International (PBI) México is a human rights organization with which L4L keeps close contact. This NGO's work is based on the method of international accompaniment whereby they aim to protect human rights defenders and their work. Mexico is one of their focus countries and as such a valuable source of information. As such, PBI explained that whenever lawyers take up sensitive cases, usually cases to fight impunity, they are usually faced with (judicial) harassment and negative rhetoric. Criminal investigations are initiated against them, and statements are made through press, leaflets and within communities, which insult, criticize, and disqualifies them. As a result of this negative rhetoric, lawyers become targets of threats and violence viii.

a. Negative rhetoric against lawyers

13. Lawyers for Lawyers and IBAHRI have spoken to several Mexican lawyers, all of whom recalled instances in which they were the subject of defaming speech from state and/or regional authorities as a result of their work. This presents severe problems for their safety and well-being as state officials, will often call out lawyers by name and accuse them of corruption, treachery or collusion, making them vulnerable to potential threats and violence. This practice of negative rhetoric appears to fall into a broader pattern of an erosion of the rule of law and division of powers in Mexico. ix.

a. Judicial harassment of lawyers

14. Lawyers have also reported increasingly becoming the subject of criminal investigations and claims. The International Federation for Human Rights has identified this trend across Latin America and specifically points to this strategy being used against lawyers defending environmental and land rights. The interviews carried out by Lawyers for Lawyers and IBAHRI further support this finding across different legal areas. A trend has been identified whereby criminalization is used as a strategy to hinder and delay judicial procedures, but also to delegitimize and intimidate lawyers working on specific cases. Mexican lawyers pointed out that those who represent cases which go against the financial interests of multinationals and/or governmental institutions, often face countersuits, investigations and even criminal charges. This strategy serves to overload lawyers with work, delegitimize their integrity and ultimately undermine their defense. According to Basic Principle 18, "lawyers should not be identified with their clients or their clients' causes as a result of discharging their functions".

Ana Cabral

Ana Cabral is a Mexican lawyer who has taken on cases that impact on the financial interests of multinationals and/or governmental institutions. Ms. Cabral and the legal team she was a part of became the subject of an investigation based on allegations of false information being used in their case against a real estate project set to be developed in an environmentally protected area^{xi}. Here, the company in charge of the project used this investigation as a way to legitimize the continuance of construction.

15. A lack of transparency and oversight over investigatory and surveillance powers further enables this criminalization of lawyers. The 2008 Organized Crime Statute gives investigators the power to covertly surveil and even detain anyone who is identified as a 'potential suspect' in an ongoing investigation. XII These powers have been arbitrarily used against lawyers who were involved in high profile cases. Criminalizing lawyers in this manner undermines their legitimacy and discourages lawyers from taking up certain cases.

Ana Lorena Delgadilo

Mexican lawyer Ana Lorena Delgadillo is known for having worked on a very high-profile Mexican case, the Fernando massacre where 193 people were murdered by clandestine gunmen, for over a decade. In 2021, when the Supreme Court ruled that the government's investigation documents should be handed over to Ms. Delgadillo's team, they found that she herself had been identified as a potential suspectxiii and had been covertly surveilled. The prosecution had access to information with regards to conversations and the location of Ms. Delgadillo. As a result of her legal work, Ms. Delgadillo was thus identified with her clients and became the subject of the same investigative tools as the suspected perpetrators of the San Fernando Massacrexiv.

a. Violence and threats of violence against lawyers

16. Lawyers for Lawyers and IBAHRI are concerned about reports of violence being used against lawyers. Lawyers for Lawyers and IBAHRI have conducted interviews with several lawyers working on environmental and land issues. Through these interviews it has become apparent that lawyers working on such issues are vulnerable to physical violence. The lawyers expressed that often the rights of local communities are ignored when licenses for exploitation or natural resources are granted. The work of lawyers in these contexts is extremely important to safeguard the rights of local communities and preserve natural environments. Unfortunately, lawyers taking on these cases sometimes face extreme forms of violence perpetrated against them. NGOs such as Amnesty International and Global Witness have identified an increase in the number of instances of violence perpetrated against lawyers and activists in Mexico dealing with environmental issues, from 2017 onwards^{xv}.

Veronica Guerrero

Ms. Guerrero was assassinated on the 3rd of February of 2022 in Jalisco as a result of her work representing a community protesting the irregular use of a landfill in Matatlán, causing serious health concerns. Ms. Guerrero had already previously been the victim of threat and intimidation attempts as a result of her work^{xvi}.

Juan Carlos Flores Solís

Mr. Flores is the primary defense lawyer in the cases brought by communities against the Proyecto Integral Morelos (PIM), a billion dollar energy and hydraulic project which aims to reconfigure urban and industrial methods in three Mexican states, affecting more than 80 local communities. Since its inception, it has caused concern due to the (expected) overconsumption and contamination of water resources in the area. In his capacity as an environmental lawyer representing these communities, Mr. Flores has faced threats and been the victim of numerous (attempted) attacks against him and his property^{xvii}.

- 17. These threats and violence occur in the context of an interplay between (multinational) companies, governmental institutions, and criminal organizations who share financial interests in the projects that the lawyers challenge through their cases. Through the interviews carried out by Lawyers for Lawyers an IBAHRI, it has become clear that organized crime has infiltrated every level of government and the judiciary and that corruption is widespread. Mutually beneficial relationships are forged between private and public actors, leaving lawyers vulnerablexviii. As PBI explains, lawyers face obstacles and receive threats from many different actors at the same time. This includes politicians, members of the Prosecution's Office and private individuals linked to organized crime groups and cartels. Companies and multinationals are often also involved as they may use organized crime groups to block any opposition to their project in return for compensation. Even when companies may not intend to, as organized crime groups control large areas of land, companies must pay them 'taxes' in order to continue with their operations, becoming inextricably linked to these groups.
- 18. As one lawyer described it: "carrying out the work of defending human rights is extremely difficult. (In Mexico) we see a State that is co-opted and pressured by the interests of individuals, whether they are companies or criminal groups. Thus, sustaining a trial, sustaining a claim, becomes an exhausting struggle as authorities actively try to obstruct these processes. If we then add the criminalization processes directed at those defending environmental and land rights, we can see how lawyers are attacked from all possible angles. On a personal level, it becomes more difficult to continue with my work because a time has come where I question whether I am going to actually preserve my integrity, my freedom, and even my life."xix
- 19. Also, lawyers working on cases of enforced disappearances have reported being subject to threats and harassment. The Prosecutor's Office has even gone as far as directly threatening

lawyers to drop certain cases, stating that 'they cause problems they may not live to tell'xx. Moreover, families who resort to legal procedures in cases of forced disappearances, are often told by members of the (regional) Prosecutors Office that they will not be heard if they obtain legal counsel from specific human rights or defense lawyers. This clearly hinders the work, and threatens the safety of lawyers working on cases relating to enforced disappearances.

b. Failure to properly investigate attacks and instances of harassment against lawyers

- 20. A high level of impunity exists in Mexico, which inhibits the proper investigation of instances of violence, threats or other forms of harassment against lawyers. A report brought out by México Evalúa in 2021 recorded that 94,8% of cases in Mexico are never resolved^{xxi}. As a result, the cases in which lawyers themselves are the victims of threats, attacks and even murder, often also remain unresolved with perpetrators remaining free and able to commit the same types of criminal acts against lawyers and others.
- 21. The impunity has been observed in cases in which lawyers are themselves the victims of violence is illustrated by the case of Digna Ochoa.

Digna Ochoa

In 2022 the Inter-American Court of Human Rights found that the Mexican State had significantly failed in the investigation of the murder of human rights lawyer Digna Ochoa, which occurred in 2001**xii. As described by Amnesty International, "Digna's killing and the apathy of the authorities were not isolated occurrences, but part of a pattern of violence and impunity against human rights defenders (...) which sadly remains a legacy that continues to seriously threaten human rights defenders and their organizations in Mexico."*xxiii

- 22. Further examples of this pattern of impunity are as explicit as the acquittal in 2018 of three suspects in the case of the disappearance of Sergio Rivera Hernández, an indigenous rights defender, despite multiple eye-witnesses identifying these individuals as the perpetrators^{xxiv}.
- 23. Additionally, there are concerns with regards to the mechanisms that lawyers can turn to when they want to make a complaint relating to corruption, malpractice or abuse by the Public Prosecutor. Such complaints must be sent to the Prosecutor's Office itself, whereafter an internal control unit is then in charge of investigating and resolving these claims. Unfortunately, there are concerns with regards to the integrity, independence, and effectiveness of this mechanism as this method has been found to be extremely vulnerable to corruption itself. Lawyers who resort to this mechanism are thus often placed in a precarious situation**xv*. As described by an interviewee, "(in Mexico) we continue to have a Judicial Power which unfortunately is very corrupt and lends itself to situations where lawyers are unable to carry out their duties as established by the law"*xxvi*.

D. Lack of effectiveness of the Protection Mechanism

- 24. Basic Principle 17 states: "Where the security of lawyers is threatened as a result of discharging their functions, they shall be adequately safeguarded by the authorities." xxvii Lawyers for Lawyers and IBHARI welcome that the Mexican government has taken steps to recognize the vulnerable position of lawyers and the need to offer protection measures in accordance with Article 17 of the Basic Principles.
- 25. The Protection Mechanism for Human Rights Defenders and Journalists was created at a federal level in 2012 to offer protection to individuals within this category who are under immediate threat. XXVIII In practice lawyers can also fall within this category as they are often simultaneously human rights defenders or working on human rights cases. The Protection Mechanism stems from a law established in 2012 by the same name, with the purpose "to implement and operate the Prevention Measures, Preventive Measures and Urgent Measures of Protection that guarantees the life, integrity, freedom and security of the people who are in situation of risk as a result of the defense or promotion of human rights, and the exercise of freedom of expression and journalism." XXXIX
- 26. However, the continuation of the perpetration of violent acts against human rights defenders and environmental activists, including lawyers, in the years after the creation of the Protection Mechanism, alludes to its ineffectiveness. As recorded by HRW, as of 2022, eight journalists and two human rights defenders have been murdered whilst under the protection of the Mechanism, seven of these under the current government xxx.
- 27. In the Universal Periodic Review of 2018, one of the main recommendations for the State of Mexico was the improvement of the protection mechanism^{xxxi}. As a consequence, the Ministry of Home Affairs requested the UN High Commissioner for Human Rights ('OHCHR') in Mexico to carry out an independent investigation regarding best practices and recommendations. The findings of the UN OHCHR's report, HRW's yearly report, and the interviews carried out by Lawyers for Lawyers and IBAHRI highlight a clear lack of funding and personnel that is at the core of the mechanism's ineffectiveness^{xxxii}. It is therefore concerning that in October 2020, the Mexican Congress, with the approval of the President, eliminated the independent trust fund that financed part of the mechanism's protection programs^{xxxiii}. The president defended this decision by pointing out these trusts were "completely autonomous and out of control".

 xxxiv However, as HRW points out, trusts like these require to operate autonomously as they oversee and ensure that the allocation of funds is carried out in an apolitical, fair and flexible manner according to the development of needs.
- 28. Structural problems also exist with the actual protection provided by the Mechanism. Through interviews, Lawyers for Lawyers and IBAHRI has established a degree of ineffectiveness related to several protection methods. For example, the panic button provided to lawyers under the protection of the mechanism has to be charged on a daily basis with often faulty charging cables, leaving it largely ineffective. Moreover, when activated, a member of the Mechanisms personnel will call the lawyer through the device which can only be done through speaker, thus completely undermining the effectiveness of the panic button.

Another issue often found is that the Mechanism's own personnel in charge of installing protective gear, such as security cameras, wires or door reinforcements, are often attacked whilst on the jobxxxv. This creates questions with regards to the ability of the Mechanism to effectively protect its own personnel and others. Lastly, a degree of corruption and mismanagement has led to ineffective protection of beneficiaries. One lawyer, who was a beneficiary of the Mechanism, explained that cameras were installed in his home in response to threats he was facing in relation to his work. However, when burglaries occurred the camera footage was seized by personnel of the Protection Mechanism and never released.

29. Lawyers for Lawyers and IBAHRI are thus concerned about the effectiveness of the Protection Mechanism that is meant to protect human rights defenders, including lawyers, who are facing threats in relation to their work. As PBI points out, "we cannot focus on protection exclusively without taking into account other elements at play. For example, if you do not reduce impunity, it is relatively useless to focus on protection. What is lacking in Mexico is public policies that are oriented towards prevention and punishment."xxxvi

E. Recommendations:

- Immediately halt any actions that may constitute harassment, persecution, or undue interference in the work of lawyers, including their criminal prosecution on improper grounds.
- Take immediate measures to ensure sufficient safeguards are in place, both in law and in practice, to guarantee the full independence and safety or lawyers and their effective protection against any form of retaliation in connection with their professional activity.
- Immediately take effective measures necessary to ensure that crimes, harassment, and other violations against lawyers are effectively investigated and publicly condemned at all levels, and that the perpetrators of such acts are prosecuted.
- Create an independent complaint mechanism to investigate claims made against the Prosecutors Office.
- Allocate sufficient financial and human resources to the Protection Mechanism in order to ensure its effectiveness. A review of its current protection practices and their effectiveness must take place.

Sources and References

¹ The UN Basic Principles provide a concise description of international norms relating to the key aspects of the right to independent counsel. The Basic Principles were unanimously adopted by the Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders in Havana, Cuba on 7 September 1990. Subsequently, the UN General Assembly "welcomed" the Basic Principles in their 'Human rights in the administration of justice' resolution, which was adopted without a vote on 18 December 1990 in both the session of the Third Committee and the plenary session of the General Assembly. Source: https://www.ohchr.org/en/professionalinterest/pages/roleoflawyers.aspx.

ii HRC, General comment no. 32, Article 14, Right to equality before courts and tribunals and to fair trial, 23 August 2007, CCPR/C/GC/32.

iii UN Human Rights Council, Independence and impartiality of the judiciary, jurors and assessors, and the independence of lawyers, A/HRC/RES/35/12, 22nd June 2017. Digitally available at: http://ap.ohchr.org/documents/dpage-e.aspx?si=A/HRC/35/L.20.

^{IV} UN Human Rights Council, Independence and impartiality of the judiciary, jurors and assessors, and the independence of lawyers: participation of women in the administration of justice, A/HRC/50/L.3, 30 June 2022. Digitally available at: https://ap.ohchr.org/documents/dpage e.aspx?si=A/HRC/50/L.3.

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on the independence and impartiality of the judiciary, jurors and assessors, and the independence of lawyers. While recalling the Basic Principles on the Role of Lawyers and condemning the increasingly frequent attacks on the independence of lawyers, in particular threats, intimidation and interference in the discharge of their professional functions, the Human Rights Council reminded all States of their duty "to uphold the integrity of [lawyers] and to protect them, as well as their families and professional associates, against all forms of violence, threat, retaliation, intimidation and harassment resulting from the discharging of their functions, and to condemn such acts and bring the perpetrators to justice." See UN Human Rights Council, Independence and impartiality of the judiciary, jurors and assessors, and the independence of lawyers, A/HRC/RES/29/6, 30 June 2015. Digitally available at http://ap.ohchr.org/documents/dpage-e.aspx?si=A/HRC/29/L.11

viii This trend has been identified by L4L through multiple interviews with Mexican lawyers. This particular passage was paraphrased from the interview carried out by L4L with members of PBI México.

ix This trend has been identified by L4L through multiple interviews with Mexican lawyers. This particular passage was paraphrased from the interview carried out by L4L with Pedro Salazar.

^x Criminalization of human rights defenders: an alarming phenomenon in Latin America. International Federation for Human Rights, 25th February 2016. Digitally available at: https://www.fidh.org/en/region/americas/criminalization-of-human-rights-defenders-an-alarming-phenomenon-in

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xiii A lawyer fought for justice after a Mexican massacre. Then the government made her a suspect. The Washington Post. 23rd November 2021. Digitally available at: https://www.washingtonpost.com/world/2021/11/23/mexico-disappeared-organized-crime/

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- xvi Verónica Guerrero. Observatorio Internacional de Abogacía. 16th February 2022 Digitally Available at: https://protect-lawyers.org/es/item/veronica-guerrero/
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- xviii This trend has been identified by L4L through multiple interviews with Mexican lawyers. This particular passage was paraphrased from the interview carried out by L4L with Yadira García Monte (Researcher at the Institute for the Strengthening of the Rule of Law), Alba Cruz, Pedro Salazar, Maricela Vazquez Sanchez, Ana Cabral, Juan Carlos Flores Solís and Manuel Jabonero, member of PBI México.
- xix Quoted from the interview carried out by L4L with Ana Cabral
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xxxv These examples have been identified by L4L through multiple interviews with Mexican lawyers. This particular passage was taken from the interview carried out by L4L with Juan Carlos Flores Solís and Maricela Vazquez Sanchez.

xxxvi This quote was obtained by L4Lthe interview carried out with PBI México, in particular Manuel Jabonero.