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This symbol conveys the testimonies of the inhabitants of Iztapalapa, collected during the field work carried out in 44 of the borough’s neighborhoods.
### Acronyms

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<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>APA</td>
<td>Animal Protection Associations</td>
</tr>
<tr>
<td>BGA</td>
<td>Basic Geostatistical Area</td>
</tr>
<tr>
<td>CEDA</td>
<td>Central Market “Central de Abasto” of Mexico City</td>
</tr>
<tr>
<td>CoE</td>
<td>Center of Excellence in Statistical Information on Government, Crime, Victimization and Justice</td>
</tr>
<tr>
<td>CC</td>
<td>Citizen Council for Security and Justice of Mexico City</td>
</tr>
<tr>
<td>CS</td>
<td>Command, Control, Computing, Communications and Citizen Contact Center of Mexico City</td>
</tr>
<tr>
<td>CANACO</td>
<td>Commerce Chamber of Mexico City</td>
</tr>
<tr>
<td>CANIRAC</td>
<td>National Chamber of Industry, Restaurants and Food</td>
</tr>
<tr>
<td>CDMX</td>
<td>Mexico City</td>
</tr>
<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination against Women</td>
</tr>
<tr>
<td>CIJ</td>
<td>Youth Integration Centers</td>
</tr>
<tr>
<td>CONAGUA</td>
<td>National Water Commission</td>
</tr>
<tr>
<td>CONALEP</td>
<td>National College of Professional Technical Education</td>
</tr>
<tr>
<td>CONEVAL</td>
<td>National Council for the Evaluation of Social Policies</td>
</tr>
<tr>
<td>COPARMEX</td>
<td>Mexican Republic Confederation of Employers</td>
</tr>
<tr>
<td>ENCIG</td>
<td>National Survey on Quality and Government Impact</td>
</tr>
<tr>
<td>ENOE</td>
<td>National Survey on Occupation and Employment</td>
</tr>
<tr>
<td>ENPOL</td>
<td>National Survey on Prison Population</td>
</tr>
<tr>
<td>ENSU</td>
<td>National Survey on Urban Public Security</td>
</tr>
<tr>
<td>ENVIPE</td>
<td>National Survey on Victimization and Perception of Public Security</td>
</tr>
<tr>
<td>FGJ CDMX</td>
<td>Mexico City General Prosecutor’s Office</td>
</tr>
<tr>
<td>GN</td>
<td>National Guard</td>
</tr>
<tr>
<td>INEGI</td>
<td>National Institute of Statistics and Geography</td>
</tr>
<tr>
<td>INVEA</td>
<td>Administrative Verification Institute</td>
</tr>
<tr>
<td>Abbreviation</td>
<td>Full Name</td>
</tr>
<tr>
<td>--------------</td>
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</tr>
<tr>
<td>INVI</td>
<td>Mexico City Housing Institute</td>
</tr>
<tr>
<td>OHCHR</td>
<td>Office of the United Nations High Commissioner for Human Rights</td>
</tr>
<tr>
<td>OAE</td>
<td>Organization of American States</td>
</tr>
<tr>
<td>PA CDMX</td>
<td>Mexico City Auxiliary Police</td>
</tr>
<tr>
<td>PDI</td>
<td>Investigation Police</td>
</tr>
<tr>
<td>PROFEPA</td>
<td>Federal Prosecutor’s Office on Environmental Protection</td>
</tr>
<tr>
<td>SACMEX</td>
<td>Water System of Mexico City</td>
</tr>
<tr>
<td>SEDEMA</td>
<td>Mexico City Ministry of Environment</td>
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<td>SEMOVI</td>
<td>Mexico City Ministry of Mobility</td>
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<tr>
<td>SEP</td>
<td>Ministry of Education</td>
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<tr>
<td>SEPI</td>
<td>Ministry of Indigenous Communities</td>
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<tr>
<td>SESNSP</td>
<td>Executive Secretariat of the National System of Public Security</td>
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<tr>
<td>SDG</td>
<td>Sustainable Development Goals</td>
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<tr>
<td>SSC CDMX</td>
<td>Mexico City Ministry of Citizen Security</td>
</tr>
<tr>
<td>UN</td>
<td>United Nations</td>
</tr>
<tr>
<td>UAM-I</td>
<td>Metropolitan Autonomous University in Iztapalapa</td>
</tr>
<tr>
<td>UNAM</td>
<td>National Autonomous University of Mexico</td>
</tr>
<tr>
<td>UEPD</td>
<td>Special Unit for Crime Prevention</td>
</tr>
<tr>
<td>UNDESA</td>
<td>United Nations Department of Economic and Social Affairs</td>
</tr>
<tr>
<td>UNDSS</td>
<td>United Nations Department of Safety and Security</td>
</tr>
<tr>
<td>UNODC</td>
<td>United Nations Office on Drugs and Crime</td>
</tr>
<tr>
<td>USGA</td>
<td>Urban Safety Governance Assessment</td>
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</table>
The 2030 Agenda for Sustainable Development acknowledges that "there cannot be sustainable development without peace, and there is no peace without sustainable development". Thus, it is imperative to promote sustainability and the development of good governance to address insecurity, violence and corruption. Through the Urban Safety Governance Assessments (USGA), UNODC promotes actions to achieve the goals established in the SDG 3 Good Health and Well-Being, 5 Gender Equality, 11 Sustainable Cities and Communities and 16 Peace, Justice and Strong Institutions, in close coordination with local governments.

Conflicts, insecurity, weak institutions and limited access to justice continue to pose a serious threat to sustainable development\(^1\). The implementation of an Urban Safety Governance Assessment (USGA) enables the understanding of local risk factors and their interaction with external flows that give rise to security challenges, seeking to re-establish legitimate governance and promote healthy, safe, inclusive and resilient cities.

In the context of the COVID-19 pandemic, new social dynamics adopted to prevent the spread of the virus have caused new challenges to understand crime patterns, which require close collaboration with different sectors from society. This represents an unprecedented challenge for governance at the global, national and local levels, so today more than ever it is necessary to join forces in order to leave no one behind.

Kristian Hölge

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Introduction

The Urban Safety Governance Assessment (USGA) is a useful tool for authorities in the implementation of inclusive and participatory decision-making. This participatory approach enables authorities to diagnose social impairments, as well as understanding the dynamics of violence and crime from a holistic perspective, strengthening the interlinkages, communication and shared responsibility with government, other institutions, civil society, academia, businesspeople, and society. The aim is to develop evidence-based policies at the local level that prevent the infiltration of activities linked to transnational organized crime, for example, trafficking in drugs, weapons, or other illicit goods².

The Urban Safety Governance Assessment (USGA) is part of a global initiative promoted and funded by the United Nations Department of Economic and Social Affairs (UNDESA) and implemented by the United Nations Office on Drugs and Crime (UNODC). It is conducted simultaneously in four regions around the world³:

- St. Michael and Christ Church (Barbados)
- Mathare in Nairobi (Kenya)
- Iztapalapa in Mexico City (Mexico)
- Tashkent (Uzbekistan)

The methodology of the assessment is integrated by four stages (see methodological annex):

1. Planning
2. Data collection and analysis
3. Presentation and validation of the results
4. Strategies and public policies

The period analyzed for this assessment covers statistics from 2015 to 2019 and from 2020 for COVID-19. Quantitative information was complemented with qualitative information collected during the first quarter of 2020. The results were obtained using mixed methods: quantitative (statistical and geographical analysis) and qualitative (focus groups, exploratory marches, interviews and social mapping). For the analysis made on problematic alcohol and drug use, information from the National Survey on Addictions (ECODAT) 2016-2017, was used, as well as information from the National Survey on Urban Public Security (ENSU) to understand these phenomena at the local level and in Mexico City during 2020. Additionally, a risk analysis was

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³ The selection of the cities was defined by each country. In the case of Mexico, Iztapalapa was selected because it is the most populated territory in Mexico City, and its inhabitants are predominantly youth. Iztapalapa has a particular economic activity as well as a great sense of identity and belonging among its inhabitants.
conducted to identify the level of risk in 44 neighborhoods in Iztapalapa based on its threats, vulnerabilities, and capacities. Also, a strength, weakness, opportunity and threat (SWOT) analysis was conducted in order to identify the Mayor’s Office areas of opportunity regarding good governance.

Due to the COVID-19 pandemic, the methodology was modified in response to the sanitary measures\(^4\) established by the Federal Government. The collection of qualitative information was carried out remotely using digital platforms. Street view was also used to identify the capacities of the analyzed neighborhoods.

This document has three sections:

- The first one provides an overview of the borough using information of its geographic, socio-demographic, economic, cultural and political context. It also maps the main actors involved in the decision-making regarding public security and justice in the territory, as well as the actions executed in collaboration with subnational institutions.
- The second section presents Iztapalapa’s main challenges. It analyses the manifestations of violence and crime, organized crime, as well as problematic alcohol consumption and drug use. It also describes the main urban-environmental challenges identified in the Mayoralty’s territory and presents the results of a risk analysis made from a sample of 44 neighborhoods in Iztapalapa.
- The third section presents a brief analysis of the institutional capacities of the Mayor’s Office according to the principles of good governance.

Lastly, conclusions are presented, taking up the main findings and future challenges for strengthening governance in Iztapalapa.

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\(^4\) These measures included lockdown, i.e., closure of cultural and social activities, home office, recommended use of mask in public spaces, frequent handwashing, use of antibacterial gel, as well as distance-keeping of 1.5 meters between people in public spaces.
Executive summary

Iztapalapa is characterized by being the most populated borough in Mexico City, as well as the one with the youngest population given that the average age of its inhabitants is 31 years old. There are social impairments that limit Iztapalapa’s sustainable development, such as poverty, precarious schooling, and lack or regular access to essential services. Its economic activity is concentrated in trade and services. More than half of the employed population receives an income equivalent to more than two minimum wages (10 USD approximately).

The Mayor’s Office has an organizational structure divided into 7 General Offices, 3 Executive Offices and 13 Territorial Directorates responsible for promoting its institutional, social and economic development. It is internal coordination mechanisms, such as the security cabinets (public security, academic institutions, business and hospital sectors), which serve as participatory mechanisms to address the population’s concerns on different topics. As for public security and justice, the Mayor’s Office works with all three levels of government (national level, subnational level and local level) to fight and prevent crime.

Crime dynamics persist in Iztapalapa, limiting its sustainable development (SDG 16). Between 2015 and 2020, reports on domestic violence increased by 47.5%, while reported crimes on sexual assault (141%) and rape (94%) doubled (SDG 5). In the same period of time, reported crimes on robbery in all its modalities decreased by 7%.

Based on this assessment, it was found that the most frequently reported crimes in Iztapalapa registered a decrease between 2015 and 2020, specially robbery to the person in a public location (18%) and robbery of vehicle (19%). In the case of burglary of business property an increased is observed in the number of reported crimes (11%). These three modalities of robbery represent 56% of the total reported crimes. As for organized crime, drugs and arms trafficking represent external threats to Iztapalapa. The main mechanisms of control used by organized criminal groups are fear and coercion.

Iztapalapa presents high levels of alcohol consumption and drug use (SDG 3), mainly affecting young people, which is a risk factor for engaging in criminal activity. The onset of drug use usually occurs between the ages of 12 and 18, with marijuana, inhalants and crack being the main drugs used.

The mayoralty’s territory also has acute urban and environmental problems, such as deteriorating and deficient urban structure, poor provision of essential services, and health problems caused by environmental neglect (SDG 11). Only a quarter of the neighborhoods in Iztapalapa have 24-hour water service. There is a problem of garbage concentration and dog feces on public roads; at the same time, the deterioration of urban infrastructure requires immediate attention given the population density.
Regarding the Mayor’s Office capacities, there are key aspects to achieve good governance. One of them is the adoption of standard operation procedures and protocols in all programs, mainly those related to crime prevention and security. On the other hand, it is important to establish a methodology for the monitoring and evaluating of all actions. This will ensure accountability and transparency in budget expenditure, activities and results obtained through its implementation.

Risk factors associated with structural inequalities, lack of employment opportunities, early drug use, domestic violence, and violence against women, criminal behaviors, as well as external flows linked to illicit global markets exacerbate the context of insecurity.

In this regard, the adoption of early crime prevention strategies focused on cognitive behavioral therapy, socioemotional skills development and positive parenting, complemented with employment initiatives and projects targeting the youth population would have a positive impact in the human development of individuals. In addition, the adoption of an effective public security strategy that includes the execution and coordination of actions to prevent, investigate, prosecute, punish crime, and promote social reinsertion, is strongly needed.
Urban Safety Governance Assessment Approach

Cities have undergone accelerated urban development largely due to the economic and social growth. By 2050, nearly two-thirds of the world's population are expected to live in urban spaces, challenging governments worldwide\(^5\).

Acknowledging this situation, UNODC generated strategies and actions focused on conflict reduction that promote rule of law, human rights, inclusion, safety and good governance, which are the basis for people's well-being and sustainable development.

The governance approach is closely related to the Doha Declaration approved at the 13th United Nations Congress on Crime Prevention and Criminal Justice, in 2015. It was adopted as a measure to promote crime prevention and public security for cities through the participation of communities at the local level\(^6\).

Governance is understood as all the political structures and processes of the State through which decisions are made and implemented, promoting the understanding of local challenges. It is also the foundation for balancing participatory processes of management and administration that allow shared responsibility between governments, public and private institutions, civil society, and citizens. The purpose of governance is to be consensus-oriented, responsible, transparent, responsive, effective, efficient, equitable, inclusive, and respectful of the rule of law\(^7\).

Governance coordination processes generate a horizontal sense of direction of the means and resources needed to achieve the ends set out in matters of collective interest. Transparent and professional governments are needed, with technical skills, equipped with information that gives rise to a plurality of voices and their participation in decision-making\(^8\).

The absence of these characteristics limits the effectiveness of governance and makes it difficult to identify those formal and informal actors involved in both decision-making and its


\(^8\) Ibid.
implementation⁹. **Good governance** is also linked to prevention and fight against corruption. It has eight principles¹⁰.

**Figure 1. Principles of good governance**

![Principles of good governance](image)

Source: Own elaboration.

Governance thus strengthens law enforcement institutions and improves coordination between local government policies and practices to effectively tackle the risks and threats posed by multi-causal phenomena such as crime, violence, corruption, consumption of substances harmful to health and illicit financial flows¹¹.

**Urban Safety Governance Assessment**

This assessment is a tool that aims to understand the risk factors associated with violence and crime and the interaction they have with external illicit flows that give rise to insecurity challenges. It includes a series of factors related to the prevention, treatment and care of various problems that starts with acknowledging the complex interaction of risk factors at the local, national, and global levels.

Since 2016, UNODC, in-line with the New Urban Agenda (NUA)¹² has applied a theoretical, critical, and methodological route that emphasizes the **Urban Safety Governance Approach** as a strategic vision to achieve good governance and public security. This approach begins with a deep understanding of risk factors and both internal and external threats that condition antisocial behaviors, local crime dynamics and limit resilience¹³.

In order to guarantee the **Urban Safety Governance Approach**, priority areas of intervention in terms of public security must be identified, as well as the capabilities that institutions, at the local level, have in order to integrate different social actors in the implementation of public policies and strategies¹⁴. An urban context encompasses the physical space, as well as educational,

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¹¹ Ibid.


environmental and health development structures necessary for the integration of gender and inclusion issues\textsuperscript{15}.

The \textbf{Urban Safety Governance Assessment} was carried out simultaneously in four regions around the world: St. Michael and Christ Church (Barbados), Mathare in Nairobi (Kenya), Iztapalapa in Mexico City (Mexico), and Tashkent in Uzbekistan\textsuperscript{16}. The implementation is carried out in 4 stages\textsuperscript{17}:

1. Planning
2. Data collection and analysis
3. Presentation and validation of results
4. Strategies and public policies

An evaluation process under this approach in a defined geographical area allows for a deep understanding of the challenges that exist between government and citizens through a wide range of interactions, allowing the identification of priorities and most appropriate public policies on which the technical assistance and institutional strengthening actions will focus on specific to the problems at the urban level\textsuperscript{18}.

\textbf{The 2030 Agenda for Sustainable Development}

At the national level, compliance with the Sustainable Development Agenda has been promoted under different strategies and practices that promote awareness actions for sustainability and contribute to achieving and periodically\textsuperscript{19} monitoring the Sustainable Development Goals (SDG)\textsuperscript{20}.

These goals consider actions that contribute to improving people’s quality of life. This action plan focuses on 17 interconnected Goals\textsuperscript{21} in different areas such as poverty, health, education, environment, gender equality, decent work, reduction of violence, crime, and strengthening of solid institutions and alliances to achieve their goals. Mexico City created a \textit{Council to follow-up}

\textsuperscript{15} Ibid.
\textsuperscript{17} See methodological annex.
\textsuperscript{20} INEGI (2019). Information System on Sustainable Development Goals. Mexico, Agenda 2030. Available at: \url{http://agenda2030.mx/#/home}
the 2030 Agenda for Sustainable Development\textsuperscript{22} in order to monitor the actions that allow the execution of integral strategies that promote the achievement of the SDG’s at the local level\textsuperscript{23}.

Five SDG are paramount to the Urban Safety Governance Assessment (USGA) in Iztapalapa:

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{main_sdg.png}
\caption{Main SDGs for this Governance Assessment (USGA)}
\end{figure}

\begin{enumerate}
\item Ensure healthy lives and promote well-being for all at all ages.
\item Achieve gender equality and empower all women and girls.
\item Make cities and human settlements inclusive, safe, resilient and sustainable.
\item Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.
\item Strengthen the means of implementation and revitalize the global partnership for sustainable development
\end{enumerate}

\textbf{Source:} Own elaboration.

**SDG 3** aims to strengthen the prevention and treatment of consumption of substances harmful to health, including drug and problematic alcohol consumption (Target 3.5), as well as to reduce by half the number of deaths and injuries caused by road traffic accidents worldwide (Target 3.6), among others.

**SDG 5** seeks to eliminate all forms of violence against women and girls in the public and private spheres (Target 5.2) to ensure the full and effective participation of women, equal opportunity and leadership at all levels (Target 5.5), and to adopt and strengthen sound policies and enforceable laws to promote gender equality as well as the empowerment of all women and girls at all levels (Target 5c), among others.

**SDG 11** promotes access for all to adequate, safe and affordable housing and basic services, the improvement of slums (Target 11.1), as well as providing universal access to safe, inclusive and accessible green and public spaces, particularly for women and children, the elderly and persons with disabilities (Target 11.7), among others.

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\textsuperscript{22} Mexico City Government (2018). Council for the monitoring of the Sustainable Development Agenda 2030 in Mexico City. Available at: https://evalua.cdmx.gob.mx/storage/app/media/Archivos/Seminario%202018%20sistema%20bienestar%20social/23/Agenda%202030.pdf
\textsuperscript{23} National Council for the Evaluation of Social Policy (EVALUA CDMX) (2019). Available at: https://www.evalua.cdmx.gob.mx/entidad/acerca-de
**SDG 16** is also aligned with this assessment as its main goals are to significantly reduce all forms of violence and related mortality rates (Target 16.1), in addition to promoting the rule of law at the national and international levels by ensuring equal access to justice for all (Target 16.3), significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime (16.4), significantly reducing corruption and bribery in all its forms (Target 16.5) and building effective and transparent institutions that are accountable (Target 16.6), among others.

Finally, **SDG 17** respect each country’s policy space and leadership to establish and implement policies for poverty eradication and sustainable development (Target 17.15). It also, encourages and promotes effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships (Target 17.17), among others.

These objectives and goals contribute to good governance in cities, and this Urban Safety Governance Assessment takes a cross-cutting approach to gender and human rights, as well as an intersectionality approach that identifies the multiple barriers generated by exclusion that affect the full enjoyment of rights by the most vulnerable people\(^2\).

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# 1. Urban and institutional context

## Highlights

<table>
<thead>
<tr>
<th>Number</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Iztapalapa represents 7.6% of Mexico City’s territory.</td>
</tr>
<tr>
<td>2.</td>
<td>Iztapalapa is Mexico City’s most populated territory, with 1,835,486 inhabitants. This is a fifth of Mexico City’s population.</td>
</tr>
<tr>
<td>3.</td>
<td>51.6% of Iztapalapa’s inhabitants are women and 48.4% are men.</td>
</tr>
<tr>
<td>4.</td>
<td>32.2% of inhabitants are between 15 and 34 years old.</td>
</tr>
<tr>
<td>5.</td>
<td>35% of inhabitants live in poverty.</td>
</tr>
<tr>
<td>6.</td>
<td>22% of inhabitants have higher education.</td>
</tr>
<tr>
<td>7.</td>
<td>There are 15,809 inhabitants per km² in Iztapalapa. Mexico City’s average is 6,202 inhabitants per km².</td>
</tr>
<tr>
<td>8.</td>
<td>45% of Iztapalapa’s economic activity is focused on trade and services.</td>
</tr>
<tr>
<td>9.</td>
<td>0.25% of Iztapalapa’s inhabitants do not have access to water in their households.</td>
</tr>
<tr>
<td>10.</td>
<td>69% of the inhabitants are unsatisfied with water services.</td>
</tr>
<tr>
<td>11.</td>
<td>24% of Iztapalapa’s inhabitants do not have access to public health services.</td>
</tr>
</tbody>
</table>
## Highlights

<table>
<thead>
<tr>
<th>Iztapalapa concentrates 11% of the traditional towns and 19% of the indigenous neighbourhoods in Mexico City.</th>
</tr>
</thead>
<tbody>
<tr>
<td>22.9% of Iztapalapa’s population identifies as indigenous.</td>
</tr>
<tr>
<td>75.4% of Iztapalapa’s population is catholic.</td>
</tr>
<tr>
<td>The Mayor's Office of Iztapalapa has a staff of 12,178 people, of which 6% are on service contracts and 94% are on fixed-term contracts.</td>
</tr>
<tr>
<td>The Mayor's Office of Iztapalapa hired 1,020 elements of the Auxiliary Police.</td>
</tr>
<tr>
<td>Between 2016 and 2019, police interventions conducted by the Ministry of Public Security in Iztapalapa decreased by 35%.</td>
</tr>
<tr>
<td>Five out of ten prisons in Mexico City are located in Iztapalapa.</td>
</tr>
<tr>
<td>The Mayor's Office of Iztapalapa has 5 crime prevention programmes.</td>
</tr>
<tr>
<td>Iztapalapa has a Special Unit on Crime Prevention, conformed by police officers who deliver talks and perform plays in order to contribute to crime prevention.</td>
</tr>
</tbody>
</table>
1.1. Geographic context

Iztapalapa is one of the 16 boroughs that comprise Mexico City. It is the fourth largest borough, covering 116 km² and divided into 293 neighborhoods. It is located at the east of the city in what was previously the Lake of Texcoco\(^{25}\), thus it is prone to flooding due to its low altitude. The soil is made up of clay deposits, separated by sandy layers and superficial covers formed by alluvial soils\(^{26}\).

Map 1. Boundaries, main elevations and territorial division of Iztapalapa

1.2. Sociodemographic and socioeconomic profile

Iztapalapa is the most populated borough (1,835,486 people\(^{27}\)), concentrating a fifth of all the city’s population. It has a young population with 32% of its residents aged between 15 and 34

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years old\textsuperscript{28}. However, in 50 years’ time this scenario will likely change and 50% of its population will be older adults\textsuperscript{29}.

\textbf{32\%} of Iztapalapa’s population is between 15 and 34 years old.

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{population_distribution.png}
\caption{Population distribution by sex and age in Iztapalapa}
\end{figure}

Iztapalapa faces challenges that restrain its sustainable development such as social impairments like the educational gap, lack of access to public health services, poor housing quality and limited access to other essential services\textsuperscript{30}. According to the National Council for the Evaluation of Social Development Policy in Mexico (CONEVAL), 35\% of Iztapalapa’s inhabitants live in poverty\textsuperscript{31}.

\textbf{35\%} of Iztapalapa’s population live in poverty.

\textsuperscript{28} Ibid. The average age of Iztapalapa’s population is 31 years old, two years less than the average age of Mexico City’s population.

\textsuperscript{29} In 50 years, it is expected that 48\% of Iztapalapa’s population will have between 60 and 89 years old, of which 25\% will be women (44,963). INEGI (2015). Intercensal Survey. Available at: https://www.inegi.org.mx/programas/intercensal/2015/

\textsuperscript{30} According to CONEVAL (2015), these are the six social deficiencies. Available at: https://www.coneval.gob.mx/coordinacion/entidades/DistritoFederal/Paginas/carencias-sociales20102015.aspx

\textsuperscript{31} Iztapalapa is the fourth borough in Mexico City with the highest poverty level (35\%), only after Milpa Alta (49.2\%), Xochimilco (40.5\%) and Tlahuac (39.2\%). CONEVAL (2015). Poverty levels by boroughs. Available at: https://www.coneval.gob.mx/coordinacion/entidades/DistritoFederal/Paginas/pobreza_municipal2015.aspx
As for the educational gap, 10 years is the average number of school years in Iztapalapa\textsuperscript{32}, with only 22% reaching higher education\textsuperscript{33}. Public health affiliation is a challenge, as 24% of Iztapalapa’s residents do not have access to this service\textsuperscript{34}.

\textbf{22\%} of Iztapalapa’s residents have higher education.

\textbf{Figure 3. Challenges in terms of poverty, education and public health access}

\begin{itemize}
  \item Reduce poverty levels
  \item Improve educational coverage of high school education and university level
  \item Improve access to public health
\end{itemize}

Source: Own elaboration.

Iztapalapa has a high population density, concentrating 15,809 people per km\textsuperscript{2} while Mexico City accounts an average of 6,202 people\textsuperscript{35} per km\textsuperscript{2}. In 2020, 503,620 inhabited private households were identified, from which 10,643 were households with 4 or more persons living in one room\textsuperscript{36}. In addition to this, Iztapalapa has an important level of social exclusion due to the lack of access

\textsuperscript{32}INEGI (2015). Intercensal Survey. Available at: https://www.inegi.org.mx/programmeas/intercensal/2015/default.html#Tabulados
\textsuperscript{34}Iztapalapa’s figures on public health affiliation (75.6\%) is three points smallest than Mexico City’s figure (78.5\%). INEGI (2015). Mexico City Sociodemographic panorama. Available at: http://internet.contenidos.inegi.org.mx/contenidos/Productos/prod_serv/contenidos/espanol/bvinegi/productos/nueva_estruc/inter_censal/panorama/702825082178.pdf
\textsuperscript{36}No overcrowding when the average number of occupants per bedroom is less than or equal to 2.5 people per room. INEGI (2020). National Census on Population and Housing. Available at: https://www.inegi.org.mx/programas/ccpv/2020/#Tabulados
to essential services\textsuperscript{37}. This situation is especially severe in the 168 irregular human settlements located in urban zones of high risk\textsuperscript{38}.

**15,809** people concentrate per 1 km\textsuperscript{2} in Iztapalapa

According to the National Survey on Occupation and Employment (ENOE, 2014), less than half of the inhabitants have a formal job. Of the 1,502,797 economically active people, 5% are unemployed and 95% are working population\textsuperscript{39}, as for the latter, 56% perceives a monthly income equivalent to more than two minimum wages\textsuperscript{40}. Nearly half of the economic activity focuses on trade and services (45%), while one third focuses in activities related to jobs such as government officials, professionals or technicians (35%)\textsuperscript{41}.

**45%** of Iztapalapa’s economic activity focuses on trade and services

\textbf{Figure 4. Challenges in terms of economic challenges}

- Provide assistance to unemployed population
- Increase the minimum wage
- Promote an inclusive economy to decrease the informal sector

Source: Own elaboration.

\textsuperscript{37} At the national level, out of more than 2,500 municipalities/boroughs in Mexico, Iztapalapa is ranked at the 2,377 position with respect to social exclusion. Ministry of Social Development (SEDESOL) (2010). Catalogue of microregions SEDESOL. Available at: [http://www.microrregiones.gob.mx/catloc/LocdeMun.aspx?tipo=clave&campo=loc&ent=09&mун=007](http://www.microrregiones.gob.mx/catloc/LocdeMun.aspx?tipo=clave&campo=loc&ent=09&mун=007)


\textsuperscript{40} Ibid.

\textsuperscript{41} This figure includes temporary accommodation services, food and beverages preparation services (10.2%), and other services except government activities (14.7%) from a total of 73,321 economic units registered in Iztapalapa. INEGI (2014). National Survey on Occupation and Employment (ENOE). Available at: [https://www.inegi.org.mx/programmeas/enoe/15ymas/default.html#Tabulados](https://www.inegi.org.mx/programmeas/enoe/15ymas/default.html#Tabulados)
0.25% of Iztapalapa’s residents still lack access to tube water and sanitation services\textsuperscript{42}. According to the National Survey on Quality and Governmental Impact (ENCIG), Mexico City’s east region reports the highest levels of dissatisfaction regarding drinking water (69\%) and sanitation, i.e. drainage and sewer services (71\%)\textsuperscript{43}. The lack of water supply has motivated the extraction of water from wells located in the Mayoralty’s territory, causing an overexploitation of the aquifers\textsuperscript{44}. During the rainy season, the subsoil is even more compromised by the flows that descend from the upper parts of the hills, dragging mud and garbage.

\textbf{0.25\%} of Iztapalapa’s residents lack access to drinking water or piped water in their homes\textsuperscript{45}.

\textbf{69\%} expressed dissatisfaction with the water supply service\textsuperscript{46}.

Additionally, Iztapalapa has a damaged hydraulic and sanitary network. The sewerage system, which covers 1,951 kilometers, is insufficient to contain the amount of waste produced in the Mayoralty’s territory, causing flooding, subsidence and rupture of these networks\textsuperscript{47}. The improvement of water supply coverage, its regularity, sufficiency and quality are urgently needed. Likewise, the promotion of a sustainable approach towards the aquifer, as well as the expansion of the sanitary networks are issues that demand attention.

\section*{1.3. Cultural context of Iztapalapa}

Mexico City has a total of 139 traditional towns and 58 indigenous neighborhoods, of which 15 traditional towns and 11 indigenous neighborhoods are located in Iztapalapa. This is the second borough that holds the largest number of indigenous communities after Xochimilco\textsuperscript{48}. Iztapalapa has the highest concentration of indigenous language speakers in Mexico City, 22.9\%, equivalent to

\textsuperscript{42} INEGI (2020), National Census on Population and Housing. Available at: \url{https://www.inegi.org.mx/programas/ccpv/2020/#Tabulados}
\textsuperscript{43} INEGI (2019). National Survey on Quality and Governmental Impact (ENCIG). Available at: \url{https://www.inegi.org.mx/programmeas/encig/2019/default.html#Tabulados}
\textsuperscript{44} Ibid.
\textsuperscript{45} INEGI (2020), National Census on Population and Housing. Available at: \url{https://www.inegi.org.mx/programas/ccpv/2020/#Tabulados}
\textsuperscript{46} INEGI (2019). National Survey on Quality and Governmental Impact (ENCIG). Available at: \url{https://www.inegi.org.mx/programmeas/encig/2019/default.html#Tabulados}
\textsuperscript{47} Ibid.
\textsuperscript{48} Xochimilco has 14 traditional towns and 17 indigenous neighborhoods. SEPI (2018). Traditional towns and indigenous neighborhoods Available at: \url{https://sepi.cdmx.gob.mx/storage/app/uploads/public/5e1/776/651/5e17766510a5c597410479.pdf}
to 28,716 people approximately, who speak Nahuatl, Otomi, and Mazateco. It also has a high migratory flow mainly from the states of Oaxaca, Puebla and Tlaxcala.

**Figure 5. Total population of the traditional towns located in Iztapalapa**

<table>
<thead>
<tr>
<th>Town</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Santa Martha Acatitlán</td>
<td>19,211</td>
</tr>
<tr>
<td>Santa Cruz Meyehualco</td>
<td>17,380</td>
</tr>
<tr>
<td>Santa María Aztlahuacán</td>
<td>10,797</td>
</tr>
<tr>
<td>Santaigo Acahualtepec</td>
<td>9,899</td>
</tr>
<tr>
<td>Aculco</td>
<td>5,561</td>
</tr>
<tr>
<td>San Sebastián Tecoxtitlán</td>
<td>5,053</td>
</tr>
<tr>
<td>Santa María Tomatlán</td>
<td>4,310</td>
</tr>
<tr>
<td>La Magdalena Atzolpa</td>
<td>3,911</td>
</tr>
<tr>
<td>Culhuacán</td>
<td>3,201</td>
</tr>
<tr>
<td>Los Reyes Culhuacán</td>
<td>3,080</td>
</tr>
<tr>
<td>San Juanico Nextipac</td>
<td>2,665</td>
</tr>
<tr>
<td>San Lorenzo Tezconco</td>
<td>1,310</td>
</tr>
<tr>
<td>Mexicatzingo</td>
<td>1,220</td>
</tr>
<tr>
<td>San Andrés Tomatlán</td>
<td>1,046</td>
</tr>
<tr>
<td>San Juanico S/D</td>
<td></td>
</tr>
</tbody>
</table>

Source: Own elaboration with data from BGA and Urban Block, INEGI, 2010.

**Figure 6. Total population of indigenous neighborhoods in Iztapalapa**

<table>
<thead>
<tr>
<th>Neighborhood</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Santa Barbara</td>
<td>20,300</td>
</tr>
<tr>
<td>San Miguel</td>
<td>16,483</td>
</tr>
<tr>
<td>San Antonio</td>
<td>15,549</td>
</tr>
<tr>
<td>San Lucas</td>
<td>6,615</td>
</tr>
<tr>
<td>San Ignacio</td>
<td>6,612</td>
</tr>
<tr>
<td>San Simon</td>
<td>4,196</td>
</tr>
<tr>
<td>San Pedro</td>
<td>3,950</td>
</tr>
<tr>
<td>La Asuncion</td>
<td>3,559</td>
</tr>
<tr>
<td>San Pablo</td>
<td>2,297</td>
</tr>
<tr>
<td>San Jose</td>
<td>2,436</td>
</tr>
<tr>
<td>Tula</td>
<td>577</td>
</tr>
</tbody>
</table>

Source: Own elaboration with data from BGA and Urban Block, INEGI, 2010.

Iztapalapa has a Commission of Culture, traditional towns and indigenous neighborhoods within Iztapalapa’s Local Council. This Commission seeks to ensure that indigenous communities have access to their cultural rights, as established in the 2019 Mexico City Constitution.

**Iztapalapa’s cultural activities**

The promotion of culture is one of Iztapalapa’s priorities. The Communitarian Orchestras program is an example of how, through art and music, the Mayor’s Office is seeking to encourage a culture of peace and preventing violence. The program, which targets children, adolescents, and older
adults, aims to encourage socio-affective relations among the participants through music lessons and the integration of musical ensembles, choirs and communitarian orchestras.\footnote{Communitarian Orchestras Iztapalapa (2020). Mayor’s Office of Iztapalapa. Available at: \url{http://www.orquestasiztapalapa.mx/php/programmea/}}

\begin{figure}
\centering
\includegraphics[width=\textwidth]{figures/figure7.png}
\caption{Annual music activities from the Communitarian Orchestras program}
\end{figure}

\begin{figure}
\centering
\includegraphics[width=\textwidth]{figures/figure8.png}
\caption{Cultural heritage of Iztapalapa}
\end{figure}

Iztapalapa has an important cultural heritage constituted by parish churches, convents representative of Mexico City, as well as religious events, museums and prehispanic sites. 75.4\% of its population is catholic.\footnote{INEGI (2020), National Census on Population and Housing. Available at: \url{https://www.inegi.org.mx/programas/ccpv/2020/#Tabulados}}

The theatrical representation of Jesus Christ’s death and resurrection is the biggest cultural event in Iztapalapa. It takes place annually during Easter Celebrations. The participants must be from Iztapalapa’s traditional towns or indigenous neighborhoods. In 2010, this celebration was declared intangible heritage by the Mayor of Iztapalapa and in 2012 the same distinction was made by the Mexico City Government.


4 museums and monuments, 11 parish churches and two convents. Some of them are:
1. Museum of Cultures, passion for Iztapalapa
2. Museum of the New Fire
3. Museum Cabeza de Juarez

Prehispanic sites and heritage:
- National park “Cerro de la Estrella”
- Lighthouse East, which hosts art crafts and fabrics
- Culhuacan Park
- Cultural Center Democratic Neighborhood
- Historic arcades
- Airplay library
The “mayordomias”\(^{54}\), fairs and traditions combine several cultural factors such as identity, idiosyncrasy and specific behaviors that differentiate Iztapalapa’s inhabitants. The annual theatrical representation of the death of Christ, Easter celebration, among other cultural activities (Tamale fair, Christmas party, etc.) which take place every year, are examples of the traditions preserved by its population.

### 1.4 Governance in Iztapalapa

Mexico City is one of the 32 federal entities in Mexico and it is divided into 16 territorial areas, which have a political-administrative government denominated Mayor’s Office\(^ {55}\). These are the level of government closest to the citizens. It is run by a mayor with a three-year term of office with re-election possibility, a Local Council, and an administrative structure\(^ {56}\).

Mayor’s Offices are entitled with judicial personality and autonomy with respect to its administration and budget execution, except labor contracts of staff and personnel working within the office and Mexico City’s government\(^ {57}\).

The Mayor’s Office of Iztapalapa is integrated by 7 General Offices, 3 Executive Offices and 13 Territorial Directorates. Currently, it has a staff of 12,178 people, of which 11,408 are on fixed-term and 770 are temporary contracts\(^ {58}\). The Mayor’s Office is structured as follows:

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\(^{54}\) Refers to a set of festivals or festivities celebrated annually by the communities, this could be solemn or patron saint celebrations. These traditions have great importance in the Hispanic culture and are mostly religious activities. These festivities take place in the streets of a town, where dances, open-air games or concerts are held.


\(^{56}\) According to the law amend made to Mexico City’s Constitution in 2019, Mayors and the members of the Local Council can be reelected to its functions in a consecutive manner, for the first time. Mexico City’s Constitution amend made in 2019. Article 53. Number 6. Available at: https://www.scjn.gob.mx/sites/default/files/justicia_constitucional_local/documento/2020-01/118922.pdf


\(^{58}\) Service contract refers to those employees that have a temporal contract with the Mayor’s Office. Fixed-term contract are directly hired by Mexico City’s Government. In this regard, contractual terms are no determined by the Mayor’s Office of Iztapalapa, nor the number of positions that the Mayor’s Office may have. Fix term contract refers to those employees that have an undefined term contract such as public officials.
The Mayor’s Office of Iztapalapa has focused its actions in three aspects:

1) Strengthen citizen security.
2) Improve urban infrastructure.
3) Set different actions that seeks to improve people’s wellbeing.

Each Mayor’s Office has a Local Council that oversees and approves the yearly proposal for the budget expenditure. In the case of the Local Council of Iztapalapa, this collegiate body is constituted by 10 elected members, whose functions are established in the Organic Law of the Mayor’s Offices of Mexico City in order to:

- Oversee and evaluate the performance of the Mayor’s Office of Iztapalapa.
- Control public spending based on the program objectives.
- Approve the project of budget of every fiscal year according to the applicable norms and regulations.
- Among others.

The local council is integrated by citizens that represent the needs of the Iztapalapa residents. It works by session59 (ordinary, extraordinary and solemn) and commissions with the aim of discuss and evaluate the progress of the Mayor’s Office in different issues. Ordinary commissions are as follows60:

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59 The Mayor’s Office of Iztapalapa (2019). Internal regulatory framework of the Local Council in Iztapalapa. Available at: [http://www.iztapalapa.cdmx.gob.mx/concejales/2%20Instalaci%C3%B3n2%20Concejales/2%20ReglamentoConcejo.pdf](http://www.iztapalapa.cdmx.gob.mx/concejales/2%20Instalaci%C3%B3n2%20Concejales/2%20ReglamentoConcejo.pdf)

1.4.1 Public security legal framework of the Mayor’s Office of Iztapalapa

The legal framework defines the functions of the institutions regarding public safety:

- Art. 21 of the Political Constitution of the United Mexican States\(^61\)
- General Law of the National System of Public Security\(^62\)
- Political Constitution of Mexico City\(^63\)
- Law of the Mexico City System of Public Security\(^64\)
- Administrative Manual of the Mayor’s Office of Iztapalapa 2019\(^65\)

The implementation of these legal frameworks for decision-making in matters of public security and justice implies the participation of community members from various sectors at different levels involved in the exercise of governance.

1.4.2. Public Security and Justice Institutions working with the Mayor’s Office of Iztapalapa

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Crime prevention, public security, and justice in Mexico rest on the three levels of government. In this regard, it is important to differentiate the attributions that Mayor’s Offices and municipalities have in terms of public security, as well as those that other orders of government have about this subject.

### Differences between Mayor’s Office and Municipality

**Municipality**
- Municipalities have a decentralized autonomy regarding public security. According to the National Constitution, fraction VII:
  - “Preventive police is under the coordination of the President of the Municipality or Mayor”.

**Mayor’s Office**
- Mayor’s Offices have a centralized autonomy to the Government of Mexico City regarding public security. According to Mexico City Organic Law, article 53:
  - “c) In subordination to the Government of Mexico City, Mayor’s Offices may: V. Execute citizen security policies in its territories, VI. Pursue proximity and vigilance functions, VII.

#### Figure 10. Public Security Institutions prevailing in Iztapalapa

- **National level**
  - *SEGURIDAD* Ministry of Security and Citizen Protection
  - *National Guard*
- **State (subnational) level**
  - *Mexico City Ministry of Public Security*
  - *Mexico City Auxiliary Police*
- **Mayor’s Office (local) level**
  - *General Office of Government and Citizen Protection*
  - *Mexico City Auxiliary Police hired by the Mayor’s Office of Iztapalapa*
  - *Mexico City Auxiliary Police hired by the Mayor’s Office for the deployment of neighbourhood proximity actions and surveillance in the territory.*

- An institution of the Federal Executive Power in charge of the exercise of attributions in matters of public and national security, as well as civil protection.
- Centralized agency of the city government in charge of preserving and protecting public order, personal integrity and property of the entire population through actions such as the professionalization of police institutions, application of technology in the provision of public security service and citizen participation.
- It administers and executes policies concerning citizen security in the borough.
- Among its functions are neighbourhood proximity and surveillance, making use of the police force.
- It establishes and organizes Citizen Security Committees as a collegiate body for consultation and citizen participation.
- It provides specialized security, surveillance and custody services in the transfer of goods and people. It depends on the Mexico City Ministry of Public Security.
- Mexico City Auxiliary Police hired by the Mayor’s Office for the deployment of neighbourhood proximity actions and surveillance in the territory.

**Source:** Own elaboration.

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Law-enforcement officials

The Mayor’s Office of Iztapalapa has incremented it number of personnel and vehicles assigned to crime prevention, adding to the efforts pursued by Mexico City government to increase police force in the territory. In 2019, the Mayor’s Office police force was integrated by a total of 2,745 officials, from which 1,020 were hired\(^{69}\) by the Mayor’s Office to conduct proximity and surveillance actions, plus other 1,725 police elements from the Mexico City Ministry of Public Security operating in the borough\(^{70}\). In the same year, the National Guard added 450 of its officials to patrol 22 neighborhoods in the territory with the highest crime incidence\(^{71}\).

![Figure 11. Law-enforcement officials in Iztapalapa](image)

Source: Own elaboration with information provided by the Mayor’s Office of Iztapalapa, 2019.

1.4.3. Public security actions

1.4.3.1 Crime prevention

The Mayor’s Office of Iztapalapa—through the General Office of Government and Citizen Protection—executes programs for the prevention of crime; seven are implemented directly by the Mayor’s Office authorities and three are executed in coordination with Federal Government agencies and the Mexico City Government. The crime prevention programs implemented directly by the Mayor’s Office of Iztapalapa are\(^{72}\):

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\(^{69}\) According to the attributions given to Mexico City’s Mayor’s Offices, each one is able to hire police staff to provide public security in its territory. Organic Law of Mexico City’s Mayor’s Offices. Articles 61, number III. Available at: [http://www.paot.org.mx/centro/leyes/dif/pdf/2018/LEY_ORGANICA_ALCALDIAS_CDMX.pdf](http://www.paot.org.mx/centro/leyes/dif/pdf/2018/LEY_ORGANICA_ALCALDIAS_CDMX.pdf)


\(^{71}\) Information provided by the personnel from The Mayor’s Office of Iztapalapa during the interviews conducted for this assessment.

\(^{72}\) All the information presented in this section regarding crime prevention programs implemented by the Mayor’s Office of Iztapalapa was provided by personnel of the General Office of Government and Citizen Protection during interviews conducted for this assessment, 2020.
1. Dialogues to Achieve Peace and Well-Being in Iztapalapa Program

According to the Official Gazette of Mexico City, the program began in 2018 and aims to build social, urban and civic culture conditions for the recovery and strengthening of well-being and peace in Iztapalapa.\(^73\)

The program was established as part of the intersectoral, intergovernmental and multidisciplinary approach pursued by the Mayor’s Office. The program is executed at the local level to promote people’s wellbeing, access to public services, security and bolster good governance.

In 2019, 1,909 neighborhood meetings were held with the participation of 51,861 people. There were 4,473 petitions and reports of insecurity. Territorial security work plans were formulated per neighborhood based on these meetings.

During the second stage of the program, Local Agendas for Development are executed in order to plan, prioritize, generate consensus-oriented proposals and actions that could be arranged between citizens and authorities from the Mayor’s Office. The strategies consisted of an integral intervention in the territory, inclusive participatory planning and integrated inter-institutional management, based on an integral intervention model and a methodology of 6 actions related to planning and management:

1. Neighborhood assemblies and communitarian focal points per street and neighborhood.
2. Weekly assemblies to promote communitarian diagnostics and build capacities among communitarian focal points.
3. Design of local agenda for development.
4. Design of actions and projects, as well as working plans for focal points.
5. Integration and socialization of the Local Agenda for Development.
6. Execution of actions and projects.

2. School Security Program for Children\textsuperscript{74}

This program aims to generate actions for urban improvement and police surveillance in schools and their proximities. It serves a population of 450 thousand students in basic education (kindergarten, elementary and secondary levels).

- In terms of urban improvement\textsuperscript{75}, repair of streetlights in poor conditions has been promoted, as well as the removal of trash and debris in the vicinity of schools.
- As for police surveillance actions\textsuperscript{76}, between 2018 and 2019, security officials were deployed during student entry and exit times at each one of the 498 educational sites and 766 shifts (morning, afternoon and all-day).

\textsuperscript{74} Information provided by personnel from the General Office on Government and Citizen Protection at the Mayor’s Office of Iztapalapa, during interviews conducted in 2020 for the preparation of this Assessment, 2020.

\textsuperscript{75} Ibid.

\textsuperscript{76} Ibid.
3. Iztapalapa Transformed Program\textsuperscript{77}

This program was designed for the improvement of urban development and focuses on transforming and equipping public spaces. Its main achievements are the following:

- **Free and safety corridors for women**\textsuperscript{78}

This project aims to provide safe public spaces, free from violence against women. Through the urban transformation and equipment allocated in public corridors such as lightings, emergency alert bottoms and surveillance cameras, the program seeks to prevent aggressions in public spaces against women and citizens in general. In 2019 and 2020, 130 safe corridors were built reaching approximately 320,000 people.

![Source: Photo recovered from the social networks of the Mayor’s Office of Iztapalapa, 2020: Free and safe women’s corridors.](image)

- **Units for Organization, Social Inclusion and Harmony Program (UTOPIAS, as abbreviated in Spanish)**\textsuperscript{79}

They are community development centers that aim to provide cultural, educational, artistic and recreational infrastructure to the population at no cost. In addition, these spaces provide attention on different issues to combat inequality and insecurity in the borough. It is expected to prevent antisocial and criminal behavior through the UTOPIAS, as well as the following:

- Recovery of the public space
- Reconstruction of the social fabric
- Community cohesion
- Community participation

UTOPIAs are a cross cutting initiative in which different areas of the Mayor’s Office participate. It is expected that at the end of the Mayor’s administration, each Territorial Directorate will have a UTOPIA. These centers will provide attention to the inhabitants of the east side of Mexico City, promoting dignified spaces for the communities and ties of solidarity.

\textsuperscript{77} Ibid.
\textsuperscript{78} Ibid.
\textsuperscript{79} Ibid.
The total budget of each UTOPIA varies according to its infrastructure requirements and to the approved budget for Iztapalapa, from the Mexico City Congress. A total of 15 spaces are projected to be built. Until March 2021, seven spaces have been built and, due to the mobility restrictions adopted to prevent the spread of COVID-19, only 3 UTOPIAS had been inaugurated.

UTOPIAS will offer different activities and sports facilities, among them:

- Semi-Olympic pool
- Facilities for sports.
• An auditorium for 400 persons
• A space to provide medical attention to drugs users and persons with drug-use disorders
• Music, theatre, dance and art lessons
• Space for recreation (technology, reading and games)
• Space for persons with disabilities
• A space for the elderly
• Care, legal and psychological services for women and children’ victims of domestic violence.

4. Guidelines to improve the attention provided by police officers to youths and adolescents

Within the framework of the Security Cabinet for the construction of peace, guidelines were established to strengthen the practices and forms of attention of police officers who work with adolescents and youths in the Mayoralty’s territory. Based on the commitment established, the aim is to achieve a safe, peaceful and respectful coexistence, as well as to change the perception that young people have on security institutions.

5. Command Center (C2) or Cuitlahuac Base

The Command Center (C2) or Cuitlahuac Base, is an emergency center that receives an average of 800 emergency calls per month from inhabitants living near the base. It also receives requests for attention to various problems through social networks. The base is active 24 hours a day, 365 days a year and requests are channeled based on the identified needs.

In 2019, with the help of the Mayor’s Office budget for citizen participation, 3,565 neighborhood alarms were installed, as well as 1,215 video cameras in public passenger transport units, which are directly monitored at the Cuitlahuac Base and are interconnected with the Mexico City Central Command Center.

6. Special Unit for the promotion of Women rights and substantive equality

According to Mexico City’s Organic Law and the general law on equality between women and men, each Mayor’s Office in Mexico City must have a special unit that provides advice to the Mayor’s Offices in terms of substantive equality and gender perspective. Based on this, in 2019, the special unit in Iztapalapa was created.

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80 Iztapalapa only has three auditoriums.
81 In Iztapalapa there are more than 300 elders’ groups that host weekly meetings and organize cultural activities.
82 information provided by the Mayor’s Office of Iztapalapa, 2021.
When the current administration stated activities, the unit conducted a diagnostic on violence against women in Iztapalapa, a cross-cutting issue that is also influenced by the urban conditions, quality of life, mobility, etc.

The special unit oversees that the programs, strategies, or actions executed by the Mayor’s Offices has a clear gender perspective. It works closely with the Prosecution Offices located in Iztapalapa with whom they review crime statistics. In some cases, it also provides assistance to the victims by referring them to the Justice Centers for Women.

Among its contributions are the following:

- Legal advice to all administrative offices so they can execute actions with a gender perspective.
- Mechanism of action in case of sexual harassment.
- Capacity building to police officers regarding gender perspective.
- Advice on how to integrate a gender perspective into murals and artistic activities performed in the Free and safety corridors for women.
- Execution of the program Always alive.

In 2020, the unit implemented the program Always alive, an initiative that provides capacity building to families in neighborhoods with high crime rates. It aims to strengthen people’s capabilities and empowerment. The program is integrated by the following activities:

- **Household visits by a personnel form the Mayor’s Office of Iztapalapa.** A qualified team conducts visits house by house and gives talks to families about how to promote a life free from violence.
- **House of the Always alive persons.** Building from a national program called Violet Houses, the unit replicate this practice to the local level and set a model to aid women living violent situations. The Mayor’s Office is planning on establishing 9 of these houses inside the UTOPIA and 5 more are planned to be in the Women Aid Modules located in Iztapalapa.
- **Pendants to call authorities in case of emergency.** The Mayor’s Office has delivered 700 pendants that are equipped with an emergency button, which can be activated by the victim and send real-time location to the Command Center (C2) or Cuitlahuac Base. Once the alert is sent, the nearest police patrol attends to the event and supports the victim.

All these actions are periodically reported during the Security Cabinets held by the Mayor’s Office and respond to the recommendations emitted by the National Commission to Prevent and Suppress Violence against Women (CONAVIM, as abbreviated in Spanish).

### 7. Special Unit for Crime Prevention (UEPD) of the Mayor’s Office of Iztapalapa

The Special Unit for Crime Prevention (UEPD, as abbreviated in Spanish) started operations in October 2010. The Unit has a psychologist, a theatre teacher and four members of the Auxiliary Police, assigned to sector 56 of the Mexico City police force, who in addition to their training as police officers have received training in artistic subjects and theatrical sensitivity.
Their main function is to prevent crime through awareness-raising processes. During 2019, they developed 290 theatre presentations and talks aimed at students of basic, medium and higher levels of education. With these actions, they managed to reach 23,360 people. The topics of their presentations and talks were as follows:

- Bullying among teenagers (96 talks)
- Internet risks (37 talks)
- Cyberbullying (35 talks)
- Bullying with puppet theatre (26 works)
- Addictions (21 talks)
- Life project (15 talks)
- Teenage pregnancy (12 talks)
- Dating violence (12 talks)
- Creative parenthood (11 talks)
- Road culture (8 talks)
- Civic culture (6 talks)
- Fables about bullying (5 talks)
- Domestic violence (3 talks)
- Workplace harassment (2 talks)
- Risk prevention in public markets (1 talk)

Other crime prevention programs implemented in coordination with other bodies are:

8. Voluntary Arms Surrender Program

Since 2019, the objective of the Voluntary Arms Surrender Program has been to contribute to the reduction of the high rates of violence through the exchange of firearms and ammunition for money. It is being implemented in coordination with the Ministry of National Defense, the Mexico City Ministry of Government and Public Security, parishes and the Mayor’s Office of Iztapalapa.

Main achievements: The program was held for 18 days in 2019, in which a total of 972 weapons were collected:

- 642 small firearms
- 309 long firearms
- 21 blank firearms

85 Information provided by personnel from the Special Unit for Crime Prevention at the Mayor’s Office of Iztapalapa, during interviews conducted in 2020 for the preparation of this Assessment.
In addition, 136 grenades were collected: 50 fragmentation grenades, 1 attachment grenade, 5 mortar grenades, 1 howitzer grenade, 79 gas grenades, as well as 1 grenade launcher, 1 rocket launcher, 481,802 cartridges, 6 dynamite cartridges, 7,210 stoppers and 2 magazines.

9. Neighborhood and Community Improvement Program

The program aims to generate urban planning intervention to improve or rescue public spaces through the financing of participatory citizen projects. It is promoted by the Mexico City government covering the 16 boroughs of the capital. In 2019, urban improvement was achieved in locations of the 293 neighborhoods of Iztapalapa through streetlight fixtures and general improvements to the urban environment.

10. My Street Program

The program is carried out by the Mexico City Ministry of Public Security in all 16 boroughs. It consists of the installation of CCTVs. In 2019, 2,402 video cameras were installed in 186 neighborhoods of Iztapalapa.

1.4.3.2 Law-enforcement efforts between the Mayor’s Office of Iztapalapa and the Mexico City Ministry of Citizen Security

Since 2019, the Mexico City Government has implemented the Community Neighborhood Improvement Program, or Strategy 333\textsuperscript{86}, which aims to reduce violence and improve the quality of life of the residents of the neighborhoods and barrios with the greatest vulnerability in each borough, based on the population’s requests to develop community projects related to safety and recreation. This program is implemented in 50 neighborhoods in Iztapalapa\textsuperscript{87}.

In addition, the Mayor’s Office of Iztapalapa links the Community Neighborhood Improvement Program or Strategy 333 with the Dialogues to Achieve Peace and Well-Being in Iztapalapa Program, which is implemented in 22 neighborhoods with the highest crime incidence\textsuperscript{88}.

The Quadrants Program\textsuperscript{89} is another strategy executed by the Ministry of Citizen Security, that seeks to address crime in all the city's boroughs. In the case of Iztapalapa, for the implementation

\textsuperscript{86} Mexico City Government. (2019). City government orients program “Community Neighborhood Improvement Program” to 333 neighborhoods, and towns. Available at: https://www.jefaturadegobierno.cdmx.gob.mx/comunicacion/nota/orienta-gobierno-capitalino-programma-mejoramiento-barrial-y-comunitario-333-colonias-pueblos-y-barrios

\textsuperscript{87} Information provided by the personnel from the Mexico City Ministry of Citizen Security during interviews conducted for this assessment, 2020.


\textsuperscript{89} Information provided by the personnel from the Mexico City Ministry of Citizen Security during interviews conducted for this assessment in 2020.
of this program, the Mayoralty’s territory was divided into 9 sectors and 134 quadrants, with the following objectives:

- Bring the police closer to the population.
- Reduce the response time to 911 emergency calls.
- Optimize the use of resources.
- Evaluate the individual performance of the police, limiting the space of responsibility of the sectors.

According to the Ministry of Citizen Security, between 2016 and 2019, police interventions decreased -35%.

Map 3. Iztapalapa’s division of 9 sectors and 134 quadrants

1.4.3.3 Judiciary institutions operating in Iztapalapa

The Mexico City’s General Prosecutor’s Office (FGJ-CDMX) is in charge of the justice system, i.e. the investigation and prosecution of crimes, and aims to guarantee compliance with the legal framework and respect for rights through the exercise of criminal proceedings. Iztapalapa has ten Territorial Coordinating Bodies for Public Security and Justice Administration in charge of initiating
preliminary investigations and investigating crimes in response to complaints and reports, also in charge of two additional administrative units:

- Specialized Agency on Sexual Crimes
- Specialized Prosecutor’s Office on Vehicle and Transport Robbery - Agency 56

### Map 4. Location of Administrative and Territorial Coordinating Bodies

Source: Own elaboration with data obtained from the Territorial Coordinating Bodies for Public Security and Justice Administration, 2019.

From 2016 to 2019, referrals to the civic judge decreased by 53% and referrals to the Prosecutor’s Office increased by 28.5%.

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**Graph 2. Referrals to the Public Prosecutor’s Office and Civic Judge, 2016-2019**

Source: Own elaboration with data provided by the Mayor’s Office of Iztapalapa, 2016-2019.

1.4.3.4 Penitentiary System

Five out of ten prisons in Mexico City are in Iztapalapa under the protection of the Mexico City Ministry of Citizen Security\(^91\).

12,150 Men and women deprived of their liberty were living in the prisons located in Iztapalapa in 2020, distributed as follows\(^92\):

- Men’s Preventive Detention Center: 8,247 men
- Mexico City Penitentiary: 1,846 men
- Santa Martha Men’s Center for Social Reinsertion: 505 men
- Santa Martha Acatitla Women’s Center for Social Reinsertion: 1,379 women
- Center for the Execution of Penalties for Men: 173 men

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\(^91\) Office of the Deputy Minister for the Mexico City Penitentiary System (2020). Prisons. Available at: [https://penitenciario.cdmx.gob.mx/](https://penitenciario.cdmx.gob.mx/)

\(^92\) Ibid.
Map 5. Prisons in Iztapalapa

Legend

1. Centre for the Execution of Penalties for Men
2. Men's Preventive Detention Center
3. Santa Martha Men’s Centre for Social Reinsertion
4. Santa Martha Acatitla Women's Centre for Social Reinsertion
5. Mexico City Penitentiary

Source: Own elaboration with data obtained from the Mexico City Penitentiary System, 2019.
2. Main challenges in Iztapalapa

This chapter addresses the main challenges faced by the population and authorities of Iztapalapa. Firstly, an analysis on Iztapalapa’s criminal dynamics is presented, followed by alcohol and drug use, and lastly, the deterioration of the urban and environmental surroundings is presented. Also, the results from the risk analysis conducted in 44 neighborhoods in Iztapalapa, is presented.

2.1 Crime overview of Iztapalapa

This section presents statistics on insecurity perception and antisocial behaviors. We also include a description of Iztapalapa’s criminal context, as well as an analysis of organized crime.

2.1.1 Perception of insecurity in Iztapalapa

From December 2019 to December 2020, the perception of insecurity decreased 6.2%. Over the first quarter of 2020, 93.1% of the inhabitants indicated they felt unsafe in their neighborhood, mainly in the places shown in the following figure:

<table>
<thead>
<tr>
<th>Public transport</th>
<th>ATM in a public location</th>
<th>Streets</th>
<th>Bank</th>
<th>Park</th>
<th>Market</th>
</tr>
</thead>
<tbody>
<tr>
<td>93.1%</td>
<td>86.4%</td>
<td>81.7%</td>
<td>75.8%</td>
<td>63.5%</td>
<td>62.4%</td>
</tr>
<tr>
<td>Highway</td>
<td>Vehicle</td>
<td>Job</td>
<td>Mall</td>
<td>Home</td>
<td>School</td>
</tr>
<tr>
<td>60.2%</td>
<td>53.5%</td>
<td>51.9%</td>
<td>45.6%</td>
<td>35.8%</td>
<td>33.8%</td>
</tr>
</tbody>
</table>

Source: Own elaboration with data obtained from INEGI, National Survey on Urban Public Security (ENSU), December 2020.

In the last quarter of 2020, the population modified the following routines due to fear of becoming the victim of a crime:

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93 The selection of neighborhoods corresponds to those with the higher criminal reports during 2018.
Figure 14. Routines that were modified by Iztapalapa’s inhabitants for fear of becoming victim of crime

![Figure showing routines modified by Iztapalapa's inhabitants]

Source: Own elaboration with data obtained from INEGI, National Survey on Urban Public Security (ENSU), December 2020.

Regarding antisocial behavior, during the last quarter of 2020, conflict between neighbors (46.6%) was the main problem identified by the residents of Iztapalapa. The main causes of these conflicts were noise, parties, garbage disposal, non-payment of fees or poor parental control of children.96

Graphic 3. Iztapalapa’s most common conflicts.

- Conflicts between neighbors: 46.6%
- Conflict related with pets: 23.8%
- Disturbances caused by drunk people, drug addicts or gangs: 23.3%
- Conflicts due to parking spaces: 22.9%
- Conflicts in the public or private transport: 16.2%

Source: Own elaboration with data obtained from INEGI, ENSU, December 2020.

“There is always a car obstructing the sidewalks. A woman parked her car in the sidewalk and forced me and my son to walk out on the road.”

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2.1.2 Witnessing antisocial behavior

Over the course of the last quarter of 2020, the most recurrent criminal and antisocial behaviors witnessed by Iztapalapa’s inhabitants were alcohol consumption in the streets, regular occurrence of shootings, robbery or assaults, as well as drug use and drug dealing.

**Graphic 4. Percentage of criminal and antisocial behavior that was witnessed by Iztapalapa’s inhabitants, 2020**

According to the National Survey on Victimization and Perception of Public Security (ENVIPE), 2020 at the national level 51% of the victims of crime were women, while 49% were men. In Mexico City, half were women (50%) and half were men (50%).

In the same period of analysis, at the national level, two groups accumulated 64% of the victims: youths between 18 and 29 years old (33%) and adults between 40 and 59 years old (33%). In Mexico City, these same groups represent 64% of the victims: 36% adults between 40 and 59 years and 28% youths between 18 and 29 years old.
Both nationally and in Mexico City, most of the crimes (40% at national level and 41% in Mexico City) were committed between 12:01 and 18:00 hours\textsuperscript{97}.

At the national level, as well as in Mexico City, 85% of the victims reported suffering some type of property damage\textsuperscript{98}. At the national level, 52% reported economic damage and in Mexico City, 56% reported also this damage. In both cases, the cost exceeds $6,400 Mexican pesos (320 USD, approximately)\textsuperscript{99}.

\footnotesize
\textsuperscript{97} Ibid.
\textsuperscript{99} Ibid.
According to figures from ENVIPE, both nationally and in Mexico City 86% of offenders were men\textsuperscript{100}. Offenders were mostly young men between 26 and 34 years old, which at the national level represented 33% and in Mexico City 32% of the total. Juvenile male offenders, with 25 years old or younger, represented 23% at the national level and 28% in Mexico City\textsuperscript{101}.

At the national level, 24% of the perpetrators were under the effects of alcohol and drugs at the time of committing the crime. In Mexico City, the percentage of offenders under the effects of alcohol or drugs was 18%. At the national level, in nearly 71% of the cases crimes were committed with firearms, and in Mexico City crimes committed with firearms represent about 75%.

2.1.3 Most reported crimes in Iztapalapa\textsuperscript{102}

According to the Executive Secretariat of the National System for Public Security (SESNSP, as abbreviated in Spanish), between 2015 to 2020 robbery in all its modalities and domestic violence were the most reported crimes in Iztapalapa.

\textsuperscript{100} Ibid.
\textsuperscript{101} Ibid.
\textsuperscript{102} The reported crimes presented here derived from the monthly statistics issued by the SESNSP, based on crime reported by the population and consequently filed as an investigative report at the General Prosecutor’s Offices. Currently, data from the other part of the population that were victims of a crime and did not report it is estimated by ENVIPE. As such, the analysis in this section focuses only on reported crimes.
2.1.3.1 Domestic violence and crimes against women

One of the objectives pursued by the Urban Security Governance Assessment in Iztapalapa is to shed light on violence and crimes against women and girls. Through an intersectionality and human rights approach, the assessment seeks to highlight the importance of the 2030 Agenda for Sustainable Development and pay close attention to SDG 5 "Gender Equality", which aims to:

archive gender equality and empower all women and girls

Considering international instruments such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)\(^\text{103}\) also known as the Convention of Belém do Pará, and the United Nations resolutions on the elimination of violence against women and girls\(^\text{104}\), this

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\(^{103}\) OHCHR (1979). Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women. Available at: https://www.ohchr.org/EN/ProfessionalInterest/Pages/CEDAW.aspx

document aims to identify actions that could be adopted to prevent and guarantee women and girls a life without violence as well as ensuring their access to justice and damage compensation\textsuperscript{105}.

Between 2015 and 2020, reported crimes on domestic violence increased by 47.5%.

\begin{graph}
\textbf{Graph 6. Domestic Violence reported in Iztapalapa, 2015 – 2020}
\end{graph}

According to the Mexico City General Prosecutor’s Office, in 2019 and 2020, most of the victims that reported domestic violence were women and girls.

In 2019, 77.5% of the victims from reported crimes on domestic violence in Iztapalapa were women and 22.5% were men. The majority of the victims were young women between 20 and 29 years old (23%). 16.5% of the victims were between 0 and 19 years old, both women and men.

In 2020, 75.5% of the victims that reported domestic violence were women, while 24.5% were men. 22% of the victims were young women between 20 and 29 years old. Victims between 0 and 19 years old, both women and men, represented 15%.

\begin{quotation}
\textsuperscript{105} Minimum requirements to integrate gender equality into the implementation of the UN framework for the socio-economic response to COVID-19. UN Women (2020). UN Women rapid assessment tool to evaluate gender equality and women’s empowerment results in humanitarian contexts. Available at: https://www.unwomen.org/en/digital-library/publications/2020/05/rapid-assessment-tool-to-evaluate-gewe-results-in-humanitarian-contexts
\end{quotation}
Graph 7. Victims of reported crimes on domestic violence, by sex and age, 2019 and 2020

Source: Own elaboration with figures from the Mexico City General Prosecutor’s Office (FGJ), 2019 and 2020.

Although data from the Mexico City General Prosecutor’s Office is disaggregated by age and sex, and in order to deepen the analysis, it would be important to highlight those cases in which the victim has been re-victimized. This could provide an early warning to the authorities and foster effective crime prevention actions.\(^{106}\)

**Spatial concentration of reported crimes on domestic violence**

In 2015 and 2019, the spatial concentration of reported crimes on domestic violence in Iztapalapa were located in the following areas:

- To the north and south of Iztapalapa in 2015
- To the east and south in 2019

According to figures from the Mexico City General Prosecutor’s Office, from 2015 to 2019, the highest number of reported crimes on domestic violence were located in the following neighborhoods in Iztapalapa:

1. Desarrollo Urbano Quetzalcoatl
2. Santa Cruz Meyehualco
3. San Miguel Teotongo
4. Leyes de Reforma 3ª Sección
5. Juan Escutia
6. U.H. Vicente Guerrero

\(^{106}\) Available figures give us the total number of reports on domestic violence, from this, it is unclear which of these reports belong to victims that have been re-victimized. This would be important for the prevention of other crimes committed against women.
Map 6. Reported crimes on domestic violence in Iztapalapa, 2015 and 2019

Source: Own elaboration with figures from the Mexico City General Prosecutor’s Office (FGJ), 2015 and 2019.
Domestic violence during the COVID-19 lockdown

During the first quarter of 2020, domestic violence reports showed an increase, with March being the month with the highest number of reports. On March 23, 2020, the sanitary emergency was issued, and lockdown measures took place in Mexico to prevent COVID-19 contagion\textsuperscript{107}.

Between March and December 2020, reported crimes on domestic violence reports decreased by \textbf{-24\%}.

A drop on the number of reported crimes on domestic violence could be associated with the lockdown measures imposed to prevent the spread of COVID-19 as victim’s were unable to go outside and file a report due to the mobility restrictions adopted in Mexico. Crime reporting may be also affected by the lack of access to digital mechanisms.

\textbf{Graph 8. Reported crimes on domestic violence in Iztapalapa, monthly, 2018-2020}

Source: Own elaboration with figures from the Executive Secretariat of the National System for Public Security (SESNSP), 2018 to 2020.

According to national figures, when mobility restrictions became less severe, from July to November 2020, the number of reports on domestic violence increased by 5.5\%. This may be associated with the adoption of less strict confinement measures, possibly facilitating crime reporting for the victims.

\textsuperscript{107} Official Gazette of Mexico City, (2020). Mexico City Government. Agreement on March 23, 2020. First Agreement by which the temporary suspension of activities of educational centres and commerce is established, as well as public and private events with over 50 people, in order to avoid contagion COVID-19 in Mexico City. Available at: http://data.consejeria.cdmx.gob.mx/portal_old/uploads/gacetas/887ed477612cfc31d077d94d4faa212f.pdf
Graph 9. Reports on domestic violence in Iztapalapa during COVID-19 lockdown, 2020

![Graph showing reports on domestic violence in Iztapalapa during COVID-19 lockdown, 2020.]

Source: Own elaboration with figures from the Executive Secretariat of the National System for Public Security (SESNSP), 2020.

Based on figures from SESNSP, from January to December 2020 reports on domestic violence decreased by -24%. When analyzing the trend of the phone calls received by Locatel\textsuperscript{108}, a drop of -96% was identified in calls reporting domestic violence starting from March 2020.

Graph 10. Phone calls received by Locatel reporting domestic violence

![Graph showing phone calls received by Locatel reporting domestic violence.]

From the total number of calls received by Locatel, in 2020 reporting domestic violence, in all the cases (423) the victim had 18 years old or more.

82\% of the calls were made by women

18\% of the calls were made by men

\textsuperscript{108} Locatel is a call centre host in Mexico City that aims to inform and guide citizens about the access to services and administrative procedures of the Mexico City Government. The call centre also provides psychological support, medical and legal attention to the user. Locatel is open 24 hours a day, 365 days a year. Available at: http://locatel.cdmx.gob.mx/
From the total number of calls registered by Locatel, in which the victim was a woman, only 10% corresponded to domestic violence. 51% of the reports referred to psychological violence, 28% to physical violence and in 5% of the case the victim reported sexual violence. In the case of men that were victims of some type of violence, 18% indicated being victim of domestic violence, 40% of psychological violence, 26% of physical violence and 5% of sexual violence.

**Graph 11. Most frequent calls registered by Locatel according to the type of violence reported**

From the total calls registered by Locatel, reporting some type of violence suffered by the victim, only in 60% of the cases some characteristic of the aggressor was registered. In 72% of the cases, aggression was perpetrated by the victim’s partner. In some cases, the offender was a member of the family, mainly close relatives (stepbrother or brother).

**Graph 12. Calls received by Locatel in which some characteristic of the offender was reported**
Domestic violence can be identified as a risk factor associated with other antisocial and criminal behaviors, such as early alcohol and drug use. Academic literature has broadly analyzed this subject, especially when referring to childhood risk factors and risk-focused prevention\textsuperscript{109}. According to the National Survey of Population Deprived of Liberty (ENPOL), inmates reported they had suffered domestic violence by their parents, and 67% reported having suffered shouting, physical aggressions, insults, and assaults\textsuperscript{110}.

“Here, women do not open the door if someone goes to their house, even for institutional consultations, because the husband beats the woman due to problems related to their children, and it can be observed that there is domestic violence”

**Spatial concentration of reported crimes on domestic violence during 2020**

Six areas registered the higher number of crime reports on domestic violence:

- At the north of the demarcation, near to Iztacalco and the Central Market in Iztapalapa.
- Two crime spatial concentrations were identified at the east, one near to Nezahualcoyotl municipality and the other close to Los Reyes La Paz municipality, both from the State of Mexico.
- Two spatial concentrations were detected at the south of Iztapalapa, near to Xochimilco and Tlahuac.

When analyzing the performance of this crime during 2020 the following aspects were identified\textsuperscript{111}:

- Due to mobility restrictions adopted to prevent the spread of COVID-19, crime prevention has been harder as the victim may be trap with the aggressor, which suggest that victim’s integrity could be at risk. This may explain why reported crimes on domestic violence decreased during lockdown (-24%), as well as the radical drop of the call registered by Locatel about this crime (-96%).
- All spatial crime concentrations identified coincide with a high concentration of population and socially marginalized areas.


\textsuperscript{111} According to information provided by personnel of the Coordination of Planning and Crime Combat of the Mayor’s Office of Iztapalapa, 2020.
1. The area identified at the north of the demarcation (near to Iztacalco) is highly populated in part, due to the type of housing facilities located in this area such as the multi-dwelling Apatlato and Los Pinos.

2. In the area detected at the east of Iztapalapa, near Nezahualcoyotl municipality, the following multi-dwellings are located: Peñón Viejo, la Joya, as well as multi-dwelling Ejercito de Oriente Zona Peñón and Jose Maria Morelos y Pavon.

3. In the area identified at the south, near Xochimilco, the following multi-dwellings are also located in the zone: Cananea, Nueva Generación, los Molinos, Huixipungo, Jardines de San Lorenzo Tezonco y Uscovi. As well as a high concentration of socially marginalized areas and social vulnerability due to the irregular human settlements located in the area.

4. The concentration perceived at the east, near the municipality Los Reyes La Paz, also has irregular human settlements located in San Miguel Teotongo Hill, the area Campestre de Potrero and Miravalle, zones in which public service provision is limited due to the illegal invasion of these lands.

5. Some factors that may be associated to the high crime concentration in the center of Iztapalapa are high density of population living in the area, such as the case of Vicente Guerrero multi-dwelling, as well as a problematic alcohol consumption.

6. In the spatial crime concentration detected at the south, near Tlahuac, the neighborhood Desarrollo Urbano Quetzalcoatl is located. This neighborhood has lands invaded by groups of people such as Degollado and Maguellera, as well as a high level of social marginalization and problematic alcohol consumption.

Map 7. Spatial concentration of reported crimes on domestic violence in Iztapalapa, 2020

Source: Own elaboration with figures from the Mexico City General Prosecutor’s Office (FGJ), 2020.
Domestic violence in San Miguel Teotongo neighborhood

San Miguel Teotongo is located at the east of Iztapalapa, close to the municipality Los Reyes La Paz in the State of Mexico. The neighborhood was selected as a case study because it is the third neighborhood with the higher number of reports on domestic violence, just after Desarrollo Urbano Quetzalcoatl and Santa Cruz Meyehualco, which may be associated with a high level of trust on the authorities. During 2019, 121 domestic violence reports were registered in the neighborhood, of which 88 were women victims and 33 were men victims. Of these cases, 80% of the victims continued with the reporting process.

Map 8. Case of domestic violence in San Miguel Teotongo, 2019

The analysis made to this neighborhood is an example of how desegregated data could help in understanding better domestic violence. This crime affects both women and men, which have been victims and have report this act to the authorities. However, as it is identified in the map, this neighborhood does not have any specialized center to prevent or provide attention to the victims of this crime. The closest victim’s attention center is in the Ixtlahuacan neighborhood. San Miguel Teotongo, also lacks specialized infrastructure to provide health services, to refer those victims that may present sever physical damage.

In this regard, having a special facility such as the houses of the *Always alive* program, an initiative pursued by the Mayor’s Office of Iztapalapa, will greatly contribute to provide information on how
to prevent domestic violence, as well as build capacities in emotional management, assertive communication, and awareness about the consequences of violence, among others. This space could also enable reporting, legal advice, psychological support and general orientation to break the cycle of violence.

**Crimes against women**

Violence against women can happen both at the familiar and community level. According to figures from the SESNSP, between 2015 and 2020 in Iztapalapa, reported crimes on:

- Sexual assault increased by **141%**
- Rapes increased by **94%**
- Femicide decreased by **-25%**

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112 For the purposes of this report, crimes against women refer to rape, sexual assault, sexual harassment and femicide.
113 Legal definition of sexual assault: Anyone who commits sexual assault without the consent of the person or forces the person to perform sexual acts for themselves or for another person without the purpose of copulation. National Code of Criminal Procedures. Article 260. Available at: https://www.senado.gob.mx/64/gaceta_comision_permanente/documento/47351#:~:text=Art%C3%ADculo%20260.,y%20hasta%20doscientos%20d%C3%ADas%20multa.
114 Rape legal definition: Rape is committed by anyone who either through physical or moral violence copulates with a person. National Code of Criminal Procedures. Article 266. Statutory rape is understood to be someone who copulates with a person under fifteen years of age without violence; to those who copulate without violence with a person who does not have the ability to understand the meaning of the fact or for any reason cannot resist it. Available at: https://www.gob.mx/cms/uploads/attachment/file/48378/Violaci_n_2014.pdf
According to figures from the Mexico City General Prosecutor’s Office, both in 2019 and 2020, most of the victims that reported sexual assault, sexual harassment and rape were women between 10 and 19 years old.
Graph 14. Victims from reported crimes on sexual assault, sexual harassment, rape and femicide, 2019 and 2020.

Source: Own elaboration with figures from the Mexico City General Prosecutor’s Office (FGJ), 2019 and 2020.

Spatial concentration of reported crimes against women
Between 2016 and 2020, the spatial concentration of reported crimes of rape, femicide, sexual assault and sexual harassment in Iztapalapa were located in the following neighborhoods:

- Central de Abastos
- Lomas de San Lorenzo
- Desarrollo Urbano Quetzalcoatl
- Santa Martha Acatitla
- Santa Cruz Meyehualco

In 2016, these crimes presented a higher spatial concentration at the center and northeast of Iztapalapa, near the Central Market, while in 2019, crime concentration was detected at the south of the territory, near Tlahuac and to the north of Iztapalapa, near the municipality of Nezahualcóyotl in the State of Mexico.

**Map 9. Spatial concentration of reported crimes against women in Iztapalapa: rape, femicide, and sexual assault and harassment, 2016 and 2019**
Building from a spatial risk analysis\textsuperscript{115}, the following could be observed about sexual assaults and rape:

- During 2018, liquor stores, bars and public transport stations were strongly associated to the occurrence of these crimes.
- Similarly, during 2019, middle and high schools were identified as risk places, where the occurrence of these crimes is relevant.

\textsuperscript{115} According to the \textit{Spatial risk analysis theory}, crime is associated to urban factors. Places with a higher risk tend to group different environmental, urban, and social risk factors, which may influence crime commission. For this report a \textit{Risk Terrain Modelling} (RTM) was used and allow us to assess spatial vulnerabilities based on a level of risk factors had on crime commission. Kennedy, L. W., y Caplan, J. M. (2012). A theory of risky places. Rutgers Centre on Public Security. Available at: http://www.rutgerscps.org/docs/RiskTheoryBrief_web.pdf
Graph 15. Correlation between environmental factors and the likelihood of sexual assaults.

Source: Own elaboration with figures collected by Transcrime, December 2017 to November and December 2018 and November 2019.

Crimes committed against women during the COVID-19 lockdown

According to SESNSP figures, between March and December 2020, reported crimes against women decreased by 61%. Mobility restrictions adopted to prevent the spread of COVID-19 may have influenced crime reporting.

Graph 16. Reported crimes against women in Iztapalapa: rape, femicide, sexual assault and harassment, monthly, 2018 to 2020

Source: Own elaboration with figures from the Executive Secretariat of the National System for Public Security (SESNSP), 2018 to 2020.

According to national figures, when mobility restrictions were more severe (March to July 2020), reports on crimes committed against women decreased by 39%. When restrictions became less rigorous, from July to November 2020, the number of reports on crimes committed against women decreased by 31%.
When applying the *routine activities theory*\(^{116}\) to analyze changes in reported crimes such as rape, femicide, sexual assault and harassment, variations in criminal records were identified. A drop in reported crimes on rape, femicide, sexual assault and harassment was observed from March to December 2020, which may be associated with people’s modifications in routines due to the lockdown measures adopted to prevent the contagion of COVID-19.

**Figure 18. Routine activity theory applied to public spaces during lockdown measures adopted to prevent COVID-19 spread**

Source: Own elaboration.
Building from the same theory, confinement measures adopted to prevent the spread of COVID-19 may have influenced a decrease in the commission of crimes against women in the public space. As lockdown measures have reduced the mobility of potential victims, these have also modified the opportunity factor for the offenders, inhibiting the commission of crime. Confinement measures are temporary; thus, it is necessary to pay special attention on how to address the root causes of these crimes against women in public spaces and to decrease the number of reported crimes against women.

**Citizen Council for the Security and Justice in Mexico City**

The Citizen Council for the Security and Justice opened a second office in Mexico City, located in Iztapalapa in 2020. Since the first day of operation, the organization provided 1,034 legal advice services, being July the month with the highest number of legal advices given (218).

Of the total legal advice services provided, 34% were related to the following crimes: domestic violence, physical aggressions and rape (among other relevant crimes such as threats and fraud).

82% of the reports were initiated by women, 17% by men and 1% by couples. All the victims were between 26 and 30 years old and in 17% of the cases they were transferred to the Justice Center for Women with the aim of encourage victims to file a report.

The main services provided by the Citizen Council were: psychological support, legal advice, and legal advice through digital denouncing, with the purpose of scaling the issue to a specialized authority, such as the Special Prosecutor’s Office on Sexual Crimes, Special Prosecutor Office on Crimes Committed Against Children and Adolescents and the Elderly’s Institute. The office of the Citizen Council located in Iztapalapa, provided 557 psychological services between, January and August 2020, being July the month with the highest number of services given (125).

Since the pandemic started, the most reported issues were domestic violence, anxiety, depression, fear of COVID-19 contagion, loss of a loved one, and suicide prevention.

Regarding domestic violence, from January to August, 221 reports were addressed, where 80% of victims were women and 20% were men. Ages of victims ranged between 21 and 25 years old.

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117 The Citizen Council for the Security and Justice in Mexico City is a non-profit organization that seeks to foster public security throughout the promotion of justice in Mexico City and bordering municipalities. Among the activities they execute are psychosocial support and free legal advice to the victims, as well as special programmes to encourage citizen participation. The organization is member of the Security Cabinet, initiative from the Mayor Office of Iztapalapa.

118 Figures obtained during interviews held with personnel from the Citizen Council (2020).

119 Ibid.

120 Ibid.
also included minors over 12 years old and people over 70 years old\textsuperscript{121}. The neighborhoods that concentrated the highest number of reports were:

- Barrio San Pablo
- Barrio San Miguel
- Leyes de Reforma
- San Pedro
- Guadalupe de la Moral
- San Ignacio
- San Lucas
- San Lucas
- El Manto
- La Asuncion
- Santa Bárbara

When the Citizen Council identifies aggressions that can put the victim at a higher risk of femicide, victims are transferred to the Justice Center for Women with the aim to obtain further support. In those cases, in which a higher risk of aggression towards children is observed, victims are transferred to the Integral Family Development Institute (DIF) and to the Mexico City General Prosecutor’s Office. If needed, they help the victim to make an emergency call to 911.

In March 2020, the organization launched the campaign “You are not alone” jointly with the Mexico City Government. After launching the campaign, the organization identified an increase in domestic violence reports, with July 2020 as the month with the highest number of reports, reaching 59 cases\textsuperscript{122}. However, only in 8% of the cases a report was legally filed, the rest of the cases constitute just an informal report and a request of support by the victim. Only in 2% of the cases a complaint is made throughout the digital platform with the support of the Justice Center for Women.

The organization shares its information with the Investigation Police Department, in order to support the authorities with the compliance of case evidence such as time, location and modus operandi.

According to UNODC, households are the main spaces where violence is perpetrated, and this continues to be a frequent problem. The reduction and suppression of violence against women and girls continues to be a huge challenge for the Mayor’s Office of Iztapalapa, citizens, civil society and institutions in general.

Domestic violence is a persistent threat, widely distributed across the Iztapalapa. Victims of this crime are mostly women and in the majority of the cases, offenders are men, family members or close relatives. During the fieldwork conducted for the preparation of this Assessment, this issue was one of the most mentioned problems (see section 2.4 Risk analysis in 44 neighborhoods in Iztapalapa).

\textsuperscript{121} Ibid.
\textsuperscript{122} Ibid. All figures refer to services provided in person.
Even though some official sources, such as the Mexico City General Prosecutor’s Office, provide data disaggregated by sex and age, it would be important that also the Executive Secretariat of the National System for Public Security (SESNSP), publish group age ranges with sex disaggregation regarding reported crimes on domestic violence, sexual assault and harassment, rape, femicide, among other crimes. This would help to shed light on vulnerable groups and well as provide information that could be instrumental in the design of strategies better focalized with a gender perspective.

Crimes committed against women and girls **threatens** their dignity and human rights. According to national figures, young women and girls are the most frequent victims of sexual assault and rape.

Recommendations are presented in the following pages, suggesting concrete actions that can be adopted by the Mayor’s Office of Iztapalapa and suggesting possible deadlines, allied institutions and the participation required from citizens.
# Domestic violence

## Data collection and strategies

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<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
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</table>
| **Short/ Medium/ Long term** | • Based on available data, provided by the District Prosecutor’s Office in Iztapalapa, keep on implementing the prevention and detection of cases of domestic violence and revictimization to prioritize its attention.  
• Set an annual update of the *Urban Safety Governance Assessment* conducted by UNODC, with the purpose of monitoring the effectiveness of the actions adopted to diminish antisocial behaviors and delinquency. | • Issue a complaint in case of being victim of crime.  
• Get involved in the actions executed as part of the Urban Safety Governance Assessment. |
| | • Increase the number of police officers trained to support victims of domestic violence in Iztapalapa, according to the guidelines provided by the *Special Unit for the promotion of Women rights and substantive equality* with the aim of improving response times in those zones or neighborhoods with the highest concentration of reported domestic violence. | • In case of suffering from or witnessing domestic violence, call 911 to request police assistance. |
| | • Continue the execution of the *Program Always alive* and disseminate the | • Get involved in the programs “*Line Up, Live*” |
## Domestic violence
### Data collection and strategies

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<tr>
<td>Short/ Medium/ Long term</td>
<td>initiative <strong>Special Houses for the Always alive program</strong> among women.</td>
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<td>• Adopt the implementation of UNODC’s international programs “<strong>Line Up, Live Up</strong>” and “<strong>Strong Families</strong>” that seek to improve socioemotional skills and positive parenting.</td>
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<td>• Expand the implementation of the <strong>Special program to avoid school dropouts in women</strong>(^{123}) to reduce inequalities among women and girls and scale up public awareness about girl’s and women’s rights.</td>
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<td>• Disseminate the tool “Violentometro” in elementary and secondary school levels to raise awareness among girls and boys about the escalation of violence and to help discern the different manifestations of violence hidden in everyday life and that are often confused or ignored.</td>
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<td>• Keep on expanding the networks of women based on the <strong>Special Houses for the Always alive program</strong> and the <strong>UTOPIAS</strong> with the</td>
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<td>• Report or file a complaint if you are suffering from or witnessing domestic violence.</td>
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\(^{123}\) The Mayor’s Office of Iztapalapa (2021). Programs of the Mayor’s Office of Iztapalapa. Available at: http://www.iztapalapa.cdmx.gob.mx/2alcaldia/Programas.html
## Domestic violence
### Data collection and strategies

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<td>Short/ Medium/ Long term</td>
<td>purpose disseminate information on how to prevent domestic violence and violence against women.</td>
<td>• Seek professional support at the Mayor’s Office or shelters closest to you.</td>
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### Possible partner institutions
- District Prosecutor’s Office in Iztapalapa
- National System for Integral Family Development (DIF)
- Academic Institutions
- Civil Society Organizations: Citizen Council
- UNODC

## Violence against women
### Special actions

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<td>Short/ Medium/ Long term</td>
<td>• Strengthen data collection and methodologies regarding the use of data for monitoring and evaluate actions executed by the Special Unit for the promotion of Women rights and substantive equality. • Disseminate information among the population regarding the use and functions of the emergency alert buttons located on the</td>
<td>• Issue a complaint in case of being victim of crime. • Participate in the Urban Safety Governance Assessment.</td>
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Violence against women

Special actions

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Corridors for safe and free women\(^{124}\).

- Disseminate among the population the use of *Pendants to call authorities in case of emergency* that are part of the *Always Alive program*. As well as the support offered by the *Special Houses for the Always alive program*.

- The *Special Unit for the promotion of Women rights and substantive equality*:
  - Strengthen the gender approach methodology according to international standards.
  - Design a focalized strategy to prevent sexual assault and harassment in the public transport that is regulated by the Mayor’s Office.

- If you witness an act of sexual harassment on public transport, report it to the authorities.

- Participate in the Urban Safety Governance Assessment.

- Keep the execution of the actions pursued by the *Special Unit for the promotion of Women rights and substantive equality*.

- In case of being a victim of gender-based violence, contact the authorities to issue a complaint.

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\(^{124}\) The Mayor’s Office of Iztapalapa (2021). Corridors for safe and free women. Available at: https://www.jefaturadegobierno.cdmx.gob.mx/comunicacion/nota/inaugura-jefa-de-gobierno-camino-mujeres-libres-y-seguras-de-la-alcaldia-iztapalapa
## Violence against women

### Special actions

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<td><strong>equality</strong> and disseminate them throughout the Mayor's Office official web page and social media accounts.</td>
<td>• Participate in the Urban Safety Governance Assessment.</td>
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<td>• District Prosecutor’s Office in Iztapalapa</td>
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<td>• National System for Integral Family Development (DIF)</td>
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<td>• Mexico City Government: Ministry of Women, Ministry of Education, Ministry of Citizen Security, C5-CDMX</td>
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**Possible partner institutions**

- District Prosecutor’s Office in Iztapalapa
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## Violence against women

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<td>• Expand the number of <em>Pendants to call authorities in case of emergency</em> that are part of the <em>Always Alive program</em> with the aim of provide immediate attention to women at risk of femicide.</td>
<td>• Promote the creation of support networks for families of victims of femicide.</td>
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<td>• Continue to keep and up-to-date record on femicides committed in Iztapalapa, action conducted between the <em>Special Unit for the promotion of Women rights and substantive equality</em> and</td>
<td>• Report cases of women at risk of femicide to the competent authorities.</td>
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Violence against women

**Special actions**

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<td>the District Prosecutor’s Office in Iztapalapa</td>
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<td>• Monitor the actions provided at the <strong>UTOPIAS</strong> that are currently operating, specially to those actions related to the prevention of violence against women, counseling and therapy services to women and children in order to identify cases of rape and provide attention to victims.</td>
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<td>• Increment the actions performed as part of the <strong>Special Houses for the Always alive program</strong> in the neighborhoods with higher crime rates, in order to set capacities within families regarding prevention, human rights and gender perspective.</td>
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<td>• Establish alliances with the Ministry of Public Education to prevent and identify cases of rape in schools and their surroundings.</td>
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<td>• Disseminate the reporting services on rape among the population as well as the actions undertaken by the Specialized agency against sexual crimes located in Iztapalapa.</td>
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<td>• If you are a victim of rape, file a complaint.</td>
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<td>• Encourage respect for women, girls and boys.</td>
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<td>• Increase the counseling and therapy services to women and children provided at the</td>
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<td>• In case of witnessing cases of sexual assault</td>
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| Short/ Medium/ Long term | **UTOPIAS** in order to raise awareness about gender-based-violence  
- Promote and disseminate **UNODC’s initiative Chuka**¹²⁵, a set of videos aimed at preventing sexual assault in children.  
- Disseminate the reporting services on sexual assault among the population.  
- Provide gender perspective trainings to all police officers and the Mayor’s Office personnel for better performance in their duties when facing cases of sexual assault. | , report them to the authorities.  
- Encourage respect for women, girls and boys. |
| Sexual harassment | - Scale up a culture of respect for women and girls, particularly targeted at men and boys.  
- Disseminate the reporting services on sexual harassment among the population as well as the actions undertaken by the Specialized agency against sexual crimes located in Iztapalapa.  
- Continue the training offered as part of the **Always alive program** in Iztapalapa, especially in the neighborhoods with higher | - If you witness an act of sexual harassment in public, report it to the authorities.  
- Encourage respect for women and girls. |


---
## Violence against women

### Special actions

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>number of reported crimes against women.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• District Prosecutor’s Office in Iztapalapa</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• National System for Integral Family Development (DIF)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Mexico City Government: Ministry of Women, Ministry of Education, Ministry of Citizen Security, C5-CDMX</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Academic Institutions</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Civil Society Organizations: Citizen Council</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• UNODC</td>
<td></td>
</tr>
</tbody>
</table>

### Possible partner institutions

- District Prosecutor’s Office in Iztapalapa
- National System for Integral Family Development (DIF)
- Academic Institutions
- Civil Society Organizations: Citizen Council
- UNODC

## Vulnerable populations

### Special actions

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women and girls</td>
<td>• Follow up the academic achievement women reach through the <strong>Special program to avoid school dropouts in women</strong> and provide them with employment opportunities.</td>
<td>• Participate in all the activities of the program.</td>
</tr>
<tr>
<td>Elder population</td>
<td>• Disseminate and speed up the registration process to the program <strong>Economic support to achieve the integral well-being of older adults between 60 and 64 years old</strong>[^126]</td>
<td>• Sign up for the program.</td>
</tr>
</tbody>
</table>

### Vulnerable populations

**Special actions**

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Public health</strong></td>
<td>• For the execution of the <em>Public Care System Program</em>(^{127}) prioritize inhabitants living in extreme poverty in Iztapalapa.</td>
<td>• Sign up for the program.</td>
</tr>
<tr>
<td></td>
<td>• Strengthen institutional alliances to improve food, health, education and employment for the beneficiaries of the <em>Extreme Poverty Program</em>(^{128}).</td>
<td>• Participate in the actions implemented by the program.</td>
</tr>
<tr>
<td></td>
<td>• Continue with the implementation of the <em>Mercomuna program</em>(^{129}) throughout the COVID-19 pandemic. Evaluate the impact of the program by the end of the pandemic.</td>
<td>• Register for the <em>Mercomuna program</em>.</td>
</tr>
</tbody>
</table>

**Possible partner institutions**

- National System for Integral Family Development (DIF)
- Academic Institutions
- Civil Society Organizations: Citizen Council
- UNODC

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\(^{127}\) Ibid.

\(^{128}\) Ibid.

2.1.3.2 Robbery in all its modalities

Between 2015 and 2020, reports on robbery in all its modalities decreased by 7%.

Graph 18. Types of reported robberies and thefts in Iztapalapa, 2015-2020

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Other</td>
<td>3,581</td>
<td>3,370</td>
<td>5,374</td>
<td>4,525</td>
<td>3,888</td>
<td>2,923</td>
</tr>
<tr>
<td>Robbery to the person in a public location</td>
<td>2,613</td>
<td>2,730</td>
<td>2,717</td>
<td>5,189</td>
<td>3,431</td>
<td>1,944</td>
</tr>
<tr>
<td>Robbery or theft of vehicle</td>
<td>2,517</td>
<td>2,270</td>
<td>2,472</td>
<td>2,904</td>
<td>2,620</td>
<td>2,039</td>
</tr>
<tr>
<td>Burglary of business</td>
<td>2,095</td>
<td>2,489</td>
<td>2,850</td>
<td>3,121</td>
<td>3,652</td>
<td>2,329</td>
</tr>
<tr>
<td>Burglary of private residential premises</td>
<td>769</td>
<td>885</td>
<td>908</td>
<td>934</td>
<td>942</td>
<td>87</td>
</tr>
<tr>
<td>Robbery to the person in the public transport</td>
<td>731</td>
<td>658</td>
<td>815</td>
<td>1,602</td>
<td>2,190</td>
<td>845</td>
</tr>
<tr>
<td>Robbery or theft of auto parts</td>
<td>281</td>
<td>344</td>
<td>426</td>
<td>656</td>
<td>833</td>
<td>601</td>
</tr>
<tr>
<td>Robbery to transporters</td>
<td>55</td>
<td>56</td>
<td>40</td>
<td>62</td>
<td>63</td>
<td>40</td>
</tr>
<tr>
<td>Robbery of machinery</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td>3</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td>Robbery of financial institution</td>
<td>2</td>
<td>5</td>
<td>4</td>
<td>2</td>
<td>3</td>
<td>7</td>
</tr>
</tbody>
</table>

Source: Own elaboration with figures from the Executive Secretariat of the National System for Public Security (SESNSP), 2015 to 2020.

Robbery from the person in a public location, followed by burglary of business property and robbery or theft of a vehicle are the three modalities of robbery with the highest frequencies. These modalities represent 56% of the total robbery crimes occurred from 2015 to 2020.

According to SESNSP, during this period, reported crimes on robbery from the person in a public location decreased by 18%. In the same years of analysis, 87% of this type of crime were committed with violence. Between 2018 and 2020, period that correspond to the current administration of the Mayor’s Office of Iztapalapa, reports on this crime dropped by 58.5%.

On the other hand, reported crimes on burglary of business property, between 2015 to 2020, increased by 11%, records indicated that a vast majority were committed with violence (75%). Between 2018 and 2020, reported crimes on burglary of business property decreased by 25%.

Regarding reported crimes on robbery or theft of a vehicle increased by 19% from 2015 to 2019, between 2015 and 2020 and they were mainly executed without violence (58%). In the period that goes from 2018 to 2020, registered crimes on robbery of a vehicle decreased by 30%.

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130 Other acts of robbery or theft include robbery from delivery boys, theft of plates from a vehicle, robbery of documents, burglary of office and schools’ premises.
There is no available information, in the official sources, regarding the type of weapons (firearms, knives, etc.) used in the reported crimes committed with violence. This type of disaggregation would be useful for:

- Elucidating the percentage of cases that had firearms involved, which might be useful in shedding light on local dynamics related to illicit arms trafficking.
- Identifying the level of violence used by the offender as well as the psychological and physical impact on the victim.

**Graph 19. Reported crimes on robbery from the person in a public location, burglary of business property and robbery or theft of vehicle in Iztapalapa, 2015-2020**

- **Robbery from the person in a public location in Iztapalapa, 2015-2020**
- **Burglary of business property in Iztapalapa, 2015-2020**
- **Robbery of vehicle in Iztapalapa, 2015-2020**

Source: Own elaboration with figures from the Executive Secretariat of the National System for Public Security (SESNSP), 2015 to 2020.

In these three modalities of robbery, more men than women were victims (55% to 45%). Most of the victims were young people between 20 to 29 years old (15%) and 30 to 39 years old (14%).
Reported crimes on robbery to the person in a public location, burglary to business property and robbery of vehicle, during the lockdown adopted due to COVID-19

Since March 2020, the month in which the lockdown measures were adopted, reports on robbery to the person in a public location, burglary to business property and robbery of vehicle decreased. Between March and December 2020, the following was identified:

- 14% on the number of robberies from the person in a public location was reported.
- 39% on burglary of business property was reported.
- 6% on robbery of vehicle was reported.

**Graph 20.** Reported crimes on robbery from the person in a public location, burglary of business property and robbery of vehicle in Iztapalapa, monthly 2018-2020

**Spatial concentration of reported crimes on robbery in all its modalities**

Between 2015 and 2020, the neighborhoods that showed a high crime concentration of reported crimes on robbery in all its modalities were:

- Central de Abastos (neighborhood with the highest crime concentration)
- Desarrollo Urbano Quetzalcoatl
- Juan Escutia
- Santa Cruz Meyehualco
In 2015, one spatial concentration of reported crimes on robberies was identified to the northern part of Iztapalapa, near Iztacalco and the Central Market. While in 2019, a couple of spatial concentrations were detected at the east, near Nezahualcóyotl in the State of Mexico and at the south between Tlahuac avenue and Canal de Garay Avenue, the latest connects with the Ringway in Mexico City. In 2019, these concentrations maintained an average of 300 to 500 crimes committed per km$^2$.

Source: Own elaboration with figures from the Mexico City General Prosecutor’s Office (FGJ), 2015 and 2019.
Robbery in all its modalities during COVID-19 in 2020

As shown in the following graphs, reported crimes on robbery from the person in a public location burglary of business property and robbery of vehicles presented a decrease in crime records, starting from March 2020. This trend matches with the adoption of the lockdown measures to prevent the spread of COVID-19.

Reported crimes on robbery from the person in a public location decreased by 36% from March to July 2020. However, when mobility restrictions were less rigorous (July to November 2020), reports increased by 15%.

Regarding burglary of business property, from March to July 2020 reported crimes dropped by 37.5%. When restrictions became less severe (July to November 2020), the number of reports on burglary of business increased 28%.

Finally, from March to July 2020 reported crimes on robbery of vehicles decreased by -8%. When mobility restrictions were less rigorous (July to November 2020), reports on robbery of vehicle decreased dropped by 14.5%. This may be associated with the adoption of lockdown measures.

In all the crimes analyzed, variations in crime reporting could be associated to the opportunity factor, as mobility restrictions relaxed, opportunities for crime commission increased as well as crime reporting.

Graph 21. Reported crimes on robbery from the person in a public location, burglary of business property and robbery of vehicle in Iztapalapa during lockdown, reports in 2020

Robbery from the person in a public location
Burglary of business property

Source: Own elaboration with figures from the Executive Secretariat of the National System for Public Security (SESNSP), 2020.

Robbery of vehicle

Source: Own elaboration with figures from the Executive Secretariat of the National System for Public Security (SESNSP), 2020.

Spatial concentration of reported crimes on robbery to the person in a public location during 2020

During 2020, reported crimes on robbery from the person in a public location concentrated in three areas: tow at the east and one at the south of Iztapalapa. When analyzing these concentrations, the following was identified\textsuperscript{131}:

\textsuperscript{131} According to information provided by personnel of the Coordination of Planning and Crime Combat from the Mayor’s Office of Iztapalapa during interviews conducted for this Assessment, 2020 and 2021.
The three areas are located in the territorial boundaries with other municipalities in the State of Mexico (Nezahualcóyotl and Los Reyes la Paz), and with other Mayor Offices in Mexico City such as Tláhuac (at the south of Iztapalapa).

A strong presence of crime inhibitors, such as police stations and surveillance cameras is identified in all the territory\textsuperscript{132}. A higher presence is mostly distributed at the northern part of Iztapalapa.

These three areas of crime spatial concentration could be associated with the dynamic of the territorial borders with other municipalities and Mayor Offices, as offenders may use these frontiers to avoid their persecution or escape from the authorities. Robbery is considered a common crime under the national legislation, which implies that its persecution is limited to the jurisdiction of the Mayor’s Office of Iztapalapa.

Public transport stations and highly transited avenues were identified as facilitators of this type of crime:

1) The crime concentration located at the northeast of the territory, near to the municipality of Nezahualcóyotl, coincides with the location of the Metrobus public station Tepalcates, as well as with the Highway Mexico-Puebla, both concentrate a high number of users.

2) Regarding the hotspot detected at the east, near to Los Reyes La Paz municipality, coincides with the Metrobus public stations Santa Martha and Acatitla, as well as with the Highway Mexico-Puebla and Calzada Ermita Iztapalapa, which cross Iztapalapa from east to west. Also, a penitentiary center (Santa Marta Acatitla) is located in this crime spatial concentration.

3) The hotspot identified at the south of the territory is localized in the neighborhood Desarrollo Urbano Quetzalcoatl, which presents high level of problematic alcohol consumption. In this hotspot some land illegally invaded is also located, such as Degollado, El Molino and Maguellera, which do not have access to public services.

\textsuperscript{132} The Mayor’s Office of Iztapalapa has installed 2,270 surveillance cameras, 1,605 of them have an emergency button and 495 cameras do not have an emergency button according to information from the Institute of Transparency, access to public information, personal data protection and accountability from Mexico City. Available at: http://www.infocdmx.org.mx/index.php/2-boletines/5567-dcs-089-17.html
Based on a spatial risk analysis\textsuperscript{133} of robberies committed between December 2017 and November 2019 we concluded that:

- A high number of robbery reports are associated with the presence of pharmacies, stores, street markets and banks.

\textbf{Graph 22. Correlation between environmental risk factors and reported robberies in Iztapalapa}

Source: Own elaboration with estimates produced by Transcrime, December 2017 to November and December 2018 and November 2019.

---

Robbery in public transport

Between 2015 and 2020, reported crimes on robbery in public transport increased by 76% in Iztapalapa.

Graph 23. Reported crimes on robbery in public transport in Iztapalapa, 2015-2020

Source: Own elaboration with figures from the Executive Secretariat of the National System for Public Security (SESNSP), 2015 to 2020.

Robbery in public transport during COVID-19

Between January and February 2020, robbery and theft on public transportation remained low, rebounding in early March. From March to December 2020, reported crimes on robbery from the person in the public transport decreased by 26%, in-line with the lockdown measures adopted to prevent the spread of COVID-19.

Graph 24. Reported crimes on robbery from the person in the public transport during lockdown measures adopted to prevent COVID-19, 2020

Source: Own elaboration with figures from the Executive Secretariat of the National System for Public Security (SESNSP), 2020.
According to INEGI, Iztapalapa accounts for 1,938 public transport trips daily, without taking into consideration informal transportation such as illegal taxis and taxi-bikes that operate and contain a high demand in the most complex urban areas of the borough\(^{134}\).

Figures from the Mexico City Ministry of Mobility (SEMOVI) indicated that insecurity perception is concentrated in the following six routes of public transport in Iztapalapa:

1. Calzada Ermita Iztapalapa
2. Periférico Canal de San Juan
3. Ermita Iztapalapa-Calzada Zaragoza
4. Calzada Zaragoza-Periférico Canal de San Juan
5. Francisco del Paso-Circuito Interior
6. Tepalcates-Ejercito Constitucionalista

Residents of Iztapalapa travel to other boroughs in Mexico City and other municipalities of the State of Mexico, mostly using the following public transport connections:

**Figure 19. Daily trips made in the public transport from Iztapalapa to other points in Mexico City and the State of Mexico**

Source: Own elaboration with figures from INEGI, Origin Destination Survey in the Metropolitan Area (ENOE), 2017.

Hotspots of robbery from the person in the public transport were identified in three zones:

- **Zone 1.** In the center of Iztapalapa, nearby Constitucion de 1917 metro station (line 8), with a user count of 8,332,453 people during the first quarter of 2019\(^{135}\).
- **Zone 2.** In the north of Iztapalapa nearby metro station Guelatao (line A), with a user count of 2,059,338 people.
- **Zone 3.** In the east of Iztapalapa, nearby Tepalcates metro station (line A), with a user count of 2,035,425 people.

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\(^{135}\) Mexico City Public Transport System (2019). User affluence per metro line. Available at: https://metro.cdmx.gob.mx/afluencia-de-estacion-por-linea-2019
Map 12 illustrates these three zones and, as indicated before, it can be observed that these concentrations concur with those hotspots of robbery from the person in a public location.

**Map 12. Robbery in public transport in Iztapalapa, reports in 2015-2020**

These metro stations also gather other means of public transportation stations, such as buses, taxis, moto-taxis, which can transport people to other points of strategic connection like the avenues Eje 6 and 8, Av. Las Torres, Calzada Ermita Iztapalapa and Anillo Periférico.

**Map 13. Victims of robbery nearby metro station Constitucion de 1917 and Tepalcates in Iztapalapa, January to June 2020**

Source: Own elaboration with figures from the Mexico City General Prosecutor’s Office (FGJ), January to June 2020.
Robbery in public transport represents a threat to the residents of Iztapalapa, as most metro stations have become vulnerable places prone to the commission of robbery and assault. Men are the most targeted victims and this conduct is committed both with and without violence. In the Constitucion de 1917 metro station, 46% of crimes were perpetrated against men, while in metro station Tepalcates, men victims reached 68.3%.

The commission of this crime has a great opportunity factor for offenders due to the large number of potential victims, as well as the lack of guardians. This situation is even more severe for the victims due to their inability to leave the subway car or bus. The persistence of this crime increases the perception of insecurity within the Mayoralty's territory.

Most of the robberies from the person in public transport occur on Monday, Tuesday and Thursday mornings, when people travel to their job locations or academic institutions (05:00 to 11:59 hours). Victims are equally women and men (36.3% and 36.4%, respectively).

**Figure 20. Robbery from the person in the public transport in Iztapalapa reported during 2019, by time of crime occurrence**

<table>
<thead>
<tr>
<th>Time of crime occurrence</th>
<th>Women</th>
<th>Men</th>
</tr>
</thead>
<tbody>
<tr>
<td>5:00 a 11:59</td>
<td>36.3%</td>
<td>36.4%</td>
</tr>
<tr>
<td>12:00 a 18:59</td>
<td>37.9%</td>
<td>33.2%</td>
</tr>
<tr>
<td>19:00 a 4:59</td>
<td>15.6%</td>
<td>30.2%</td>
</tr>
</tbody>
</table>

Source: Own elaboration with figures from the Mayor's Office of Iztapalapa, 2019.

Regarding the perpetrator's characteristics, most offenders were young people between 15 and 30 years old that operate in groups of four. Their modus operandi is clear: once they enter the transport (bus or metro wagon), they divide into groups of two to capture both entrances, one guards the entrance, and another takes the exit door. The other two start intimidating the users with firearms (real or fake) and proceed to assault the passengers\(^{136}\).

**Robbery in street markets and markets**

The regulation of the central market *Central de Abastos* and *Nueva y Vieja Viga* are under the supervision of the federal government and have private security. However, the area concentrates many crime reports, an aspect that threatens the security of businesspeople and of the population in general.

The Market **Central de Abastos** represents one of the largest economic activities in Iztapalapa. The market gathers 90,000 workers, 13,800 workers that provide cargo services to buyers and an average of 370,000 visitors that carry out different transactions\(^{137}\). Its high concentration of economic activity remains as an opportunity factor for the commission of crimes.

Burglary of business property, robbery in the streets and robbery of objects are the most reported crimes committed against the businesspeople of the Central Market and against customers, who are common victims in the surroundings of the market. Apart from robberies and assaults, businesspeople and merchants are also victims of kidnapping and extortion. The last one has shown an increase since 2015 in public complaints by victims of extortion and intimidation. These actions were perpetrated by criminal organizations with the use of violence. Although these incidents are not reflected in official records, different media sources have reported them\(^{138}\), which also suggests that there is an important number of unrecorded crimes.

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\(^{138}\) Fuentes, D., El Universal (2017). Three persons were identified as criminals due to extortion committed in the Central Market “CEDA”. Available at: [https://www.eluniversal.com.mx/articulo/metropoli/cdmx/2017/05/19/denuncian-cobro-de-piso-en-central-de-abasto](https://www.eluniversal.com.mx/articulo/metropoli/cdmx/2017/05/19/denuncian-cobro-de-piso-en-central-de-abasto)
Street market *El Salado*

This street market offers a diversity of products, such as counterfeit articles and presumably stolen ones such as: auto parts, household items, jewelry, clothes, perfumes, medicines, adulterated products, liquor, shoes, and cell phones.

“Trucks and cars arrive at dawn, full of merchandise wrapped in fabrics, which serve as placeholders for the products for sale. In this market there are dozens of stalls that sell alcohol on public roads”.

This market is located on the border between Iztapalapa and the municipality of Nezahualcóyotl in the State of Mexico. A zone that, according to some sellers and customers, is prone to crime
incidents and impunity due to the lack of coordination between law enforcement authorities and police officers from the two municipalities, decreasing the likelihood of capture of perpetrators.\textsuperscript{139}

From 2015 to 2020, the market reported 2,283 robbery crimes committed with firearms. Nearby, burglary of business without violence, robbery from the person in a public location and robbery from the person in public transport were the most frequently reported crimes.

\textbf{Map 16. Crime reports in the Street market El Salado and its proximities.}

Source: Own elaboration with figures from the Mexico City General Prosecutor’s Office (FGJ), 2015-2020.

\textbf{Street market Las Torres}

The street market in Las Torres is one of the older markets in Iztapalapa, it covers 2 km and sells a range of items mainly collected from the garbage and from solid waste treatment plants. The market has caused different urban issues, such as the temporary closure of roads or avenues, as well as environmental problems related to the enormous amount of garbage that the market

generates every week. Robbery from the person in a public location, as well as, theft of objects from a vehicle are the most reported crimes of the market and its surroundings.

**Map 17. Crime reports in the street market Las Torres**

Between 2015 and 2020, intentional homicide reports increased by 51%. Reports of homicides committed with firearms incremented by 92% in the same period. However, when analyzing this trend between 2018 and 2020, period of the current administration of the Mayor’s Office of Iztapalapa, it was identified that reported crimes on intentional homicide decreased by 21%. A similar decrease could be observed on registered homicides committed with firearms.
When comparing monthly crime records on intentional homicide, it can be observed that the tendency is diverse, although its seriousness relies on the fact that in average over 30 people are kill every month.
The SDG 16 seeks to reduce all types of violence, in an aim of promoting peaceful, inclusive and fair communities for all. Based on statistical and geographical information and the one collected during fieldwork, robbery in all its modalities was identified as the most frequent threat for Iztapalapa's inhabitants, affecting their property, livelihoods, businesses, and personal integrity, especially when the crime is committed with violence.

High levels of violence seriously affect social and economic development weakening the rule of law. As figures indicated, apart from economic damage, victims also report emotional and physical damage (see section 2.4. Risk analysis in 44 neighborhoods in Iztapalapa).

In the case of robbery in all its modalities, it is important to notice that there is a lack of disaggregated data regarding the type of weapons used by offenders in reported crimes committed with violence. Having disaggregated data from official statistics on the type of weapons used by offenders would be instrumental in acknowledging the percentage of cases with firearms involved, which might be useful in shedding light on local dynamics related to illicit arms trafficking. This type of information would be useful to understand and address the local dynamics regarding illicit arms trafficking and also to highlight the level of violence adopted by the offender as well as the psychological and physical impact on the victims.

There is also an absence of data disaggregated by sex, gender and age from both the offender and victims. Disaggregated data is fundamental to better understand criminal dynamics and conduct more specific analysis.
In the following pages, some recommendations are listed suggesting concrete actions that can be adopted by the Mayor’s Office of Iztapalapa as well as possible deadlines, and potential partner institutions.

### Robbery from a person in a public location

**Data collection and strategies**

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Data collection and analysis</strong></td>
<td>- Improve data collection and disaggregated information obtained from emergency calls registered by the Command and Control Center (C2 or Cuitlahuac Base), based on the International Classification of Crimes for Statistical Purposes (ICCS)(^{140}).</td>
<td>- When making an emergency call provide information requested by the authorities.</td>
</tr>
<tr>
<td></td>
<td>- When making an emergency call provide information requested by the authorities.</td>
<td>- Report antisocial behaviors and crimes that occur in their neighborhoods.</td>
</tr>
<tr>
<td><strong>Data for action</strong></td>
<td>- Based on available data, set an action plan to prevent robbery in those areas with higher crime concentration.</td>
<td>- Issue a report in case of being victim of crime.</td>
</tr>
<tr>
<td></td>
<td>- Give maintenance to the surveillance equipment installed in the Corridors for safe and free women(^{141}) and their surrounding areas, as well as in the main traffic routes.</td>
<td>- Report to the authorities about damages in the equipment located in the Corridors for safe and free women.</td>
</tr>
<tr>
<td></td>
<td>- Implement emergency alert buttons and surveillance cameras in parks, sidewalks, and areas with high crime concentration.</td>
<td>- Promote safety networks such as WhatsApp groups for communication among neighbors.</td>
</tr>
</tbody>
</table>

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\(^{141}\) The Mayor’s Office of Iztapalapa (2021). Corridors for safe and free women. Available at: [https://www.jefaturagedebierno.cdmx.gob.mx/comunicacion/nota/inaugura-jefa-de-gobierno-camino-mujeres-libres-y-seguras-de-la-alcaldia-iztapalapa](https://www.jefaturagedebierno.cdmx.gob.mx/comunicacion/nota/inaugura-jefa-de-gobierno-camino-mujeres-libres-y-seguras-de-la-alcaldia-iztapalapa)
### Robbery from a person in a public location

**Data collection and strategies**

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
</table>
| Short/ Medium/ Long term | pedestrian concentration in the Mayoralty’s territory.  
• Disseminate the use of the application *My Police*\(^{142}\) which, due to its geolocating attributes, reduces police response in case of emergency. | • Promote the use of technological initiatives such as *My Police* app in order to have a more effective communication in case of emergency. |

### Programs to prevent robbery

- Expand the implementation of the *School Security Program for Children*\(^{143}\) in the neighborhoods with the highest crime rates.
- Get involved in the activities related to the *School Security Program for Children*.

### Possible partner institutions

- Mexico City Government: Ministry of Citizen Security, Ministry of Mobility, C5-CDMX
- Academic Institutions: UAM-I, UNAM, Technological Institutes of Iztapalapa
- Civil Society Organizations: Citizen Council
- UNODC

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### Robbery from a person in the public transport

**Data collection and strategies**

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Short/ Medium/ Long term</td>
<td>• Improve data disaggregation obtained from emergency calls registered by the Command</td>
<td>• When making an emergency call provide information requested by the authorities.</td>
</tr>
</tbody>
</table>

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\(^{142}\) The Mayor’s Office of Iztapalapa (2021). Programs of the Mayor’s Office of Iztapalapa. Available at: http://www.iztapalapa.cdmx.gob.mx/2alcaldia/Programas.html

\(^{143}\) Ibid.
### Robbery from a person in the public transport

#### Data collection and strategies

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Short/ Medium/ Long term</td>
<td>and Control Center (C2 or Cuitlahuac Base), based on the <em>International Classification of Crimes for Statistical Purposes (ICCS).</em></td>
<td>• Report antisocial behaviors and crimes that occur in their neighborhoods.</td>
</tr>
</tbody>
</table>

**Data for action**

- Based on available data, set an action plan to prevent robbery in those areas with higher crime concentration.

- Issue a complaint in case of being victim of crime.

**Inter-institutional coordination to prevent robbery**

- Establish an alliance between academic institutions and Mexico City’s Ministry of Mobility (SEMOVI) to provide special transportation services to students, especially during the evening and night in order to guarantee their safety.

- In coordination with SEMOVI improve public transport conditions, such as:
  - Expand public transport coverage.
  - Regulate drivers and other means of public transportation (motorcycle taxis, bicycle taxis) that operate without regulations.

- Take part of the especial actions adopted by authorities to guarantee users safety in the public transport.

- Report the existence of public transport that operates without regulation.

- In case of being the driver of any public transport that operates without regulation, comply with the traffic rules.
### Robbery from a person in the public transport

**Data collection and strategies**

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Reinforce the implementation of the <em>Safe Passenger Program</em>(^{144}) in metro stations: Tepalcates, Constitucion de 1917 and Guelatao, where a high number of robbery reports was identified.</td>
<td>• Issue a complaint in case of being victim of crime.</td>
</tr>
</tbody>
</table>

**Possible partner institutions**
- Mexico City Government: Ministry of Citizen Security, Ministry of Mobility, C5-CDMX
- Academic Institutions: UAM-I, UNAM, Technological Institutes of Iztapalapa
- Civil Society Organizations: Citizen Council
- UNODC

---

### Robbery of vehicle and auto parts

**Data collection and strategies**

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Improve data disaggregation obtained from emergency calls registered by the Command and Control Center (C2 or Cuitlahuac Base), based on the <em>International Classification of Crimes for Statistical Purposes (ICCS)</em>.</td>
<td>• When making an emergency call provide information requested by the authorities.</td>
</tr>
<tr>
<td></td>
<td>• Report antisocial behaviors and crimes that occur in their neighborhoods.</td>
<td></td>
</tr>
</tbody>
</table>

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\(^{144}\) Ibid.
## Robbery of vehicle and auto parts

### Data collection and strategies

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Data for action</strong></td>
<td>• Based on available data, set an action plan to prevent robbery in those areas with higher crime concentration.</td>
<td>• Issue a complaint in case of being victim of crime.</td>
</tr>
<tr>
<td><strong>Inter-institutional coordination to prevent robbery</strong></td>
<td>• Formalize the <em>Metropolitan Coordinating Program</em>[^145] with the municipalities of the State of Mexico and Mexico City to increase collaboration between law enforcement officials by establishing guidelines for cooperation for investigation and persecution of robbery.</td>
<td>• When buying a used car, review the recommendations provided by the <em>Secure Purchase Program</em>[^146]. • Promote a culture of lawfulness by avoiding the acquisition of vehicles and auto parts of illegal origin.</td>
</tr>
<tr>
<td><strong>Law enforcement operations and surveillance actions to diminish robbery</strong></td>
<td>• Strengthen the cooperation between law enforcement officials to set joint operations that disassemble criminal groups behind the robbery or theft of vehicles and auto parts.</td>
<td>• Promote a culture of lawfulness in the purchase and sale of vehicles and auto parts.</td>
</tr>
</tbody>
</table>

**Possible partner institutions**
- Mexico City Government: Ministry of Education, Ministry of Citizen Security, Ministry of Mobility, C5-CDMX
- Civil Society Organizations: Citizen Council
- UNODC

[^145]: Mentioned during an interview with staff of the Mayor’s Office of Iztapalapa, 2020.
# Burglary of business property

## Data collection and strategies

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Short/ Medium/ Long term</td>
<td>• Improve data disaggregation obtained from emergency calls registered by the Command and Control Center (C2 or Cuitlahuac Base), based on the <em>International Classification of Crimes for Statistical Purposes (ICCS).</em></td>
<td>• When making an emergency call provide information requested by the authorities. • Report antisocial behaviors and crimes that occur in their neighborhoods.</td>
</tr>
<tr>
<td>Data collection and analysis</td>
<td>• Based on available data, set an action plan to prevent burglary of business in those areas with higher crime concentration. • Set a methodology for data collection and analysis obtained from the <em>Security Cabinets</em>(^{147}), based on international standards. • Promote a crime prevention strategy based on the analysis of the information collected from the <em>Security Cabinets</em> and statistical data available.</td>
<td>• Issue a complaint in case of being victim of crime. • Get involved in the strategies adopted by the Mayor’s Office with the purpose of improving crime prevention in the territory.</td>
</tr>
<tr>
<td>Data for action</td>
<td>• Continue the execution of the <em>Security Cabinet with the private sector</em>(^{148}). • Promote a monitoring and evaluation methodology for this initiative.</td>
<td>• Participate in the initiatives promoted by the Mayor’s Office design aim to improve crime prevention. • Made a complaint in case of becoming a</td>
</tr>
<tr>
<td>Inclusive and participatory strategies</td>
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<td></td>
</tr>
</tbody>
</table>

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\(^{148}\) Ibid.
### Burglary of business property
#### Data collection and strategies

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Short/ Medium/ Long term</td>
<td>• Implement a <strong>Security Cabinet with vendors and businessmen from markets and street market</strong>[^149], in order to better understand their insecurity concerns.</td>
<td>• victim of crime or use the digital platforms available to make a complaint.</td>
</tr>
</tbody>
</table>

#### Law enforcement operations and surveillance actions to diminish burglary

- Strength measures adopted to provide security to the private sector, such as the communication channels created via What’s App.
- Disseminate the use of the **My Police** App.

#### Possible partner institutions

- Mexico City Government: Ministry of Citizen Security, Ministry of Mobility, C5-CDMX
- Central Market and street markets
- Civil Society Organizations: Citizen Council
- UNODC

[^149]: Ibid.
2.1.4 Illicit drug and arms markets in Iztapalapa

According to figures from SESNSP, between the years 2015 and 2019 the number of reported crimes on drug dealing increased by 273%, while from 2018 to 2020 the reports increased by 9%.

**Graph 28. Reported crimes on drug dealing in Iztapalapa, 2015-2020**

Source: Own elaboration with figures from the Executive Secretariat of the National System for Public Security (SESNSP), 2015 to 2020.

Regarding the spatial concentration of this crime, and according to figures from the Mexico City General Prosecutor’s Office, in 2016 a concentration in the southeast of Iztapalapa was identified, while in 2019, four concentrations of reported crimes on drug dealing were identified:

- To the north, near the Mexico-Puebla highway, Iztacalco and the Nezahualcoyotl municipality of the State of Mexico.
- To the center, nearby Recreational Park Santa Cruz Meyehualco.
- To the south, encompassing Desarrollo Urbano Quetzalcoatl and close by Tlahuac.
- To the west, near Coyoacan.

150 Drug dealing: Subscribed to the General Health Law in the section referring to crimes, which is understood as the trade, sale, purchase, acquisition or alienation, possession or supply of any narcotic drug.
Map 18. Reported drug dealing in Iztapalapa, 2016 and 2019

Source: Own elaboration with figures from the Mexico City General Prosecutor’s Office (FGJ), 2016 and 2019.
Spatial concentration of reported crimes on drug dealing during 2020

In 2020, the crimes reported for drug dealing were concentrated in the northwest of Iztapalapa, near Iztacalco. By analyzing the behavior of this crime, the following is identified:

1. The concentration was located in the Central Market. According to official information, more than 500 thousand visitors, on average, carry out daily transactions in the Central Market. It is estimated that the value of annual commercial operations is 9 billion dollars, second only to the Mexican Stock Exchange at the national level\(^{151}\). Additionally, the area has important road connections such as Mexico City’s Anillo Periférico.
2. According to information provided by personnel from the Mayor’s Office of Iztapalapa, there are high levels of alcohol and drug consumption in the area.
3. On the other hand, the area has high levels of social marginalization due to the concentration of population living in housing units such as Real del Moral and Tezontle.
4. The crime concentration is adjacent to Iztacalco, which could make it difficult to prosecute crime as it is a different territory from the command of the police elements operating in Iztapalapa.

Map 19. Reported crimes on drug dealing in Iztapalapa, 2020

Legend
- Police stations and modules
- Surveillance cameras
- Neighborhood limits
- Municipality limits

Source: Own elaboration with figures from the Mexico City General Prosecutor’s Office (FGJ), 2020.

Reported crimes on illicit carrying of firearms

According to figures from SESNSP, between 2016 and 2020, reported crimes on illicit carrying of firearms increased by 76%. Regarding reported crimes on carrying of forbidden weapons, there was a 75% decrease between 2016 and 2018.

Available data on these reported crimes does not specify the type of firearms that were seized by the authorities. There is also no statistical information regarding the value chain (origin, trafficking, selling) involved in illicit arms trafficking.

Graph 29. Reported crimes on illicit carrying of firearms and carrying of forbidden weapons, Iztapalapa 2015 to 2020

Source: Own elaboration with figures from the Mexico City General Prosecutor's Office (FGJ), 2015 to 2020.

According to figures from SESNP, from 2015 to 2020, reports on crimes committed with firearms behaved in the following way:

- Intentional homicides committed with firearms increased by 92%
- Assaults committed with firearms decreased by 12%
- Femicides committed with firearms duplicated. In 2015, there were only 2 reports on femicide, and by 2020, 4 were reported.

From 2018 to 2020, the term of office corresponding to the current administration of the Mayor’s Office of Iztapalapa, a 39% decrease in reports of crimes committed with firearms was identified.

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152 It is important to note that for the analysis of this crime there was no data available for 2015, therefore its analysis begins in 2016.
153 As for the crime of possession of forbidden weapons, there is no data available for 2015 or after 2018. Therefore, the analysis only considers data from 2016 to 2018.
Spatial concentration of reported crimes committed with firearms

The spatial distribution of crimes committed with firearms was concentrated to the southeast of the borough in both 2016 and 2019.
Spatial concentration of reported crimes committed with firearms that came to the attention of the authorities during 2020

In 2020, two concentrations are identified to the south and east of the demarcation of crimes committed with firearms, of which the following is observed:

1. The area located to the east of Iztapalapa near the municipality of Nezahualcóyotl in the State of Mexico shows nearby police stations and modules. In this zone, a high index of social marginalization and population concentration is identified due to the Housing Units (Peñón Viejo, la Joya, Ejercito de Oriente Zona Peñon and Jose Maria Morelos y Pavon) located in the zone.

2. The area to the south of the Mayoralty’s territory is on the border of Tláhuac and there is little presence of police stations. Both factors could have an impact on the inhibition of these crimes:
   - On the one hand, the pursuit of this crime in flagrancy could be made more difficult as it is a different territory from the police elements operating in Iztapalapa. On the other hand, the scarce presence of police stations could make it difficult to react quickly.
   - In this zone, the neighborhood Desarrollo Urbano Quetzalcoatl is located, which according to information provided by personnel of the Mayor’s Office of Iztapalapa, presents problematic alcohol consumption by its inhabitants.
   - In this area there are also parcels of land that have been invaded, such as Degollado, El Molino and Maguellera, which lack service coverage.

154 According to information provided by personnel of the Coordination of Planning and Crime Combat from the Mayor’s Office of Iztapalapa during interviews conducted for this Assessment, 2020.
Map 21. Reported crimes committed with firearms in Iztapalapa, 2020

Source: Own elaboration with figures from the Mexico City General Prosecutor’s Office (FGJ), 2020.
### Drug dealing
#### Combat actions at the local level

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Short/Medium/Long Term</td>
<td>Continue inter-institutional coordination between the Mayor’s Office, the municipalities of Nezahualcóyotl and Los Reyes la Paz, as well as with the SSC-CDMX through the Security Cabinet to reduce crime incidence.</td>
<td>• Participate by issuing citizen complaints. • Participate by providing information on the risks detected in their environment.</td>
</tr>
<tr>
<td></td>
<td>Through the SSC, continue training the auxiliary police of the Mayor’s Office in human rights and gender perspective to avoid re-victimization.</td>
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<tr>
<td></td>
<td>Continue with the police operations deployed to dismantle illicit markets.</td>
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<tr>
<td>Institutional strengthening</td>
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<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Data for action</td>
<td>Continue updating the risk map and geo-referencing of neighborhoods with a high concentration of sale and drug use.</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Special actions</td>
<td>Implementation of UNODC’s <em>Strong Families Program</em> for the prevention of antisocial behavior.</td>
<td>Participation of the population in the activities taking place at the UTOPIAS.</td>
</tr>
<tr>
<td></td>
<td>Implementation of UNODC’s <em>Line Up, Live Up Program</em> for the prevention of crime, violence and drug</td>
<td></td>
</tr>
<tr>
<td>Topic</td>
<td>Recommendations for the Mayor’s Office</td>
<td>Recommendations for the population</td>
</tr>
<tr>
<td>-------</td>
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</tr>
<tr>
<td></td>
<td><strong>use in the sports spaces of each UTOPIA.</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Widely disseminate to the population of Iztapalapa the actions provided by the <em>Colibrí Integral Care Centers for users of psychoactive substances and their families</em> in the UTOPIAS.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Continue with the health protocols, gender and human rights approach in the <em>Colibrí Integral Care Centers</em> and in the UTOPIAS.</td>
<td></td>
</tr>
</tbody>
</table>

**Possible partner institutions**

- Mexico City Government
- Ministry of Citizen Security of Mexico City C5-CDMX
- General Office of Government and Citizen Protection of the Mayor’s Office of Iztapalapa
- General Office of Inclusion and Social Welfare
- Territorial Directorates
- Unit of Planning and Combat against Crime
- Civil Society Organizations
- Citizen Council
- UNODC
2.1.5 Organized criminal groups in Iztapalapa

There is a presence of organized criminal groups in Iztapalapa that exercise different forms of control in some territories through threats and violence. Although the available statistical information is not conclusive in this regard, the testimonies gathered during the fieldwork indicate their existence.

According to SESNSP from 2015 to 2020 there was an increase in reports of the following crimes:
- 26.5% in threats
- 24% in extortions

Graph 31. Reported crimes on threats and extortions in Iztapalapa, 2015-2020

Spatial concentration of reported crimes on threats and extortions

In 2016, concentrations of threats and extortion were identified in two zones, one to the north and another to the south of Iztapalapa. In 2019, two more were identified, one to the southeast and another to the east of the borough.

155 The crime data presented here derived from the monthly statistics issued by the SESNSP, based on crime reported by the population and consequently filed as an investigative report at the Prosecutor’s General offices. Currently, data estimated from the other part of the population that were victims of a crime and did not report it (dark figure) is calculated by the National Survey on Victimization and Perception of Public Security (ENVIPE). As such, the analysis in this section focuses only on reported crimes.
Spatial concentration of reported crimes on threats and extortions during 2020

In 2020, reported crimes on threats and extortions were identified in two zones. The first zone to the southwest of the territory is close to the Men’s Preventive Detention Center. The second one is located near the Mexico City Penitentiary in Santa Martha Acatitla, bordering the municipality...
of Los Reyes La Paz, which implies a mobility connection with the State of Mexico, in addition to the location of the Santa Martha Acatitla bus stop, which allows for a high concentration of people.

**Map 23. Reported crimes on threats and extortion in Iztapalapa, 2020**

Source: Own elaboration with figures from the Mexico City General Prosecutor's Office (FGJ), 2020.

The presence of illicit markets in Iztapalapa, such as the illegal drug and arms markets, together with drug use, violent gangs and extortions, have become an important threat to the urban safety and good governance in Iztapalapa.
Finally, in addition to the various crimes already mentioned, the existence of antisocial behavior may increase the risk associated with external threats. The witnessing of antisocial behavior in Iztapalapa is not an isolated manifestation, according to ENSU, during the first quarter of 2020, 7 out of 10 persons had witnessed drug dealing and consumption in the borough, while 4 out of 10 had witnessed violent confrontations between gangs.

**Graph 32. Percentage of antisocial behavior witnessing, 2020**

Source: Own elaboration with figures from INEGI, National Survey on Urban Public Security (ENSU), 2020.
Illegal Governance

The analysis of illegal governance is based on Campana and Varese’s research on *Illegal Governance of Markets and Communities*\(^{156}\) to learn on the levels of coercion, fear, and the involvement of criminal groups as reported by the police in Iztapalapa\(^{157}\).

After surveying 1,261 police officers from the Mexico City Ministry of Public Safety and the Auxiliary Police of the Mayor’s Office of Iztapalapa, more than half observed the frequent use of mechanisms such as fear and coercion in the community by criminal groups. Six out of every ten police officers stated that criminal groups exert a great deal of fear in the community, five out of ten considered that these criminal groups exert a strong level of coercion, and five out of ten police officers stated that criminal groups have some involvement in the activities of the community.

**Figure 22. Police officers’ witnessing of fear, coercion and involvement imposed by organized criminal groups in the community.**

As for illicit markets, the police identified that criminal groups exert the most control within illegal economies in the drug market (mainly marijuana, solvents and crack), followed by counterfeit products and finally the sale and distribution of firearms, in which an accelerated expansion has been observed in last 5 years (see section 2.1.4. Illicit drug and arms markets in Iztapalapa).

Regarding the control these groups have in those markets in which they are involved in, 45% of police officers perceived they have some control, followed by 37% that perceived their control as


\(^{157}\) For this assessment, a *Survey on Illegal Governance* was conducted, targeting the police force deployed in Iztapalapa.
strong to very strong, and 18% that perceived that these groups do not have control over the markets in which they are involved.

**Figure 23.** Witnessing of the control criminal groups exercise on different illicit markets in Iztapalapa

Organized criminal groups are concentrated in five neighborhoods in Iztapalapa, which are characterized by a high level of crime frequency (see section 2.1.3 Most reported crimes in Iztapalapa).

**Figure 24.** Neighborhood mentions with presence of criminal groups in Iztapalapa

According to the police officer’s perception regarding the role of the community in these illicit activities, 45% indicated that the community strongly facilitates serious crime to occur (such as the consumption of illegal products), while 46% mentioned that people from the community pose some facilitation from these crimes to occur.
Regarding the level of interaction that the community have with organized criminal groups, 48% of police officer’s perceived that communities have some interaction with these organizations, followed by 39% that indicated a strong to very strong interaction between communities and criminal groups.

**Figure 25. Communities’ interaction with criminal groups in Iztapalapa**

<table>
<thead>
<tr>
<th>FACILITATES</th>
<th>INVOLVEMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>To what extent does people from the community facilitates serious crime to occur? (e.g., Consumption of illegal products such as drugs)</td>
<td>To what extent community interacts with organized criminal groups? (e.g., Member from the criminal group are relatives from people in the community, the community observes as normal the presence of criminal groups)</td>
</tr>
<tr>
<td>Strong to very strong</td>
<td>Strong to very strong</td>
</tr>
<tr>
<td>45%</td>
<td>39%</td>
</tr>
<tr>
<td>Some facilitation</td>
<td>Some interaction</td>
</tr>
<tr>
<td>46%</td>
<td>48%</td>
</tr>
<tr>
<td>Do not facilitates</td>
<td>Do not interacts</td>
</tr>
<tr>
<td>9%</td>
<td>13%</td>
</tr>
</tbody>
</table>

Source: Own elaboration with figures from the local survey on Illegal Governance, 2020.

**Figure 26. Witnessing of illegal acts within the police force**

- Strongly easy to very easy identify corruption acts: 33%
- More less possible to identify corruption acts: 44%
- Not easy to identify corruption acts: 23%
- Strong to very strong respect to the code of ethics: 62%
- Some respect to the code of ethics: 32%
- Do not respect the code of ethics: 6%
- Strong to very strong influence in police corporations: 24%
- Some influence: 38%
- Do not influence police corporations: 38%

Source: Own elaboration with figures from the local survey on Illegal Governance, 2020. ¹⁵⁸

¹⁵⁸ Not all questions were answered by the respondents. The results presented indicated the total of non-null responses divided by the number of respondents.
The presence of criminal groups and the criminal social dynamics derived from them are present in the Mayorality’s territory. There is a control of illicit markets (drugs, counterfeit products and weapons) by these groups. This should be a priority for the authorities to address, as its increase could result in territorial control based on coercion and extortion of the inhabitants.

Drugs and arms trafficking present a **major threat** to Iztapalapa’s sustainable development. SDG 16 seeks to promote peaceful and inclusive societies, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels. In specific, Target 16.4 aims to *significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime* recognizes the importance of reducing illicit arms flows.

During field work, the presence of illicit markets and criminal groups were identified as one of the **most recurrent threats** for Iztapalapa’s inhabitants. Extortion is one of the most frequent crimes affecting businesspeople and merchants located in street and central markets. (see section 2.4. Risk analysis in 44 neighborhoods in Iztapalapa).

Regarding drug trafficking, it is important to notice that there is a lack of information on drug production and use. As for arms trafficking, there is also a lack of information about the origin, trafficking and selling of firearms. This type of information would be useful to fully understand the value chains and criminal dynamics associated with these illicit markets.
Organized crime and illegal governance
Data collection and data for action

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Consider the International Classification of Crime for Statistical Purposes (ICCS) for the recording and disaggregation of all crimes committed and reported in Iztapalapa, in order to strengthen the methodology used by the Mexico City Government and the Mexican Government.</td>
<td>• When making an emergency call, provide the requested information to the authorities.</td>
</tr>
<tr>
<td></td>
<td>• Continue establishing liaisons with the authorities in charge of security and law enforcement of the Mexican Government to follow the protocols for data collection and analysis for the fight against organized crime, from the program Dialogues to achieve peace and well-being in Iztapalapa program(^{159}).</td>
<td>• Report antisocial behaviors and crimes that occur in your neighborhoods.</td>
</tr>
<tr>
<td></td>
<td>• Continue establishing connections with the corresponding instance to know information about the illegal carrying of weapons and the prosecution of crimes related to illegal firearms in order to design</td>
<td>• Get involved in the activities offered by the Dialogues to achieve peace and well-being in Iztapalapa program and provide truthful information to the authorities.</td>
</tr>
<tr>
<td></td>
<td>• When making an emergency call, provide the requested information to the authorities.</td>
<td>• If witnessed, report the carrying of firearms.</td>
</tr>
<tr>
<td></td>
<td>• Report antisocial behaviors and crimes that occur in your neighborhoods.</td>
<td>• Promote a culture of lawfulness within the community.</td>
</tr>
<tr>
<td></td>
<td>• Get involved in the activities offered by the Dialogues to achieve peace and well-being in Iztapalapa program and provide truthful information to the authorities.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• If witnessed, report the carrying of firearms.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Promote a culture of lawfulness within the community.</td>
<td></td>
</tr>
</tbody>
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\(^{159}\) Mayor’s Office of Iztapalapa (2021). Programs of the Mayor’s Office of Iztapalapa. Available at: [http://www.iztapalapa.cdmx.gob.mx/2alcalidia/Programas.html](http://www.iztapalapa.cdmx.gob.mx/2alcalidia/Programas.html)
Organized crime and illegal governance
Data collection and data for action

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<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
</table>
| Short/ Medium/ Long term | specific solutions to this problem.  
• Continue the inter-institutional coordination and participation in the Expanded Security Cabinet to strengthen activities related to the illicit drug market, such as drug production, trafficking and consumption, including:  
  - Type of drug  
  - Geolocation  
  - Information disaggregated by sex, gender and age.  
• In addition to the actions carried out by the Ministry of Citizen Security (SSC) to apply analysis instruments and confidence tests to the elements assigned to its corporation and to the Auxiliary Police in order to identify risks associated with organized crime activities, it is suggested to apply UNODC’s Local Survey on Illegal Governance at least once a year.  
• From UNODC’s *Handbook on police accountability, oversight and integrity*,

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<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
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</table>
|       | take up the above strategies for maintaining the institutional and personal integrity of those involved in police work.  
  • Strengthen the anonymous reporting system to improve information related to organized criminal activities in Iztapalapa. |  
  • Issue a citizen complaint in case of being the victim of a crime.  
  • Get involved in the strategies adopted by the Mayor’s Office with the purpose of improving crime prevention in the territory.  
  • Based on available data, set an action plan to prevent crimes associated with organized crimes and illegal governance in those areas with higher crime concentration.  
  • Mexico City Government: Ministry of Citizen Security, C5-CDMX  
  • Central Market and local markets  
  • Civil Society Organizations: Citizen Council  
  • UNODC |
## Organized crime and illegal governance

### Strategies

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<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>• Continue the collaboration with the corresponding body of the Mexican Government in the <a href="#">Voluntary arms surrender program</a>.</td>
<td>• Participate in the Voluntary arms surrender program implemented by the authorities.</td>
</tr>
<tr>
<td></td>
<td>• Continue the close collaboration with the authorities in charge of security and justice in the State of Mexico, expanding the network of <a href="#">Free and Safe Women’s Corridors</a> along the border shared by Iztapalapa and neighboring municipalities.</td>
<td>• Promote a culture of lawfulness within the community.</td>
</tr>
<tr>
<td></td>
<td>• Continue monitoring crime prevention actions in the 354 street markets of Iztapalapa, which originated from the <a href="#">Sectoral Security Cabinets</a> and the <a href="#">Expanded Security Cabinet</a>. • Continue implementing the surveillance program inside the 354 street markets located in the borough, basing the actions on the information obtained from the <a href="#">Sectorial Security Cabinets</a> and the <a href="#">Expanded Security Cabinet</a>.</td>
<td>• Report the presence of organized criminal groups forcing tenants to participate in illegal activities. • Report antisocial behaviors and crimes that occur in your neighborhoods.</td>
</tr>
</tbody>
</table>

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161 The Mayor’s Office of Iztapalapa (2021). Programs of the Mayor’s Office of Iztapalapa. Available at: [http://www.iztapalapa.cdmx.gob.mx/2alcaldia/Programas.html](http://www.iztapalapa.cdmx.gob.mx/2alcaldia/Programas.html)
## Organized crime and illegal governance

### Strategies

<table>
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<tr>
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<th>Recommendations for the population</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>• Strengthen the capacities of the intelligence units and the criminal investigation units.</td>
<td>• Get involved in the programs Line Up, Live Up and Strong Families.</td>
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<tr>
<td></td>
<td>• Adopt the implementation of UNODC’s international programs Line Up, Live Up and Strong Families that seek to improve socioemotional skills and positive parenting strategies.</td>
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<td></td>
<td>• Mexico City Government: Ministry of Citizen Security, C5-CDMX</td>
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<td></td>
<td>• Central Market and local markets</td>
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</tr>
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<td></td>
<td>• Civil Society Organizations: Citizen Council</td>
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<tr>
<td></td>
<td>• UNODC</td>
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</tbody>
</table>
2.2 Problematic use of alcohol and drugs

**Highlights**

- 8 out of 10 inhabitants of Iztapalapa have witnessed alcohol consumption near their household.
- 6 out of 10 inhabitants of Iztapalapa have witnessed drug use near their households.
- The average age of admission at the Iztapalapa Youth Integration Centers (CIJ) is 24 years old.
- Marijuana, inhalants and crack are the main drugs used by patients at the Iztapalapa Youth Integration Centers.
- In 2016, 634 deaths related to the use of drugs were registered.

According to data from ENCODAT (2016-2017)\(^{162}\), Mexico City is one of the entities with the highest percentage of alcohol consumption, above the national average with 37% of the population having consumed alcohol during the last year.

Mexico City is the entity with the highest number of drug-dependent patients, of which 74.6% are men and 21.2% are women\(^{163}\). Among the drugs most commonly used by drug-dependent patients are alcohol, marijuana and cocaine\(^{164}\). In Mexico City, 10.3% of the population between the ages of 12 and 65 have been users of illicit drugs, while 0.7% have been users of medical drugs\(^{165}\). Males show a consumption 4 times higher than that of females\(^{166}\).


\(^{164}\) Ibid.


\(^{166}\) Ibid.
Likewise, problematic alcohol and drug consumption are one of the major public health issues affecting people at the local level. According to the National Survey on Urban Public Security (ENSU)\textsuperscript{167}, in March, September and December of 2020, in Iztapalapa:

8 out of 10 people witnessed alcohol consumption near their households

6 out of 10 people witnessed drug use near their households

**Graph 33. Witnessing percentage of alcohol consumption and drug use, 2020**

![Graph showing alcohol and drug use percentage](chart.png)

Source: Own elaboration with data obtained from INEGI, National Survey on Urban Public Security (ENSU), 2020.

"They arrive in unknown cars or sell drugs from their bicycles"

In Iztapalapa there is a high consumption of psychoactive substances among its youngest population\textsuperscript{168}. Some of the main causes of drug consumption are family and school problems, as well as moods\textsuperscript{169}. On average, the first use of illicit drugs is at 16 years old\textsuperscript{170} and the main consumed substances are:

- Marijuana 67.7%
- Inhalants 14.2%

\textsuperscript{167} INEGI (2020). National Survey on Urban Public Security (ENSU). Available at: https://www.inegi.org.mx/programas/ensu/default.html#tabulados


\textsuperscript{170} Youth Integration Centres (2018). Assessment on drug use nearby the Youth Integration Centres located in Iztapalapa. Available at: http://www.cij.gob.mx/ebco2018-2024/9470/9470CD.html
In Iztapalapa, a professional service for drug and alcohol users is offered through three Youth Integration Centers (CIJ, as abbreviated in Spanish): West Iztapalapa CIJ, East Iztapalapa CIJ and the Iztapalapa Hospitalization Unit. Patients seeking care for drug use and alcohol consumption were on average 24 years old on their first admission\(^\text{172}\).

These centers implement the preventive model "To live without addictions", which aims to contribute to the reduction of drug demand with the participation of the community through prevention and treatment programs for drug users\(^\text{173}\). In addition, there are six civil society treatment centers, which target population with problems related to alcoholism and drug addiction\(^\text{174}\).

Map 24. Witnessing of alcohol consumption and drug use in Iztapalapa, and location of civil society attention centers specialized in the treatment of addictions

Source: Own elaboration with data from the directory of establishments specialized in the treatment of addictions in residential modality recognized by the National Commission Against Addictions 2018; as well as with data derived from the neighborhoods included in the field work of Iztapalapa, 2020.

\(^{171}\) Ibid.
\(^{172}\) Ibid.
In 2016, there were 634 deaths related to the consumption of substances harmful to health in Iztapalapa, with a death rate of 3.5 per 10,000 inhabitants\textsuperscript{175}. 69\% of the total deaths were men and 31\% were women. The main cause of death was chronic obstructive pulmonary disease, followed by alcoholic liver disease and alcohol dependence syndrome. Problematic consumption of alcohol and drugs can also be a risk factor for increased violence and crime. According to ENVIPE in 2019, 21\% of crimes in Mexico City were committed under the influence of substances harmful to health.

In order to ensure 	extit{healthy lives and promote well-being for all at all ages}, as outlined in SDG 3 "Good health and well-being", the following challenges related to data in Iztapalapa were identified:

- The collection of information at the local level on alcohol consumption and drug use
- The need for greater disaggregation of relevant data on alcohol consumption and drug use by age and sex
- Information associated with mortality associates to consumption of substances harmful to health
- Information on crimes committed under the influence of substances harmful to health at the local level

This is relevant to understand the risk of problematic consumption of alcohol and drugs at the local level since both are risk factors associated with violence and crime. During the field work for this Assessment this was one of the issues most identified by the participants from Iztapalapa (see section 2.4 Risk analysis in Iztapalapa).

The following are recommendations aimed at strengthening the public policies of the Mayor's Office of Iztapalapa, suggesting concrete actions, deadlines, ally institutions and the participation required from the population.

\textsuperscript{175} Mexico City Ministry of Health (2016). Main mortality causes in Iztapalapa. Available at: http://data.salud.cdmx.gob.mx/portal/media/publicacion_mortalidad_1990_2016/Paginas/Iztapalapa.pdf
**Alcohol and drug use**

**Data collection and strategies**

<table>
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<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
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<tbody>
<tr>
<td>Short/ Medium/ Long term</td>
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<tr>
<td>Institutional strengthening</td>
<td>• Continue strengthening alliances with academic institutions (primary and secondary levels) to expand the scope of the <em>Attention to users of psychoactive substance program</em>[^176].</td>
<td>• Participate in and disseminate the activities of the <em>Attention to users of psychoactive substance program</em>.</td>
</tr>
<tr>
<td></td>
<td>• Continue the actions carried out in the <em>Colibrí Integral Care Centers for users of psychoactive substances and their families</em> in order to prevent and overcome the consumption of drugs and alcoholic beverages.</td>
<td>• In case of requiring attention for problematic consumption of psychoactive substances and/or alcoholic beverages, go to the <em>Colibrís Centers</em> located in the <em>UTOPIAS</em>.</td>
</tr>
<tr>
<td>Law enforcement operations to diminish illicit alcohol consumption</td>
<td>• Continue coordination with INVEA to increase daily visits to commercial establishments engaged in the sale of alcoholic beverages in open containers, especially to minors.</td>
<td>• Support the actions implemented by the Mayor’s Office and INVEA.</td>
</tr>
<tr>
<td>Programs to prevent problematic alcohol and drug consumption</td>
<td>• Reinforce the <em>Economic support to achieve the integral well-being of children and adolescents’ program</em>[^177] by providing cultural and sports activities.</td>
<td>• Participate in the activities implemented by the Mayor’s Office.</td>
</tr>
<tr>
<td></td>
<td>• Adopt the implementation of UNODC’s international programs <em>Line Up, Live Up</em> and <em>Strong Families</em> that</td>
<td>• Get involved in the programs <em>Line Up, Live Up</em> and <em>Strong Families</em>.</td>
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[^177]: Ibid.
## Alcohol and drug use

### Data collection and strategies

<table>
<thead>
<tr>
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<th>Recommendations for the population</th>
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<tbody>
<tr>
<td>Short/ Medium/ Long term</td>
<td>seek to improve socioemotional skills and positive parenting strategies.</td>
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</table>

### Possible partner institutions

- National Commission Against Addictions (CONADIC)
- Integration Youth Center Iztapalapa (CIJ)
- Integral Attention Center for users of psychoactive substances and their families
- Institute of Administrative Verification (INVEA)
- Mexico City Government: Ministry of Citizen Security, C5-CDMX.
- Academic Institutions: Technological Institutes of Iztapalapa, UAM-I, UNAM.
- Civil Society
- UNODC
### 2.3 Urban and environmental challenges in Iztapalapa

#### Highlights

<table>
<thead>
<tr>
<th>Description</th>
<th>Details</th>
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<tbody>
<tr>
<td>There are over 168 irregular human settlements in Iztapalapa.</td>
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<td>Irregular human settlements lack access to basic urban services.</td>
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<td>In 2008, 208 neighborhoods had housing units.</td>
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<td>Only 27% of the neighbourhoods have 24-hour water service.</td>
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<tr>
<td>Flooding is a frequent problem in the Mayoralty’s territory.</td>
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<tr>
<td>5,832 rainwater harvesting systems (SCALL) have been installed in Iztapalapa.</td>
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<tr>
<td>The neighbourhood with the most SCALLs installed is Desarrollo Urbano Quetzalcoatl, with 334 units.</td>
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<tr>
<td>Garbage in the streets is one of the main problems in Iztapalapa.</td>
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<tr>
<td>In 2017, 219 illegal garbage dumps were identified, 78 of which were located within 500 metres of an irregular human settlement.</td>
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<tr>
<td>There is extensive public exposure to accumulated feces that can cause respiratory and gastrointestinal problems.</td>
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<tr>
<td>Public lighting is deficient in some neighborhoods.</td>
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</tr>
<tr>
<td>Between 2019 and 2020, 130 Free and Safe Women’s Corridors were built.</td>
<td></td>
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<tr>
<td>Perimeter blocks, alleys and pavements in poor condition are widespread characteristics of the urban layout found in some neighborhoods.</td>
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</table>
Urban and environmental problems are related to the perception of insecurity and crime incidence. According to the theory of crime patterns\textsuperscript{178} and environmental criminology\textsuperscript{179}, physical characteristics of the environment could influence offender’s decision to commit a crime, e.g., in dark or abandoned places there is a greater likelihood of criminal acts occurring due to a lack of law enforcement elements that protect the space in which a criminal act may be committed.

On the other hand, the theory of social disorganization also suggests that physically degraded spaces may influence the commission of crime at the local level due to a lack of social response, such as reporting damaged spaces. Iztapalapa faces the following challenges in terms of urban and environmental development:

- Deterioration and poor quality of housing
- Poor provision of basic urban services
- Health problems due to environmental neglect
- Deficiencies in infrastructure and equipment for urban mobility

### 2.3.1 Housing deterioration and quality

In Iztapalapa, there exists a rapid population growth and a lack of urban planning. In its territory, there are 168 irregular human settlements on urban and ecological conservation land\textsuperscript{180}. These irregular settlements are characterized by precarious constructions made of sheet or cardboard that lack access to essential urban services. The improvisation of these dwellings and their lack of regularization has generated complex dynamics, such as high levels of overcrowding and insecurity.

Another housing challenge is multi-dwelling\textsuperscript{181}. Most of these housing units present a problem of physical deterioration, poor access to services and a degraded urban image, due to its age of construction, which ranges from 10 to 20 years\textsuperscript{182}. Another recurring problem are the cracks in different neighborhoods, which are classified in four levels of risk\textsuperscript{183}:

- Level 1. Very slight cracks.
- Level 2. Cracks that affect the ground.
- Level 3. Cracks that damage the water and drainage network.
- Level 4. Cracks that cause subsidence and cause further damage to the territory.

\textsuperscript{180} Official Gazette of Mexico City (2008). Mayor’s Office Program of Urban Development in Iztapalapa. Available at: \url{http://www.data.seduvi.cdmx.gob.mx/portal/docs/programmeas/PDDU_Gacetas/2015/PDDU_IZTAPALAPA.pdf}
\textsuperscript{181} Multi-dwelling units are residential structures that house multiple families.
\textsuperscript{182} Ibid.
\textsuperscript{183} The Mayor’s Office of Iztapalapa, (2019). Bulletins of the Mayor’s Office of Iztapalapa. Available at: \url{http://www.iztapalapa.cdmx.gob.mx/boletines/?bol=985}
The following map shows the location of the irregular human settlements and multi-dwelling units throughout the borough. As can be observed, there is a concentration of the latter in the central area.

**Map 25. Location of irregular human settlements and multi-dwelling units**

"The streets have become irregular settlements, generating closed streets and walkways, in addition to the progression in the invasion of buildings on the hill."

"The houses, they're made of sheet metal, there are guards, you can't go in, they sell drugs."

Source: Own elaboration with data obtained from the Mayor’s Office Urban Development Program for Iztapalapa, 2008 and data from the National Electoral Institute (INE), 2019.
2.3.2 Essential urban services

The low quality and poor supply of essential urban services is another problem that the inhabitants of Iztapalapa face.

Water

In Iztapalapa, 27% of the neighborhoods receive water 24 hours a day, 23% receive it from pipes and 50% receive it according to a schedule, which means that it is unevenly distributed and scarce\(^\text{184}\). The inhabitants who receive it also deal with the low pressure in which water is sent which makes it difficult to carry out daily personal hygiene and household cleaning activities.

"The water is deficient, it arrives every 8 days and sometimes, when it arrives it is wormy and smelly, tamarind-like or tiger nut colored. When we have water, we use it for cleaning and try to recycle it"

Drainage

Flooding is frequent in the Mayoralty’s territory, mainly caused by the deterioration and lack of maintenance of the drainage system, as well as the accumulation of garbage in the sewers. During the rainy season, irregular human settlements are the areas most prone to flooding.

"We have had 40-centimeter floods for more than 20 years now, and there are five blocks in which the water goes into the houses, sometimes rising up to a meter high"

"During rains, flooding occurs because there are holes. We look for ways to pass when it is flooded, we can’t see while crossing, the floor is uneven and flooded. When they go to school, cars pass slowly yet splash all the water"

2.3.3 Health problems due to environmental abandonment

Garbage

Garbage on the streets is another problem in Iztapalapa. Illegal garbage dumps with all kinds of waste can be found. These are points of infection and represent a health hazard for due to the concentration of harmful fauna plus organic and inorganic waste. In relation to this problem, from field work the following aspects were observed:

a) The garbage collection service\(^{185}\) does not collect garbage daily in all neighborhoods.

b) Irregular terrains make it difficult for garbage collectors to pick the garbage.

c) There is a lack of consciousness or civic culture related to garbage disposal, which causes many people to litter the streets.

d) Some garbage accumulated on the streets is caused by street vendors and informal commerce\(^{186}\).

"After the truck passes by, people go and throw their garbage on the street, if we tell them something, it creates more problems. The people who work with garbage keep it all on the street, there is no hygiene".

"In places like Mexico Avenue, many dead dogs are thrown, there is an unpleasant smell, all of that contaminates and harms our health"

As can be seen in the following map, the sites with the highest concentration of garbage on the streets and illegal dumps in Iztapalapa are linked to irregular human settlements and areas with greater social vulnerability\(^{187}\).

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\(^{185}\) According to the information provided by the staff from the Mayor’s Office of Iztapalapa, garbage collection service is programmed daily to operate in all neighborhoods, 2020.


\(^{187}\) Social vulnerability is understood as the insecurity perceived by communities, families and individual caused by a socio-economic event, as well as the strategies they use to face those challenges. CEPAL (2001). Social vulnerability and
Map 26. Garbage dumps and their relation to irregular human settlements

According to official data of Mexico City, there are **72** irregular human settlements in **Iztapalapa**.

**219** illegal garbage dumps, **78** of which were located within **500** meters from an irregular human settlement, were identified in **Iztapalapa** by the end of 2017.

Source: Own elaboration obtained from Mexico City’s open data, 2017; qualitative information obtained from field work, 2020.

**Stray dogs**

The large number of stray dogs in Iztapalapa is a public health risk due to the diseases they can transmit, such as the respiratory and gastrointestinal kind, as well as the formation of packs that represent a danger to the population. Unfortunately, there is no institution that accounts for, or deals with issue.

This was one of the main concerns that the inhabitants of Iztapalapa mentioned during field work for this Assessment. Measures need to be taken so that this problem does not aggravate urban deterioration and public health problems.

its challenges: a view from Latin America. Available at: https://repositorio.cepal.org/bitstream/handle/11362/4762/S0102116_es.pdf
2.3.4 Deficiencies in infrastructure and equipment for urban mobility

Public lighting

The public lighting service is in poor condition due to poor maintenance and intentional damage provoked by people that seek to create conditions for committing crimes. The following map shows crimes committed between 2016 and 2020 in the Leyes de Reforma 3rd section neighborhood: robbery from the person in a public location, robbery of vehicle and burglary of business property.

- Robbery from the person in a public location is the main crime recorded in the period analyzed, followed by robbery of vehicle. Both concentrate near dark places, where there were also abandoned cars and parked trailer trucks.
- In the case of burglary of business property, there was a concentration of these crimes in specific points of the neighborhood, and most of these were recorded at night, occurring without violence given that the businesses were closed.

Mobility

Pedestrian or vehicular mobility is complex due to the lack of a proper urban layout development for the neighborhoods. They have very narrow streets and the pavement is in poor condition, either narrow or non-existent. As for the neighborhoods located on hills or irregular human settlements, traffic is even more difficult in the alleys or perimeter blocks that predominate, especially in the multi-dwelling units. Difficult access is not only a problem for the inhabitants, but also for emergency services.

"The lack of public lighting generates vulnerability and insecurity, sometimes only the neighbors’ lights are on"
The Mayor’s Office initiatives to address urban and environmental problems

The Mayor’s Office has implemented two specific actions to address water shortages, flooding and public lighting:

1) Regarding water shortages and flooding, the Mayor’s Office has installed Rainwater Collection Systems (SCALLs, as abbreviated in Spanish), hoping that in the future they will be able to reduce the risk of flooding. All the systems implemented correspond to the Rainwater Harvesting Program, which has the following goals:

- Reduce the flow of rainwater that might saturate the drainage system, already in poor condition, or obstructed by garbage.
- Facilitate access to water services.
- Avoid the over-exploitation of the aquifer.

As of 2019, 5,832 SCALLs were installed in 100 neighborhoods and 13 original towns. The following map shows those beneficiary neighborhoods.

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189 Ministry of Environment (2021). Registration process to the Rainwater Collection Systems program. Available at: https://www.sedema.cdmx.gob.mx/servicios/servicio/programa-de-sistemas-de-captacion-de-agua-de-lluvia-en-viviendas-de-la-ciudad-de-mexico
2) The Desarrollo Urbano Quetzalcóatl neighborhood presents risks of flooding due to the high accumulation of garbage on the streets and illegal dumps, which obstruct the drainage. As part of the Rainwater Harvesting Program, 334 SCALLs were installed in this neighborhood. These are meant to prevent the saturation of the drainage system by reducing the amount of rainwater.
3) Regarding public lighting, as mentioned previously, the Mayor's Office is implementing Free and Safe Women's Corridors, which aim for the comprehensive intervention of main roads in each of the neighborhoods of the borough.\(^{190}\) Between 2019 and 2020, 130 corridors were enabled and in 2021, 54 more Corridors are projected, which are shown in the following map:

**Map 30. Location of the Free and Safe Women's Corridors in Iztapalapa**

![Map of Free and Safe Women's Corridors in Iztapalapa]

Source: Elaborated by the Mayor's Office of Iztapalapa, 2021

4) Regarding the cracks in different neighborhoods of the borough, the Mayor's Office of Iztapalapa has established links with the Mexico City Government and academics from the National Autonomous University of Mexico, who have a track record in the investigation of cracks and their mitigation. The implemented actions consider the four risk levels identified by Works and Urban Development, Civil Protection, Urban Services, and Territorial Directorates\(^{191}\).

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\(^{190}\) According to information provided by the Mayor's Office of Iztapalapa, 2020.

\(^{191}\) Ibid.
These issues are directly related to the SDG 11 which seeks to make cities and human settlements inclusive, safe, resilient, and sustainable\textsuperscript{192}.

During field work, the deterioration and poor conditions of housing and urban infrastructure, the lack of urban services provision, as well as the proliferation of environmental problems such as garbage and dog feces on the streets were identified as the main vulnerabilities for the population (see section 2.4 Risk analysis in 44 neighborhoods of Iztapalapa).

The following recommendations on urban and environmental matters aim to suggest concrete actions, possible deadlines, partner institutions and the required participation from the population.

\textsuperscript{192} UN (2016). Sustainable Development Goals. Available at: https://www.un.org/sustainabledevelopment/es/cities/
Urban and environmental development
Integral and inclusive urban development

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
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<tr>
<td>Short/ Medium/ Long term</td>
<td>• Expand the actions carried out by the specialized personnel of the Mayor’s Office of Iztapalapa for the protection and recovery of public space to restore its social and public character. One example is the UTOPIAS.</td>
<td>• Report to the authorities about any damages found in public spaces or facilities located in their neighborhoods.</td>
</tr>
<tr>
<td>Integral urban development</td>
<td>• Implement comprehensive urban operations to intervene in degraded areas within intraurban areas. • Set inclusive and participatory urban diagnosis and planning with the population. • Promote an Urban Quality Audit with a Gender perspective. • Continue giving maintenance to the Corridors for safe and free women[^193]. • Continue the involvement with the academic sector, for example, with the National Autonomous University of Mexico</td>
<td>• Request to the authorities the participation of your neighborhood in the participatory diagnosis. • Take part in the participatory meetings arranged by the Mayor’s Office. • Report to the authorities about any damages found in the Corridors for safe and free women. • Participate and support the adoption of strategies that seek to improve the urban environmental development of the borough.</td>
</tr>
<tr>
<td>Inclusive and gender-based urban development</td>
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<tr>
<td>Irregular human settlements</td>
<td>• Establish inter-institutional agreements to intervene in irregular settlements.</td>
<td>• Take part in the meetings arranged by the Mayor’s Office.</td>
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Urban and environmental development
Integral and inclusive urban development

### Topic
Short/ Medium/ Long term

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<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
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<tr>
<td>• Implement comprehensive improvement programs for irregular settlements.</td>
<td>• Get involved in the actions adopted by the Mayor’s Office to improve the neighborhoods.</td>
</tr>
<tr>
<td>• Implement strategic local development projects in territories with large peripheral deficit groups.</td>
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</table>

#### Possible partner institutions

- Mexico City Government: Ministry of Mobility (SEMOVI), Housing Institute (INVI), Mexico City Water System (SACMEX).
- Academic institutions: Technological Institutions, UAM-I, UNAM
- Civil Society Organizations
- UN-Habitat

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Urban and environmental development
Water and sanitation

### Topic
Short/ Medium/ Long term

**Access to water**

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<tr>
<th>Recommendations for the Mayor’s Office</th>
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<tr>
<td>• Evaluate the impact of the <em>Rainwater Harvesting Program</em>[^1] and expand its scope to those neighborhoods with the highest water supply issues.</td>
<td>• Contribute to the proper care of water by using it in a responsible manner.</td>
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<td></td>
<td>• Request access to the <em>Rainwater Harvesting Program</em>, if needed.</td>
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<tr>
<td></td>
<td>• Get involved in the activities executed by</td>
</tr>
</tbody>
</table>

[^1]: Ministry of Environment (2020). Social program executed by the Ministry of Environment. Available at: https://www.sedema.cdmx.gob.mx/programas/programa/programa-de-sistemas-de-captacion-de-agua-de-lluvia-en-viviendas-de-la-ciudad-de-mexico
### Urban and environmental development

**Water and sanitation**

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Develop a fast-track implementation strategy of a SCALLs system in marginalized neighborhoods. That includes:</td>
<td>the Mayor’s Office to improve water and sanitation services.</td>
</tr>
<tr>
<td></td>
<td>• Territorial analysis for the identification of strategic action neighborhoods.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Generate a critical route to implement the SCALLs system, according to local context.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Offer technical support and development of a governance and co-responsibility mechanism to follow up the technical activities together with the community.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Simplify water service provision through digital requests via the Mayor’s Office official website and social media.</td>
<td></td>
</tr>
</tbody>
</table>

---

### Urban and environmental development

#### Water and sanitation

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sanitation</td>
<td>• Identify the most critical zones or neighborhoods and elaborate an action plan to provide full coverage of <em>sanitation service provision</em>[^196].</td>
<td>• Take an active role in demanding water and sanitation services, as well as coverage for their communities.</td>
</tr>
</tbody>
</table>


#### Housing conditions

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing conditions</td>
<td>• Continue coordinating meetings between residents of multi-dwelling units and different agencies (INVI) to solve different problems: garbage, pruning, street lighting, water, sanitation, housing</td>
<td>• Report damages and deterioration identified in buildings, houses or condos that may affect the general population. • Demand support from the authorities for the improvement of their</td>
</tr>
</tbody>
</table>

## Urban and environmental development
### Housing conditions

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
</table>
| Short/ Medium/ Long term | deterioration, subsidence and fracturing of the subsoil.  
- Define an action plan to improve housing conditions in collaboration with the Mexico City Institute for Housing Provision and through the **Housing Improvement Program**\(^{197}\). This may include: a general diagnosis of houses conditions and an action plan for improvement.  
- Update and publish information related to housing development, land use, and irregular human settlements.  
- Continue the reconstruction work of the spaces damaged by the 2017 earthquake in Mexico City, from the specific area of monitoring of the Mayor’s Office. | housing conditions through programs.  
- Comply with regulations regarding land tenure.  
- Maintain a neighborhood network (face-to-face or digital) to diffuse and learn about the programs and actions that the Mayor’s Office executes to address housing issues. |

### Technical capacities to improve housing conditions
- Strengthen technical capacities of local authorities for the planning and management of social housing through special trainings.
- N/A

### Urban and environmental development

#### Housing conditions

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
</table>
| Short/ Medium/ Long term | • Federal Government: Ministry of Environment and Natural Resources (SEMARNAT), National Water Commission (CONAGUA).  
• Mexico City Government: Housing Institute (INVI), Mexico City Water System (SACMEX).  
• Academic institutions: Technological Institutions, UAM-I, UNAM  
• Civil Society Organizations  
• UN Habitat | |

### Possible partner Institutions

- Mexico City Government: Housing Institute (INVI), Mexico City Water System (SACMEX).
- Academic institutions: Technological Institutions, UAM-I, UNAM
- Civil Society Organizations
- UN Habitat

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### Urban and environmental development

#### Public lighting and maintenance of urban infrastructure

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
</table>
| Short/ Medium/ Long term | • Continue the maintenance, installation and identification of the poor state of the public lighting service by the territorial directorates.  
• Continue to provide maintenance to public lighting installed throughout the Corridors for safe and free women¹⁹⁸ | • Take care of the public lighting located in your neighborhood and in public facilities such as the Corridors for safe and free women.  
• Report to the authorities the lack of public lighting or damages in your community. |

---

### Urban and environmental development

**Public lighting and maintenance of urban infrastructure**

<table>
<thead>
<tr>
<th>Topic</th>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintenance of urban infrastructure</td>
<td>• Continue <em>service provision</em>¹⁹⁹ regarding the maintenance of urban infrastructure using digital requests via the Mayor’s Office official website, social media and Iztapalapa’s Attentive Government System (SIGA).&lt;br&gt;• Improve the response time regarding the construction and maintenance of sidewalks.</td>
<td>• Report to the authorities about any damage found in the sidewalks.&lt;br&gt;• Use the different communication mechanisms to report or request the provision of services.</td>
</tr>
</tbody>
</table>

### Possible partner institutions

- Mexico City Government: Ministry of Mobility (SEMOVI), Housing Institute (INVI), Mexico City Water System (SACMEX).
- Academic institutions: Technological Institutions, UAM-I, UNAM
- Civil Society Organizations
- UN Habitat

### Topic

<table>
<thead>
<tr>
<th>Recommendations for the Mayor’s Office</th>
<th>Recommendations for the population</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Adopt a circular economy strategy to promote an integral reuse of waste.</td>
<td>• Facilitate waste reuse through garbage separation.</td>
</tr>
<tr>
<td>• Raise awareness about the impacts that disposing garbage on the street has on the sewerage system.</td>
<td>• Contribute to a healthier environment by disposing garbage on their respective garbage bins.</td>
</tr>
</tbody>
</table>

### Contamination

- • Adopt a circular economy strategy to promote an integral reuse of waste.
- • Raise awareness about the impacts that disposing garbage on the street has on the sewerage system.

### Pet care

- • Continue with the coverage of the *Animal Sterilization Campaign*\(^{200}\), as well as the coverage of the program for the adoption of abandoned pets.
- • Continue to disseminate in schools and educational centers the actions for the proper handling of pets.
- • Raise awareness on the impacts that canine feces have on people’s health.

### Possible partner institutions

- Mexico City Government: Ministry of Mobility (SEMOVI), Housing Institute (INVI), Mexico City Water System (SACMEX).
- Academic institutions: Technological Institutions, UAM-I, UNAM
- Civil Society Organizations
- UN Habitat

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\(^{200}\) The Mayor’s Office of Iztapalapa (2020). Canine and feline sterilization campaign. Available at: [https://www.facebook.com/AlcIztapalapa/posts/1875718265900856/](https://www.facebook.com/AlcIztapalapa/posts/1875718265900856/)
2.4 Risk analysis in 44 neighborhoods of Iztapalapa

Based on the social risk theory, capacities, threats and vulnerabilities from 44 neighborhoods of Iztapalapa were analyzed. These neighborhoods were selected according to their crime incidence:

- 25 with high crime incidence
- 13 with medium crime incidence
- 6 with low crime incidence

The categories analyzed were:

1. **Threats**: refers to those circumstances that can damage people's integrity, such as crimes like robbery, extortion, domestic violence, crimes against women, as well as antisocial behavior such as problematic alcohol and drug use, the appropriation of public space for the development of illicit activities (illegal sale of auto parts) and illegal governance.

2. **Vulnerabilities**: refers to people's exposure to urban and environmental risks, for example: overcrowding, abandoned land or houses, infrastructure in poor or precarious condition, insufficient coverage of essential urban services, garbage, dog feces in public roads and floods. In addition, other factors such as homeless people, factories or warehouses were considered.

3. **Capacities**: refers to the strengths that communities have at the local level, either provided by the Mayor's Office or promoted individually or collectively. These can be actions aimed at promoting good governance, cultural activities, workshops, courses, libraries, schools at different levels, universities, hospitals, rehabilitation services, markets, sports, parking lots, churches, government institutions, patrols, neighborhood alarms, public squares, transportation, among others.

Results showed that out of 44 neighborhoods analyzed, 36 presented a very high level of risk and 8 a high level of risk. The analysis by category indicates the following:

<table>
<thead>
<tr>
<th>Threats</th>
<th>Vulnerabilities</th>
<th>Capacities</th>
</tr>
</thead>
<tbody>
<tr>
<td>• 44 neighborhoods have a very high level of risk because all the crimes that occur affect people's integrity.</td>
<td>• 33 neighborhoods have a very high level of risk due to the conditions of the public space, which may favor the commission of crimes. • 11 neighborhoods have identified at a high level of risk due to their urban deterioration.</td>
<td>• 21 neighborhoods have very low capacities to deal with insecurity due to a lack of institutional presence (police, law enforcement officers, lack of patrolling) and lack of trust in authorities. • 4 neighborhoods have low capacities due to a lack of access to quality urban services and due to poor service</td>
</tr>
</tbody>
</table>
The following map shows the results per neighborhood.

**Map 31. Results of the level of risk by neighborhood**

![Map showing the results per neighborhood](image)

*Source: Own elaboration with information obtained during field work, 2020.*

The following figure presents the same 44 neighborhoods labeled according to the three categories and their level of risk.
### Figure 27. Neighborhoods of Iztapalapa and their level of risk

<table>
<thead>
<tr>
<th>Neighborhood</th>
<th>Risk level</th>
<th>Neighborhood</th>
<th>Risk level</th>
<th>Neighborhood</th>
<th>Risk level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ampliación Emiliano Zapata</td>
<td>High</td>
<td>Juan Escutia</td>
<td>High</td>
<td>San Andrés Tomatlán</td>
<td>High</td>
</tr>
<tr>
<td>Ampliación el triunfo</td>
<td>Very high</td>
<td>La Asunción</td>
<td>Very high</td>
<td>San Juanico Nextipac</td>
<td>Very high</td>
</tr>
<tr>
<td>Barrio de Guadalupe</td>
<td>High</td>
<td>La Joya</td>
<td>Very high</td>
<td>Santiago Acahuialtepec</td>
<td>Very high</td>
</tr>
<tr>
<td>Buenavista</td>
<td>Very high</td>
<td>La Polvorilla</td>
<td>Very high</td>
<td>Sta. Cruz Meyehualco</td>
<td>Very high</td>
</tr>
<tr>
<td>Cerro de la estrella</td>
<td>Very high</td>
<td>Leyes de Reforma 2da sección</td>
<td>Very high</td>
<td>Sta. María Tomatlán</td>
<td>Very high</td>
</tr>
<tr>
<td>Central de abastos</td>
<td>Very high</td>
<td>Leyes de Reforma 3ra sección</td>
<td>Very high</td>
<td>Sta. Marta Acatitlán</td>
<td>Very high</td>
</tr>
<tr>
<td>Chinampac de Juárez</td>
<td>Very high</td>
<td>Los Ángeles</td>
<td>Very high</td>
<td>Sta. Marta Acatitlán Norte</td>
<td>Very high</td>
</tr>
<tr>
<td>Citlalli</td>
<td>Very high</td>
<td>Lomas de San Lorenzo Tezonco</td>
<td>Very high</td>
<td>Sta. Marta Acatitlán Sur</td>
<td>Very high</td>
</tr>
<tr>
<td>Constitución de 1917</td>
<td>Very high</td>
<td>Miravalle</td>
<td>Very high</td>
<td>San Miguel Teotongo</td>
<td>Very high</td>
</tr>
<tr>
<td>Culhuacán</td>
<td>Very high</td>
<td>Paraíso</td>
<td>Very high</td>
<td>Tepalcates</td>
<td>Very high</td>
</tr>
<tr>
<td>Desarrollo Urbano Quetzalcóatl</td>
<td>Very high</td>
<td>Predio Degollado</td>
<td>Very high</td>
<td>U.H. Vicente Guerrero</td>
<td>Very high</td>
</tr>
<tr>
<td>Ejército Constitucionalista</td>
<td>Very high</td>
<td>Pueblo San Sebastián</td>
<td>Very high</td>
<td>Valle de Luces</td>
<td>Very high</td>
</tr>
<tr>
<td>Ejército de Oriente</td>
<td>Very high</td>
<td>Tecoloxtitlán</td>
<td>Very high</td>
<td>Xalpa</td>
<td>Very high</td>
</tr>
<tr>
<td>Ermita Zaragoza</td>
<td>High</td>
<td>Pueblo Sta. María Azahuacon</td>
<td>Very high</td>
<td>Zona Urbana Ejidal Sta. Ma. Azahuacon</td>
<td>Very high</td>
</tr>
<tr>
<td>Ixtlahuacán</td>
<td>Very high</td>
<td>Reforma Política</td>
<td>Very high</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Own elaboration with information obtained during field work, 2020.
3. Analysis of the institutional capacities of the Mayor’s Office of Iztapalapa

Despite the risk factors and challenges faced by the Mayor’s Office, numerous efforts are being made to tackle threats and vulnerabilities, however, for such a complex territory due to its population density, criminality, and cultural diversity, the capacities available can be insufficient.

This Urban Safety Governance Assessment, based on the analysis of statistical and geographic information, as well as the social diagnosis for the identification of such challenges, raises specific recommendations based on evidence, both to guide the good governance of the Mayor’s Office and to address specific problems in coordination with other institutions.

3.1 Good Governance

Governance can be understood as a set of processes and structures whereby decision-making is implemented\textsuperscript{201}. Achieving effective governance involves promoting the following principles\textsuperscript{202}:

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{Figure_28.png}
\caption{The 8 principles of good governance}
\end{figure}

Source: Own elaboration with information from the Economic and Social Commission for Asia and the Pacific, (ESCAP), 2009.

Based on these principles, a capacity analysis of the Mayor’s Office was carried out where strengths, weaknesses, threats and opportunities to improve governance were detected\textsuperscript{203}.

**Principle 1. Promoting a participatory society**

From a good governance approach, the Mayor’s Office of Iztapalapa has different mechanisms to promote a participatory society. This implies that all sectors of society can be actively involved

\textsuperscript{202} UNODC (2009). What is good governance? Available at: https://www.unodc.org/e4j/en/anti-corruption/module-2/key-issues/what-is-good-governance.html
\textsuperscript{203} Most of the information presented in this section was provided by personnel from the Mayor’s Office of Iztapalapa during interviews conducted for this assessment in 2020.
in the decision-making process in issues of interest. Participation is informed, organized and citizens have access to this information and can express their opinion.

The Mayor’s Office has promoted the following programs and actions to encourage social participation:

- The program **Dialogues to achieve well-being and peace in Iztapalapa** aims to build up social conditions, urban spaces, civil culture and citizen participation to recover and strengthen well-being and peace.

- As part of the program **Dialogues to achieve well-being and peace in Iztapalapa**, the **Neighborhood assemblies** are social participation mechanisms through which the Mayor’s Office promotes social conciliation and participatory planning processes. They have an action protocol and are developed from community liaisons understood as people interested in participating on behalf of their community in various issues to promote participation and establish a connection with the Mayor’s Office. Up to 2020, the following connections were made by subject:
  - 5,981 Peace and Well-Being
  - 3,184 Health
  - 3,898 Civil Protection
  - 1,631 Women
  - 1,035 Children
  - 745 Elders
  - 612 Youths

- The **Cabinets for public security and service provision** are political coordination mechanisms whose purpose is to complement the information available to the authority, based on an exchange of points of view and experiences.

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204 For the definition of this principle the following sources were considered: United Nations Economic and Social Commission for Asia and the Pacific (2009). What is Good Governance? Available at: https://www.unescap.org/resources/what-good-governance and UNODC The Doha Declaration (2020). What is Good Governance? Available at: https://www.unodc.org/e4j/en/anti-corruption/module-2/key-issues/what-is-governance.html

205 Information provided by the Mayor’s Office of Iztapalapa, 2020.
Figure 29. Coordinating mechanisms for the development of good governance

Source: Own elaboration with data provided by the Mayor’s Office of Iztapalapa, 2019.

1. The **Security Cabinet for the Construction of Peace and Security in Iztapalapa with academic institutions** was one of the first to be integrated due to the lack of support that schools received in terms of security and lack of infrastructure, water, and garbage collection. Activities that do not fall under the authority of the Mayor’s Office are brought before a competent authority of the Mexico City Government.

2. The **Security Cabinet for the Construction of Peace and Security in Iztapalapa** has the goal of coordinating and planning continuous strategic actions for the attention and prevention of crimes, in addition to reviewing crime statistics for decision making. The three levels of government converge in this Cabinet, and its activities have been constant since the beginning of the term of office. From 2018 to March 2021, 425 sessions have been held:
   - 20 sessions in 2018
   - 233 sessions in 2019
   - 40 face-to-face sessions and 109 virtual sessions in 2020
   - 23 virtual sessions in 2021.

3. The **Security Cabinet for the Construction of Peace and Security in Iztapalapa with the private sector** is part of the strategy to tackle insecurity and corruption. The purpose of this cabinet is to hold regular meetings to listen to and address the problems of businesspeople. As a result of these meetings, businesspeople have

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**Note:**

Representatives of various security and justice institutions participate, as well as civil society organizations, such as the Citizen Council. Information provided by the Mayor’s Office of Iztapalapa and by Mayor’s Office of Iztapalapa (2019). Provisional Government Program 2019–2020. Available at: http://www.iztapalapa.cdmx.gob.mx/concejales/pdf/ProgPro19-20.pdf
contributed to setting up safe corridors in the industrial zone and conducting workshops on Civil Protection and Crime Prevention, linking their job demands with the population living in the Mayoralty’s territory by way of job listings.

4. The Security Cabinet for the Construction of Peace and Security in Iztapalapa with hospital units aims to respond to security problems of the hospitals in the area. In the sessions, topics ranging from illegal taxi stands outside the hospital facilities to citizen complaints by patients are presented to avoid acts of corruption and impunity.

These social participation mechanisms enable communication between the three levels of government and different social sectors with the purpose of promoting joint decision-making. In addition, the Mayor’s Office has promoted emerging cabinets, which are formed on the basis of a common problem of interest. One example was the creation of a health cabinet to deal with the COVID-19 pandemic.

Figure 30. SWOT analysis: social participation mechanisms

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Three actions aimed at promoting citizen participation were identified:</td>
<td>• Lack of methodologies to monitor and evaluate the results and impact of programs such as Dialogues to achieve well-being and peace in Iztapalapa and the Mayor’s Office thematic cabinets (security, business, health, among others).</td>
</tr>
<tr>
<td>• Dialogues to achieve well-being and peace in Iztapalapa has a budget and rules of operation.</td>
<td></td>
</tr>
<tr>
<td>• Community Assemblies encourage the detection of problems, the execution of actions to solve them and have an action protocol.</td>
<td></td>
</tr>
<tr>
<td>• Thematic Cabinets of the Mayor’s Office (security, business, health, among others). They allow political coordination between different sectors of society in security matters, strengthening decision making.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Threats</th>
<th>Opportunities</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Lack of interest among citizens to participate in the actions and programs implemented by the Mayor’s Office.</td>
<td>• Technical assistance from specialized institutions such as UNODC in the design and evaluation of these programs.</td>
</tr>
<tr>
<td>• Lack of trust in the authorities of the Mayor’s Office.</td>
<td>• Strengthening an active citizenry with the capacity of being resourceful.</td>
</tr>
<tr>
<td></td>
<td>• Liaison with different sectors in the development of activities that promote citizen participation in order to increase the social capital of citizens (Mexico City’s government agencies, business groups, academic institutions, international organizations, etc.).</td>
</tr>
<tr>
<td></td>
<td>• Dissemination of the actions carried out within the framework of the Security and thematic Cabinets.</td>
</tr>
</tbody>
</table>

Source: Own elaboration.

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207 Information provided by personnel from the Mayor’s Office of Iztapalapa during the interviews conducted for this assessment, 2020.
Principle 2. Guaranteeing the Rule of Law

This principle implies the existence of robust and impartially enforced legal frameworks. Human rights are respected and guaranteed, the justice system is independent and effective, and both the judiciary system and police force are impartial and incorruptible\textsuperscript{208}.

The actions of the Mayor’s Office are based on the Organic Law of the Mayor’s Offices of Mexico City\textsuperscript{209}, in which the rights and duties of the population are established, as well as the purpose of the Mayor’s Offices (Article 20 of the Law).

\begin{figure}[h]
\centering
\begin{tabular}{|l|l|}
\hline
\textbf{Strengths} & \textbf{Weaknesses} \\
\hline
- There are legal frameworks that regulate the activities of the Mayor’s Office. & - Insufficient institutional capacity for the attention and coverage of services and procedures due to the high demand and population distribution. \\
- The Mayor’s Office has a Control and Command Center (C2) Cuilhuacan Base, which attends to citizen emergencies 365 days a year. & - Lack of legal authority for decision-making regarding crime prevention. \\
- There are 13 Territorial Directorates on Public Security and Law Enforcement in the borough, and they coordinate with the Specialized Agency for Public Security and Justice, the Specialized Agency for Sexual Crimes and with the Central Prosecutor’s Office for Vehicle and Transport Theft Investigations. & \\
- There is a Special Unit for Crime Prevention, as well as Security Cabinets, plus actions to combat crime: operations and closure of illegal points of sale of alcohol. & \\
\hline
\textbf{Threats} & \textbf{Opportunities} \\
\hline
- Persistence of structural problems. & - Technical assistance from specialized institutions such as UNODC in the design and evaluation of programs. \\
- Large population to be attended. & - Inclusion of international standards for the adoption of good governance principles. \\
- Lack of trust in the authorities could discourage reporting and increase the dark figure. & - Monitoring and evaluation of good governance principles. \\
\hline
\end{tabular}
\caption{SWOT analysis: mechanisms to guarantee the Rule of Law}
\end{figure}

Source: Own elaboration.

\textsuperscript{208} For the definition of this principle the following sources were considered: United Nations Economic and Social Commission for Asia and the Pacific (2009). What is Good Governance? Available at: \url{https://www.unescap.org/resources/what-good-governance} and UNODC The Doha Declaration (2020). What is Good Governance? Available at: \url{https://www.unodc.org/e4j/en/anti-corruption/module-2/key-issues/what-is-governance.html}

\textsuperscript{209} For more information, see the Official Gazette of Mexico City. Organic Law of Mayor’s Offices in Mexico City (2018). Available at: \url{http://www.paot.org.mx/centro/leyes/df/pdf/2018/LEY_ORGANICA_ALCALDIAS_CDMX.pdf}
**Principle 3. Having transparency mechanisms**

This principle means that decision-making and its compliance can be under the scrutiny of members of society and is made in accordance with the norm. The information available must be free, accessible, sufficient and understandable.\(^{210}\)

According to the Mexico City Law on Transparency, Access to Public Information and Accountability\(^{211}\), the Right of Access to Public Information requires the adoption of specific mechanisms and conditions, as well as the dissemination of data and information of public interest.

The website of the Mayor’s Office of Iztapalapa\(^{212}\) has a section focused on transparency where the articles and fractions of all obligations are available and information requests are also received. All information is updated on a quarterly basis.

The following are the sections contained in the website:

- *Information about COVID-19*: Infographics with preventive messages, a guide of measures to prevent contagion, social programs and a link to the publications issued in the Mexico City Official Gazette.
- *Committee of transparency*: Set of hyperlinks to the meeting acts held by the committee.
- *Historic 2015 - 2018*: Location of the Transparency Unit and applicable regulations.

The goal of transparency is to keep citizens informed about public decisions. This requires a daily exercise of documentation of executed actions, publication of information through official channels, traceability of subjects and drafting using an inclusive language.

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\(^{210}\) For the definition of this principle the following sources were considered: United Nations Economic and Social Commission for Asia and the Pacific (2009). What is Good Governance? Available at: [https://www.unescap.org/resources/what-good-governance](https://www.unescap.org/resources/what-good-governance) and UNODC The Doha Declaration (2020). What is Good Governance? Available at: [https://www.unodc.org/e4j/en/anti-corruption/module-2/key-issues/what-is-governance.html](https://www.unodc.org/e4j/en/anti-corruption/module-2/key-issues/what-is-governance.html)

\(^{211}\) Official Gazette of Mexico City. Organic Law of Mayor’s Offices in Mexico City (2018). Chapter 1 “Object of the Law”. Available at: [http://www.infodf.org.mx/documentospdf/Ley%20de%20Transparencia%20Acceso%20Informaci%C3%B3n%20y%20Rendici%C3%B3n%20Cuentas%20a%20la%20Ciudad%20de%20M%C3%A9xico.pdf](http://www.infodf.org.mx/documentospdf/Ley%20de%20Transparencia%20Acceso%20Informaci%C3%B3n%20y%20Rendici%C3%B3n%20Cuentas%20a%20la%20Ciudad%20de%20M%C3%A9xico.pdf)

Figure 32. SWOT analysis: transparency mechanisms

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>• The Mayor’s Office website has a transparency section with the following topics: Transparency Committee, Mayor’s Office Iztapalapa 2018-2021, Historical 2015-2018, and Information on COVID-19.</td>
<td>• The information on social networks and website is not homologated.</td>
</tr>
<tr>
<td>• The official social networks of the Mayor’s Office (Facebook, Twitter) are kept up to date, showing the actions implemented.</td>
<td></td>
</tr>
<tr>
<td>• According to staff of the Mayor’s Office, the Institute for Transparency, Access to Public Information and Accountability of Mexico City granted them the highest rating in compliance with their obligations in this area.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Threats</th>
<th>Opportunities</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Lack of continuity and sustainability in transparency actions in the borough regarding administrative changes.</td>
<td>• Technical assistance to homologate and update the Mayor’s Office website to make it user-friendly and accessible.</td>
</tr>
</tbody>
</table>

Source: Own elaboration.

Principle 4. Acting responsibly and reactively

This principle implies that institutions and processes readily serve all stakeholders in a prompt and appropriate manner to protect the interests of the entire population. There is an inclusive and decentralized response capacity.213

In order for the institutions and processes to guarantee the common interests of the population, adequate coordination between areas is required. The following actions have been identified within the Mayor’s Office:

- Periodic meetings take place between the areas to ensure coordination and communication between its members.
- There is a close collaboration between all 7 General Offices, 3 Executive Offices and 13 Territorial Directorates of the Mayor’s Office, which are organized and coordinated as follows:
  - General Offices plan and generate the programmatic offer and activities.
  - Territorial Directorates promote these activities and facilitate citizen’s access to programs and activities.

To handle the health crisis provoked by the COVID-19 pandemic, the Mayor’s Office of Iztapalapa responded as follows:

213 For the definition of this principle the following sources were considered: United Nations Economic and Social Commission for Asia and the Pacific (2009). What is Good Governance? Available at: https://www.unescap.org/resources/what-good-governance and UNODC The Doha Declaration (2020). What is Good Governance? Available at: https://www.unodc.org/e4j/en/anti-corruption/module-2/key-issues/what-is-governance.html
In terms of prevention, actions such as the mandatory use of masks in public spaces, lockdown measures or healthy distance in crowded places such as street markets, markets, cemeteries, as well as sanitization actions in buildings and public transportation units have been adopted.

In order to contain the possibility of contagion, actions have been implemented, such as hyper-local health commissions, closure of street markets and markets, hiring of water pipes to supply the population without access to this service and emergency economic support for the families of Iztapalapa (Social Action Emergency Family Income Mercomuna).

All areas of the Mayor’s Office developed different measures to deal with the pandemic. Among the activities performed were:

1. *Brigadas* or task force groups that attend to citizens at points of major confluence such as street markets, markets and cemeteries.
2. Activities that control the access to street markets, distribution of masks and anti-bacterial gel to citizens, placing of sanitation points such as water tanks or sinks, checking that vendors wear masks at all times.
3. Delivery of food allowances to beneficiaries of Social Action *Mercomuna*, which consisted of the provision of economic support through food allowances called *Cuitlahuac*, and the delivery of baskets with 10 kilos of season fruit, vegetables and grains.

**Figure 33. SWOT analysis: acting responsibly and reactively**

**Strengths**
- Knowledge of functions and recognition of the attributions of other areas is identified.
- Close relations between the 7 General Offices, 3 Executive Offices and the 13 Territorial Directorates.
- Weekly meetings between areas to ensure organization and coordination.
- The Mayor’s Office staff shows commitment to service, willingness to provide support to the population, and teamwork.
- Implementation of various actions to support the population in the context of the health crisis resulting from COVID-19, for example, the social action Emergency Family Income MERICOMUNA.

**Weaknesses**
- In the case of some reports, the results or progress of social actions and programs are not public knowledge.
- Lack of methodologies to monitor and evaluate the results and impact of programs can cause confusion among the population.

**Threats**
- Persistence of structural problems.
- Difficulty in achieving 100% coverage due to the large territorial and population extension of Iztapalapa.
- Health emergencies.

**Opportunities**
- Technical assistance from specialized institutions such as UNODC in the monitoring and evaluation of social programs and actions.
- Timely dissemination of information to achieve accessibility and inclusion among the population.
- Based on the actions implemented against COVID-19, an action protocol can be generated in case of future health crises.

Source: Own elaboration.
**Principle 5. Maintaining consensus-oriented decision making**

Good governance requires mediation of different community interests in order to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved from a broad and long-term perspective. For this to be achieved, a structure for solid, impartial and flexible mediation is needed\(^{214}\).

The Mayor’s Office of Iztapalapa has a **Council** that serves as a consensus-oriented mechanism. The Council is defined as a collegiate body with a horizontal structure made up of 10 elected council people. Its functions are established in the Organic Law for the Mayor’s Offices of Mexico City and include the following:

- The supervision and evaluation of government actions.
- The control of the exercise of public spending based on the objectives of the government program.
- The approval of the corresponding Expenditure Budget Project, in accordance with the terms established by the law.

Based on the Rules of Procedure of the Council\(^ {215}\), it should:

- Approve the General Program of the Mayor’s Office of Iztapalapa.
- Review the annual and partial report on the budget public expenditure and governmental actions executed.
- Oversee the development of public work and public services in the Mayoralty’s territory.
- Establish a commission in charge of monitoring and evaluating executed actions\(^ {216}\).
- Convene the Mayor and Directors to inform about their actions.
- Convene traditional authorities and representatives from indigenous communities to participate in the Council sessions\(^ {217}\).
- Assign a citizen chair for each session.

Since the beginning of COVID-19, the Mayor’s Office has presented a report to the Council regarding the progress of the pandemic and the actions taken on a daily basis.

\(^{214}\) Ibid.
\(^{217}\) It has three types of sessions: ordinary sessions that take place once every month, extra-ordinary sessions which are convened in case of urgency and solemn sessions that take place when reports are presented by the Mayor’s Office.
Figure 34. SWOT analysis: consensus-oriented decision-making

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>• The Organic Law of Mayor’s Offices of Mexico City establishes the actions of the Council. The Council has an internal regulation that regulates its operation.</td>
<td></td>
</tr>
<tr>
<td>• The sessions of the Mayor’s Council are public and can be consulted by the citizens on the Mayor’s Office website or at the Council’s offices.</td>
<td></td>
</tr>
<tr>
<td>• The Council section of the website is not user-friendly so that citizens can understand the functions and duties of the councilors.</td>
<td></td>
</tr>
<tr>
<td>• The lack of information on how to access the “citizen’s chair” limits its effectiveness.</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Threats</th>
<th>Opportunities</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Lack of citizen participation in decision-making due to apathy or lack of knowledge about the mechanisms.</td>
<td></td>
</tr>
<tr>
<td>• Lack of continuity of the agreements established by the members of the Council.</td>
<td></td>
</tr>
<tr>
<td>• Involvement of the different sectors in decision-making exercises when appropriate (Mexico City government agencies, businesspeople, academic institutions, international organizations, etc.).</td>
<td></td>
</tr>
</tbody>
</table>

Source: Own elaboration.

Principle 6. Performing in an equitable and inclusive manner

This principle implies to ensure that all members of society have opportunities to improve and maintain their well-being, especially the most vulnerable ones. That is, all people are considered in the decision-making processes and no one is deprived of their rights.\(^{218}\)

The Mayor’s Office implements various social programs and actions aimed at addressing the social, cultural and economic rights of the population of Iztapalapa, based on a public policy strategy and taking up the 2030 Agenda for Sustainable Development.

Both programs and actions have a positive assessment by the Planning Committee for the Development of Mexico City and the Evaluation Council of Social Development of Mexico City, and were presented in international forums as well as replicated by other government agencies due to the results achieved.

The respective 11 programs and 6 general offices that are responsible for their implementation individually or in coordination with other sub-offices, general offices and operative areas of the Mayor’s Office are presented below.

\(^{218}\) For the definition of this principle the following sources were considered: United Nations Economic and Social Commission for Asia and the Pacific (2009). What is Good Governance? Available at: https://www.unescap.org/resources/what-good-governance and UNODC The Doha Declaration (2020). What is Good Governance? Available at: https://www.unodc.org/e4j/en/anti-corruption/module-2/key-issues/what-is-governance.html
### GENERAL OFFICE OF PLANNING AND CITIZEN PARTICIPATION

<table>
<thead>
<tr>
<th>Sub-office of Citizen Participation. Head of Unit of Citizen Participation.</th>
<th>Operational Area: Office of the Director of Social Programs; Technical-Operational Unit: Head of Unit of Social Programs “A”; Technical-Operational Unit: Head of Departmental Unit of Social Programs “A”.</th>
<th>Operational Area: Office of Social Programs; Technical-Operational Unit: Head of Unit of Social Programs “C”.</th>
<th>Operational Area: Office of Social Programs; Technical-Operational Unit: Head of Unit of Social Programs “D”.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Program:</strong> Strengthening participatory democracy for well-being and peace in Iztapalapa.</td>
<td><strong>Program:</strong> Integral well-being for elementary school children residing in Iztapalapa.</td>
<td><strong>Program:</strong> Economic assistance and integral welfare for senior citizens between the ages of 64 and 67 who reside in Iztapalapa and do not have the support of any other federal or local economic assistance program.</td>
<td><strong>Program:</strong> Integral well-being for elementary school children residing in Iztapalapa.</td>
</tr>
</tbody>
</table>

### GENERAL OFFICE OF INCLUSION AND SOCIAL WELL-BEING

<table>
<thead>
<tr>
<th>Coordinating Unit of Social Welfare. Sub-office of Sports. Head of I Unit of Community Sports.</th>
<th>Operational Area: Coordination Unit of Social Welfare and Head of Unit of Educational Programs; Coordinating Unit of Inclusion of Priority Groups; Head of Departmental Unit of Development and Welfare of the Elderly and Persons with Disabilities.</th>
<th>Operational Area: Sub-office of Educational Development; Technical-Operational Area: Head of Unit of Educational Programs</th>
<th>Operational Area: Sub-office of Educational Development; Technical-Operational Area: Head of Unit of Educational Programs</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Program:</strong> Iztapalapa the Sportiest.</td>
<td><strong>Program:</strong> Public care system, the Mayor’s Office of Iztapalapa, 2020.</td>
<td><strong>Program:</strong> Women studying in Iztapalapa, 2020.</td>
<td><strong>Program:</strong> Support for families who lost a family provider due to COVID-19 or an associated disease.</td>
</tr>
</tbody>
</table>

### GENERAL OFFICE OF WORKS AND URBAN DEVELOPMENT

**General Office of Sustainable Development**

Operational Area: Coordination Unit of Services and Maintenance

Head of the Prevention and Environmental Impact Unit / Technical-Operational Unit: Departmental Unit Heads and Project Coordinating Leaders of the Coordinating Units and General Offices.

**Program** for the rescue of public space, attention to cracks and environmental attention: Iztapalapa is transformed, 2020.

### EXECUTIVE OFFICE OF CIVIL PROTECTION

**Program:** Strengthening the culture of prevention and emergency response, 2020.
The 13 social actions, general offices, sub-offices and operational areas responsible are presented below. It is worth mentioning that *Mercomuna*\(^{219}\) is one of the social actions with the greatest impact due to its positive results by tending to 100% of its target population in the whole territory of Iztapalapa. The Mexico City Government recommended its implementation to other Mayor’s Offices to address the serious effects caused by the emergency measures of the COVID-19 pandemic.

<table>
<thead>
<tr>
<th>GENERAL OFFICE OF INCLUSION AND SOCIAL WELL-BEING</th>
</tr>
</thead>
<tbody>
<tr>
<td>Operational Area: General Legal Department and Private Secretary’s Office</td>
</tr>
</tbody>
</table>


<table>
<thead>
<tr>
<th>DIRECCIÓN GENERAL DE INCLUSIÓN Y BIENESTAR SOCIAL</th>
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</table>

<table>
<thead>
<tr>
<th>GENERAL OFFICE OF GOVERNMENT AND CITIZEN PROTECTION</th>
</tr>
</thead>
</table>

\(^{219}\) The progress and results were presented to the Mayor’s Council at each stage and the Mayor’s Office’s Body of Internal Control accompanied the entire implementation process.
outstanding in the performance of their duties.

**EXECUTIVE OFFICE FOR CULTURE**

**Social action** to encourage individual or collective activities to disseminate and present artistic creation in Iztapalapa (crearte).

**EXECUTIVE OFFICE OF CIVIL PROTECTION**

**Social action:** Extraordinary financial assistance to people whose homes or property are affected by a hydrometeorological, geological, seismic, sanitary, chemical, pyrrhic or another socio-organizational event.

In relation to the budget available to expand its capacity to serve the population, the Mayor's Office has called for an increase in income, since the budget designated by the Mexico City Congress and the Mexico City Government is not sufficient in relation to the population.

The Mayor's Office of Iztapalapa faces several challenges that include poverty, inequality and informality, of which some have intensified since the COVID-19 pandemic. Therefore, during 2020, efforts were focused on generating social programs and actions to address these problems. Social programs and actions on care, economic support, food supply and nutrition, prevention and attention to emergencies and funeral services were strengthened without neglecting other strategies developed for vulnerable groups.

**Figure 35. SWOT analysis: performance of the Mayor’s Office**

**Strengths**

- 11 programs and 13 social actions were identified, some of which were carried out in the context of the pandemic by COVID-19.
- There is a Unit for the Promotion of Women’s Rights and Substantive Equality, which provides cross-cutting advice on the work of the general offices, as well as on the programs and social actions implemented by the Mayor’s Office.
- From the Security Cabinet for the Construction of Peace of the Mayor’s Office, an institutional agreement was reached to improve the care of adolescents and young people in Iztapalapa, which seeks to strengthen the practices of care for this population sector.
- Opening of the Colibrí Centers for users of psychoactive substances in order to receive therapeutic treatment applied from a health perspective with full respect for human rights at the UTOPIAS.
- Coordinated work between different general offices for the implementation of social programs and actions.
- Social programs and actions are focused on attending vulnerable groups.
- Most of the programs are oriented to citizen protection and participation.
- Some social actions have been promoted for replication in other boroughs, for example, MERCUMUNA.

**Weaknesses**

- Insufficient personnel to provide service for social programs and actions.
- The division and operation between social programs and actions is ambiguous due to the way they are presented.
- The methodology used for monitoring and evaluation of implemented actions is not publicly identified, nor are there reports with results of executed programs available to citizens and experts.
Principle 7. Acting efficiently and effectively

From a good governance approach, government effectiveness and efficiency exist where processes and institutions make the best use of resources to produce results that meet the needs of society\(^{220}\). Effectiveness and efficiency require:

- The enhancement of quality and standardization of public service delivery. To this end, the agencies must attend to the needs of citizens in a timely and appropriate manner, simplifying government procedures and reducing bureaucracy, using appropriate technology whenever possible.
- The professionalization of public officials will allow for effective performance.
- The focusing of government efforts on vital functions by eliminating redundancies or overlaps in functions and operations.

The Mayor’s Office’s website has a section containing all the requirements needed for demanding a service provision or procedure. On the website, 40 procedures are listed, as well as 19 types of services\(^{221}\). The 40 procedures address 11 different subjects\(^{222}\), of which 24 procedures are related to commerce and markets, civil protection, public works and maintenance. Of the 40, 20 procedures have a cost, which is not indicated in the web page, 19 are for free and 1 does not provide any information. Waiting time varies, in average half of the procedures are solved in 15 days.

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\(^{220}\) For the definition of this principle the following sources were considered: United Nations Economic and Social Commission for Asia and the Pacific (2009). What is Good Governance? Available at: [https://www.unescap.org/resources/what-good-governance](https://www.unescap.org/resources/what-good-governance) and UNODC The Doha Declaration (2020). What is Good Governance? Available at: [https://www.unodc.org/e4j/en/anti-corruption/module-2/key-issues/what-is-governance.html](https://www.unodc.org/e4j/en/anti-corruption/module-2/key-issues/what-is-governance.html)


\(^{222}\) Water, Civil: identity and land, commerce and markets, events, urban image, environment, public work and maintenance, citizen participation, civil protection and urban services.
Services are focused on seven topics: access to water, public lighting, access to justice, events, loans of different types to organize events, environment and urban works. Of the 19 services offered, 7 are focused on urban works, 4 on environment and 3 on water access. All services are free of charge and the average waiting time is 15 days. Only those services related to the provision of aid to women (MODAM) have no waiting time. It is recommendable to optimize the appointment method used for procedures and services online\textsuperscript{223}.

The Mayor’s Office implemented the Iztapalapa’s Attentive Government System (SIGA) to provide citizens with tools to carry out more agile and efficient procedures, as well as to issue comments and complaints about the work of the local government. The request for services can be made through four means of communication:

1. In-person attention at the Central Citizen Attention Unit (UNAC) or any of the 13 territorial directorates.
2. Iztapalapatel Call Center.
3. Free mobile application IztapalAPP.
4. WhatsApp line called Whatztappalapa.

As for the personnel employed by the Mayor’s Office:

\textbf{Figure 36. Personnel distribution per area in the Mayor’s Office of Iztapalapa}

![Personnel distribution per area in the Mayor’s Office of Iztapalapa]

Source: Own elaboration with information provided by the Mayor’s Office of Iztapalapa, 2020.

Two General Offices concentrate more than half of the Mayor’s Office personnel:

- The General Office of Urban Services, in charge of public works programs for water supply, drainage and sanitation services, employs 5,307 persons.
- The General Office of Inclusion and Well-Being, in charge of social programs, has employed 1,658 persons.

**Figure 37. SWOT analysis: acting effectively and efficiently**

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Some of the procedures offered by the Mayor’s Office are free of charge and the average waiting time is 15 days.</td>
<td>• The information published on the website about procedures and services is unclear.</td>
</tr>
<tr>
<td>• The Mayor’s Office has 19 types of services, mostly focused on works, environment and water.</td>
<td>• Insufficient resources to cover all the services requested, as well as lack of quality in them.</td>
</tr>
<tr>
<td>• Information on procedures and services is public and is available on the Mayor’s Office website.</td>
<td>• Lack of material resources, office equipment for most of the general offices, as well as personnel professionalization (at university level).</td>
</tr>
<tr>
<td>• As of 2021, the Mayor’s Office has implemented the Iztapalapa’s Attentive Government System (SIGA) program.</td>
<td>• Lack of methodologies for results-based management.</td>
</tr>
<tr>
<td>• To face the health crisis derived from COVID-19, the Mayor’s Office had an early and timely response to the population for the prevention of contagion and economic support, for example, to tenants and families.</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Threats</th>
<th>Opportunities</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Large population in the Mayoralty’s territory to attend.</td>
<td>• Strengthen the capacities of the personnel through the generation of alliances with specialized agencies, which provide training to the personnel of the Mayor’s Office.</td>
</tr>
<tr>
<td>• The lack of knowledge that the population may have regarding procedures and services could generate distrust among citizens and discourage their participation.</td>
<td>• Specialized technical assistance from UNODC to strengthen personnel capacities in data collection and analysis, based on which strategies can be designed to address specific problems.</td>
</tr>
<tr>
<td>• The Mayor’s Office does not have control over the personnel that is hired on a regular basis; this is assigned by the Mexico City Government, which could result in a lack of trained and sufficient personnel.</td>
<td></td>
</tr>
</tbody>
</table>

Source: Own elaboration.

**Principle 8. Accountability**

From a good governance approach, accountability requires mechanisms through which decision-makers explain and respond to citizens regarding actions implemented. Accountability can be horizontal (checks and balances within the public sector) and vertical (responsibility of governments towards their citizens)\(^{224}\).

The Mayor’s Office has the following accountability mechanisms:
- Mayoral Council Sessions (see Principle 5. Maintaining consensus-oriented decision making). These are held periodically, are public and can be consulted by citizens on the Mayor’s Office website (Transparency 2018-2021 (cdmx.gob.mx)) or at the Council Offices.
- Direct and periodic reports with the executive and legislative government bodies on the actions implemented by the Mayor’s Office.
- Annual reports on the progress of the work carried out by the Mayor’s Office to meet the requests and needs of the citizens.

\(^{224}\) For the definition of this principle the following sources were considered: United Nations Economic and Social Commission for Asia and the Pacific (2009). What is Good Governance? Available at: https://www.unescap.org/resources/what-good-governance and UNODC The Doha Declaration (2020). What is Good Governance? Available at: https://www.unodc.org/e4j/en/anti-corruption/module-2/key-issues/what-is-governance.html
Citizen hearings between the inhabitants of the borough and the Mayor of Iztapalapa to address any issue related to various problems, these were held weekly.

Citizen assemblies led by the Mayor in all neighborhoods of Iztapalapa.

Social networks and platforms for effective and direct communication with citizens.

**Figure 38. SWOT analysis: accountability**

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Accountability actions of the Mayor’s Office are regulated by the Law of Transparency, Access to Information and Accountability.</td>
<td>• There is a lack of public access to accountability mechanisms, resources and executed expenditures.</td>
</tr>
<tr>
<td>• Internally, the Mayor’s Office of Iztapalapa has an Administrative Manual in which the attributions in this matter are established.</td>
<td>• Lack of technology that enables public access to information for accountability.</td>
</tr>
<tr>
<td>• Constant accountability on the actions and achievements of the Mayor’s Office through social networks.</td>
<td>• Lack of methodology and indicators to account for the results and impact of social programs and actions.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Threats</th>
<th>Opportunities</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Distrust of the population regarding the accountability of the Mayor’s Office.</td>
<td>• Technical assistance from institutions specialized in design, monitoring and evaluation, such as UNODC.</td>
</tr>
<tr>
<td></td>
<td>• Generate alliances between the Mayor’s Office and CSOs for accountability.</td>
</tr>
<tr>
<td></td>
<td>• Strengthen communication mechanisms between the Mayor’s Office and citizens.</td>
</tr>
</tbody>
</table>

Source: Own elaboration.

Lastly, since the beginning of the current term of office of the Mayor’s Office of Iztapalapa, actions have been oriented to the implementation of programs to reduce and solve the various problems that affect the borough. The efforts implemented have covered the 8 principles of good governance, especially accountability, citizen participation and transparency, even so, the conditions under which Iztapalapa exists represent an important challenge that requires time and assistance from expert institutions.

The strategies aimed at crime prevention carried out by the Mayor’s Office have achieved an important impact among the population of Iztapalapa, for this reason, it is recommended to continue generating alliances with other institutions and civil society organizations for the deployment of actions or strategies in this area. An example could be the implementation of UNODC’s *Strong Families* and *Line Up, Live Up* programs, linking them to the UTOPIAS.

Based on the information provided before, the following recommendations were identified in order to strengthen good governance in Iztapalapa:

1. **Improve data collection and analysis** according to international standards. Take advantage of the information obtained by the Command Center (C2) and the participatory mechanisms already taking place (*Dialogues to achieve peace and well-being in Iztapalapa* and the *Security Cabinets* with different sectors). Use this information to monitor actions and evaluate its results, as well as for strengthening accountability.

2. **Provide continuity through the design of strategies** for the social programs and actions that operate in the Mayorality’s territory.
3. **Promote** with the competent authorities the training of employees of the Mayor’s Office.
4. From the Mexico City SSC, **provide follow-up** for the continuous training of police officers.
5. **Provide sufficient material resources** to all the General Offices and areas that constitute the Mayor’s Office of Iztapalapa.

In terms of crime prevention and public security, the following suggestions are put forward for consideration:

1. **Optimize the territorial deployment of police officers** in those areas with the largest presence of criminal activity and organized criminal groups.
2. **Establish guidelines for cooperation** with the authorities from neighboring boroughs or municipalities to strengthen law enforcement operations.
3. **Adopt a crime prevention strategy** to improve socio-emotional skills (life skills) and positive parenting, in line with international standards.
4. **Prevent early drugs use** by adopting a strategy that includes up-to-date data of the users, the identification of selling points and a close collaboration with different stakeholders.
5. **Strengthen collaboration with specific sectors of society** (such as street market and Central Market vendors) to prevent their involvement or collusion with organized criminal groups.
Conclusions

The Safety Governance Approach for Safe, Inclusive and Resilient Cities allows for more effective evidence-based interventions to address internal and external threats to the communities. The Urban Safety Governance Assessment (USGA) in Iztapalapa identified the issues affecting its residents, as well as the main challenges faced by the Mayor’s Office.

The methodological rigor of this tool, as well as its participatory approach, made it possible to conduct an exhaustive and holistic analysis of the borough, from which it was possible to detect high and very high risks. In many of the neighborhoods of Iztapalapa, crime had a strong presence and there were social impairments and deteriorating urban-environmental conditions unfavorable to its development. Additionally, the Mayor’s Office and other institutions do not always have enough coverage to face these challenges, and its capacities are not sufficient to address these threats and vulnerabilities.

The challenges identified are not only of interest at the local level, but given that they are part of the issues addressed by the 2030 Agenda for Sustainable Development, it is vital to continue strengthening the articulation between various levels of government and sectors to achieve good governance and permanently apply gender and human rights approaches.

Iztapalapa is a complex borough due to its geographical location, social context and historicity, however, it has a population with a high sense of belonging and collaborative groups that can contribute to make a difference in achieving a safer environment.

One of the most visible problems is the problematic consumption of alcohol and drugs. This is reflected as an early start of drug use around the age of 16, so it is necessary to strengthen the implementation of actions to address this situation.

The most frequent crimes identified in Iztapalapa are robbery in all its modalities (robbery from the person in a public location, in public transportation and of business property), as well as domestic violence. Other crimes such as femicide, rape, sexual assault and sexual harassment continue to affect the well-being of women and girls, some of which worsened during the pandemic-related lockdown due to a lack of mobility. As a result, women and girls may be victims in their households and in other environments that should be safe for them. Although good practices regarding victim care and identification of femicide risk were identified, strengthening the support centers and timely attending these situations remain an urgent challenge to be addressed.

According to the analysis of illegal governance, the presence of criminal groups and their activities related to the illicit markets of drugs and arms trafficking was confirmed. The main form of control used by organized criminal groups is extortion, which they exercise through violent threats to
both tenants (small merchants) and drivers on public transportation routes; however, citizens in general are not exempt from this problem either.

Regarding urban environmental problems, the scarcity and poor quality of water in 73% of the neighborhoods stands out, as well as the deterioration and lack of coverage in the provision of essential urban services. It is worth emphasizing that there are the serious problems related to garbage and illegal dumps, feces and harmful fauna found across the borough. This situation is especially acute among vulnerable populations, such as the people living in irregular settlements.

To achieve good governance, it is necessary to know the specific context of each community and its relationship with the authorities. Based on the analysis of the Mayor’s Office’s capacities, the strengths, and areas of improvement in the 8 principles of good governance were detected. There is room for improvement regarding personnel professionalization, strategic planning and program implementation, as well as in the monitoring and evaluation to ensure accountability. It is also essential to redouble efforts towards the digitalization and modernization of processes, procedures and access to services, among others.

In the short, medium and long term, UNODC in coordination with partner agencies and civil society organizations, seeks to build a solid and close relationship with the Mayor’s Office of Iztapalapa, as well as with the people of Iztapalapa and their various sectors. To achieve this, it is necessary to address the 109 recommendations made in the Evaluation, which are associated to the following SDGs:

<table>
<thead>
<tr>
<th>Sustainable Development Goals</th>
<th>Number of recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>SDG 3 Good Health and Well-Being</td>
<td>9</td>
</tr>
<tr>
<td>SDG 5 Gender Equality</td>
<td>31</td>
</tr>
<tr>
<td>SDG 11 Sustainable Cities and Communities</td>
<td>27</td>
</tr>
<tr>
<td>SDG 16 Peace, Justice and Strong Institutions</td>
<td>42</td>
</tr>
</tbody>
</table>

Together, we will achieve the implementation of actions that will allow us to understand and continue monitoring the threats and vulnerabilities of the borough. It is vital to jointly contribute to the strengthening of existing capacities to positively influence decision-making and evidence-based actions aimed at achieving good governance and the reconstruction of the social fabric that will increase the quality of life of its inhabitants and transition towards sustainable development.
Methodological annex

Study objective

The Urban Safety Governance Assessment is part of a global initiative launched by the United Nations Department of Economic and Social Affairs (UNDESA) and implemented by the United Nations Office on Drugs and Crime (UNODC). The Evaluation is conducted in four regions around the world: Iztapalapa in Mexico City (Mexico), Mathare in Nairobi (Kenya), St. Michael and Christ Church (Barbados) and Tashkent (Uzbekistan).

This intervention is based on the project Local Safety Audits\textsuperscript{225} and takes the Urban Security Governance Approach\textsuperscript{226} as a conceptual framework, which seeks to provide public policy implementers with a framework to address the intersection of global hazards and local dynamics in search of the elements that enable resilience building.

The Urban Safety Governance Assessment process consists of the following stages which have a series of actions that in some cases were carried out simultaneously:

\textsuperscript{225} Project focused on improving the capacity of city administrations to collect and analyze crime data, in order to formulate and adopt policies and programs for urban crime prevention and safety, using a participatory approach. It was implemented in three countries: Cali, Colombia; Durban, South Africa and Querétaro, Mexico. Available at: https://auditoriadeseguridad-cdeunodc.org/

\textsuperscript{226} It seeks to understand the relationship and interaction of risk factors with illicit external flows and highlights the need for context-specific responses that seek to reverse these risk factors and thus restore governance, reduce inequality and promote individual and community inclusion and resilience.
Development of the process

The objective of the implementation of this project is the identification of challenges and priority areas for intervention in Iztapalapa based on quantitative and qualitative information. Statistics on crime incidence in the neighborhoods of interest were complemented with the application of a participatory social approach with the use of mapping to identify threats, vulnerabilities and capacities in each of the selected neighborhoods. It is expected that the results will allow the development of policies and strategies based on coordination, as well as an increase in the capacity of the institutions and their officials. All these actions are described in the following sections:

Stage 1 - Planning

Meetings and establishment of agreements with the Mayor’s Office of Iztapalapa

- May 16th, 2019: Meeting with the advisory group, the Mayor, CoE-UNODC and the United Nations Department of Safety and Security (UNDSS).
September 11th, 2019: Meeting with the advisory group for information exchange.
December 4th, 2019: Signing and exchange of understanding agreement between UNODC and the Mayor’s Office of Iztapalapa.
December 2020: Attendance to sessions of the Cabinet for the Construction of Peace and Security in Iztapalapa.
January 20th, 2020: Meeting with the advisory group and the Mayor.

The purpose of the meetings was to explain the *Urban Safety Governance Assessment* project, to agree on the actions that will integrate the collaboration between UNODC and the Mayor’s Office, and create a close collaboration to obtain the necessary inputs and access to the Mayoralty’s territory.

**Safety Plan**

In order to guarantee the safety of the team members during field work and clarify the support of the Mayor’s Office in terms or security provision, a safety plan was developed through which:

- Regular contact was maintained with UNODC’s security focal point and UNDSS, who were informed about the locations in the field and any activities carried out by the team.
- On the other hand, the team was physically accompanied by personnel of the Auxiliary Police (PA) from the Mexico City Ministry of Citizen Security (SSC-CDMX).

**Conformation of the work plan and team**

The team included seven members who carried out specific tasks for the collection and analysis of information during the different stages. The profiles are varied due to the type of tasks performed and with the aim to have an interdisciplinary perspective:

- Head of the UNODC’s Center of Excellence and the Program to Prevent and Counter Corruption
- Researcher in crime prevention
- Assistant in statistical analysis
- Assistant in institutional management
- Assistant in georeferencing
- Assistant in public policy analysis
- Assistant in information systematization

Activity planning began in December 2019.

**Theoretical and conceptual approach**

One of the priority activities before starting the field work was to establish the base variables to be used for the analysis of threats, vulnerabilities and capacities.
Assessment of data availability
From December 2019 to March 2021, the mapping of statistical, geographical and socio-demographic information was carried out. Official statistical information was obtained mainly from the following sources:

- Executive Secretariat of the National Public Security System.
- Mexico City General Prosecutor's Office.
- National Survey on Urban Public Security (ENSU), INEGI.
- National Survey on Victimization and Perception of Public Security (ENVIPE), INEGI.

The information on the programs, the calls for proposals for each program and the website of the Mayor's Office of Iztapalapa were reviewed. All the information was collected and recorded for later use in the drafting of the final report.

Additionally, after listing the information that was not freely available, several requests for information were made through the Transparency and Access to Public Information portals.

Stakeholder mapping
A database was developed with the name and contact information of key actors, members from civil society organizations, local leaders, representatives from the academic sector, businesspeople, as well as personnel from governmental institutions and non-governmental organizations that volunteered time to take part in the exercise.

Stage 2 - Data Collection and Analysis

Data collection methods
Quantitative and qualitative methodologies were used for data collection. To implement a participatory diagnosis, focus groups and technical meetings were conducted. Guides were designed for the application of interviews and exploration walks. Additionally, a local survey on illegal governance was designed and applied to police officers.

Data collection and analysis process
Phase 1: The collection of information involved an institutional management phase from January to March 2020. This consisted of contacting each of the key actors, the authorities of the neighborhoods or institutions to agree on the entrance to closed spaces and organize the call to gather groups with a maximum of 30, minimum 5, people who live, work, study or have any intervention in the neighborhood of interest. Also, the supplies to be used during all activities (stationery, refreshments and transportation for the CoE-UNODC team) were arranged.

Phase 2: Once the activities were organized, the implementation of the data collection methods began:

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227 Neutral spaces, without affiliation to any political party in order to preserve anonymity and for people to feel free to express themselves. Some examples of enclosed spaces used were sports facilities, cultural centers, classrooms, work facilities, auditoriums.
• Exploratory walks
• Focus groups
• Technical working groups
• Illegal Governance Survey
• Interviews

Exploratory walks

On January 7, an exploratory walk was held in the company of authorities of the Mayor’s Office of Iztapalapa. The objective was to identify the neighborhoods, organizations and key places of the Mayoralty’s territory in order to have a first approach of its urban conditions.

Figure 40. Route of the exploratory walk

![Exploratory march in Iztapalapa](image)
Source: Own elaboration with data collected during field work, 2020.

Focus groups

From January to March 2020, participatory social mapping was carried out in focus groups and technical working groups. The application of this qualitative technique focused on identifying the capacities, vulnerabilities and threats of the neighborhood to which the participants belonged (community leaders, citizens in general, children, representatives of civil society, academia or institutional sectors). High resolution maps of the neighborhoods were used as inputs, with symbology presenting the variables divided into the three categories of interest (capacities, vulnerabilities and threats).

Activities conducted by the team members were distributed as follows:
• Two facilitators who asked questions and pointed out on the map the variables mentioned by the participants.
• A person in charge of registering all the mentioned testimonies.
• One person in charge of logistics.

In some neighborhoods two or three information surveys were carried out as a form of validation and to corroborate the testimonies obtained at different times.
Table 1. Information collected by neighborhood.

<table>
<thead>
<tr>
<th>Number of neighborhoods from which data was collected according to its number of crime reports</th>
<th>Neighborhoods with 1 information gathering</th>
<th>Neighborhoods with 2 information gatherings</th>
<th>Neighborhoods with 3 information gatherings</th>
<th>Total neighborhoods</th>
</tr>
</thead>
<tbody>
<tr>
<td>25 high level</td>
<td>35</td>
<td>6</td>
<td>3</td>
<td>44</td>
</tr>
<tr>
<td>13 medium level</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6 low</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Own elaboration.

Figure 41. Conduction of focus groups

Source: Own elaboration with data collected during field work, 2020.

Technical working groups

Eight technical meetings were applied in person with the following actors:

- Special Crime Prevention Unit
- Auxiliary Combat Police
- National Electoral Institute personnel
- Auxiliary Police and Special Crime Prevention Unit police officers
- Entrepreneurs and businesspeople
- Auxiliary Police from the Mexico City Ministry of Public Security, sectors: Oasis, Tezonco and Santa Cruz Meyehualco.
Local Survey on Illegal Governance

The surveys applied were a quantitative instrument based on the proposal of Campana and Varese\(^{228}\), which consists of the creation of an Illegal Governance Index (i-Gov) based on the implementation of a survey applied to police officers in the United Kingdom.

In the case of the *Urban Safety Governance Assessment* in Iztapalapa, the survey was reused and adjusted to the context of the borough. The target population was the Auxiliary Police (PA) and the SSC-CDMX Police. It was implemented individually, confidentially and optionally, that is, at the end of the activity the participants of each focus group or technical working group could choose whether they wanted to answer it or not.

The survey had 11 questions with optional answers scaled from 0 to 4, organized in three sections:

**A. Organized criminal groups**: The questions in this section were aimed at identifying those criminal groups of which the police were aware of based on their work. The degree of fear, coercion, influence, control, involvement, neighborhoods with greater presence, and illegal markets were considered.

**B. Community role**: The questions were oriented to identify the community’s interaction with criminal groups.

**C. Role of the police corporation**: In this section the questions were oriented to identify the acts of corruption within the corporation, as well as the respect they have to the code of ethics.

The survey was applied in person (43) and online (1,261), resulting in the participation of 1,304 police officers from different sectors and territorial areas of Iztapalapa, both from the Mexico City Ministry of Security and from auxiliary police officers hired by the Mayor’s Office of Iztapalapa.

**Interviews**

Twenty-seven interviews were conducted between February and September 2020, 3 interviews were carried out face-to-face and 24 were conducted online due to the COVID-19 lockdown. All interviews were applied to key actors from different sectors, including personnel from the Mayor’s Office of Iztapalapa, officials of the Ministry of Citizen Security and representatives of civil society. The distribution was as follows:

- 17 public officials from the Mayor’s Office of Iztapalapa
- 4 officials of the Mexico City Ministry of Citizen Security
- 2 from the business sector
- 3 from civil society
- 1 social stakeholder linked to the topic.

For their application, a semi-structured guide was designed with a series of topics of interest to identify current conditions, implemented actions and areas of opportunity of the Mayor’s Office.

The structure of the guide was as follows:
- General data about the interviewee
- General information about the position
- Description of functions (services, programs, coverage and associations)
- Monitoring and evaluation (reports and results)
- Institutional coordination and linkage
- Human Resources
- Material resources and infrastructure
- Economic resources
- Regulations
- Main strengths of the General Office
- Main challenges of the General Office
- Main recommendations to strengthen the General Office
- Responses to COVID-19

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229 For the analysis only, the surveys applied remotely were considered, because the face-to-face ones were a pilot that enabled the improvement of the structure and questions for the analysis.
Phase 3: The systematization of the collected data, from the aforementioned 3 methods, was carried out at the same time the interviews were conducted. Regarding the social mapping and testimonies obtained from each focal group, they were recorded in writing and compiled in a database containing all the variables according to the three categories previously defined. As for the surveys, once the information was collected, it was compiled into a database to start counting the responses. Comments made during the interviews were recorded in the previously established guide, taking note of everything mentioned by the interviewees.

Difficulties in data collection

Field work began in January and activities had to be suspended in March 2020 due to the COVID-19 lockdown. Alternatives were sought out to complement the missing information. For this purpose, during lockdown, activities that had been planned to be carried out in person were carried out remotely, which did not affect the quality of the information collected.

As for the interviews, the missing ones were rescheduled during the months of April, May, June and July. They were applied remotely through a video call via Teams or WhatsApp. The procedure consisted of scheduling the interview days before and calling the interviewee on the selected day and time, when starting the interview the established guide was considered, notes were taken and the information was compiled to have a record and later use it for the analysis.
The application of the survey on illegal governance was also suspended, so it was applied remotely. In the same way, the anonymity of the participants was respected and at the end, a total of 1,261 surveys were answered.

**Quality control**

**Social participatory assessments**

The information collected regarding capacities and some vulnerabilities during field work in the focus groups and technical working groups was validated using Google Maps. Based on the search of each neighborhood and using Street View, the variables mentioned were corroborated and those that were not pointed out were identified.

The photographic record of the activities served as evidence, but also as a form of validation of the number of participants. To ensure a greater quality control of the information in some neighborhoods, more than one information survey was carried out to verify the veracity and objectivity of the information. In addition, internal reviews of the final report were implemented.
Stage 3 - Presentation and validation of results
This stage is in the process of being drafted and revised.

Stage 4 - Strategies and policies
This stage will be implemented once the final report is presented and agreements are again established with stakeholders to begin the design of strategies and public policies, as well as the execution, monitoring and evaluation of these actions.

Theoretical approach
For the *Urban Safety Governance Assessment in Iztapalapa*, the following criminological theories were considered for the analysis.

![Criminological theories](Image)

Source: Own elaboration based on criminological theories
The following indicators were used for the analysis and monitoring of the USGA in Iztapalapa and are mostly available for consultation at the national, state and borough or municipality levels.

### Table 2. SDG 3-based indicators for Iztapalapa

<table>
<thead>
<tr>
<th>2030 Agenda indicators</th>
<th>Indicators for the USGA analysis</th>
<th>Source and available years</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.5.1 Coverage of treatment (pharmacological and psychosocial, rehabilitation and aftercare services) for substance use disorders</td>
<td>1. Average age of first drug use</td>
<td>Institute for the Care and Prevention of Addictions, 2011</td>
</tr>
<tr>
<td>3.5.2 Harmful alcohol consumption defined according to the national context as the per capita alcohol consumption (from the age of 15) during a calendar year in liters of pure alcohol</td>
<td>2. Percentage of witnessed alcohol consumption</td>
<td>INEGI, 2019-2020</td>
</tr>
<tr>
<td></td>
<td>3. Percentage of witnessed drug use</td>
<td>INEGI, 2019-2020</td>
</tr>
<tr>
<td></td>
<td>4. Percentage of deaths related to the consumption of drugs</td>
<td>Mexico City Ministry of Health, 2016</td>
</tr>
<tr>
<td></td>
<td>5. Average age of patients admitted to the Iztapalapa Youth Integration Centers</td>
<td>Youth Integration Centers, 2018</td>
</tr>
<tr>
<td></td>
<td>6. Number of admissions to the Iztapalapa Youth Integration Centers</td>
<td>Youth Integration Centers, 2018</td>
</tr>
</tbody>
</table>

Source: Own elaboration.
### Table 3. SDG 5-based indicators for Iztapalapa

<table>
<thead>
<tr>
<th>2030 Agenda indicators</th>
<th>Indicators for the USGA analysis</th>
<th>Source and available years</th>
</tr>
</thead>
</table>
| 5.2.1 Proportion of women and girls aged 15 and over who have suffered physical, sexual or psychological violence at the hands of their current or former partner in the last 12 months, disaggregated by form of violence and age | 1. Number of domestic violence crime reports | SESNSP, 2015-2020
| | | Mexico City General Prosecutor’s Office, 2015-2020 |
| | 2. Number of domestic violence crime reports during the COVID-19 lockdown | SESNSP, 2015-2020
| | | Mexico City General Prosecutor’s Office, 2015-2020 |
| 5.2.2 Proportion of women and girls aged 15 and above who have experienced sexual violence by non-partners in the past 12 months, disaggregated by age and location | 3. Number of emergency calls received for domestic violence | Mexico City Emergency Attention Center (Locatél), 2020 |
| 5.3.1 Proportion of women aged 20-24 who were married or in a stable union before their 15th birthday and before their 18th birthday | 4. Number of rape crime reports | SESNSP, 2015-2020
| | | Mexico City General Prosecutor’s Office, 2015-2020 |
| | 5. Number of sexual harassment crime reports | SESNSP, 2015-2020
| | | Mexico City General Prosecutor’s Office, 2015-2020 |
| | 6. Number of sexual assault crime reports | SESNSP, 2015-2020
| | | Mexico City General Prosecutor’s Office, 2015-2020 |
| | 7. Number of femicide crime reports | SESNSP, 2015-2020
| | | Mexico City General Prosecutor’s Office, 2015-2020 |
| | 8. Number of violence against women crime reports | SESNSP, 2015-2020
| | | Mexico City General Prosecutor’s Office, 2015-2020 |
### SDG 5: Achieve gender equality and empower all women and girls

<table>
<thead>
<tr>
<th>2030 Agenda indicators</th>
<th>Indicators for the USGA analysis</th>
<th>Source and available years</th>
</tr>
</thead>
<tbody>
<tr>
<td>9. Number of violence against women crime reports during the COVID-19 lockdown</td>
<td>• SESNSP, 2015-2020 • Mexico City General Prosecutor’s Office, 2015-2020</td>
<td>Source: Own elaboration.</td>
</tr>
</tbody>
</table>

### Table 4. SDG 11-based indicators for Iztapalapa

<table>
<thead>
<tr>
<th>2030 Agenda indicators</th>
<th>Indicators for the USGA analysis</th>
<th>Source and Available years</th>
</tr>
</thead>
<tbody>
<tr>
<td>11.1.1 Proportion of urban population living in slums, informal settlements or housing</td>
<td>1. Number of irregular human settlements and multi-dwelling units</td>
<td>• Public Administration of the Federal District, 2008 • Mexico City Ministry of Urban Development and Housing of Mexico City, 2008</td>
</tr>
<tr>
<td>11.6.1 Proportion of borough/municipal solid waste collected periodically and with adequate final disposal in relation to the total borough/municipal solid waste generated, broken down by city</td>
<td>2. Percentage of neighborhoods with drinking water service</td>
<td>• Mayor’s Office of Iztapalapa, 2018</td>
</tr>
<tr>
<td>11.7.2 Proportion of persons who have been victims of physical or sexual harassment in the last 12 months, disaggregated by sex, age, degree of disability and location.</td>
<td>3. Number of illegal garbage dumps</td>
<td>• USGA field work in the Iztapalapa borough, 2019 and 2020</td>
</tr>
<tr>
<td></td>
<td>4. Number of Rainwater Harvesting Systems installed per neighborhood</td>
<td>• Ministry of Integral Risk Management and Civil Protection, 2019</td>
</tr>
<tr>
<td></td>
<td>5. Number of safe corridors per neighborhood</td>
<td>• Ministry of Environment, 2020</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• SESNSP, 2016-2020</td>
</tr>
</tbody>
</table>

Source: Own elaboration.
**Table 5. SDG 16-based indicators for Iztapalapa**

<table>
<thead>
<tr>
<th>SDG 16: Promote peaceful and inclusive societies for sustainable development</th>
<th>Indicators for the USGA analysis</th>
<th>Source and available years</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2030 Agenda indicators</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>16.1.1 Number of victims of intentional homicides per 100,000 population, disaggregated by sex and age.</td>
<td>1. Percentage of people who perceive insecurity in public and private spaces</td>
<td>INEGI, 2015-2020</td>
</tr>
<tr>
<td>16.1.3 Proportion of the population that has suffered physical, psychological or sexual violence in the last 12 months.</td>
<td>2. Percentage of the population changing their routine due to insecurity</td>
<td>INEGI, 2015-2020</td>
</tr>
<tr>
<td>16.1.4 Proportion of the population who feel safe walking alone in their area of residence</td>
<td>3. Percentage of the population stating the main problems found in Iztapalapa</td>
<td>INEGI, 2015-2020</td>
</tr>
<tr>
<td>16.2.3 Proportion of young women and men aged 18-29 who experienced sexual violence before the age of 18</td>
<td>4. Percentage of the population that witnessed antisocial behavior</td>
<td>INEGI, 2015-2020</td>
</tr>
<tr>
<td>16.3.1 Proportion of victims of violence in the last 12 months who have reported their victimization to the competent authorities or other officially recognized conflict resolution mechanisms</td>
<td>5. Percentage of the population that witnessed crimes</td>
<td>INEGI, 2015-2020</td>
</tr>
<tr>
<td>16.4.2 Provision of seized, found or surrendered weapons whose illicit origin or context has been</td>
<td>6. Number of crimes committed with firearms</td>
<td>SESNSP, 2015-2020</td>
</tr>
<tr>
<td></td>
<td>7. Number of drug dealing crime reports</td>
<td>Mexico City General Prosecutor’s Office, 2015-2020</td>
</tr>
<tr>
<td></td>
<td>8. Number of robberies to the person in a public location crime report</td>
<td>SESNSP, 2015-2020</td>
</tr>
<tr>
<td></td>
<td>9. Number of robberies in public transport crime reports</td>
<td>Mexico City General Prosecutor’s Office, 2015-2020</td>
</tr>
<tr>
<td></td>
<td>10. Number of robbery/thefts of vehicle crime reports</td>
<td>SESNSP, 2015-2020</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Mexico City General Prosecutor’s Office, 2015-2020</td>
</tr>
<tr>
<td>2030 Agenda indicators</td>
<td>Indicators for the USGA analysis</td>
<td>Source and available years</td>
</tr>
<tr>
<td>------------------------</td>
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<td>-----------------------------</td>
</tr>
</tbody>
</table>
| determined or established by a competent authority, in accordance with international instruments. | **11.** Number of burglary of business crime reports. | • SESNSP, 2015-2020  
• Mexico City General Prosecutor’s Office, 2015-2020 |
| **16.6.1** Government primary expenditure in proportion to the originally approved budget, broken down by sector (or by budget codes or similar elements). | **12.** Number of crimes reported near markets or shops. | • SESNSP, 2015-2020  
• Mexico City General Prosecutor’s Office, 2015-2020 |
| **16.10.2** Number of countries adopting and implementing constitutional, legal or regulatory guarantees for public access to information. | **13.** Number of firearms and ammunition collected from the population. | • Ministry of the Interior, 2019 |
| | **14.** Number crime reports for threats and extortion. | • SESNSP, 2015-2020  
• Mexico City General Prosecutor’s Office, 2015-2020  
• Illegal Governance Survey to police officers, 2020 |
| | **15.** Percentage of police staff declaring fear, cohesion and involvement of criminal groups among the police force. | • Illegal Governance Survey to police officers, 2020 |
| | **16.** Percentage of police staff declaring the influence of criminal acts on the police force. | • Mayor’s Office of Iztapalapa, 2019 |
| | **17.** Total police officers. | • Office of the Deputy Minister of the Mexico City Penitentiary System, 2020 |
| | **18.** Number of persons deprived of their liberty in prisons. | • Mexico City Ministry of Public Security, 2019 |
| | **19.** Total police interventions. | • Mayor’s Office of Iztapalapa, 2016-2019 |
| | **20.** Total referrals to the Public Prosecutor’s Office and Civic Judge. | |

Source: Own elaboration.
Good practices in crime prevention programs at the global level annex

Globally, different crime prevention and security programs have been adopted showing effectiveness and possible replicability. In Mexico City and in the Iztapalapa borough, some programs that are currently executed share similarities with others implemented in countries like Colombia, Argentina, Brazil, Canada and other locations in Mexico. Programs with sports and art components, as well as with urban transformation, have proven effective when promoting social cohesion.

Six good practices are presented in the following paragraphs, which have shown successful results in terms of crime prevention and security.

- UVA Medellin
- Barrio Adentro Program
- Government of the State of Minas de Gerais
- National Police of Colombia
- Justice Department of Nova Scotia
- The Advisory Center and Youth Promotion A.C.

Table 6. Global good practices in crime prevention

<table>
<thead>
<tr>
<th>Units for Articulated Life (UVA, as abbreviated in Spanish)</th>
</tr>
</thead>
<tbody>
<tr>
<td>The program consists in the edification of 20 urban spaces in different neighborhoods in Medellin, Colombia. The objective of this program was to get the community close to different activities and services such as water, electricity, as well as cultural and leisure activities. These actions intended to boost the sense of belonging from the communities to the environment in which these urban spaces were located.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Program Barrio Adentro, Altos de San Lorenzo</th>
</tr>
</thead>
<tbody>
<tr>
<td>This is a crime prevention program that targeted children and youth that come from vulnerable backgrounds, social exclusion and previous conflict with the law. The program provides individual sessions, as well as family and group workshops with the purpose of achieving social inclusion.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Fica Vivo</th>
</tr>
</thead>
<tbody>
<tr>
<td>The project aims to prevent and reduce homicide in the Mines of Gerais, Belo Horizonte. The strategies adopted by the program focus on cultural and artistic workshops as well as sports. It also involves police intervention in conflict areas within the community.</td>
</tr>
</tbody>
</table>
### National Plan of Surveillance per quadrant
The National Plan of Surveillance per quadrant in Cali, Colombia, focuses on violence and crime issues identified at the local level. The plan includes the construction of additional police stations, have small police walking groups and greater contact with the inhabitants from the community.

### Operation Ceasefire HRM
The program seeks to prevent youth, in the Halifax borough in Canada, from getting involved in gangs and violent crimes. The program has an extensive collaboration network: civil society organizations, members from the community, police services, schools, local business and other communitarian organizations. Workshops and capacity building sessions are conducted and promoted frequently.

### Transition from elementary school to high school
The program is implemented in Ciudad Juarez, Chihuahua and consists of the provision of support to students from elementary schools who are at risk of dropping out of elementary or middle school or deciding against enrolment in high school level. As part of the program, summer courses are offered to students and their families to help them overcome their academic limitations.

Source: Own elaboration with information from each program referred.

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230 Ceasefire program in the Halifax Regional Municipality (HRM).
Directory of services and procedures of the Mayor’s Office of Iztapalapa

Official website of the Mayor’s Office of Iztapalapa: http://www.iztapalapa.cdmx.gob.mx

Contact phone numbers for citizen service:

- Mayor’s Office of Iztapalapa: 5804 4140
- Procedures: 5685 7040, 5445 1010
- Services: 58041172, 5685 2412

Iztapalapa’s Attentive Government System (SIGA):

- Central Citizen Service Unit (UNAC), Monday to Saturday, from 9:00 to 18:00 hours.
- Call Center Iztapalapatel, all 365 days of the year, from 9:00 to 20:00 hours: 55 6651 6651
- Mobile app IztapalAPP
- WhatsApp line Whatztappalapa: 5566516651

Social media accounts:

- Facebook: @AlcIztapalapa
- Twitter: @Alc_Iztapalapa and @ClaraBrugadaM
Directory of civil society organizations in Iztapalapa

The official website of the Local Safety Audits (LSA) 231 hosts a section for the Urban Safety Governance Assessment initiative in Mexico. Among the subsections, a directory of Civil Society Organizations is available for general public consultation. Apart from its contact details, there is a space to register new organizations.

Figure 47. Directory of Civil Society Organizations


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