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Latin America at the crossroads of
generative AI and its responsible
adoption in the judicial sphere

María Solange Maqueo Ramírez
Jimena Moreno González
Alejandra Martínez Iglesias

CETyS
Centro de Estudios en
Tecnología y Sociedad

Universidad de
SanAndrés

The use of language that does not discriminate, does not reproduce sexist stereotypes, and allows all genders to be visible is a concern of those who worked on this publication.

We chose to distinguish between genders in some passages and to use the generic masculine in others, depending on what was clearer and more fluid for reading, and always with the intention of including all people in these pages.

The opinions expressed in the publications are solely those of the authors. They are not intended to reflect the opinions or perspectives of CETyS or any other organization involved in the project.

ABOUT THE AUTHORS

María Solange Maqueo Ramírez

PhD in Law, Economics, and Society in the European Union from the University of Salamanca, Spain. Director of the Law School at La Salle University Mexico and member of the National System of Researchers, Level II.

Jimena Moreno González

Lawyer from the National Autonomous University of Mexico and Master in International Management from the Autonomous Technological Institute of Mexico (ITAM). Head of the Planning, Outreach, and International Affairs Unit of the Federal Economic Competition Commission.

Alejandra Martínez Iglesias

Lawyer from the Escuela Libre de Derecho, Coordinator of the Master's Degree in Government and Public Policy at the Universidad Panamericana (UP).

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1. EXECUTIVE SUMMARY

This report analyzes the current status and prospects for the use of generative artificial intelligence in the Mexican Federal Judiciary.

It is based on standardized international definitions (OECD and EU) to conceptualize AI, and uses a qualitative methodology with quantitative support based on document review, semi-structured interviews, and questionnaires administered to officials of the Judiciary.

The study focuses on the federal level due to its institutional and regulatory relevance, and considers the impact of the recent constitutional reform of 2024, which profoundly transforms the structure of the judiciary, creates uncertainty about its independence and impartiality, and could condition the adoption of emerging technologies.

Although Mexico has made some progress in connectivity, technological infrastructure, and information, it lacks a national artificial intelligence strategy. Even the advances that have been made in this regard, mainly within the Federal Executive Branch, lack coordination with the Judiciary.

In the judicial sphere, there is still no unified policy or specific regulation on generative artificial intelligence. Digital tools and some AI prototypes (such as Sor Juana, JulIA, and SINDI) have been developed, but their use is still limited and without clear regulatory guidelines. Generative artificial intelligence is still in the experimental phase and faces barriers such as lack of budget, infrastructure, cultural resistance to change, and insufficient training.

The general perception among judges and officials is ambivalent: the potential of AI to streamline processes and improve access to justice is recognized, but fears persist about the loss of human control, lack of regulation, and ethical and technical risks. From this perspective, generative AI tools could be useful for administrative and low-complexity tasks, but they should not replace judicial work on substantive issues.

The study concludes that, for the effective and responsible integration of artificial intelligence into the Mexican justice system, an institutional strategy is needed that includes specific regulations, ethical criteria, training, and strengthening of technological infrastructure, with a focus on human rights that places the individual at the center of decisions and with permanent human oversight. Added to this is the need to strengthen data sovereignty in order to guarantee the confidentiality of information and the protection of personal data.

The administrative centralization resulting from the 2024 constitutional reform could provide an opportunity to develop a common technology policy for the justice system, but it remains unclear whether there will be continuity or a break with the progress made.

2. INTRODUCTION

This report analyzes the current use and prospects of generative artificial intelligence in the Federal Judiciary in Mexico, with an emphasis on its potential to modernize judicial processes, improve operational efficiency, and address structural challenges. For these purposes, the definition of artificial intelligence set out in the Recommendation on Artificial Intelligence of the Organization for Economic Cooperation and Development (OECD, 2024) is adopted, according to which an artificial intelligence system "is a machine-based system that, for explicit or implicit objectives, infers, from the input data it receives, how to generate output information such as predictions, content, recommendations, or decisions that can influence real or virtual environments. Once implemented, different artificial intelligence systems have varying levels of autonomy and vary in their ability to adapt."

This definition is consistent with that provided in Regulation (EU) 2024/1689 of the European Parliament and of the Council of June 13, 2024, laying down harmonized rules on artificial intelligence (Artificial Intelligence Regulation), according to which "AI system" means: a machine-based system that is designed to operate with varying levels of autonomy and that may demonstrate adaptability after deployment and that, for explicit or implicit purposes, infers from the input information it receives how to generate output results, such as predictions, content, recommendations, or decisions, that may influence physical or virtual environments." (Art. 3, paragraph 1). In particular, these definitions incorporate general-purpose artificial intelligence models and, with them, generative artificial intelligence, conceived as a subcategory capable of generating, with a high level of autonomy, complex content such as text, images, audio, and video.

2.1. METHODOLOGY

The methodology used in the report adopted a qualitative approach, with complementary quantitative elements, aimed at gathering direct and contextualized information on the functioning and perception of the use of artificial intelligence in the Judiciary from an internal and expert perspective.

The research was structured around three main methodological axes:

1 Documentary review, which included the analysis of academic publications, regulatory instruments, institutional reports, and official websites, with the purpose of identifying relevant practices in the use of artificial intelligence in judicial systems.

2 Semi-structured interviews were conducted with key officials within the Federal Judiciary, as well as with some representative figures from academia and civil society organizations. The selection of interviewees from the judicial sector took into account their connection to technological areas within the Federal Judiciary and their prior interest in artificial intelligence (publications, conferences, and active participation in the field). Judges and judicial officials were interviewed at different levels of the Federal Judiciary (Supreme Court of Justice of the Nation, Federal Judiciary Council, Federal Electoral Tribunal, Collegiate Circuit Courts, and District Courts).

3 Structured questionnaire, administered in writing to 32 officials of the Judiciary at the national level, in order to gather their perspectives on the use of artificial intelligence technologies in the Mexican judicial system. A total of 18 questions were asked, addressing, among other things, the following topics: familiarity with the concept and experience in the use of AI; training in AI tools; obstacles to its implementation; regulations or limits considered necessary to ensure its ethical and responsible use; control and supervision measures; and its impact on improving justice services.

2.2. SCOPE

This study places special emphasis on the Federal Judiciary for three main reasons: first, due to the variability of existing policies and regulations at the local level; second, due to the availability of information and its systematization for the purpose of this analysis; and third, given the system of jurisprudential precedents that allow the judicial decisions issued by the Supreme Court of Justice of the Nation to have national scope. Historically, the Federal Judiciary has been a benchmark for state judicial

powers. This level of analysis thus allows the present study to have the potential to directly influence judicial policy at the national level in order to serve as a guide or model for local jurisdictions in the country, in a more homogeneous manner.

Similarly, it should be noted that a

constitutional reform was recently approved, published in the Official Gazette of the Federation on September 15, 2024, which substantially modifies the current composition and functioning of the judicial branches throughout the country. This controversial reform includes, among other things, four aspects:

1 Direct popular election of judges who are members of the judiciary, including electoral magistrates and local judges.

2 Creation of the new Judicial Administration Body, which will have powers to control all bodies of the Federal Judiciary, including the SCJN and the Electoral Court, both financially and organizationally.

3 Creation of a Judicial Disciplinary Tribunal which, among other things, will ensure that judges do not deviate from the literal application of the law created by the legislature (limiting the scope of interpretation and legal argumentation applied to specific cases).

4 Procedural changes aimed at ensuring prompt and expeditious justice (Center for Constitutional Studies of the SCJN, 2024, p. 5 and Estrada, 2025, p. 3).

For the purposes of this study, these reforms involve the reconfiguration of judges and judicial officials, as well as a restructuring of the administrative, supervisory, and oversight body of the Federal Judiciary.

This reform of the judiciary in Mexico introduces significant changes in the composition of its bodies, procedures, and appointment mechanisms, causing a high degree of uncertainty regarding judicial impartiality and independence, as well as the quality of the judicial function (given the abolition of the judicial career system for judges). This uncertainty not only affects the stability and predictability of the justice system, but also the planning and adoption of policies for the responsible and ethical

use of generative artificial intelligence. In particular, the lack of institutional continuity, the possible politicization of the judicial function, and the centralization of power through the administrative, oversight, and disciplinary functions of the courts make it difficult to predict the direction that the use of generative artificial intelligence will take in the judiciary and the creation of technological strategies that strengthen access to justice and effective judicial protection. Consequently, the still uncertain outlook for the judiciary in Mexico subjects this analysis to certain limitations regarding the practical applicability of some proposals and the possibility of generalizing certain findings to the entire judicial system.

3. STRUCTURE OF THE JUDICIARY IN MEXICO AND RELEVANT CHARACTERISTICS

Mexico adopts the federal system as its form of government. In this regard, the Judicial Branch is composed of both a Federal Judiciary and thirty-two judiciaries in each of the country's federal entities.

The structure of the Federal Judiciary is set forth in Article 94 of the Political Constitution of the United Mexican States and in the Organic Law of the Federal Judiciary. It currently consists of the Supreme Court of Justice of the Nation (SCJN), the Electoral Tribunal, the Regional Plenary Courts, the Collegiate Circuit Courts (TCC), the Collegiate Appeals Courts (TCA), and the District Courts. Until the constitutional reform of 2024, the functions of administration, oversight, and discipline of the federal courts, with the exception of the SCJN and the Electoral Tribunal, were the responsibility of the Federal Judiciary Council. With the constitutional reform of 2024 and the enactment of a new Organic Law of the Federal Judiciary (LOPJF), the Federal Judiciary Council was abolished and its functions were transferred to two newly created bodies: the Judicial Administration Body and the Judicial Disciplinary Tribunal. In both cases, their functions extend to both the SCJN and the Electoral Tribunal, thereby losing the administrative and managerial autonomy they have historically enjoyed.

Under the current scheme, which will remain in force until September 1, 2025, the SCJN is composed of 11 ministers, and its decisions, prior to the constitutional reform of September 2024, were adopted by the Plenary or by Chambers. While the Plenary is composed of the 11 ministers, including the president of the Court, the two chambers (one for civil and criminal matters and the other for administrative and labor matters) were composed of five ministers each, without the president of the Court being a member of the chamber.

Under the current system (which is still in operation but undergoing transformation), the SCJN has full administrative and management autonomy. It has a specific administrative area for Information Technology (Specific Organization Manual, General Directorate of Information Technology, September 2022), as well as a General Directorate of Social Participation, whose function is the "dissemination of institutional work and legal knowledge materials through the multimedia platform" (General Agreement of Administration I-2024).

However, it is important to note that these administrative areas are not the only ones that generate technological systems, as the presentations of the Ministers who make up the Plenary of the SCJN have this possibility, as demonstrated by the case of the presentation by Minister Margarita Ríos Farjat, with the recent Sor Juana system, which we will discuss later.

It should be noted that, in accordance with the constitutional reform of September 15, 2024, the composition of the SCJN is in the process of being modified. As of September 1, the Court will be composed of nine justices, elected by popular vote, and their decisions will always be adopted in plenary session. Likewise, the administration of the SCJN's human, material, financial, and technological resources will no longer be managed autonomously, but rather by the Administration Unit of the Supreme Court of Justice of the Nation, an auxiliary body of the Judicial Administration Body (Article 124 of the LOPJF).

Similarly, their discipline will be subject to the control and supervision of a body created specifically for this purpose, called the Judicial Disciplinary Tribunal, made up of judges also elected to that position. Meanwhile, the judicial administration body will be responsible for determining the number, division of circuits, territorial jurisdiction, and specialization by subject matter. The Judicial Disciplinary Tribunal will be responsible for dealing with complaints made against judges (and other relevant actors in judicial proceedings), and its decisions will be final. The changes made to the structure and functioning are still in the process of being implemented.

Among the administrative functions of the Federal Judiciary Council was "the modernization of the organizational structures, systems, and administrative procedures" of the various bodies mentioned above (Organic Law of the Federal Judiciary). Among its administrative areas that had a significant impact on the development and implementation of technological tools and automated processes were: the General Directorate of Judicial Statistics, the General Directorate of Judicial Management, and the General Directorate of Strategy and Digital Transformation, the latter being recently created (CJF, 2021). However, with the constitutional reform of September 2024,

which provides for the disappearance of the Council, these powers are transferred to the Judicial Administration Body.

For its part, the Federal Electoral Court is composed of a Superior Chamber, made up of seven magistrates and five Regional Chambers, each with three magistrates. The 2024 constitutional reform also establishes that it will be composed of elected magistrates and that the Specialized Chamber "to deal with matters related to the oversight of party resources, propaganda, and early campaigning" will be eliminated. As in the case of the SCJN, the administration of its human, material, and technological resources will be the responsibility of an Administration Unit, as an auxiliary body of the Judicial Administration Body. On the other hand, it should be noted that the former Federal Judiciary Institute, the body responsible for the training, evaluation, certification, and updating of the personnel of the Federal Judiciary, under the Federal Judiciary Council, is being reconfigured into the National School of Judicial Training, also under the aegis of the Judicial Administration Body, in its capacity as an auxiliary body.

As can be seen, these changes imply a new unified model of technological governance in the Federal Judiciary, since the implementation and development of technological tools, including artificial intelligence, as well as training and education programs for its personnel, will depend on the Judicial Administration Body, which becomes the main institutional actor in the area of digital transformation within the Federal Judiciary. While this could help standardize the criteria guiding the development and implementation of generative artificial intelligence, it is not yet clear whether the progress made will be sustained.

Finally, at the state level, each federal entity has a Superior Court of Justice and local Courts. Their integration, composition, and functioning are determined by each of the constitutions of the thirty-one states of the Republic and Mexico City. Article 116 of the Political Constitution of the United Mexican States establishes that the powers of the states are organized in accordance with the constitution of each state. As a result of the constitutional reform of the Judiciary, the composition and structure of the judicial powers are also in the process of being modified through the fundamental norms of each federal entity and their respective secondary laws, under the scheme of election by popular vote of judicial personnel and with the consequent institutional reconfiguration.

Currently, based on figures from the SCJN for this year, "the local judicial powers are composed of 5,315 judicial and administrative bodies." (SCJN Center for Constitutional Studies, 2024, p. 5).
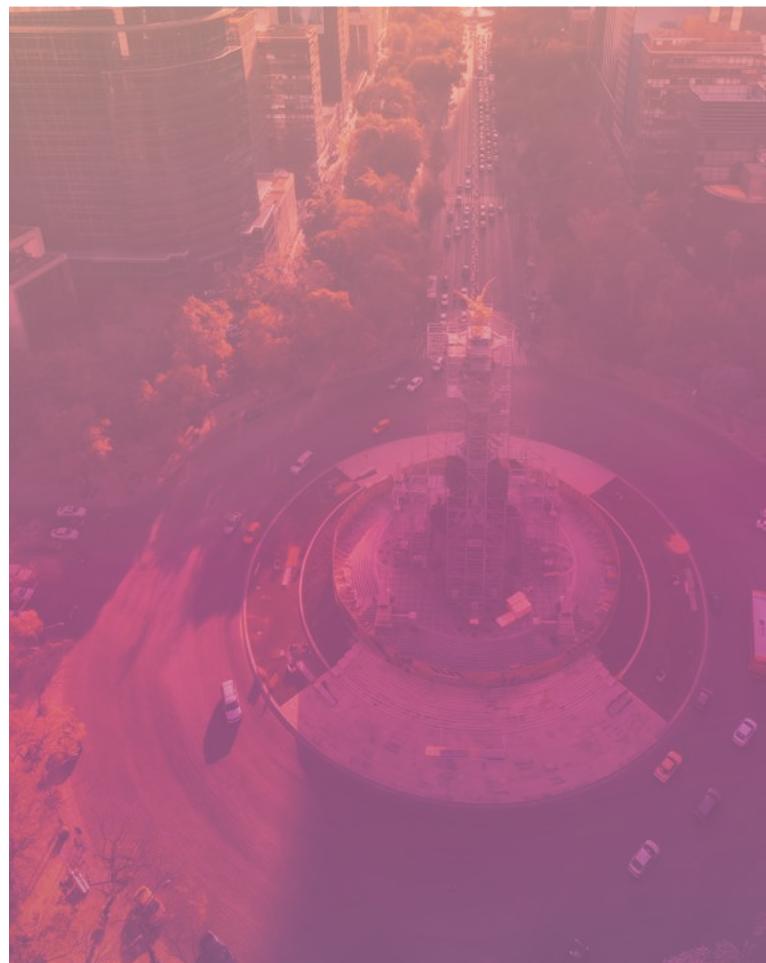
4. POLICIES/LAWS/ BILLS ON THE USE OF ARTIFICIAL INTELLIGENCE

According to the results of the Latin American Artificial Intelligence Index (CENIA, 2023, p. 224), Mexico presents some strengths in terms of the prerequisites for the effective development of Artificial Intelligence systems, for example, in connectivity based on the implementation of 5G, talent development and literacy in Artificial Intelligence, as well as in its solid legal framework for data protection. Likewise, the country stands out for its active participation in various international organizations and committees for the configuration of common standards in the field of Artificial Intelligence (CENIA, 2023, p. 224).

However, Mexico ranks below the average of other countries in the region (including those covered in this study) in terms of internet access in Mexican households and download speeds. Furthermore, this index highlights the lack of a national strategy on artificial intelligence (CENIA, 2023, p. 224), as well as specific regulation (CENIA, 2023, p. 115).

4.1. POLICIES

In 2018, there was a significant push to implement a National Digital Strategy within the framework of the 2013-2018 National Development Plan, with the aim of "promoting the adoption and development of Information and Communication Technologies (ICT) and integrating Mexico into the Information and Knowledge Society." (National Digital Strategy, p. 9). To this end, the Coordination of the National Digital Strategy of the Presidency of the Republic was created, which prompted the adoption of the MX 2018 Artificial Intelligence Strategy. However, following the change in the Federal Executive, these actions did not materialize. In fact, the 2019-2024 National Development Plan and its respective programs do not expressly contemplate objectives, goals, or actions directly related to Artificial Intelligence (Cfr. Maqueo, Moreno et al., 2020, pp. 33 to 38).

According to the Latin American Artificial Intelligence Index (CENIA, 2023, p. 224), "in the area of governance, Mexico does not have a current strategy." Thus, it concludes that, compared to other countries in the region, Mexico is below the overall average in vision and institutionality (with a score of 2.78 compared to the average of 33.68 for Latin American countries) and in strategy (with 8.33 points compared to the Latin American average of 35.41).

This, of course, does not mean that efforts have not been made to develop a coordinated strategy that includes the participation of multiple stakeholders from government, civil society, academia, and industry.

In 2018, a first attempt was made with the formation of a multisectoral coalition at the national level and with the participation of international organizations, called IA20230. This coalition created the first Mexican National AI Agenda, with a view to 2030, under the voluntary coordination of C Minds.

In March 2023, the National Artificial Intelligence Alliance (ANIA) was created, conceived as a "multi-stakeholder mechanism whose mission is to recognize and strengthen the artificial intelligence ecosystem in Mexico with a comprehensive, pluralistic, and multidisciplinary perspective" (ANIA, 2024).

This Alliance was promoted by the Senate of the Republic by then-Senator Alejandra Lagunes, who, in turn, had headed the Coordination of the National Digital Strategy of the Presidency of the Republic until 2018. It is made up of representatives from academia, civil society organizations, industry, government, and international organizations (UNESCO, OECD, UN, Latin American and Caribbean Development Bank).

In May 2024, ANIA drafted a Proposal for a National Artificial Intelligence Agenda for Mexico 2024-2030 (ANIA, May 2024), which presents recommendations on public policy, regulation, infrastructure, cybersecurity, and risk management, among other areas, in line with the findings of the aforementioned Latin American Artificial Intelligence Index and the work and results of various working groups involving different representative actors, in order to "provide the administration (2024-2030) with an overview and update on AI, in the hope that it can be considered in the [Federal Executive's] National Development Plan and the National Digital Strategy" (Lagunes, 2024, p. 12).

It should be noted that, from a governance perspective, these efforts to build a National Digital Strategy to generate institutional policies on the development and use of Artificial Intelligence do not include representation from the courts. In fact, as we will see later, the Federal Judiciary, through the CJF, has been working on building its own National Digital Strategy, although it is still in its infancy and it is unknown whether the Judicial Administration Body will continue with it.

In early 2025, the Federal Government announced the creation of a National Center for Public Technology, whose objective is to promote "national technological sovereignty" through the development of technological capabilities at all three levels of government. This initiative is led by the Digital Transformation and Telecommunications Agency (ATDT), a centralized body of the Federal Public Administration, and its specific objectives are:

1 Create a national repository of products and systems developed with public resources.

2 Offer technical and regulatory support to federal entities and their municipalities.

3 Implement a public school to train specialists in "software development, programming, telematics, and the public cloud."

4 Implement strategic national projects (ATDT, 2025).

In line with the above, the ATDT has announced the launch of a National Artificial Intelligence Laboratory, which will become operational during the course of this year.

4.2. PROJECTS FOR THE CREATION OR REFORM OF LEGISLATION ON ARTIFICIAL INTELLIGENCE

According to data available in the Legislative Information System (SIL), from 2020 to July 2024, 58 initiatives have been presented in the Congress of the Union to reform the CPEUM, create special legislation on artificial intelligence, or reform current legislation to incorporate provisions directly related to artificial intelligence systems.

The constitutional reform proposals are primarily aimed at giving the Congress of the Union the power to legislate on artificial intelligence, which means leaving the focus and content to be determined by the legislative process.

For its part, the proposals for the creation of special laws presented during the legislative periods between 2023 and 2024 are as follows:

A Initiative with a draft decree issuing the Law on the Ethical Regulation of Artificial Intelligence, presented by Congressman Ignacio Loyola Vera on May 23, 2023:

- This initiative aims to "establish public policy guidelines for the ethical regulation of the use of Artificial Intelligence and Robotics."

- In general, the proposal provides that the regulatory development of this law would be carried out through Official Mexican Standards to regulate the development, creation, and use of Artificial Intelligence and Robotics, whose ethical guidance would be the responsibility of a decentralized public body called the Mexican Council of Ethics for Artificial Intelligence and Robotics.

- The bill also provides for the creation of a National Network of Statistics on the Use and Monitoring of Artificial Intelligence and Robotics.

- Its provisions are more of a coordinating nature, based on the creation of the Council and the Network for the future issuance of Mexican Official Standards to regulate Artificial Intelligence. But in both cases, they would only have monitoring and guidance powers.

B Initiative with a draft decree approving the Law of the Mexican Agency for the Development of Artificial Intelligence, presented by Congressman Jaime Bueno Zertuche on October 11, 2023:

- It creates a Mexican Agency for the Development of Artificial Intelligence as a decentralized body of the Federal Public Administration, composed primarily of representatives from other government agencies and autonomous constitutional bodies (INAI and INEGI).

- This decentralized body would be responsible for formulating the National Strategy on Artificial Intelligence and implementing national policy in this area.

C Initiative with a draft decree issuing the Law to regulate the use of Artificial Intelligence, presented by Senator Gustavo Madero Muñoz on November 27, 2023:

- Its purpose is to "regulate the introduction, development, and use of artificial intelligence systems to ensure the proper protection of the rights to non-discrimination, personal data protection, and intellectual property rights" (Madero, 2023, Art. 1).

- The initiative contains only a list of prohibited artificial intelligence systems, according to the purposes for which they are used. To this end, it introduces an administrative sanctioning procedure under the responsibility of the National Copyright Institute and provides for warnings and fines as possible sanctions.

D Initiative with a draft decree issuing the Federal Law Regulating Artificial Intelligence, presented by Senator Ricardo Monreal Ávila (currently a Congressman) on two occasions, February 27 and April 2, 2024, and withdrawn for comments from the public:

- It establishes the following objectives of the Law: "I. To regulate the development, commercialization, and use of artificial intelligence systems. II. To guarantee respect for the human rights of consumers and users and to prevent any form of discrimination when using artificial intelligence systems. III. To protect intellectual property rights, and IV. To facilitate the development of artificial intelligence systems." (Monreal, 2024, art. 1).

- It adopts a risk-based approach, taking as a reference Regulation (EU) 2024/1689 of the European Parliament and of the Council of June 13, 2024, laying down harmonized rules on artificial intelligence (Artificial Intelligence Regulation), which by that time already had a previously approved version. For these purposes, it distinguishes between unacceptable risks, high risks, and low risks.

- Any artificial intelligence system used at any stage of the investigation and interpretation of facts that could constitute a crime during criminal proceedings shall be considered high risk.

- It provides for penalties for non-compliance with the law, which may consist of warnings, fines, suspension or cancellation of the systems and, in the case of public servants, temporary suspension or dismissal from office.

- The powers for the supervision and regulation of artificial intelligence systems are entrusted in the bill to the Federal Telecommunications Institute and a National Artificial Intelligence Commission is created as an honorary advisory body made up of five scientists of recognized prestige in the field of technological development and information technologies.

According to the results of the SIL search, some other initiatives to reform secondary legislation have introduced the need to develop national policies or strategies for the appropriate and ethical use of artificial intelligence. In particular, this issue has been addressed in the proposals to reform the General Law on Humanities, Sciences, Technologies, and Innovation. Similarly, most of the initiatives from 2023 onwards are aimed at proposing new crimes or offenses for the use of Artificial Intelligence. This includes the classification of illegal conduct through the misuse of Generative Artificial Intelligence, whether through additions or amendments to the Federal Criminal Code or to copyright legislation.

Finally, it can be observed in the SIL that during this last session of the Congress of the Union (corresponding to the period 2021-2024), none of the initiatives include additions or amendments referring to the development, deployment, or use of Artificial Intelligence in the justice system.

5. RELEVANT CASES OF THE USE OF ARTIFICIAL INTELLIGENCE BY THE FEDERAL JUDICIARY

Advances in the use of Artificial Intelligence systems in the Federal Judiciary are still in their infancy. From interviews conducted with magistrates, district judges, and officials from the federal judiciary, it was observed that progress is more focused on the development of digital tools, such as electronic files and process automation, than on the implementation of AI in the strict sense. These initiatives are part of a broader effort toward digital transformation, known as "Digital Justice or e-Justice."

The automation of processes and the implementation of files are significant advances in judicial management systems and public access through electronic means, but we are not yet talking about artificial intelligence systems.

The use of generative artificial intelligence is limited to internal testing and experimentation, without clear policies or formal regulations to guide its implementation. Based on the interviews

carried out, it could be said that we are in an early stage. According to several judges, the main focus is on strengthening digital justice services before making the shift to AI, as this requires overcoming obstacles such as fear of incorporating AI into work activities, lack of training and budget, and the existence of a digital divide.

The advances that have been made so far have been focused on administering, strengthening, or monitoring "justice services" through the use of digital technologies, and until this is strengthened, the transition to the use of artificial intelligence is unlikely to be achievable.

Judge Juan Pablo Gómez Fierro (2024), a supporter of the use of technology in the justice system, has pointed out in his articles El Expediente Electrónico y Poder Judicial Digital (The Electronic File and Digital Judiciary) that the transition to a digital justice system faces significant obstacles, such as not having a uniform system, since

the usefulness of ICTs has not been explored in depth, the entrenched use of the current model, which staff are familiar with and feel comfortable using, the absence of policies that prioritize the real reduction of the digital divide, the lack of budget allocated for these purposes, and the absence of specialists. The Magistrate points out that the CJF has worked on a series of tools that show gradual progress, some of which could lay the foundations for the future

adoption of AI in judicial bodies, in order to contribute to the continued administration of justice with more efficient and simpler

processes, and gradually promote the use of digital technology in all areas, to the point of using Artificial Intelligence to automate agreements and generate less complex resolutions, especially in mass cases that generally involve common determinations. However, these efforts have not yet resulted in the formal adoption of proprietary artificial intelligence systems.

As part of its policy to promote Digital Justice, the CJF has designed various technological tools that have made judicial work more efficient, namely:

A — In 2001, the Comprehensive Case Tracking System (SISE) was created, which allowed for the capture of electronic files and digital data reporting[1].

B — In 2004, relevant court rulings and public resolutions were systematized and published online.

C — In 2007, the adoption and use of mandatory electronic file capture and record-keeping systems for consultation was promoted.

D — In 2011, the management and administration of cases in federal courts was improved and the system was updated.

E — In 2013, in order to guarantee the authenticity, reliability, and legal validity of digital documents and streamline electronic procedures, the Electronic Signature of the Federal Judiciary (FIREL) and the Online Amparo Trial were created as a mechanism for the protection of human rights, in which an electronic file must be integrated.

F — In 2015, the Federal Judiciary's online services portal was created to enable individuals to file an amparo lawsuit or a criminal lawsuit under the oral system.

G — In March 2020, the search engine for specialized judgments of the adversarial criminal justice system (BSJPA) was created to make the public versions of the judgments issued by federal criminal justice centers available to all citizens.

1. Art. 174. El SISE es

H In May 2020, the Federal Judiciary's online services portal was revamped so that litigants can file and track all types of cases filed with the various courts.

I In June 2020, General Agreement 12/2020 was issued, regulating the integration of electronic files, which allows for the promotion of appeals, consultation and receipt of notifications, as well as the holding of hearings and appearances via videoconference.

J In July 2020, the FIREL app was launched, allowing anyone to process and obtain their electronic signature from their mobile device.

K In August 2020, the appointment system for attending court hearings was created.

L In October 2020, a new management system for labor courts (SIGE) began operating, designed to facilitate the monitoring of judicial proceedings and organized by area of responsibility for the various profiles of judicial personnel. Also in October 2020, the CJF's complaints and reports mailbox became operational. (CJF 2024, e-Book, e-justice in the Federal Judiciary Council, page 9).

The Federal Judiciary has made steady progress in the development and use of technology, and 2021 was a key year for the development of more advanced tools, some with elements of artificial intelligence. For example, in June of this year, the CJF Regulatory Consultation System was created, and in July, the General Directorate of Strategy and Digital Transformation was created, responsible for promoting the design, development, and implementation of the pillars that support the transformative vision of the jurisdictional bodies, as well as innovative processes to modernize judicial processes. In addition, the Digital Governance Committee was established to direct strategies and policies in this area. (CJF, 2024, page 10).

In August 2021, the Notification Monitoring System (SIMN) was implemented, which uses artificial intelligence to optimize routes, improve control mechanisms, and increase transparency. In October, the Relevant Sentences Platform was presented, and in November, the microsite of the New Federal Judiciary of Policies to Results was launched. By the end of the year, in December 2021, the electronic file view was developed, a tool that presents the information in the file as an open book. (CJF 2024, e-Book, e-justice in the Federal Judiciary Council, page 10).

In January 2022, the Automated Shift System (SIAT) was modernized, which, under the same artificial intelligence, optimizes and distributes the work of the courts. (CJF 2024, page 10).

In November 2022, the first online e-justice course was held for citizens, especially those who litigate before the Federal Judiciary, in collaboration with the Federal School of Judicial Training. In December of that year, the first national survey of the digital needs of public servants working in the Federal Judiciary was conducted, with the aim of identifying the main shortcomings and areas of opportunity in the digital sphere within the courts. (CJF 2024, page 11).

In general, the progress and technological development of the Federal Judiciary have focused mainly on improving the various judicial management systems. These include the SISE (for the TCC, TCA, and District Courts), the SIGE (for the Federal Labor Courts), and the Notification Monitoring System, "for recording the progress of amparo proceedings, trials, and appeals filed before them" (CJF, 2022).

Despite this progress, there are still developments in the design or experimental phase that integrate artificial intelligence systems designed specifically for the Federal Judiciary. Among these are SINDI, JulIA, and Sor Juana.

The Intelligent System in Labor Law (SINDI) was launched in July 2024, according to an interview with Daniel Álvarez Toledo, Coordinator of Advisors to the Presidency of the Judicial Council. SINDI uses Artificial Intelligence to assign routes to notifiers, record the reason for notifications, capture images, and automatically upload all this information to the electronic file. In addition, complementary initiatives are being developed, such as a Code of Ethics for the Use of Artificial Intelligence and a heuristic Artificial Intelligence program capable of extracting, analyzing, and summarizing information from legal documents.

On the other hand, the country's highest constitutional court is working on the transition to a digital justice model. Since 2022, the then General Unit for Legal Knowledge Management (now the General Directorate for Social Participation) has been promoting JulIA, a search platform based on artificial intelligence. This project, still in its pilot phase, is designed to bring legal issues closer to people without legal training, improving access to information.
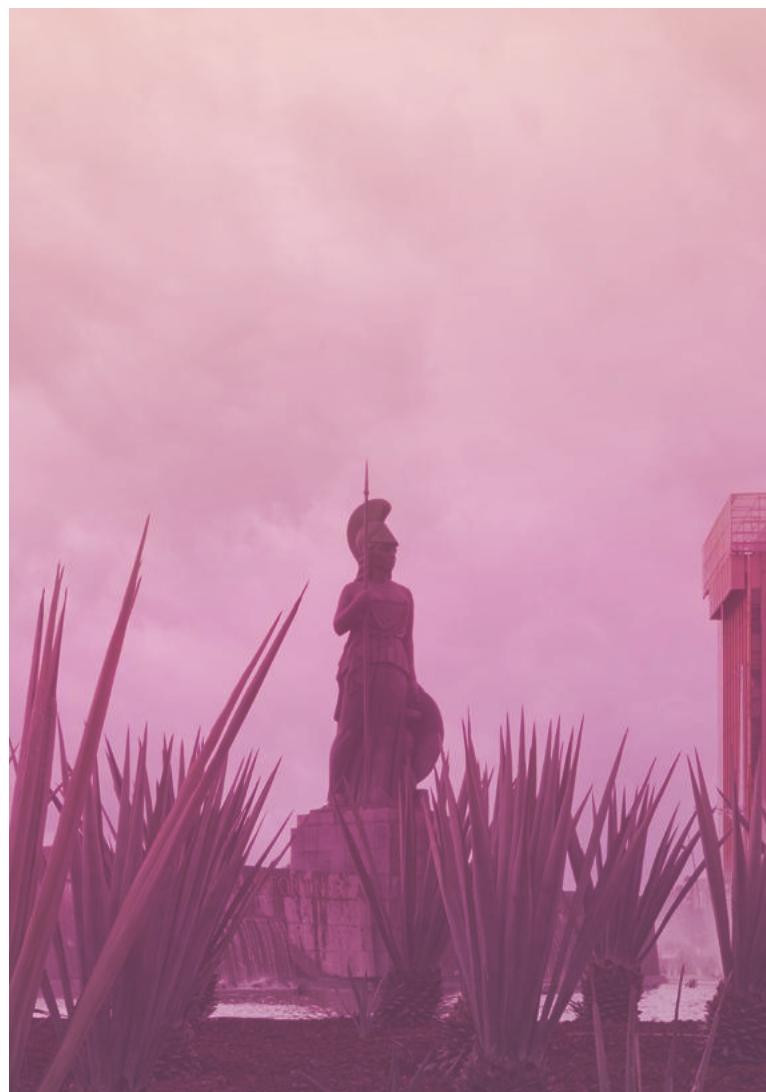
In June of this year, Minister Ana Margarita Ríos Farjat presented "Sor Juana," an artificial intelligence model that was built on the basis of third-party programming tools such as Streamlit, Google, and Pinecone. This system allows users to make general inquiries about rulings, request definitions of legal terms, and receive explanations about specific chapters of current laws. Its design prioritizes simple answers, reducing the use of technical terms, and allows citizens

to consult weekly on public draft rulings prepared by their committee that are in the process of being voted on. This initiative, which is still in an experimental phase, aims to facilitate the review, understanding, and socialization of the content of its rulings. The developers warn that it may generate unexpected or inaccurate results, including responses or data without verifiable facts (Mejía, 2024). However, according to a study by Rentería and Ordelin (2025), the Sor Juana chatbot has had a "high media impact" because it is the "first conversational artificial intelligence system on Supreme Court of Justice draft rulings," and "as of January 2025, it had processed 21,225

questions on a total of 75 rulings and had 7,428 unique untraceable users."

From all of the above, it can be concluded that there is still no comprehensive policy or strategy applicable to the entire Federal Judiciary (and even less so at the local level) in the area of Artificial Intelligence and Generative Artificial Intelligence, and we observe fragmentation within the Judiciary itself. However, this situation could change with the centralization of technology administration in the Judicial Administration Body, although the direction that the advances made so far by the Federal Judiciary Council will take is still uncertain.
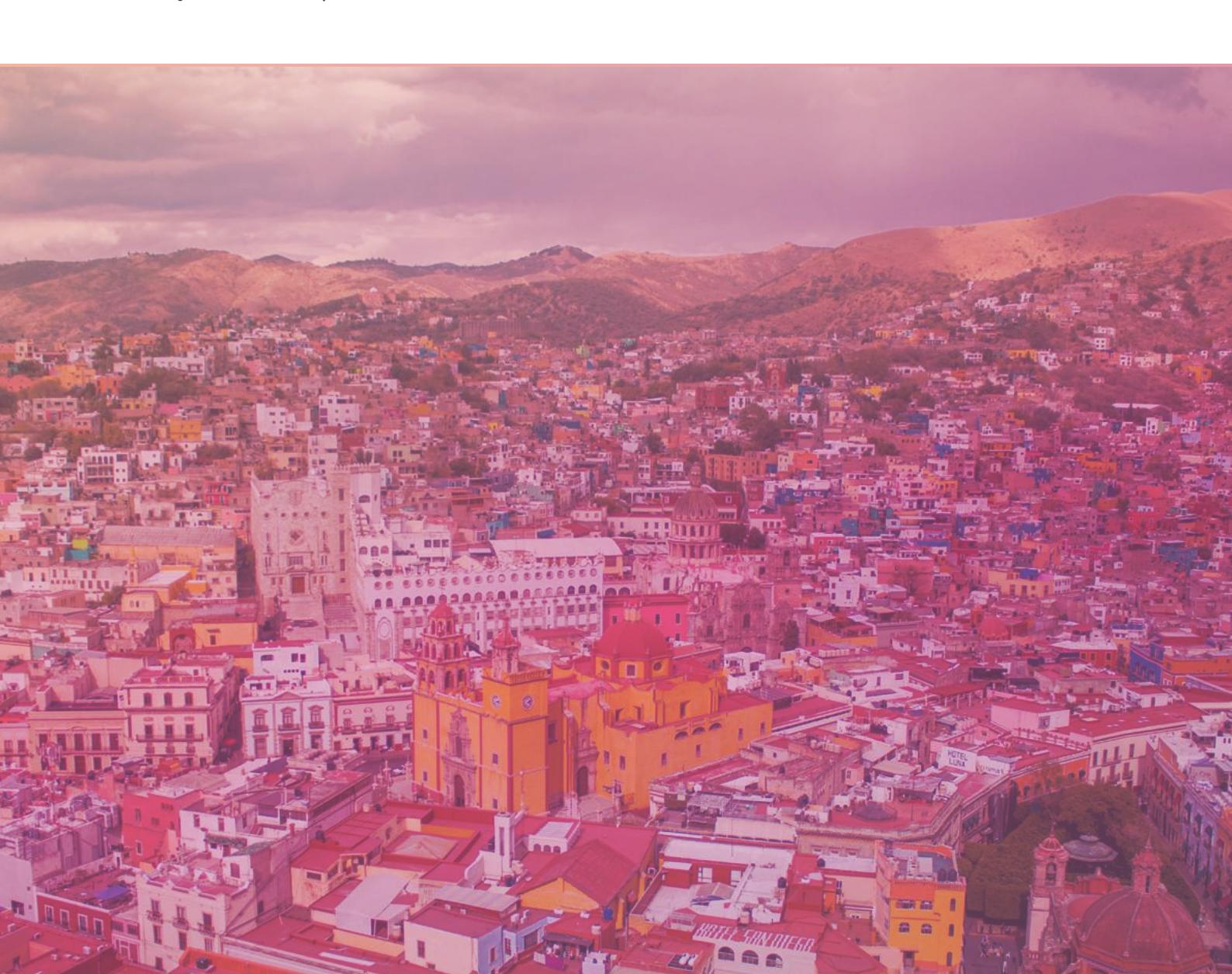
6. PERSPECTIVES FROM ACADEMIA

According to the testimony of Dr. Guillermo Tenorio Cueto, professor, member of the National System of Researchers, level 1, President of CITYAI and member of the Legal Advisory Council of the Mexican Academy of Communication, in an interview conducted on August 21, 2024, significant progress has been made in the use of information technologies in the Judiciary, such as the integration of electronic files, the use of the judicial bulletin, the electronic notification system, and the holding of online hearings, among others. However, Dr. Tenorio Cueto emphasizes that a major step still needs to be taken to use Artificial Intelligence. He notes the following challenges:

A Technological infrastructure issues (old computers or obsolete systems).

B Having an adequate network.

C Having a larger budget allocated.

D Provide training on the use of technologies and Artificial Intelligence.

Dr. Tenorio Cueto believes that judges and magistrates are still very much rooted in analog technology and still have only a rudimentary understanding of technology. He also points out that there is a current within the judiciary that fears that in the future, cases will be resolved by "robot" judges, replacing human judges. Dr. Tenorio Cueto is convinced that those who resist are unaware that Artificial Intelligence systems are efficient tools for resolving cases more quickly and that they allow organizational problems to be solved. There is a certain lack of awareness of the impact of digital technology on justice.

However, Dr. Tenorio Cueto points out that there is also a group of judges who support the use of Artificial Intelligence, despite not being digital natives. Within this group, he notes that there is a willingness to incorporate these issues and that they have learned to use the available tools, although their use is unofficial.

He is optimistic about the use of artificial intelligence, stating that it will learn and develop alongside human justice. In this regard, he points out that, according to theorists in the field, current artificial intelligence is comparable to the brain activity of a child between the ages of 8 and 10. However, given that its development is accelerating rapidly, quantum computing will likely speed up this process over the next five years, and in less than 10 years we will have justice operators resolving cases using artificial intelligence.

For his part, Víctor G. Carreón Rodríguez, Research Professor in the Public Administration Division at CIDE, mentioned in an interview on September 10, 2024, that it is essential to differentiate between two areas of application of artificial intelligence

with the aim of mitigating resistance within the judiciary. On the one hand, there are developments aimed at the administration of justice, whose objective is to streamline some (and, perhaps, in the near future, all) phases of the process in order to reduce excessive costs and workloads. On the other hand, there are developments designed to prepare and/or interpret documents that are inputs for final decision-making, which fall within the area of the administration of justice. It is the latter that generate the most fear, due to the perception of the risk of being replaced by an algorithm.

He also pointed out that regardless of whether the developments are intended to support administration or the administration of justice, five characteristics must be taken into account:

1. The models developed must be understandable to legal professionals and citizens interested in the subject.

2. Incorporate inclusion and diversity components into all developments, many of which are absent from the documents used to train these algorithms.

3. Include digitization as a cross-cutting strategy to achieve the potential offered by these AI developments.

4. Define the metadata structure that must be mandatory for the entire judicial system.

5. Establish uniform formats for those documents that are most susceptible to standardization.

Finally, he commented on how digitization strategies in the initial stages of processes generate efficiency gains. To this end, he shared some of the results he published in a recent study related to movements in federal

labor courts, showing that the federal entities that make the least use of electronic case filing are those with the greatest backlogs in concluding these cases (Chiapas and Durango), while those that make intensive use

of electronic means resolve more than 90% of cases within 60 days (Yucatán, Tamaulipas, and Nuevo León).

According to Dr. César Rentería, Senior Research Professor at the Center for Economic Research and Teaching, it is necessary to distinguish between two types of artificial intelligence: analytical and generative. Currently, the former is really generating value in the justice system, as it has been used to improve information search and classification systems, with a focus primarily on document management and operational issues. As a result, many of the risks highlighted in public debate, such as hallucinations in content generation, are not necessarily transferable to the use that is currently being made of it.

As for generative artificial intelligence, one of the findings that emerges from his research is the proliferation of chatbots in Mexico, compared to the way in which it has developed in other countries in Latin America and Europe. One possible explanation for its significant increase in our country is its link to the idea of "open government," where the implementation of these tools sends a message of more transparent, participatory, and collaborative public management. Another possible explanation for the growth of chatbots in Mexico is that this technology does not require too much reliable information and presents a low risk. Hence, in Dr. Rentería's opinion, the most immediate advances in the use of artificial intelligence in the public sector in general will follow this path.

Dr. Rentería also warns that within the public sector there is widespread ignorance about what artificial intelligence is and is not, which affects their ability to identify how it can generate value for the functions they perform. In fact, he points out that the main source of information on the subject comes from diverse sources such as hallway discussions and the media.

Finally, he points out that the main risks of artificial intelligence in the administration of justice can be summarized as explainability, transparency, and bias.
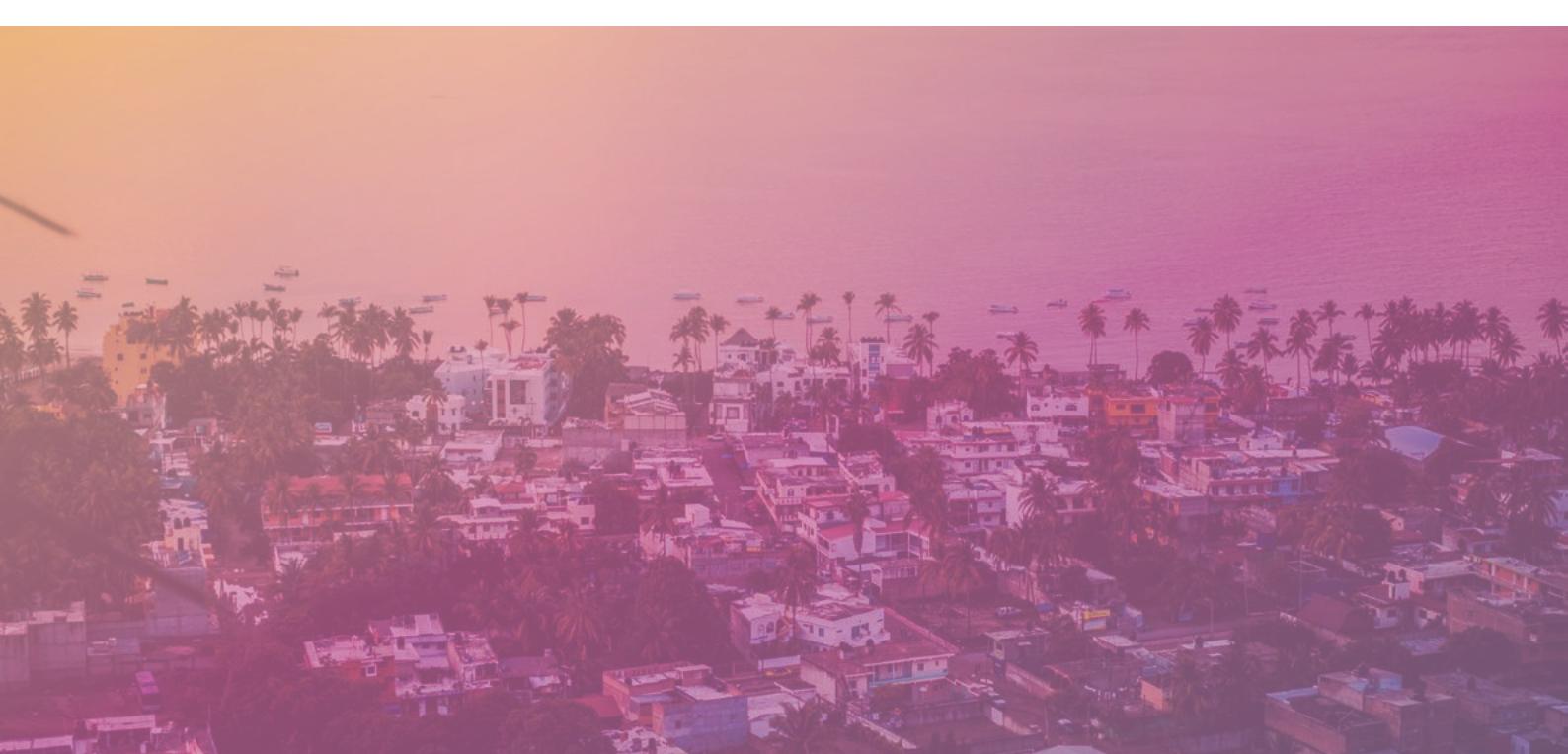
7. PERSPECTIVES OF JUDGES AND RELEVANT ACTORS IN JUSTICE DECISION-MAKING

According to the results of the questionnaire shared with officials in the Judiciary, the following information was obtained:

- Approximately 75% of those surveyed admitted to having very little or no practical experience with generative AI.

- Around 20% mentioned having interacted sporadically with generative artificial intelligence tools, such as ChatGPT, although without systematic integration into their daily work and with basic theoretical knowledge of generative AI (acquired through classes or informational materials).

- Only 6.25% of respondents said they were familiar with generative artificial intelligence tools such as ChatGPT, Copilot, Gemini, Grok, and other image and text generators.

On the subject of training, all respondents stated that they had not received formal institutional training related to the use of generative artificial intelligence. They only mentioned having taken a module in the Master's Degree in Judicial Management

related to the subject. In general, respondents indicated that they have not received training in generative artificial intelligence tools applied to law or the administration of justice.

In terms of experience with technological systems, 90% of respondents said that their experience is limited to the use of SISE control systems, particularly for data capture, systematic file consultation, and access to case law. Some participants reported that they use ChatGPT, under the 4.0 model, as support for the development of content that facilitates the interaction of public servants with the new system, such as informative capsules, guides for the use of the tools and functionalities that make up SISE 3.0, and infographics that summarize the steps to follow to perform certain actions in the application. 3.0, and infographics that summarize the steps to follow to perform certain actions in the application.

One of the most relevant findings is the general consensus on the legal community's lack of preparation for the effective integration of generative artificial intelligence into its processes and decision-making, as evidenced by experience with systems such as S.I.S.E. and IUS. Many relevant actors in judicial proceedings, including court staff and litigants, are still resistant to the use of technological tools that facilitate the consultation and integration of files, as well as a certain reluctance to update and train themselves in the use of new technologies. A deep-rooted preference for the use of physical forms and control books was identified. This resistance is also evident among litigants, only a very small percentage of whom use technologies such as electronic files or electronic notifications.

Despite interest in generative artificial intelligence, technical understanding of it remains limited. A significant proportion of judicial staff lack intermediate technological skills, which represents an obstacle to its adoption.

This gap is compounded by resistance to change and fear of potential job displacement of legal professionals by automated systems.

Respondents agreed that, although the justice system has made progress in implementing information technologies, such as online service portals and virtual assistants, it has not yet reached an adequate level of preparedness to incorporate artificial intelligence and, more notably, generative artificial intelligence. Factors such as the absence of a specific legal framework, the lack of a clear code of ethics, and insufficient technological infrastructure were identified as critical elements that must be addressed to facilitate this integration.
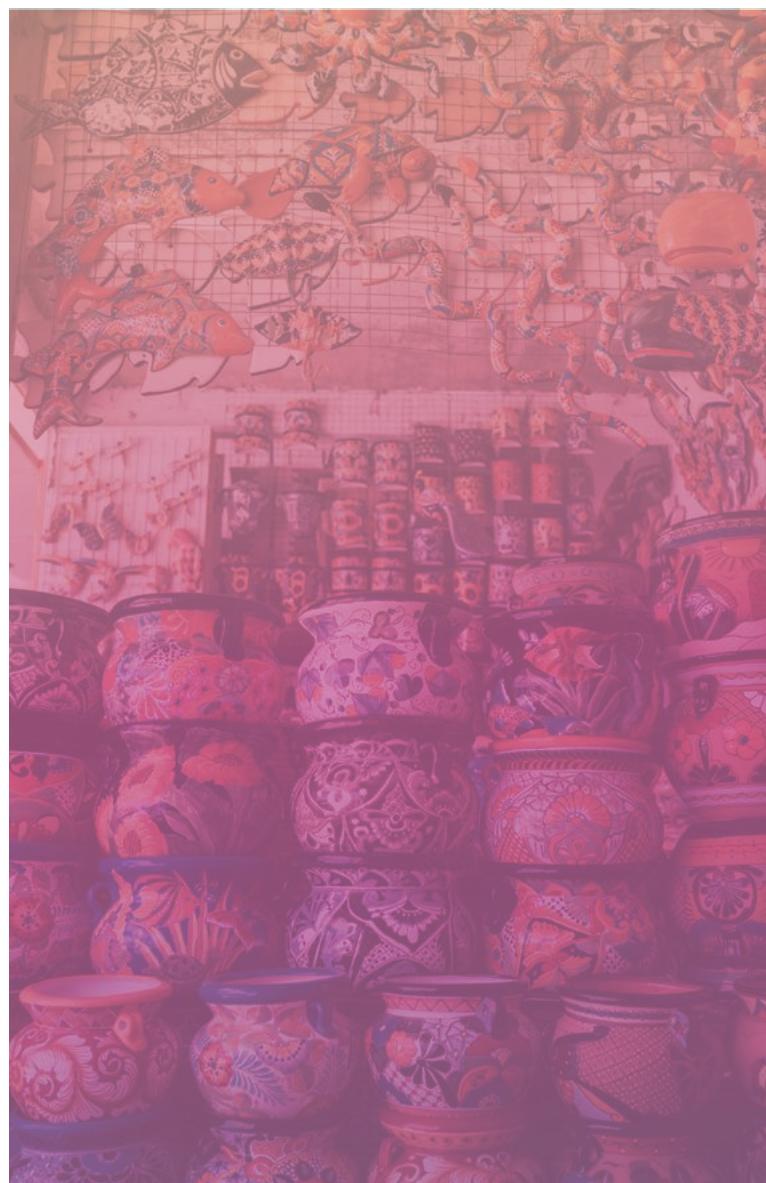
In summary, although there have been advances in the use of technology in the judicial sphere, the full adoption of generative artificial intelligence requires preconditions that enable it. Only 3% of respondents report having received training in information technology, and although some mention tools such as the SCJN's legal search engine (without adequately distinguishing between what is and what is not artificial intelligence), these still do not meet the requirements for effective integration of artificial intelligence into processes.

In the current context of justice, and according to the information gathered in the questionnaire, artificial intelligence is beginning to play a fundamental role in improving judicial processes. These technologies not only optimize access to legal information, but also facilitate the understanding and analysis of complex documents. Below are descriptions of some of the tools that, according to the interviews conducted, are being implemented in the judiciary, highlighting their specific functions and benefits.

1

Information and Electronic Services System (S.I.S.E.):

This system allows for the consultation and creation of electronic files, notable for its section that generates summaries of decisions, which facilitates access to relevant information for users.

2

Ask Sor Juana:

This tool from the Supreme Court of Justice of the Nation (SCJN) facilitates the consultation of final judgments. Through simple queries, it allows users to review and better understand the content of judgments, contributing to their dissemination.

It is designed to help users obtain information quickly and easily, using artificial intelligence to answer questions related to the legal field.

3

Copilot:

This tool is used to summarize what happened in hearings. It helps you take notes more efficiently, as you can follow a hearing and verify the information provided by the AI. It is also used to obtain summaries of judgments, which provides a broad perspective before reading the full documents.

4 **JulIA:**

his development by the SCJN allows for the location of legal information, such as theses, case law, and judgments. It is a valuable tool for lawyers and legal professionals seeking to access specific information quickly and efficiently.

5 **JusticIA:**

This emerging tool allows for the generation of summaries and analyses of judgments, helping users to understand and evaluate the content of legal documents more effectively.

6 **ATIS (Technological Assistant for Individualization of Sanctions):**

A system currently in the testing phase that helps calculate sentences with greater precision in criminal proceedings. It is not considered generative artificial intelligence per se, but it approximates the use of artificial intelligence.

These technologies represent a significant evolution in the way judicial matters are managed and processed, improving the efficiency and accessibility of legal information.

Regarding the perception of the use of artificial intelligence in the judicial system, two conflicting positions have been identified. On the one hand, many actors recognize its potential as a support tool that could optimize the administration of justice. Its benefits are evident: reduced case processing times, easy location of precedents, and document generation substantially increase the quality of judicial services. However, this position emphasizes the importance of implementing these technologies without violating human rights, serving as instruments that strengthen their protection.

On the other hand, there is a perception of mistrust and fear towards artificial intelligence, driven by a lack of information and uncertainty about its ethical and legal implications. In some cases, the low level of digital literacy among certain actors in the judicial system has made it difficult to understand the real scope and limitations of these technologies.

Despite these tensions, it is recognized that the positive experience with technological tools implemented during the pandemic, such as the FIREL electronic signature, has strengthened institutional confidence in the use of digital solutions.

With regard to possible applications in the judicial sphere, we found that respondents were clear about the benefits and uses of AI in the following areas:

Jurisdictional:

AI can facilitate the automated review of draft judgments, summaries, and analysis of jurisprudential criteria. It can also assist in hearings, controlling time and automating procedural acts, as well as granting provisional suspensions in an automated manner in urgent cases.

Administrative and management:

They recognize the optimization of processes and procedures for files, the generation of simple agreements, the verification of compliance with judgments, and the analysis of procedures related to transparency and oversight. In addition, they can be integrated with existing systems to organize promotions and workloads.

However, the respondents recognize that they need to have adequate conditions for its implementation. They consider that clear regulations and prior training are essential. They emphasize that the use of AI must be supervised by human operators to ensure the legality and ethics of the process. Some suggest limiting its use to operational tasks and not to substantive decisions.

District Judge Karla María Macías Lovera, head of the Ninth District Court in the State of Guanajuato, in an interview carried out on August 24, 2024, stated that she is aware that artificial intelligence is extremely useful and that its use has accelerated by leaps and bounds. However, she points out that to date there are no guidelines within the judiciary to regulate its use. She emphasizes the importance of developing a specific artificial intelligence system for the Federal Judiciary from its design and training phase for two fundamental reasons:

A To ensure the proper processing of personal data contained in the files (many of which are sensitive in nature).

B Avoid biases that could affect human rights.

Judge Macías considers it extremely important to issue the corresponding regulations, whether in the form of guidelines or agreements, to regulate the use of artificial intelligence in accordance with ethical criteria and respect for human rights.

She also shared that more than 1,500 bodies attached to the Federal Judiciary feed the database of the work platform, which contains information that, due to its content, is not processed or used for political purposes. In other words, she points out that

there is a certain waste of all the information available and that it would be necessary to systematize and use this information in the Judiciary's own databases so that it can be extracted and processed through algorithms.

One of the challenges identified by Judge Karla Macías is the lack of training for judges on artificial intelligence.

For his part, Circuit Judge Miguel Bonilla López, in an interview conducted on August 20, 2024, stated that at present, the Federal Judiciary does not have artificial intelligence tools. Judge Bonilla acknowledges that today there are significant technological efforts for judicial management, that is, to monitor the progress of proceedings, hold remote hearings, use electronic signatures, and electronic mailbox systems (which became relevant during the pandemic) that have allowed people to be notified online, as well as the existence of information search systems that he considers to be good.

Likewise, Judge Bonilla agrees with District Judge Karla María Macias Lovera on the importance of the exclusive use of technological tools by the Judiciary due to the sensitive nature of the information they handle.

As he states in the interview, Judge Bonilla envisions a future in which some jurisdictional matters, especially those involving certain standardized protocols (he cites the example of car accidents that are resolved almost immediately by insurance adjusters themselves) will be resolved using artificial intelligence systems.

As a fundamental point, Judge Bonilla questions whether decisions issued by an "electronic judge" could generate any kind of liability, if the use of artificial intelligence could lead us to the extreme of entrusting the defense of cases to electronic lawyers and electronic judges. In this regard, he points out that a fundamental part of the implementation of artificial intelligence is the need to consider mechanisms for resolving cases of erroneous decisions, far from justice, by electronic judges.
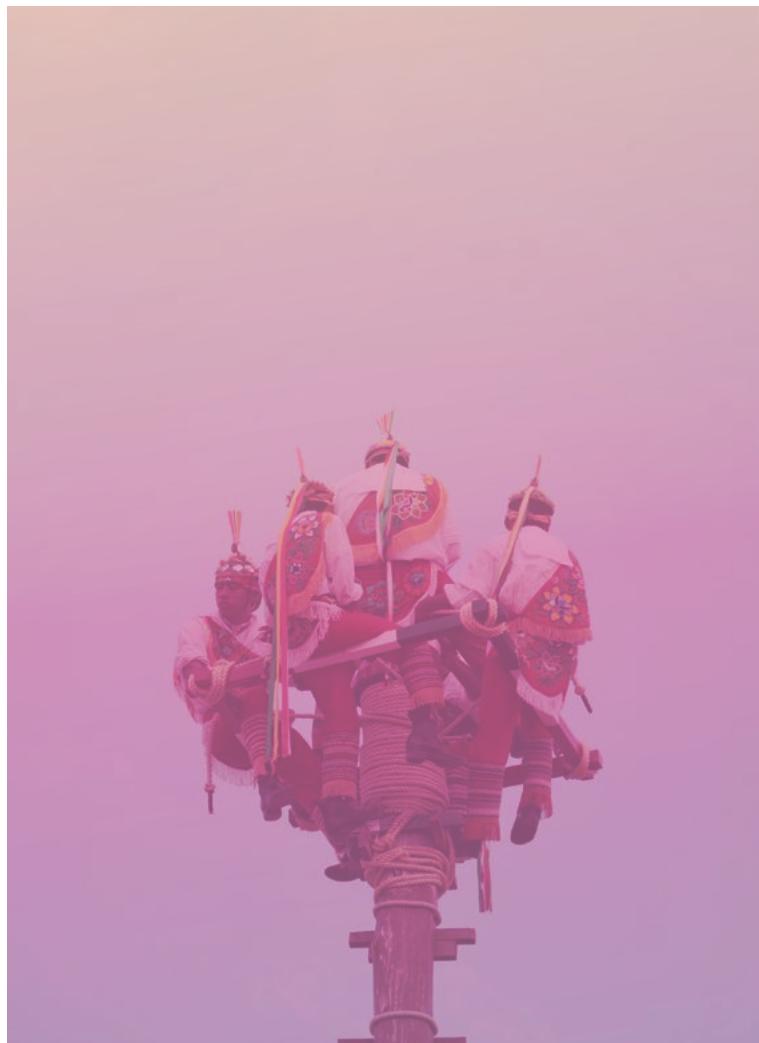
Regarding the use of generative artificial intelligence, Judge Bonilla states that it could be very useful for generating routine texts, non-substantive issues, administrative procedures, or purely procedural matters. In these cases, this artificial intelligence would make notifications, for example, more efficient. He also mentions as examples of the benefits of its use the achievement of more consistent criteria by the judges themselves in their decisions (i.e., that they resolve similar situations in the same way), the automation of agreements, and the adoption of less complex resolutions that resolve minor disputes that are generally subject to common determinations.

From a different perspective based on the question of the challenges in the use of artificial intelligence with regard to the judiciary, Alejandro David Avante Juárez, Electoral Magistrate of the Toluca Regional Chamber of the Federal Electoral Court, corresponding to the Fifth Plurinominal Constituency, stated in an interview conducted on September 5, 2024, shared that in recent electoral processes in Mexico, several electoral complaints have been received that have been prepared using artificial intelligence, without supervision or verification of content or arguments. In his view, this can be extremely dangerous and irresponsible, since complaints must be based on verifiable facts. If the accuracy of information generated by artificial Intelligence is not verified, there is a risk of spreading inaccurate data, misinterpretations, or distortions that could destabilize the democratic process and undermine public confidence in electoral institutions. Likewise, Judge Avante points out the need to carefully investigate information, verify it, and validate it by experts in the field and reliable sources before it is presented or published. Otherwise, there is a risk of manipulation or damage to the legitimacy of the electoral process.

In conclusion, AI in the judicial system is perceived in two ways: as a tool for improvement and, at the same time, as a generator of ethical and legal risks that must be addressed before its full integration. Overcoming these obstacles will depend on an institutional strategy focused on education, regulation, and transparency, as well as on guaranteeing respect for human rights at all levels of the judicial process.

8. CONCLUSIONS

Mexico has the strengths to be able to advance in the development and implementation of artificial intelligence systems to improve its public services, such as the implementation of networks using 5G technology, easily accessible literacy programs, and a solid regulatory framework for personal data protection. However, it still faces some structural problems that need to be solved for the adoption of artificial intelligence and generative artificial intelligence systems, such as the lack of Internet access for a significant part of the population and the lack of technological infrastructure in homes.

In addition, Mexico still lacks national policies or strategies that, on the one hand, involve the participation of government agencies, industry, civil society organizations, and academia and, on the other hand, establish certain guidelines or directives that allow for coordinated progress that respects human rights. Added to this is the lack of specific legislation on the matter.

Although various public sector actors (the Federal Executive Branch, the Legislative Branch, various autonomous constitutional bodies, and international organizations) have participated in efforts to date to create a National Digital Strategy, there has been no representation from the Federal Judicial Branch. Furthermore, the latter lacks its own unified and symmetrical strategy across its various bodies and areas of competence.

Progress in the adoption of information technologies within the Federal Judiciary has been constant and significant, especially in terms of judicial management, the completion of formalities, and the publicity of its decisions. However, there is fragmentation

in the development and use of artificial intelligence systems even within the Federal Judiciary itself and its various bodies and units.

In addition, the constitutional reform of the judiciary in September 2024, still in the process of implementation at both the federal and state levels, creates uncertainty about the profiles of judges and whether they will continue the progress made so far in the digitization and adoption of artificial intelligence systems.

On the other hand, according to interviews conducted and information searched for on the Internet, it appears that there are currently no training programs on artificial
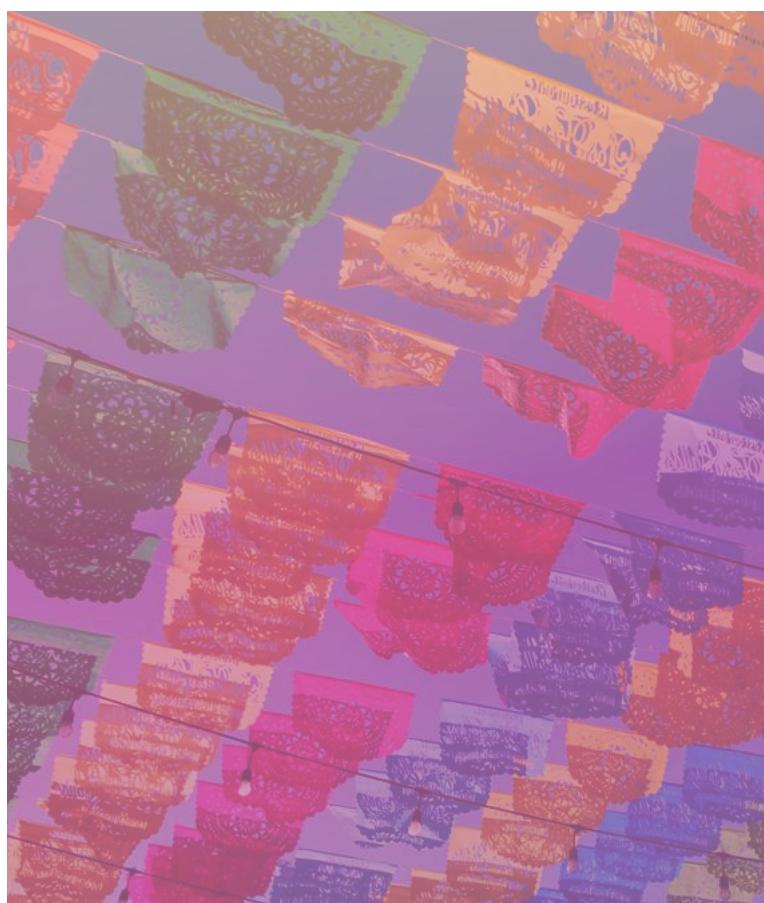
intelligence for the judiciary, which deepens its lack of knowledge and understanding. This is despite the fact that these tools, particularly generative artificial intelligence, are already being used "in-house" from external providers, which creates problems for the control and proper treatment of information and personal data, as well as the reliability and legal consistency of the input information and, therefore, the results obtained.

A recurring observation during the interviews was the mention of the lack of adequate funding and infrastructure for the adoption of artificial intelligence systems throughout the judiciary, and there are significant asymmetries in human, budgetary, and material resource capacities.
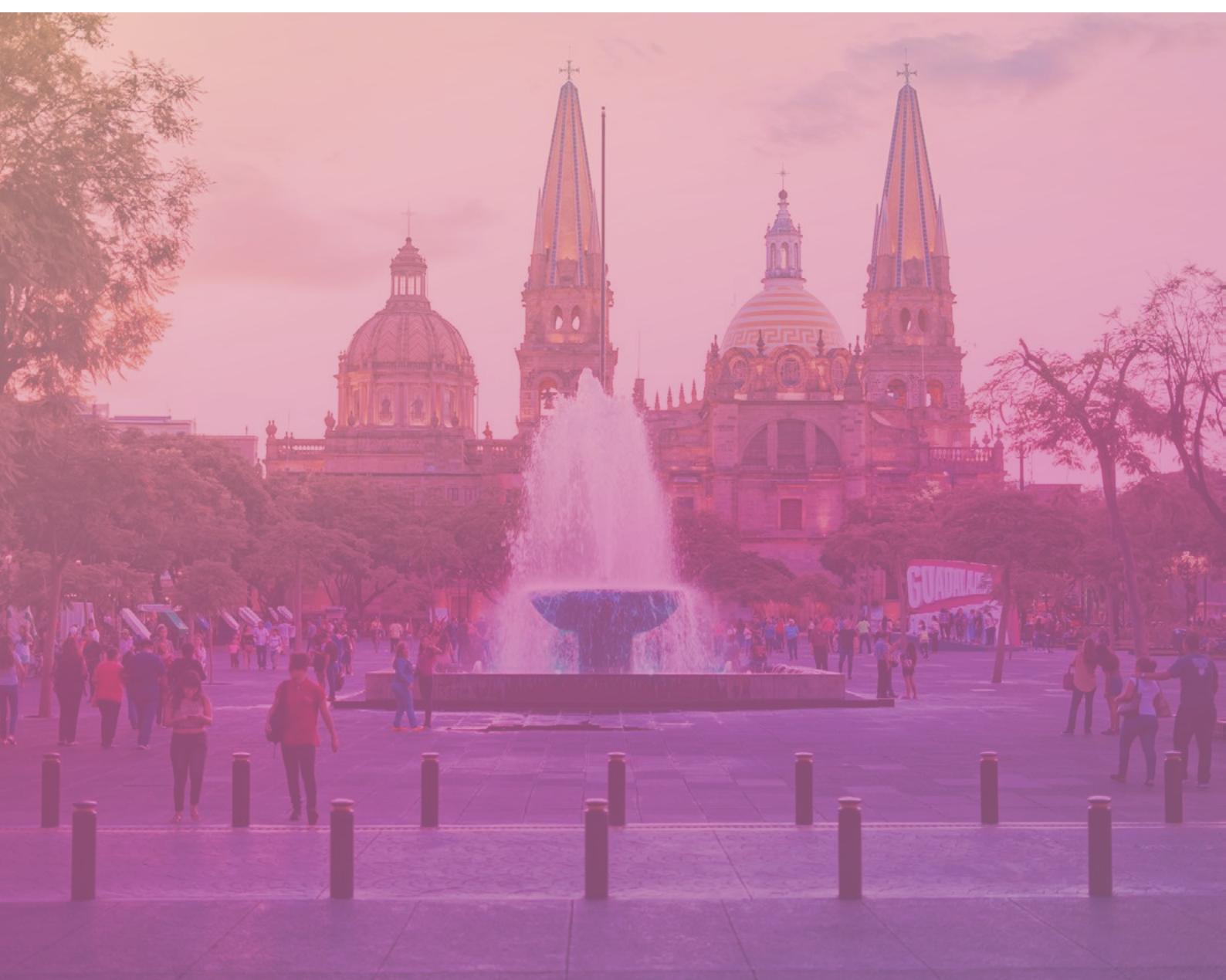
9. RECOMMENDATIONS

The following recommendations can be drawn from the above:

1 Leverage Mexico's strengths in terms of its regulatory and institutional framework to develop a national strategy that leads to the development and use of artificial intelligence from an ethical perspective and one that respects and guarantees fundamental freedoms and human rights.

2 Develop coherent and unified Digital Justice policies, strategies, and guidelines (including artificial intelligence) specific to the Federal Judiciary, without this being an obstacle to more active participation in the construction of the National Digital Strategy of all other relevant actors, under governance criteria.

3 Provide training courses on artificial intelligence and generative artificial intelligence for judicial officials and judges, which will, on the one hand, mitigate obstacles and resistance to its use in judicial management and, on the other, guide its use in an institutionalized manner and not under "in-house" criteria. Similarly, these training courses could be extended to the legal profession, as can be seen from the situation that has been developing in the field of electoral justice.

4 Design proprietary and unified artificial intelligence systems for the Federal Judiciary, based on the information it generates, in order to strengthen the reliability of input sources, confidentiality, and proper data processing, as well as respect for fundamental freedoms and human rights. This implies that the Judiciary continues to generate its own databases, in a systematic and updated manner, in order to carry out the design, development, training, and implementation of artificial intelligence systems.

5 Strengthen infrastructure and human, budgetary, and material resource capacities in an equitable manner across different federal jurisdictional levels (also with a view to considering capacity building at the local level) for the design, training, verification, and implementation of artificial intelligence. It is also suggested that adequate technological infrastructure and networks be put in place to carry out digitization campaigns, allowing information to be abstracted and a database to be generated that can be used in the future through artificial intelligence.

6 Establish regulatory mechanisms for accountability and conflict resolution with human intervention for cases in which the results obtained through artificial intelligence systems generate an impact, as well as mechanisms to promote the transparency and explainability of the systems, especially those aimed at individuals subject to legal proceedings.

7 Monitor the progress or setbacks that the reform of the judiciary will entail once it has been implemented at both the federal and local levels.

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