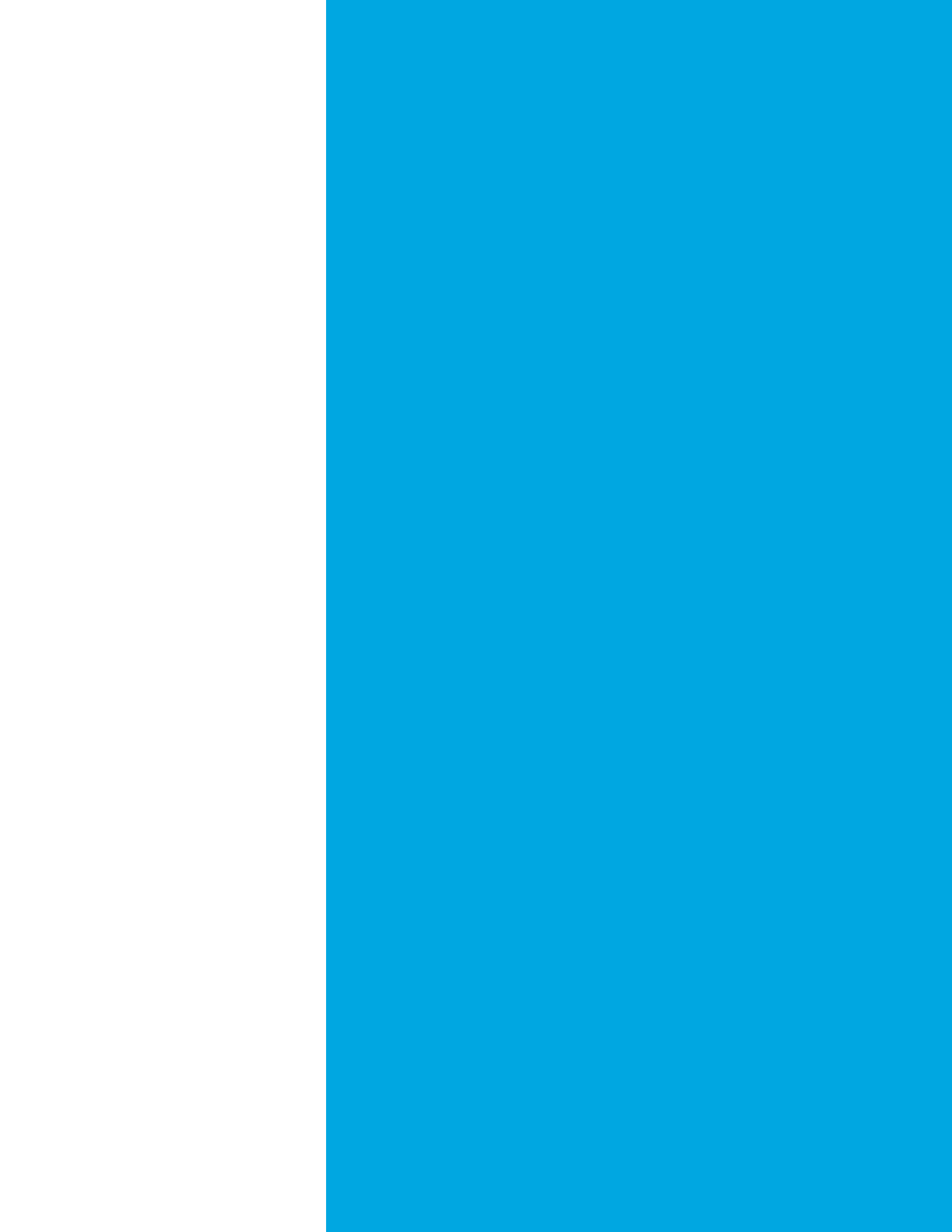




Local Safety Audit in the Municipality of Queretaro

2019







United Nations Office on Drugs and Crime (Mexico)

**Report of the Local Safety Audit in the Municipality
of Queretaro**

2019



UNODC

United Nations Office on
Drugs and Crime



Center of Excellence in

**STATISTICAL INFORMATION ON GOVERNMENT,
CRIME, VICTIMIZATION AND JUSTICE**

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Foreword

The international community, governments and the entire world currently face the most ambitious challenge we have ever met: to promote sustainability while protecting the planet and all who inhabit it, without exception.

To achieve this, we now have a guide to enlighten the path we must follow: the 2030 Agenda for Sustainable Development, an ambitious series of complementary, interconnected goals that seek to improve the living conditions of people in every corner of the planet.

UNODC plays a key role in the success of this task, as it addresses, in a specialized fashion, a fair share of the targets established in Goal 16 “Peace, Justice and Strong Institutions”. This Office recognizes that “There can be no sustainable development without peace and no peace without sustainable development”. Therefore, our agency fights for peace, the rule of law, human rights, development and equality in a broad, interdependent and progress-oriented framework.

We are fully aware that reducing conflicts, crime, violence, discrimination and ensuring inclusion and good governance are some of the most complex responsibilities of the Governments from all countries, regardless of their size, institutional strength or level of development. We also recognize that, in order to address them, it is necessary to improve the understanding of patterns and trends in all forms of crime, their contexts and the risk factors that facilitate them. Decision-making and policy-making require quality, accurate, relevant and reliable information. Fighting crime begins with information.

With this perspective, we introduced the methodology of Local Safety Audits, which have an innovative approach in terms of implementation, but are robustly grounded on a scientific framework of international standards and guidelines. The results of the Local Safety Audit in the municipality of Queretaro will be of an unparalleled value for authorities, as this material will serve as a cornerstone for inclusive, participatory decision-making.

Few tools allow a similar level of communication, linkage and co-responsibility between government, institutions, civil society, academia, the business sector and citizens. Undoubtedly, this Local Safety Audit will be the instrument that allows us to face violence and crime from all fronts, involving everyone and leaving no one behind.

This is just the beginning. Let us work together to follow this path. All together to achieve peace.



Antonino de Leo
UNODC Representative in Mexico

Contents

Foreword	5
List of acronyms and abbreviations	10
Introduction	12
Executive Summary	17
1. Context of the Municipality Queretaro	19
1.1. Territorial context	20
Location	20
Challenges of the urban environment	21
1.2. Social Context	27
Risk factors associated with violence and crime	36
1.3. Institutional context	46
Public Safety	46
Prosecution in the State of Queretaro	46
Administration of Justice in the State of Queretaro	50
Penitentiary System	50
Crime Prevention	54
2. Overview of crime in the municipality of Queretaro	55
2.1. Theft and robbery	60
Theft and robbery: figures and testimonies	61
Findings	73
Recommendations	74
2.2. Crimes related to gender-based violence	78
Crimes related to gender-based violence: figures and testimonies	78
Findings	87
Recommendations	88
2.3. Illicit drug trade	92
Illicit drug trade: figures and testimonies	92
Findings	98
Recommendations	99
2.4. Homicide	101
Homicides: figures and testimonies findings	101
Findings	105

Recommendations	106
2.5. Unlawful possession of and trafficking in firearms	108
Unlawful possession of and trafficking in firearms: figures and testimonies	108
Findings	114
Recommendations	115
3. Capacities of the Municipal Ministry of Public Safety of Queretaro (SSPMQ)	116
Context	117
Regulatory framework	117
Structure: Responsibilities and Strengths	120
Recommendations	126
4. Towards the consolidation of a crime prevention policy	132
Annexes	139
Annex 1. Theoretical and conceptual framework	140
Theoretical social and criminological approaches used	141
Annex 2. Methodological framework	143
Purpose	143
Expected results	143
Annex 3 Implementation of the Local Safety Audit in the Municipality of Queretaro	145
Annex 4. Risks per neighborhood	152
Bibliography	155

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List of acronyms and abbreviations

A

ACA: American Correctional Association
AMPI: Mexican Association of Real Estate Professionals

C

CANACO: National Chamber of Commerce
CANADEVI: National Chamber of the Housing Development and Promotion Industry
CDC: Centers for Disease Control and Prevention of the US
CECA: State Addiction Center
CEDAW: Convention on the Elimination of All Forms of Discrimination Against Women
CEFERESO: Center of Social Reinsertion for Women
CERESO: Center for Social Reinsertion
CESP: State Coordination of the Penitentiary System
CIEMA: Center for the Internment and Implementation of Measures for Adolescents
CIJ: Youth Integration Centers
CIPRES: Social Prevention Comprehensive Centers
CNDH: National Human Rights Commission
CONAPO: National Population Council
CONEVAL: National Council for the Evaluation of Social Development Policy
COPARMEX: Employers Confederation of the Mexican Republic

D

DENUE: National Statistical Directory of Economic Units
DIF: National System for the Comprehensive Development of the Family

E

ENDIREH: National Survey on the Dynamics of Household Relationships
ENPOL: National Survey of Population Deprived of Liberty
ENSU: National Survey of Urban Safety
ENVIPE: National Survey of Victimization and Perception of Public Safety
ECOSOC: Economic and Social Council

F

FAO: Food and Agriculture Organization of the United Nations

I

IMMQ: Municipal Institute for Women in Queretaro
INEGI: National Institute of Statistics and Geography
INPC: National Consumer Price Index
IQM: Queretaro Institute for Women
ISPC: Institute of Professional Career Service

L

LFAFE: Federal Law on Firearms and Explosives

LGBTTTIQ: Lesbian, Gay, Bisexual, Transgender, Transsexual, Transvestite, Intersex, Queer, Questioning, Intersex, Asexual, Allies, and Pansexual

O

OAS: Organization of American States

P

PGR: Attorney-General's Office of the Republic

PPL: Persons Deprived of Liberty

S

SEDENA: Ministry of Defense

SEMEFO: Forensic Medical Service

SESNSP: Executive Secretariat of the National Public Safety System

SISPUM: Comprehensive Municipal Public Safety System

SSC: Secretariat of Citizen Safety

SSPMQ: Municipal Ministry of Public Safety of Queretaro

SCT: Ministry of Communications and Transportation

SDG: Sustainable Development Goal

T

TSU: Superior University Technician

U

UAQ: Autonomous University of Queretaro

UN: United Nations Organization

UNESVIG: Unit for Victims of Domestic and Gender Violence

UNODC: United Nations Office on Drugs and Crime

USEBEQ: Basic Education Services Unit of the State of Queretaro

UNDESA: United Nations Department of Economic and Social Affairs

W

WHO: World Health Organization

Introduction

The Sustainable Development Goals (SDGs) demand actions that contribute to improving the quality of life of people. In 2015, the Member States of the United Nations agreed on a common agenda called the 2030 Agenda for Sustainable Development¹, with a holistic vision embodied in 17 interconnected Goals that cover topics such as poverty, health, education, environment, gender equality, decent work and violence reduction, the fight against organized crime, as well as the strengthening of public institutions.

This study covers the SDG topics 3, 5, 11 and 16:



Aside from this global agenda, one of the mandates of the United Nations Office on Drugs and Crime (UNODC)², per the General Assembly, through the Economic and Social Council (ECOSOC), is to lead the activities of the United Nations in the field of crime prevention and criminal justice. The UNODC also reviews United Nations standards and rules in this area, including their use and application by Member States. One of these instruments is the *Handbook on the Effective Implementation of Crime Prevention Guidelines*³, which establishes the implementation of Local Safety Audits with the objective of systematically analyzing crime problems at the local level.

This report is part of the *Evidence-based policies to improve community safety in Latin American and African cities* project implemented by UNODC and the United Nations Human Settlements Programme (UN-Habitat) and funded by the United Nations Department of Economic and Social Affairs (UNDESA).

The project seeks to improve the ability of city administrations to collect and analyze information on crime to formulate and implement urban crime prevention and safety policies and programs, using a participatory approach. The project is being implemented in Cali, Colombia; Durban, South Africa and Queretaro, Mexico through the application of the local safety audit methodology. The UNODC leads the implementation of the Cali and Queretaro audits, while UN-Habitat leads the implementation in Durban.

¹ General Assembly of the United Nations (2015). A/RES/70/1 Transforming our World: the 2030 Agenda for Sustainable Development.

² General Assembly of the United Nations (2006). A/RES/61/252 Strengthening the United Nations Crime Prevention and Criminal Justice Programme and the Role of the Commission on Crime Prevention and Criminal Justice as its Governing Body.

³ Economic and Social Council resolution 2002/15, United Nations Rules and Norms related to Crime Prevention and Criminal Justice.

In Mexico, the Local Safety Audit comprises 6 stages:



The purpose of this findings report is to provide a broad, comprehensive overview of the social and criminal dynamics of the municipality of Queretaro, considering social and criminological theories to guide their understanding, but mainly to make recommendations aimed at handling and preventing them.

This findings report⁴, prepared by the Center of Excellence in Statistical Information on Government, Crime, Victimization and Justice, a joint project of the United Nations Office on Drugs and Crime and the National Institute of Statistics and Geography (INEGI), is divided into four sections:

⁴ This report constitutes the third stage of the Local Safety Audit.

- a. Context of the municipality of Queretaro
- b. Overview of crime in the municipality of Queretaro
- c. Capacities of the Municipal Ministry of Public Safety of Queretaro (SSPMQ)
- d. Towards the consolidation of a crime prevention policy

In the first section, we introduce the context of the municipality of Queretaro in terms of territory, community and its institutions.

The second section outlines the general overview of crime and the main crimes that the citizens from Queretaro identified as the most concerning ones; these findings were confirmed by the analysis made of the collected statistical information⁵, as well as by the participatory social diagnosis⁶.

In the third section, we present a brief analysis of the structure of the Municipal Ministry of Public Safety of Queretaro (SSPMQ) including some specific recommendations in the areas of investigation, operations and crime prevention, as well as administrative improvements.

The fourth section focuses on recommendations for the Directorate of Prevention and Citizen Participation of the SSPMQ, specifically on the Integral Centers for Social Prevention (CIPRES), community and school mediation work and community prevention committees. Some of these recommendations require the collaboration of state and federal authorities to achieve effective results. The attributions and competences of the municipal government face an obstacle when legal or normative frameworks that fall under other levels of government need amendments. Continuous collaboration among the three levels of government is essential to achieve the objectives of this exercise.

In the fifth section, we present some considerations for the next stages of the Local Safety Audit in Queretaro. The United Nations Office on Drugs and Crime will pursue this through active involvement in the development of the Comprehensive Crime Prevention Model, its implementation, monitoring and evaluation.

Finally, the Annexes include the methodology and theoretical approaches used, as well as the main risks the neighborhoods selected for the participatory social diagnosis face.

⁵ The collection and analysis of statistical information in the first stage of the Local Safety Audit. During this stage, data was collected to help describe the different aspects of the municipality of Queretaro, specifically its socio-demographic, economic, institutional capacity and criminal incidence characteristics.

⁶ The Participatory Social Diagnosis is the second stage of the Local Safety Audit. Through its implementation, qualitative information is collected to identify capacities, risks and vulnerabilities at a neighborhood level, which is a fundamental input for prevention and public safety strategies. For the Mexican context, a diagnosis of institutional capacities for prevention and safety was included through the Municipal Ministry of Public Safety.

Methodological note: To create this findings report, which is the third stage of the Local Safety Audit, we combined statistical information from the National Institute of Statistics and Geography, with other official sources that were used to analyze socio-demographic and economic aspects and crime incidence characteristics of the municipality of Queretaro. To address its institutional capacities, we used information from the second stage, called the Participatory Social Diagnosis.

In this Diagnosis, citizens identified capacities, risks and vulnerabilities of 22 neighborhoods. This interaction with people generated a mixed analysis with qualitative and quantitative data, which allowed the statistical information to be contextualized and enriched through qualitative research. This type of research makes it possible to determine social actors and their practices through narratives that explore the reality of their social context. Information is analyzed based on a mediation criterion across categories, concepts and identification of facts, under a systematization process that allows to abstract supplementary information to statistical data, especially in cases where statistical information is not disaggregated at a local level. This coding reduces biases because of the control elements applied using content analysis techniques.

The importance of a mixed analysis lies in its potential to broaden knowledge about the characteristics of a problem. Interactive investigation between different sources allows to obtain solid references that help determine the magnitude of a problem and any possible improvement strategies and proposals. Qualitative information is a support tool for all the parties involved: authorities, community, private and public organizations and institutions.

Executive summary

The state of Queretaro is considered a role model in terms of safety and employment opportunities, which has led to people from other states to migrate here to improve their quality of life. This assessment is accurate in comparison with other states, where there are higher rates of insecurity, violence and the presence of organized crime.

This Local Safety Audit showed that the municipality of Queretaro is exposed to situations that jeopardize the quality of life and safety of its citizens and that may not be identifiable at first sight from statistical information on crimes or other available sources. Rather, it is necessary to hear out those affected by them, who everyday experience these social transformations, and develop a series of recommendations for each of these issues within a local context. The main findings point to problems that deteriorate the social fabric and can increase violence and crime.

The municipality faces risk situations related to its geographical location, its population composition and the daily social dynamics among its inhabitants. To address the aforementioned issues, capacities, infrastructure, services, commitments and collaboration between citizens and government institutions are needed.

The abuse of legal substances such as [alcohol and inhalants](#) has deteriorated social dynamics, so handling this problem should be prioritized because of the risk they represent as triggering factors of traffic accidents, deaths from traffic accidents, indigents, mental health problems, violence, commission of crimes, use of firearms and injuries. It is necessary to regulate and control the issuance of licenses for the sale of alcohol, as well as to raise awareness regarding the sale of inhalants to minors and young people. These action lines should be a priority in the work agenda on prevention promoted by the municipal government.

Another highly relevant aspect has to do with [the disorderly urban growth](#) and the [uneven development](#) of neighborhoods in the municipality of Queretaro. These problems have a significant influence on behaviors associated with violence and the commission of crimes. To face them, there is an urgent need for measures aimed at mitigating risks through situational prevention.

The need to deal with these problems was expressed by all of the participants in this exercise. The findings derive from full consciousness that these situations can become catalysts that might aggravate the current situation. It is necessary to strengthen the statistical information available at the local level, which constitutes the main input for detecting and analysing risk situations by neighborhood, district and street.

Through this local safety audit, led by the Center of Excellence in Statistical Information on Government, Crime, Victimization and Justice, the UNODC seeks to contribute to improving safety in the municipality of Queretaro. To accomplish this, it would be useful to implement the recommendations contained in this document and incorporate them into an integrated crime prevention model, whose design should be coordinated by the Municipal Ministry of Public Safety of Queretaro together with the different agencies and institutions that comprise the Federal, State and Municipal Government.

This comprehensive crime prevention model should be inclusive and involve the social actors that participated in the community social diagnosis. It should also broaden the participation network for the benefit of the municipality.

Insecurity and violence are cross-cutting problems that cannot be addressed without citizen co-responsibility, institutional coordination and the participation of national and international organizations that have experience in this area. It is also necessary to direct the efforts of civil society towards targeted issues and the participation of the business sector with a focus on social responsibility.

The United Nations System will play a key role, through inter-agency work in which UN-Women, UN-Habitat, the United Nations Children's Fund (UNICEF), the World Health Organization (WHO), among others, can contribute by implementing strategies related to urban space, public health, women, girls, boys and young people, among others.

All of this should be carried out in close collaboration with UNODC to continue providing technical assistance and support in matters of public safety, crime and violence prevention, the focus on health and prevention of addictions and the promotion of a culture of lawfulness.



Context of the Municipality of Queretaro

1. Context of the Municipality of Queretaro

1.1. Territorial context

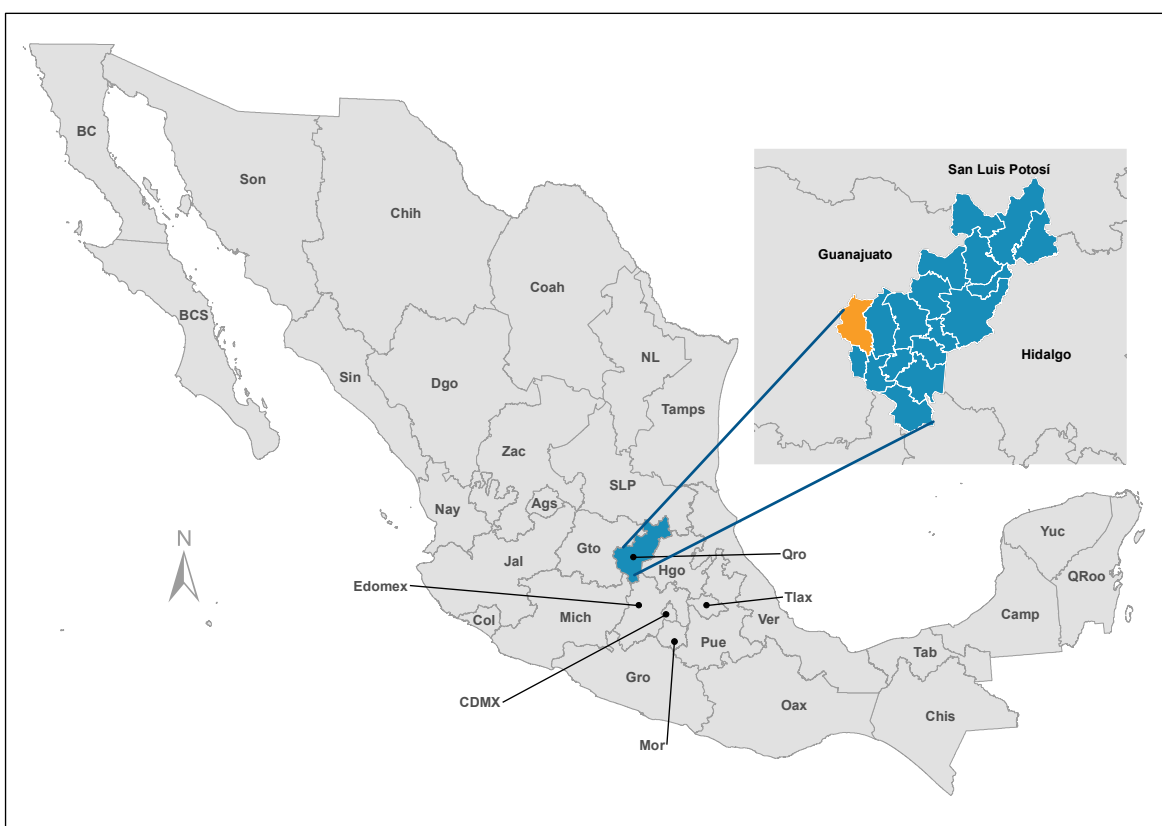
This section provides an overview of the territorial context of the state of Queretaro. The state is widely interconnected with other important territories, which has in turn contributed to its economic, labor and real estate development.

Location

The state of Queretaro is located in the geographic center of the Mexican Republic. It borders to the north with the state of San Luis Potosi, to the east with the state of Hidalgo, to the south with the states of Mexico and Michoacan and to the west with the state of Guanajuato. It covers a land area of 11,270 km², which represents 6% of the total national territory⁷.

The state comprises 18 municipalities. The municipality of Queretaro covers 759.9 km², corresponding to 6.5% of the total area of the state, and is divided into seven delegations. The map below shows its geographical location.

Map 1. Geographical location of the State of Queretaro de Arteaga



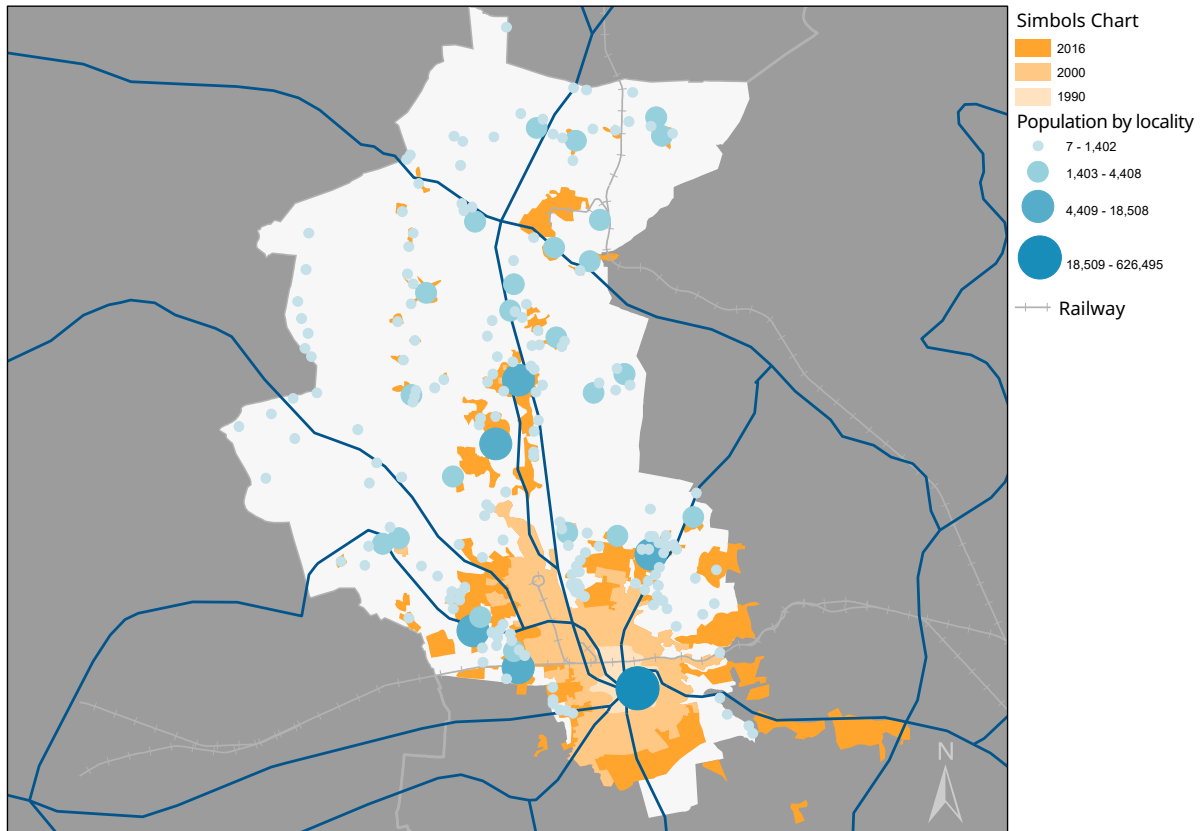
Source: Prepared by the authors with data from INEGI. Geostatistical Framework (2017).

⁷ INEGI (2015). Geostatistical Framework.

Challenges of the urban context

Between 1970 and 2017, the urban area grew by 1,762%⁸. This growth took place in an unorganized manner and led to a number of urban issues, such as fragmentation, segregation and irregular settlements, among others. The map below shows urban growth over the last three decades.

Map 2. Growth of the urban sprawl 1990-2016



Source: Prepared by the authors with data from the Intercensal Survey 2015, INEGI.

- Due to the growth of the urban area, there is a discrepancy between the demands associated with demographic growth and the coverage of urban services.



“Queretaro is experiencing a very fast urban growth, and is trying to meet all the demands that this entails; however, the coverage of services has been limited and the city and population continue to grow more and more”.

⁸ UN-Habitat (2018). Q500. Strategy of Territorialization of the Urban Prosperity Index in Queretaro. Queretaro, Mexico. Retrieved from: <http://implanqueretaro.gob.mx/im/q500/5/1/Q500-VersionCompleta.pdf>

Disorderly urban growth

The economic and demographic boom in the municipality has led to disorderly and unequal urban growth, which involves the following challenges:

- Urban fragmentation
- Residential segregation
- Irregular, undelivered or abandoned human settlements
- Urban crowding
- Limited access to roads
- Insecurity

Urban fragmentation

Urban fragmentation is the transformation of different aspects of urban space, whether social, economic, cultural or infrastructure-related⁹. Population growth and urban expansion reconfigure the geographic space and human settlements and change the behaviours and traditions of the original population. One of its consequences is the lack of a sense of belonging among inhabitants.

- Lack of sense of belonging: People from Queretaro can identify people from other states who do not relate to local traditions and customs, which leads to a rupture in social cohesion.



“Where I live, some people arrived not so long ago from Sinaloa, with vans, true to their style. They play loud music, make noise all the time, disrespect us, and even block the parking spaces... The truth is that they are a problem”.

Residential segregation

The poorly ordered urban growth in the municipality has grouped people into neighborhoods with similar characteristics and has separated other communities according to the perception they evoke in others, leading to segregation among different socioeconomic strata.



“We know that thieves come from (...), and that you shouldn't go there at a certain time of the day because you run the risk of being mugged or something can happen to you”.

⁹ Guzman Ramirez, A. & Hernandez Sainz, K. (2013). Urban fragmentation and social segregation a conceptual approach. *Legacy of Architecture and Design*, (14), 41-55.



“After 6 PM, buses and taxis refuse to go there, because people from this neighborhood mug them.”

Human settlements

In the municipality of Queretaro, there are three types of irregular human settlements. The first has to do with the illegal appropriation of space; that is, when, in any given habitable plot of land, a person or a group takes up residence without permission from the city council, and therefore services have not been set up. The second one is the undelivered housing developments; that is, when the real estate company fails to deliver a complete project, and the community begins to inhabit them without proper paperwork. And the third has to do with abandoned housing developments, which lend themselves to illegal occupation. Each of these is described below.

Irregular human settlements

This type of settlement is defined by the construction of improvised dwellings, without basic services, public health, safety and that most of the time affect the environment. According to UN-Habitat¹⁰, in Queretaro, 10.3% of the territory constitutes irregular human settlements.



“In San Jose el Alto, the upper part, on the hill, people arrived as squatters. The government set aside this area to settle indigenous people, and they named it Las Margaritas.”



“There are people who have had to settle in Las Margaritas expansion, which is an irregular place with few services (...). They are people from Mexico City, the State of Mexico and Michoacán.”

¹⁰ UN-Habitat. Strategy of Territorialization of the Urban Prosperity Index in Queretaro. Queretaro, Mexico. Retrieved from: <http://implanqueretaro.gob.mx/im/q500/5/1/Q500-VersionCompleta.pdf>

Picture 1. Irregular urban land occupancy



Source: Photographs taken during fieldwork.

Undelivered or abandoned housing developments

Failure from authorities to follow-up on the new housing complexes has led to the existence of “undelivered housing developments, abandoned or unoccupied dwellings”¹¹. Over the last 30-40 years, 60% of the housing developments in the municipality of Queretaro have not been delivered by real estate developers, which complicates the regularization process and limits the coverage of services¹². In addition, there are unfinished housing developments that are now illegally inhabited.

Urban crowding

Urban overcrowding is an exponential increase in population that translates into a reduction in space. This is detrimental to physical and mental health, can lead to stress accumulation and, in turn, to quarrels, domestic violence (verbal and physical), alcohol and drug abuse¹³.

The lack of urban planning in the municipality has derived in new settlements that do not have the necessary dimensions so that a family can live in a sufficiently sized space, causing a very high demographic concentration in each subdivision.



“Houses built nowadays are too small. They hold up to ten people, including parents, grandparents, children and grandchildren. They are very close to one another, so people get upset about anything their neighbors do because they can hear it from their own house. There are fights between neighbors for this same reason, and on top of this, they also have to deal with their whole family everyday. That’s why people leave their homes in such a bad mood and end up bothering other citizens”.

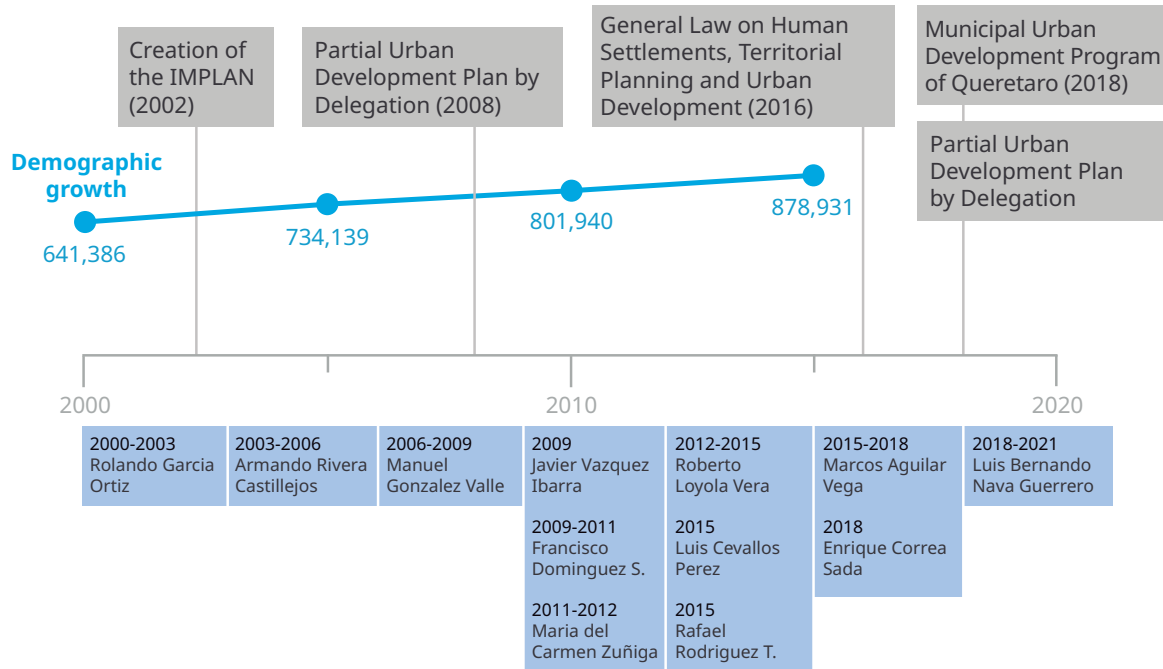
¹¹ *Ídem.*

¹² Contreras, A. (2018). In Queretaro, 60% of the urban settlements are irregular. *El Financiero*. Retrieved from: <http://www.elfinanciero.com.mx/bajio/en-queretaro-60-de-los-fraccionamientos-son-irregulares>

¹³ Dorantes Rodríguez, C., & Matus García, G. (2002). El estrés y la ciudad *Revista del Centro de Investigación. Universidad La Salle*, 5 (18), 71-77. in Spanish 1992), *Sociology of risk*, UIA, UDEG, Guadalajara.

As one of the municipal efforts to promote urban development, the Municipal Institute for Planning was created as part of the 2000-2003 Municipal Development Plan. This Institute is the entity that safeguards public policies on territorial planning from a metropolitan and suburban viewpoint of the city¹⁴. The figure below shows the most recent institutional efforts regarding urban development in the municipality.

Figure 1. Urban Development Programs in the Municipality of Queretaro



Source: Prepared by the authors with data from the Municipal Government and the Municipal Planning Institute (IMPLAN), 2000-2015.

Limited access to roads

The urban plot and the design of narrow roads hinder access to vehicles, prevent patrolling, and put the community and even the security personnel at risk.



“Narrow alleyways prevent patrolling, putting the security personnel at risk. If there is a chase, the thief is completely familiar with the area and knows how to escape or injure the security officer”.

¹⁴ IMPLAN (2018). Retrieved from: <http://implanqueretaro.gob.mx/im/st/2/1/1/ProcesoDeCreacion.pdf>

Picture 2. Narrow alleyways prevent patrolling, putting people and police officers at risk.



Source: Photographs taken during fieldwork for the Participatory Social Diagnosis, 2017-2018.

Insecurity

Fragmentation, segregation, irregular human settlements, urban overcrowding and road inaccessibility all have an influence on the way people from Queretaro perceive insecurity.

“The imbalance in access to quality gathering and recreational spaces, and the concentration of condominiums and closed communities, are clear evidence of the social and spatial segregation that has led to an increase in insecurity and violence”¹⁵.

In addition, the existence of vacant lots leads to a greater perception of insecurity, as these can become meeting points for drug and alcohol consumption, garbage concentration, graffiti, invasion by indigents, commission of crimes such as theft and robbery, among other scenarios that are detrimental to the urban image.



The city of Queretaro faces the challenges described above and to move forward in addressing them, the 2030 Development Agenda states work should focus on:

- Guaranteeing access to basic services that are affordable for all.
- Providing access to safe, affordable, accessible and sustainable transport systems for all and improving road safety.
- Increasing inclusive and sustainable urbanization and capacity for participatory planning and management.
- Providing universal access to safe, inclusive and accessible green and public spaces, especially for women and children, senior citizens and people with disabilities.

¹⁵ UN-Habitat. Strategy of Territorialization of Urban Prosperity Index in Queretaro. Queretaro, Mexico. Retrieved from: <http://implanqueretaro.gob.mx/im/q500/5/1/Q500-VersionCompleta.pdf>

- Significantly increase the number of cities and human settlements that have adopted and implemented integrated policies and plans to promote inclusion¹⁶

The results of this findings report are in line with the 2030 Development Agenda.

1.2. Social context

The following pages give an account of the social context of the state and municipality of Queretaro, covering their demographic, economic, educational and migratory characteristics, as well as the risk factors associated with the crimes found in the study area: the municipality.

Population

The state of Queretaro is home to 2,038,372 inhabitants and its population is distributed as follows: 48.7% men and 51.3% women¹⁷. The municipality of Queretaro has a total of 878,971 inhabitants, out of which 49.1% are men and 50.9% are women¹⁸.

Figure 2. Population pyramid in the municipality of Queretaro



Source: Prepared by the authors with data from INEGI. 2015 Intercensal Survey

According to data from the National Institute of Statistics and Geography (INEGI)¹⁹:

- Most of the population comprises young people between 15 and 19 years old.
- Life expectancy for men is 73.0 and for women is 78.2 years.
- The fertility rate is 95.5 live births per every 1,000 women in reproductive age.
- The mortality rate is 5.7 individuals per every 1,000 citizens.

¹⁶ United Nations (2016). Sustainable Development Goals. Retrieved from: <https://www.un.org/sustainabledevelopment/es/cities/>

¹⁷ INEGI. Tabulated form the 2015 Intercensal Survey.

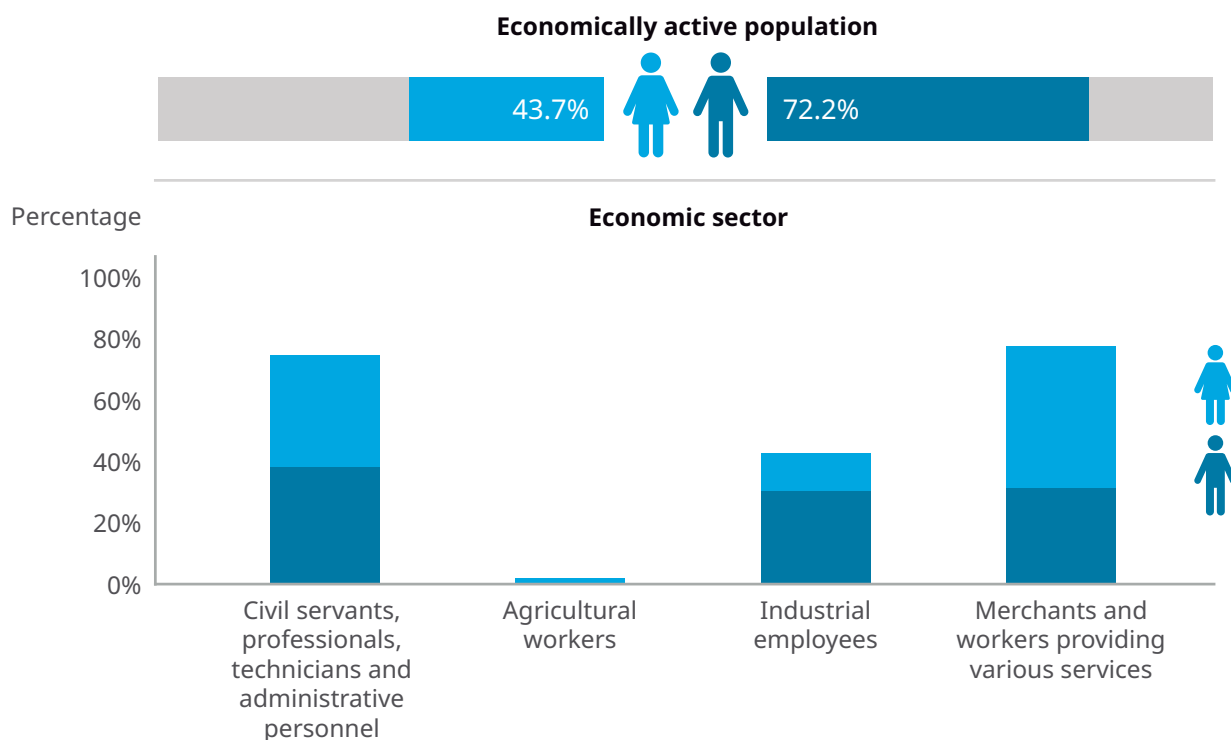
¹⁸ *Ídem.*

¹⁹ *Ídem.*

Economic activity

The municipality of Queretaro has 38,549 economic units concentrated in 18 sectors or services²⁰; these economic units employ 280,974 people, out of which 40.2 per cent are women²¹. The distribution of population by economic sector and gender is presented below.

Figure 3. Occupational division in the municipality of Queretaro (percentage)



Source: INEGI. 2015 Intercensal Survey

- Due to its privileged geographic location, the municipality of Queretaro has become a magnet for investments associated with the the production of goods and services across different sectors. The city can be easily reached and provides easy access to states such as Guanajuato, Hidalgo, State of Mexico, Mexico City and Michoacan, which has favored the development of industrial parks.

Migration

Economic growth has resulted in important real estate and industrial investments, stimulating migration and urban growth. Due to this, the municipality attracts people seeking better job opportunities, housing, recreation, education and health.

²⁰ Mining; Construction; Manufacturing; Wholesale; Retail; Transportation; Post and Storage; Mass Media Information; Financial and Insurance Services; Real Estate and Rental Services of Movable and Intangible Goods; Professional, Scientific and Technical Services; Corporations; Business Support Services and Waste Management and Remediation Services; Educational Services; Health and Social Welfare Services; Cultural and Sports Recreational Services, and Other Recreational Services; Temporary Accommodation and Food and Beverage Preparation Services; Other Services Except for Government Activities; Sectors grouped according to the principle of confidentiality.

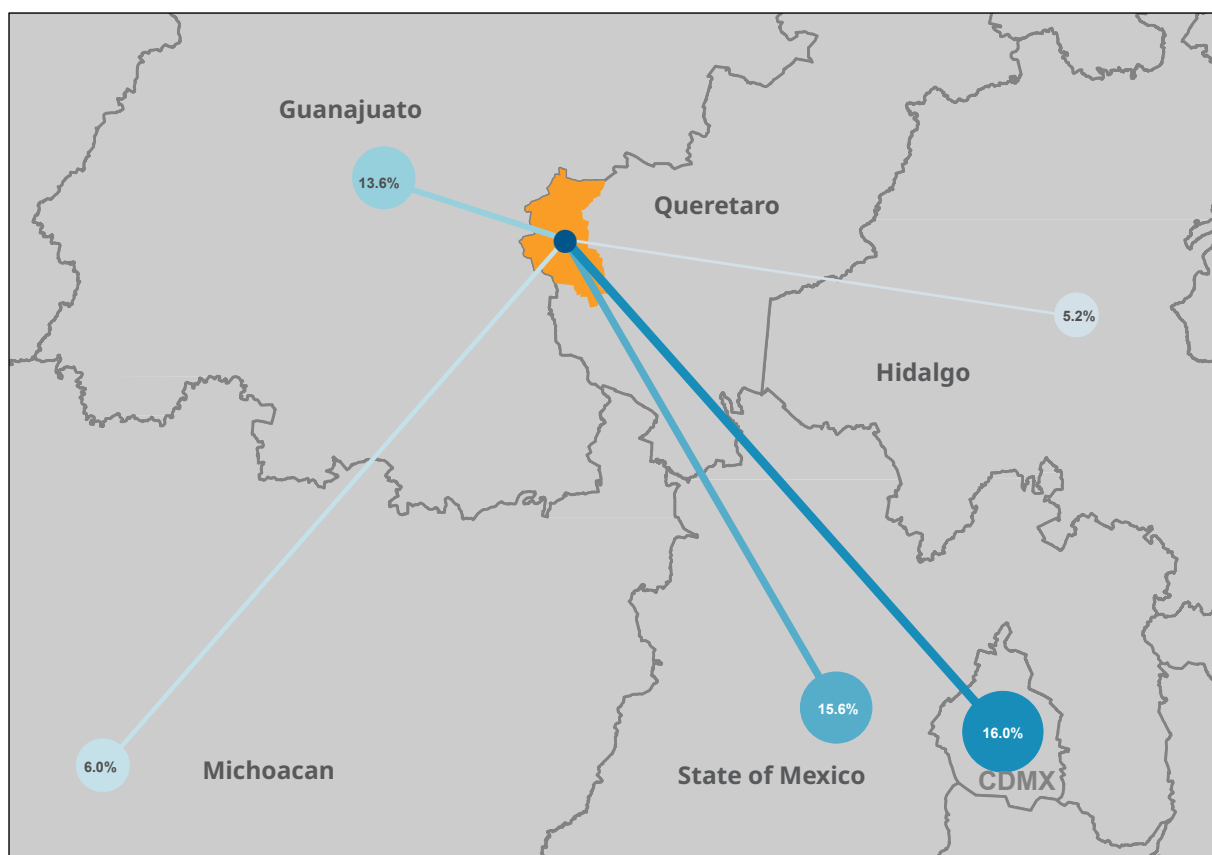
²¹ INEGI. Economic Census 2014.



“We perceive Queretaro as a good city to live in in terms of quality of life; that’s why we seek to live here”.

According to the municipal migratory category of CONAPO²², during 2010, the municipality attracted a high amount²³ of national migrants. In 2000, the net migration rate was 3.06 (falling within the average attraction category); in 2010, this rate increased to 9.32 per every 1,000 inhabitants. Mexico City, State of Mexico and Guanajuato were the states with the highest migratory flow towards Queretaro.

Map 3. Main states of origin of Queretaro migrants



Source: Prepared by the authors with data from INEGI. 2015 Intercensal Survey

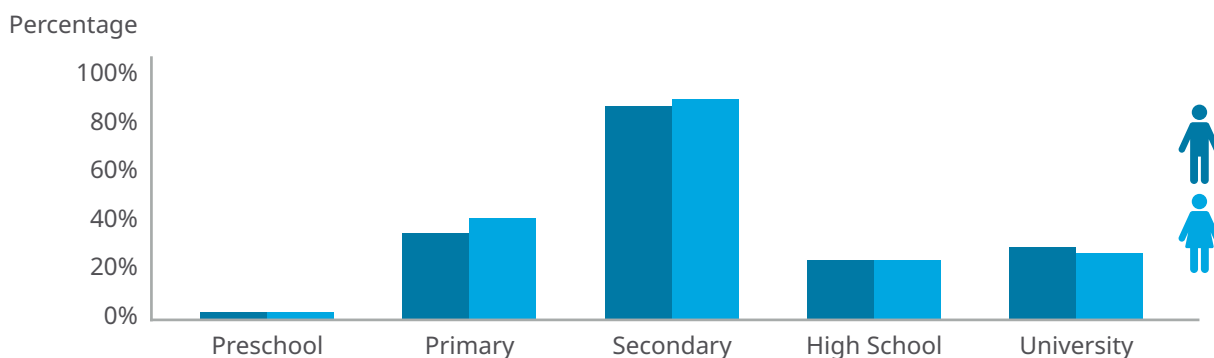
²² CONAPO (2010). Net migratory rate classified by municipality. Retrieved from: http://www.conapo.gob.mx/es/CONAPO/Panorama_del_fenomeno_migratorio_interno

²³ The net migration rate classifies municipalities and states according to their migration status in terms of high expulsion, balance, medium attraction and high attraction (CONAPO, 2010).

Education

Regarding education in the municipality of Queretaro, the average level of education is 10.5, which corresponds to the second year of high school. 6.1% of the population between the ages of 6 and 14 cannot read or write.

Figure 4. Level of education in the municipality of Queretaro



Source: INEGI. 2015 Intercensal Survey

Migration has resulted in an increase in the number of students, mainly in primary education, thereby causing overcrowding in schools.



“There are plenty of schools, but unfortunately, priority is given to people who do not live in the neighborhood, and our children are assigned to schools in other delegations or distant neighborhoods.”

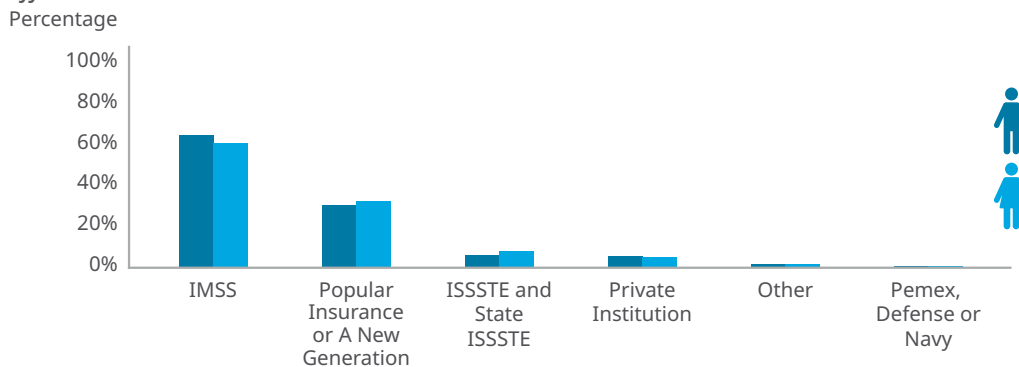


“40 families arrive in Queretaro every day, but sadly there aren't enough schools to meet the demand, so schools are overcrowded.”

Health

At the state level, 85.7% of the population is affiliated to some kind of health service, while in the municipality, 84.2% of people have access to them. The following figure shows the distribution of population with access to health services, disaggregated by gender.

Figure 5. Affiliation to health services



Source: INEGI. 2015 Intercensal Survey



“There are social security hospitals (IMSS) and the service is fairly OK, but they are saturated, and the average transport time is 10 to 20 by car.”



“Sometimes, it is better to go to the nearest pharmacy to have a doctor check you up than to the government health institutions.”

Even though health services are not the responsibility of the municipality, they have an impact on the well-being of the community. In Queretaro, the time spent travelling to health centers and the saturation of hospitals is concerning because the longer the distance and the more time spent on the trip from the emergency point to the health center, the greater the risk that the patient will experience health complications or even death. In addition to time, people expressed their concerns about the saturation of health institutions and the recurring need to resort to private institutions instead.

Social inequality

Having optimal living conditions ensures population development based on access to opportunities of a social and economic nature. The unequal distribution of these opportunities leads to social inequality. Three types of inequalities are identified for the municipality:

- Income gaps
- Gender inequality
- Poverty

Income gaps

Income gaps are measured with the Gini coefficient, which determines social inequality within the population of a certain area, where 1 reflects greater inequality in income distribution²⁴. The inequality level in the municipality of Queretaro is below the state and the national average. The following table shows the Gini coefficient at the national, state and municipal levels.

²⁴ CONEVAL (2010).

Table 1. Gini coefficient

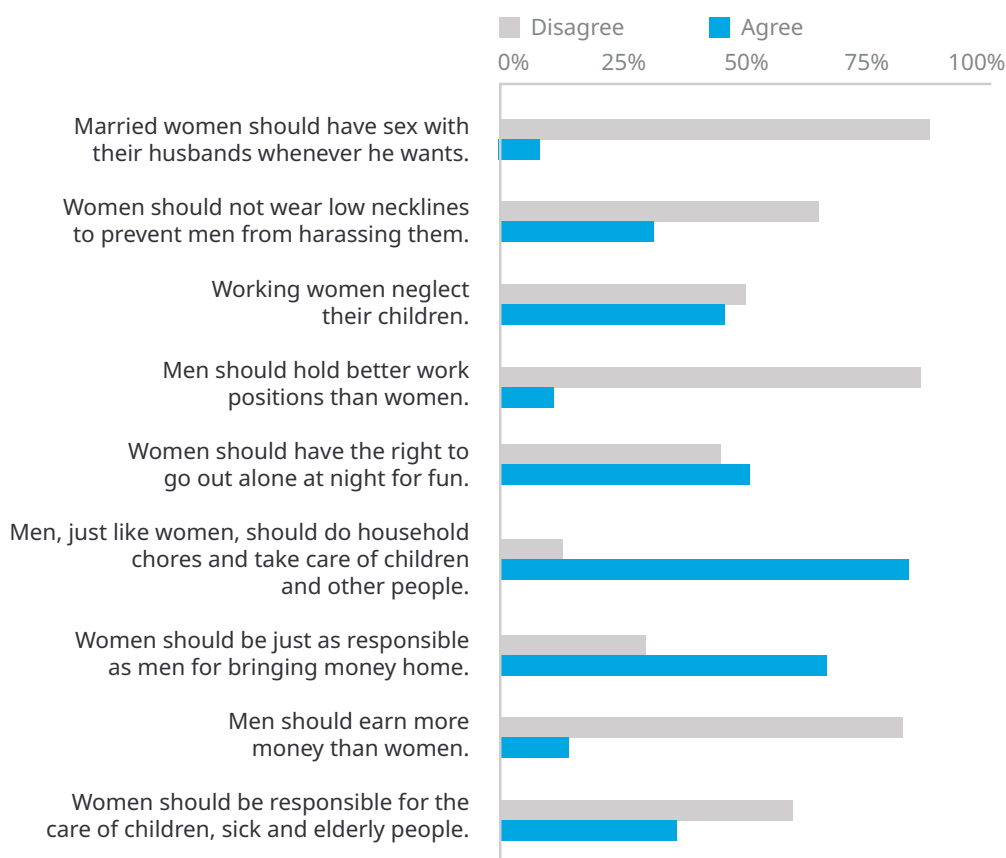
Level	Gini coefficient	Income Ratio	Degree of social cohesion
National	0.509	4.6	No data
State	0.487	0.09	High social cohesion
Municipal	0.461	0.11	High social cohesion

Source: Prepared by the authors with data from Social Cohesion Indicators, according to the municipality of Queretaro, 2010.

Gender inequality

At the national level, there are deeply-rooted inequality relations between women and men, which limit and prevent women from fully exercising their rights and autonomy and place them at a disadvantage²⁵. The following are some opinions by women aged 15 and older on the male and female roles that attest to gender inequality:

Figure 6. Opinion on female and male roles at the national level



Source: Prepared by the authors with data from the National Survey on the Dynamics of Household Relations (ENDIREH) 2017.

²⁵ INEGI (2017). Conceptual framework. National Survey on the Dynamics of Household Relationships (ENDIREH). Retrieved from: http://internet.contenidos.inegi.org.mx/contenidos/Productos/prod_serv/contenidos/espanol/bvinegi/productos/nueva_estruc/702825095055.pdf

Gender inequality increases the likelihood that the rights of women will be violated, specifically those that have to do with access to education, employment and autonomous decision-making. Furthermore, unequal roles between men and women keep on being accepted and replicated, which can lead to violent behaviour. The figures shown illustrate the national outlook. However, it is essential to gather data at the municipal level to better address inequality in the city.

Poverty

A person is said to live in poverty when at least one of their social needs has not been met and if their income is insufficient to acquire the goods and services necessary to satisfy his food and non-food needs²⁶. Depending on the status of the unmet social needs, financial income or both, it is possible to determine whether poverty exists in the population.

In the municipality of Queretaro, 195,176 people are considered to live in moderate poverty, i.e. they experience at least one unmet social need, which represents 22.2% of the Queretaro population, while 1.4% of the population is considered to live in extreme poverty, as they have at least three unmet social needs, in average. Unmet social needs comprise six social rights and one financial indicator:

- Educational gap
- Access to health services
- Access to social security
- Quality housing and living spaces
- Access to basic services
- Access to food
- Real labour income per capita

Queretaro is one of the states with less people with unmet social needs. Between 2010 and 2015, it was under the national average.

The table below shows the measurement of poverty, disaggregated at national, state and municipal levels.

Table 2. Measurement of poverty at national level and in Queretaro, 2015

	Poverty	Unmet needs	Extreme poverty	Unmet needs	Moderate poverty	Deficiencies
National*	53,418,151	2.2	9,375,581	3.5	44,042,570	1.9
State	629,630	2.1	69,778	3.5	559,852	1.9
Municipal	195,176	1.9	12,389	3.4	182,787	1.8

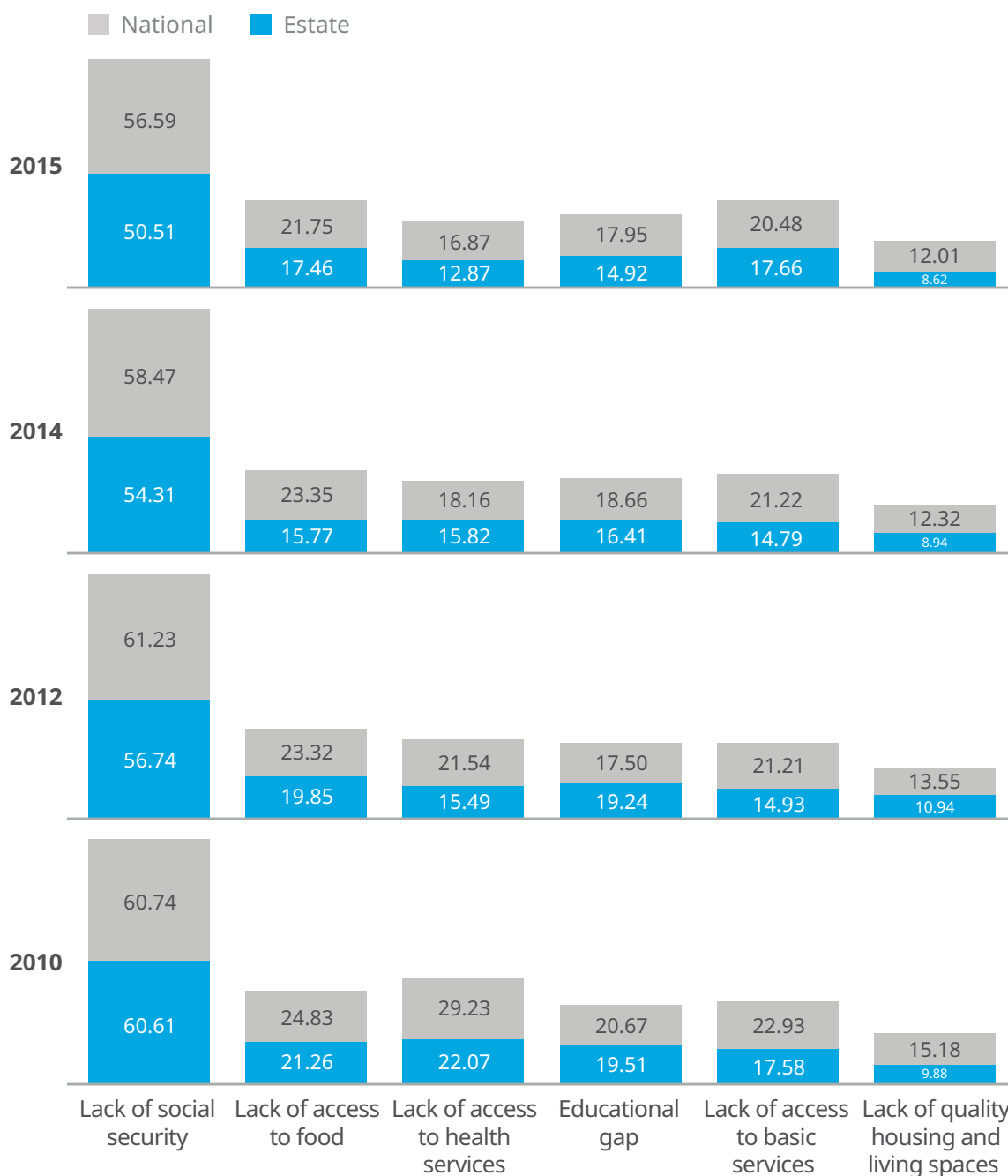
Source: Prepared by the authors with data from CONEVAL. Measurement of poverty, United Mexican States, 2015.

*Updated national data is only available up to 2016.

²⁶ CONEVAL (2015).

Unmet social needs that require to be addressed by the authorities in the municipality of Queretaro are those related to access to basic services and access to food.

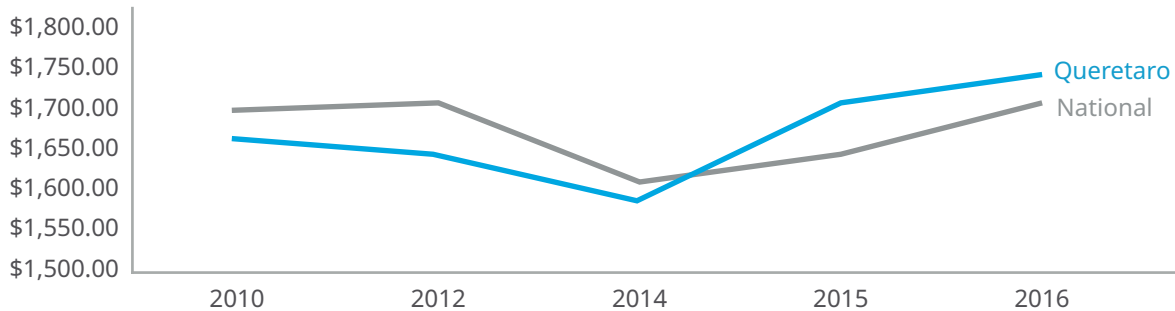
Figure 7. Evolution of unmet social needs at the national and state levels, from 2010 to 2015.



Source: Prepared by the authors with data from CONEVAL. Historical information on unmet social needs for 2010-2017.

In terms of income, the state has a higher per capita labor income than the national average.

Figure 8. Evolution of Real Per Capita Labor Income at the national and state levels, from 2010 to 2015.



Source: Prepared by the authors with data from CONEVAL. Historical information on unmet social needs for 2010-2017.

Lack of access to services

Access to public services in Queretaro is good and widely extended; however, their characteristics should be noted. In 2015, there were 239,011 private homes in the municipality, out of which 98% had access to water and sanitation, while the rest had access through community taps and water tank trucks. 4.36% of Queretaro citizens indicated that they did not have access to the sewage system, so they used septic pits or septic tanks. On the other hand, 99.7% of the population indicated that they had access to electricity.²⁷

This information account for the coverage of services, but not their quality. During the fieldwork, we identified neighborhoods with poor access to public services and supply problems, mainly in recently established neighborhoods.



"New spaces are set up with basic services and areas for social interaction."



"There have been times where we haven't had access to running water for up to a week; we have had to buy water tank trucks to not run out of water."

²⁷ INEGI (2015). Tables from the Intercensal Survey. Retrieved from: <https://www.inegi.org.mx/programas/intercensal/2015/>

Food safety

FAO²⁸ considers that food safety exists when “*all people, at all times, have physical, social and financial access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life*”²⁹. Food safety is based on the efficient and sufficient production of food and its relationship with purchase expectations by the population, through the impact that prices have on local economy. Between 2014 and 2016, the number of people who suffer from a lack of access to food increased from 15.77% to 17.46% in the municipality of Queretaro.

Likewise, Queretaro citizens face other risk factors, the main of which are described in the following section.

Risk factors associated with violence and crime

All urban environments are subject to risk factors³⁰ that have an impact on crime, violence and impunity levels. For the purposes of this analysis, we considered the most frequently used risk factor classification in the United Nations System, developed by the World Health Organization.

Risk factors		
Individual	Family	Communitary
a) Negative childhood experiences. b) History of violent victimization. c) Mental health disorders. d) Use of drugs, alcohol or tobacco. e) Misbehavior.	a) Low level involvement of parents. b) Poor emotional attachment to parents and/or caregivers. c) Low levels of parental education and income. d) Substance abuse or criminal acts committed by parents. e) Dysfunctional family.	a) Decrease in financial opportunities. b) High concentrations of poor residents. c) High level of transience. d) High level of family disintegration. e) Poor community participation. f) Socially disorganized neighborhoods. g) Association with criminals. h) Participation in gangs. i) Social rejection from partners.

Source: Prepared by the authors with data from the data of the World Health Organization, 2003.

²⁸ Food and Agriculture Organization of the United Nations (2011).

²⁹ Food Safety and Nutritional Basic Concepts. Retrieved from: <http://www.fao.org/3/a-at772s.pdf>

³⁰ UNODC (2018). Based on the data from the Guide for participatory safety audits in the context of the project “Evidence-based policies for the improvement of community safety in cities in Latin America and Africa”, 2018.

The risk factors observed in the municipality are described below:

Individual risk factors

In the case of the municipality of Queretaro, the most evident factor to the community is the consumption of alcohol and drugs, beginning at age 10³¹.



"In school, you are exposed to gangs and drugs, to drinking alcohol from a young age. It is up to you if you do it or not, but the truth is that as it is considered normal, I started drinking and smoking marijuana back then. There is always someone who will share them with you."

Exposure to alcohol and drug use at this age can lead to addiction or other consequences such as early mental health problems or violent behavior.

Family risk factors

Family risks can have an influence on individual risks when these converge with factors such as infringement of established rules or lack thereof at home. Over the last 7 years, the number of registered divorces in Queretaro has shown a steady increase. This situation can trigger problems related to other factors such as:

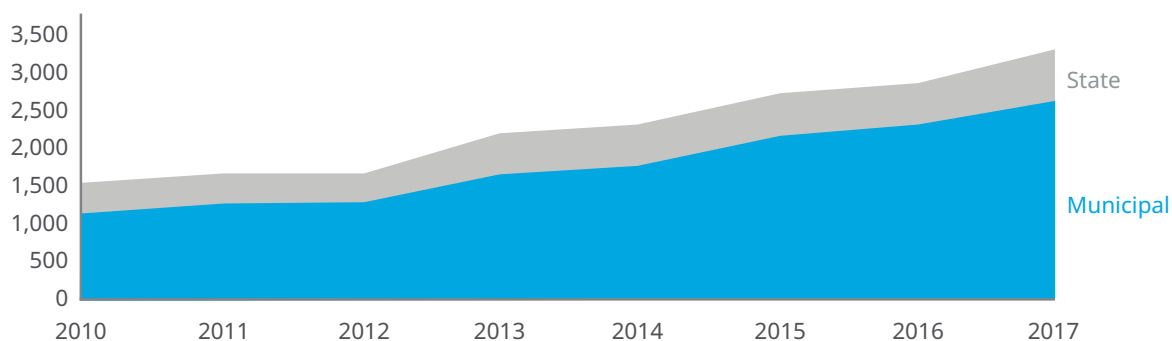
- Dysfunctional families
- Problems related to low parental involvement
- Poor parental income



"When there are unmet needs, how can we expect a mother to turn down their child if they come home with something they stole."

³¹ INEGI (2017). Statistical and Geographic Yearbook (Health). Retrieved from: <https://www.inegi.org.mx/app/biblioteca/ficha.html?upc=702825087340>

Figure 9. Divorce trend from 2010 to 2017 in the municipality of Queretaro



Source: Prepared by the authors with data from INEGI, Divorces 2010-2017.

Although divorce is not a determining risk factor, family dynamics affect community dynamics due to the lack of supervision and care from the parents.

Community risk factors

Relationships with the community are important in the construction of social identities. The disruption of the social fabric with violent behavior, economic tension due to unemployment or low-paying jobs, as well as a poor community participation, lead to a poor social cohesion.



“There are jobs in Queretaro; in the industrial areas they are always hiring, but they look for unskilled labor to work for extremely low wages. Money is not enough and the physical fatigue or the risks are not worth it compared to the pay, and employees don’t have any contracts or social security.”



“Young people --both male and female-- drunk and drugged, get into fights and attack each other with stones.”



“Young people fight with one another and prefer to throw stones at each other, sometimes they even shoot each other. These kids are not even from Queretaro, but they are the children of immigrants from other states.”

On the other hand, recalling the section on [Individual Risk Factors](#), one of the risk characteristics identified among the citizens of Queretaro is the consumption of alcohol and drugs at an early age, which may lead to problematic use, among other consequences. This risk factor is described below.

Problematic drug use

Problematic drug use is a risk factor that contributes to the deterioration of family and community relationships, as well as of personal health. The following paragraphs set out the findings on this topic:

a) Alcohol consumption

Alcohol consumption in the state of Queretaro is high compared to national consumption levels. At a national level, 2.9% of the population between 12 and 65-years old drink alcohol daily and 8.5% drink it frequently. In the state of Queretaro, 4% drink alcohol daily, while 10.2% consume it frequently. One of the reasons for having higher consumption patterns in Queretaro than at the national level is that purchasing alcoholic beverages, legally and illegally, is quite easy.

Availability of legal sale

The greatest alcohol consumption risk for children and adolescents comprises regulated businesses close to schools. These establishments are widely spread throughout the city and usually fail to comply with the conditions established by the legislation,³² namely Article 20, which prohibits *the sale, consumption and advertising of alcoholic beverages in any exterior place or space, within a range of one hundred meters to a school or educational institution of any kind, sports centers or units.*



"In this neighborhood there aren't illegal sales or shops, but you can buy alcohol at any "Oxxo" (convenience store) at any time."

Availability of illegal sale

In addition to the sale of alcohol in regulated establishments, there are illegal points of sale that offer 24-hour home delivery services.



"It is pointless to have establishments close up in time if alcohol is sold at all times in different locations."

³² Law on Alcoholic Beverages of the State of Queretaro. Official Journal of the Government of the State of Queretaro, "Sombra de Arteaga" dated 1 January 2016.



“Some homes sell alcohol all day long and offer home delivery for an extra MXN \$10 fee; no matter the time or place, they will bring it right to your home.”

Illegal points of sale allow buying alcohol at a low cost. Sometimes this low cost may be linked to the sale of stolen merchandise or adulterated alcoholic beverages. In the case of adulterated alcoholic beverages, this entails a direct impact on the quality of the alcohol consumed, which translates into an increased risk of negative consequences for the consumers' health. The problematic consumption of alcohol can encourage consumption of other drugs³³.

Normalization of problematic alcohol consumption

The Pan American Health Organization³⁴ states that, among the different drugs consumed in the region, alcohol constitutes the main risk factor for the burden of disease. There is a close relationship between high alcohol consumption and the use of other drugs. When people start drinking alcohol as early as childhood, the risk of using other addictive substances increases. Small-scale traffickers take advantage of this situation and sell drugs at very low prices to attract younger users. In 100% of focus groups, Queretaro citizens expressed concern about drug and alcohol use among young population. This is evident in different parts of the city, where young people tend to gather in groups of 3 to 5 people to consume them.



“Young people get together to drink alcohol and do drugs. There is a lot of young people who consume PVC, marijuana, they start on Thursday and last until the weekend.”



“I started with beer; we would all chip in to buy a bottle of alcohol. Afterwards, I moved on to marijuana, and then I tried meth and I liked it best.”

³³ Miller, J. W., Naimi, T. S., Brewer, R. D., & Jones, S. E. (2007). Binge drinking and associated health risk behaviors among high school students.

³⁴ Pan American Health Organization (2015). Cooperation strategy of the Pan American Health Organization and the World Health Organization with Mexico. 2015-2018. Available at: <http://iris.paho.org/xmlui/handle/123456789/7667>

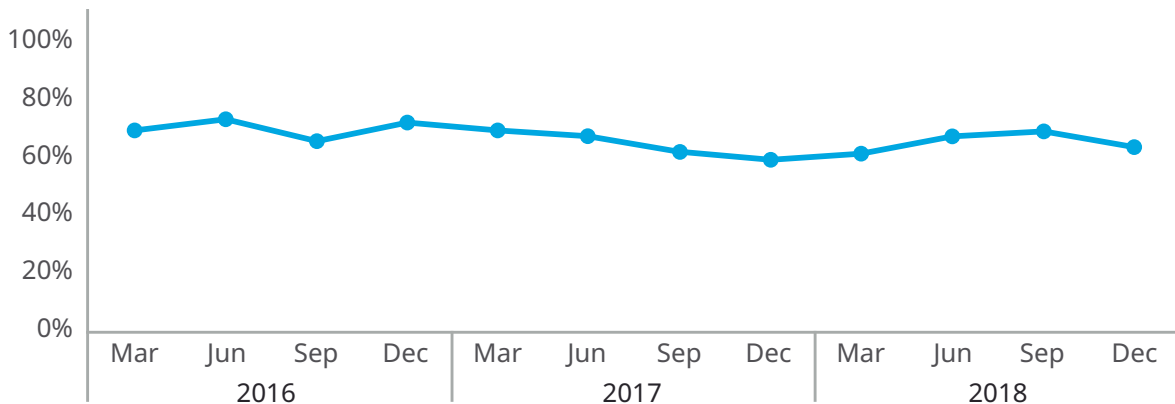
Increased perception of insecurity related to alcohol consumption.

People sense that alcohol consumption is related to noise, quarrels and fights. They also correlate alcohol consumption with the accumulation of bottles and garbage in public spaces such as parks, gardens and common living areas. This increases the perception of insecurity and prevents the use of public spaces for recreational purposes.



“In (...), a park, people meet up to consume alcohol, marijuana, PVC, leaving rubbish and bottles everywhere.”

Figure 10. Percentage of the population of the municipality of Queretaro who state that they have witnessed alcohol consumption in public spaces between 2016 and 2018.

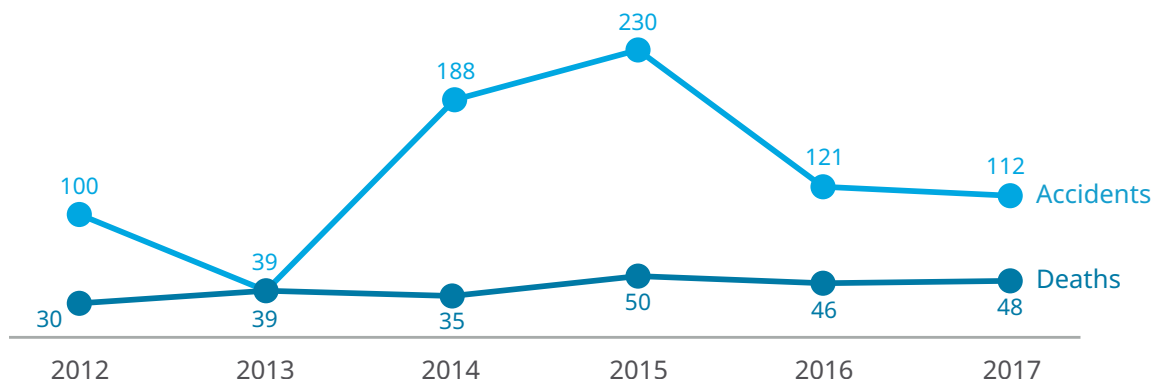


Source: Prepared by the authors with data from the National Survey of Urban Safety (2016-2018).

Traffic accidents and deaths caused by traffic accidents

Traffic accidents and deaths caused by them are often related to alcohol consumption. Between 2015 and 2017; 25,241 accidents took place in the municipality of Queretaro, an average of 8,000 cases per year. In 1.8% of these (463 cases), the driver had alcohol on their breath.

Figure 11. Traffic accidents and deaths caused by traffic accidents where the driver had alcohol on their breath

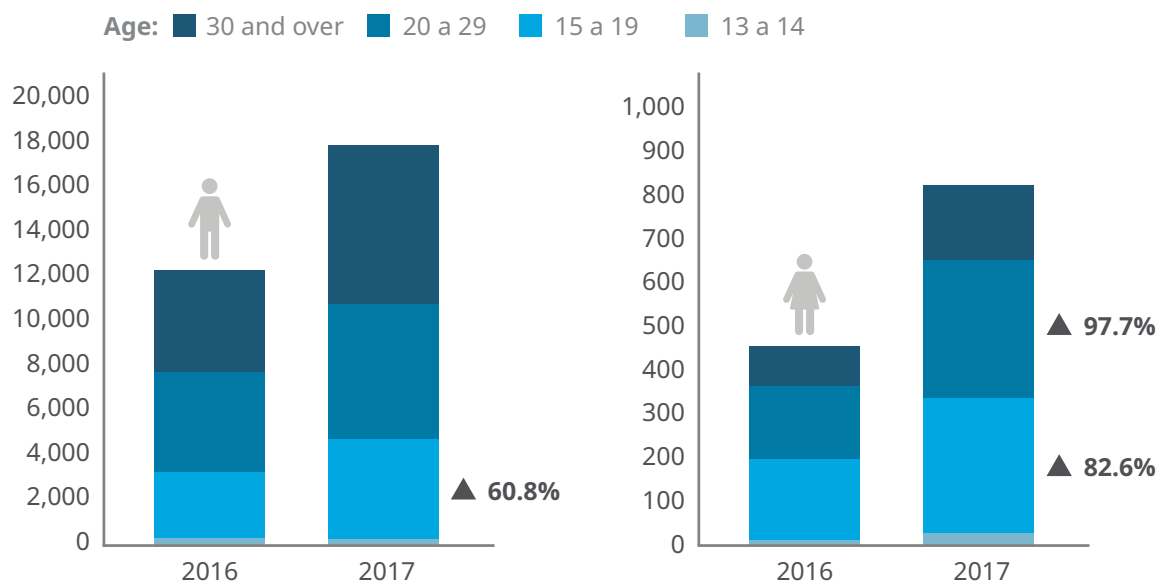


Source: Prepared by the authors with data from INEGI. Traffic accidents (2012-2017)

Increase in arrests due to alcohol consumption in public spaces

The number of arrests due to alcohol consumption in public spaces increased by 47.4% between 2016 and 2017. This also implies greater police activity through various operations and patrolling in order to conduct arrests *in flagrante delicto*.

Figure 12. Arrests due to alcohol consumption, Queretaro, 2016-2017:



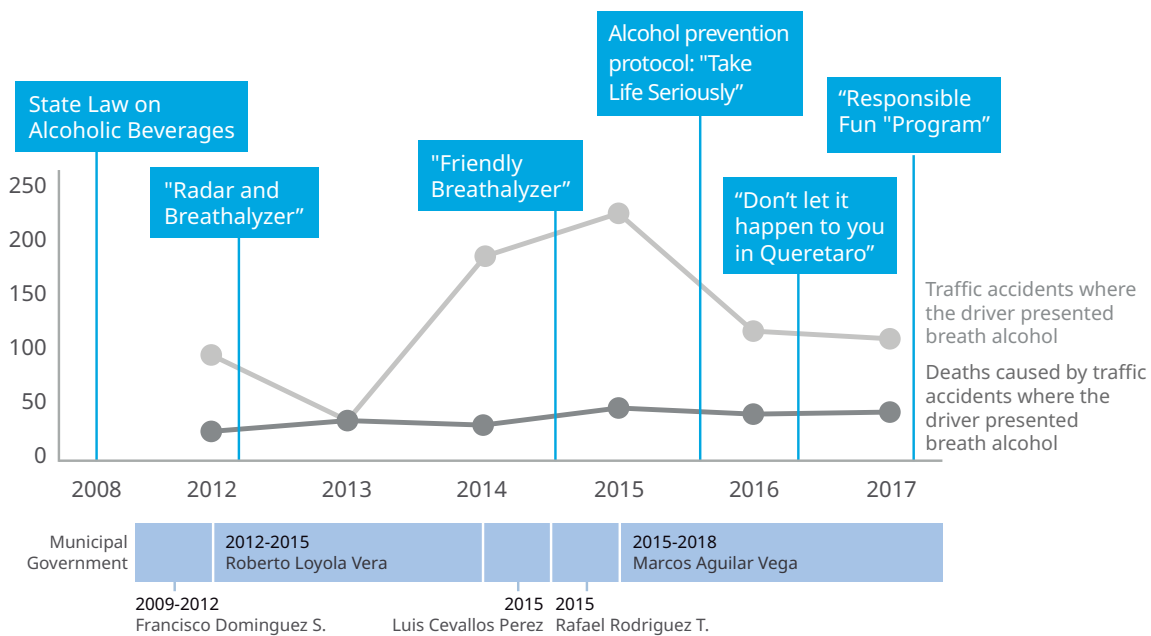
Source: Prepared by the authors with data from the Municipal Ministry of Public Safety of Queretaro.

The above graph shows that female arrests almost doubled in one year for all age groups, particularly in the 15-29 age range. These data show the easy access to alcohol and the increase in arrests for consumption in public spaces.

Actions to counter problematic alcohol consumption

During 2015, the municipal government of Queretaro implemented the “Friendly breathalyzer” program, which consisted in randomly applying alcohol tests during the night near restaurants, nightclubs and bars to reduce accidents caused by driving under the influence of alcohol. In 2016, the operation took on a permanent role at the municipal level through the publication of the *Protocol for the implementation of alcoholometry control points for the municipality of Queretaro* and the creation of the “Take Life Seriously” program. In 2017, the **Advisory Council of Tourist Services and Leisure of Queretaro** promoted the program *Responsible Fun* aimed at fostering preventive actions regarding alcohol consumption. Due to the problems observed, it is essential that the authorities at different levels of government and even civil society continue to implement these types of programs to reduce the likelihood of traffic accidents and associated deaths.

Figure 13. Prevention programs for alcohol consumption.



Source: Prepared by the authors with data from INEGI. Road traffic accidents (2012-2017)

*The Protocol for the Implementation of Alcoholometry Control “Take Life Seriously” remains in place in 2019.

As it can be observed in the graph above, during 2013 the number of traffic accidents and the number of deaths caused by traffic accidents were almost the same. Between 2014 and 2017, there was a decrease in deaths caused by traffic accidents, but carrying on with prevention programs on alcohol consumption is essential to avoid a new rise. Between 2016 and 2018, the Municipal Ministry of Public Safety conducted 90,425 breath alcohol tests and identified 7,144 (7.9%) drivers with alcohol on their breaths, who were referred to the Civic Court or to the Public Prosecutor's Office.

b) Drug use

The World Drug Report³⁵ estimates that approximately 5.6% of the world's population aged 15-64 has used drugs at least once a year. Drug-related harm mainly affects young people aged 12 to 17.

Table 3. Total number of drug dependant patients attended in the Youth Integration Centers in the State of Queretaro.

Age	2014	2015	2016	2017
Up to 9 years	0	0	0	0
10 to 14 years	108	79	84	65
15 to 19 years	220	146	111	109
20 to 24 years	52	52	29	19
25 to 29 years	47	28	11	15
30 to 34 years	32	24	13	10
35 and over	72	31	20	22
Not specified	32	5		
Total	563	365	268	240

Source: Prepared by the authors with data from INEGI. Statistical and Geographic Yearbook, Health. (2014-2017)

According to the records of the Youth Integration Centers (CIJ), in the state of Queretaro, people between 15 and 19 years old are the main drug consumers. Between 2014 and 2017, admittance to these centers for drug dependence has decreased, however, the trend of consumers within this age range remains constant. During 2017, 240 people were treated, 45.4% of whom were between 15 and 19 years old³⁶.

³⁵ UNODC (2018). World Drug Report. Retrieved from: https://www.unodc.org/wdr2018/prelaunch/WDR18_ExSum_Spanish.pdf

³⁶ INEGI (2017). Statistical and Geographic Yearbook (Health). Retrieved from: <https://www.inegi.org.mx/app/biblioteca/ficha.html?upc=702825087340>

Patients were classified as experimental users (7.3%), recreational users (9.1%), functional users (77.9%), dysfunctional users (3.6%) and patients in remission (1.8%)³⁷. In 2017, the age range with the greatest number of experimental users was from 10 to 14 years old, 33.9% of the total.³⁸

As is the case with the problematic consumption of alcohol at an early age, in the municipality of Queretaro, drug use at an early age is a social problem that requires targeted public actions aimed at its reduction and prevention. It puts children, adolescents and young people at risk of starting to consume them and opening the gateway to addictions or other social risks related to the purchase and sale of drugs.



SDG 3 is fundamental to ensure people's health and well-being. One of its goals is to strengthen the prevention and treatment of substance abuse, including drug abuse and harmful consumption of alcohol. Under this perspective, actions currently carried out by the municipal authorities contribute significantly to achieving this goal.

³⁷ Experimental user: Refers to any person who has tried drugs out of curiosity. Recreational or occasional user: Refers to any person who uses drugs in a social context, where the rest of the group uses them. Functional user: Refers to any person who uses drugs frequently, since they have developed a condition. Dysfunctional user: It refers to any person who not only uses drugs frequently, but whose life revolves around consumption. Patient in remission: Refers to a person who has stopped using drugs for a period of no less than one month

³⁸ *Ibidem* p. 57

1.3. Institutional context

The section below describes the main institutions in matters of justice, public safety and the penitentiary system in the state and municipality of Queretaro. Getting to know this context is extremely important as it shows the level of access to justice and the population's trust in institutions.

Public Safety

The Municipal Ministry of Public Safety of Queretaro (SSPMQ) operates with the support of the State Ministry of Citizen Safety and the Federal Police, who are jointly responsible for maintaining public safety. As at December 2018, SSPMQ had an active personnel of 1,141 individuals, 85% of which is concentrated in the Municipal Police Department. It is divided as follows:

- Preventive Safety Coordination
- Road Safety Coordination
- Department of Road Transit, Infractions and Statistics
- Unit of Policing Analysis and Intelligence for Prevention and Fight against Crime
- Department of Police Staff Administration, Vehicle Control and Radiocommunication
- Department of Weapons Control and Special Equipment
- Unit for Domestic and Gender Violence

In 2017, a total of 32,977 interventions were carried out by the Municipal Police of Queretaro, of which:

- 15,480 were alleged infractions, all of which were notified to the Civic Judge
- 17,463 were for alleged crimes falling under Local Jurisdiction, all of which were notified to the Public Prosecutor's Office.
- 34 were for alleged crimes falling under Federal Jurisdiction, all of which were notified to the Public Prosecutor's Office.

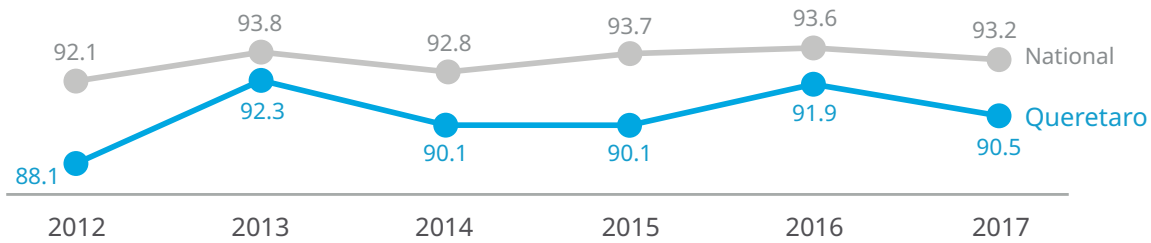
The Municipal Police of Queretaro identified a total of 20,247 victims, of whom:

- 167 were victims of homicide
- 14,006 were victims of theft and robbery
- 44 victims were related to weapons and prohibited objects
- 22 victims were related to firearms, explosives and other destructive materials

Prosecution in the State of Queretaro

The ultimate aim of the prosecution is to provide legal certainty, comply with the legal framework and guarantee respect for human rights through investigation and criminal proceedings. This full enjoyment of rights is affected by the existence of a generalized negative perception towards prosecutor's offices. At the national level and in the state of Queretaro, a high percentage of crimes is not reported to the authorities.

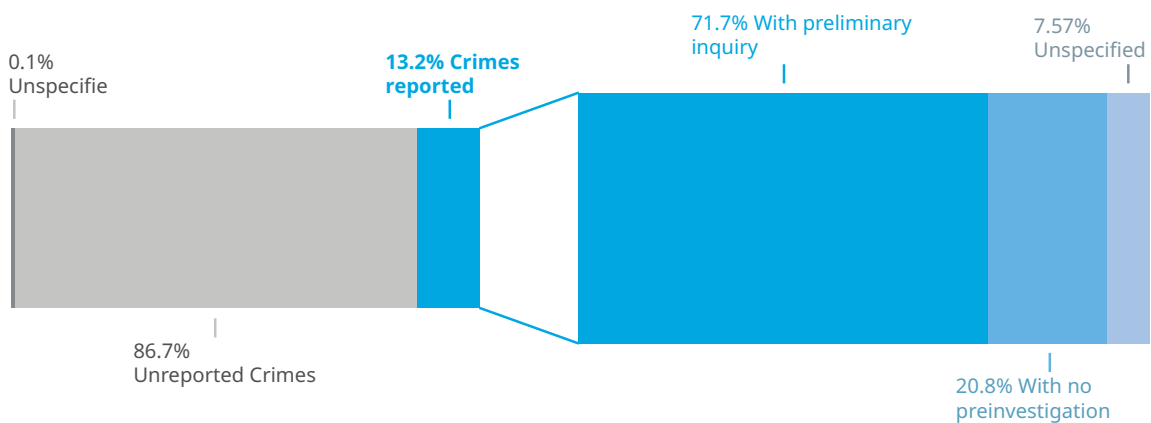
Figure 14. Dark figure at the national level and in the state of Queretaro



Source: Prepared by the authors with data from the National Survey of Victimization and Perception of Public Safety (ENVIPE), 2018.

In Queretaro, 13.2% of the crimes were reported, 71.7% of which resulted in a preliminary inquiry or case file undertaken by the Public Prosecutor's Office.

Figure 15. Reported crimes and preliminary inquiries in the State of Queretaro



Source: Prepared by the authors with data from the National Survey of Victimization and Perception of Public Safety (ENVIPE), 2018.

According to Queretaro citizens, their main reasons for not reporting crimes are, in 51.9% of cases, are causes attributable to the authorities:

- 24.1% consider it a waste of time; and
- 18.1% do not trust the authorities.

Also, 41.3% of the reporting citizens spent between one and two hours in the Public Prosecutor's Office and 45.9% considered that the treatment received during the reporting process was good³⁹.

³⁹ INEGI (2018). National Survey of Victimization and Perception of Public Safety (ENVIPE) 2018. Retrieved from: <https://www.inegi.org.mx/programas/envipe/2018/>

The state of Queretaro has 15 administrative units to execute prosecutorial functions⁴⁰, in addition to 47 Public Prosecutor’s Offices:

Table 4. Administrative Units and Public Prosecutor’s Offices in the state of Queretaro

Administrative Units	Public Prosecutor’s Offices (by type)
<ul style="list-style-type: none"> • 1 Public Prosecutor’s Office • 3 Deputy Attorney General Offices • 1 Special Prosecutor’s Office • 2 Units for Preliminary Inquiries/Case Files • 1 Human Rights Unit • 1 Professional Training and Education Unit • 1 Ministerial Police Unit • 1 Expert Services Unit • 1 General Visit Unit • 1 Legal Affairs Unit • 1 IT Unit • 1 Chief Clerk’s Office or Administration 	<ul style="list-style-type: none"> • 28 Mixed or General • 9 classified as other type • 10 Specialized in: <ul style="list-style-type: none"> - Homicide (1) - Property Crimes or Fraud (1) - Investigation and Combat of Kidnapping (1) - Sexual Crimes (1) - Offences Committed by Public Officials (1) - Attention to Missing, Non-found, Absent or Missing Persons (1) - Adolescent Care (1) - Handling of Electoral Offences (1) - Handling of Small-Scale Trafficking Crimes (1) - Combat of Vehicle Theft (1)

Source: Prepared by the authors with data from the National Census of State Law Enforcement, 2018

For institutional operation purposes, the Public Prosecutor’s Office employs 1,064⁴¹ agents, distributed as follows:

Figure 16. Agents of the Public Prosecutor’s Office in the State of Queretaro, by type of distribution



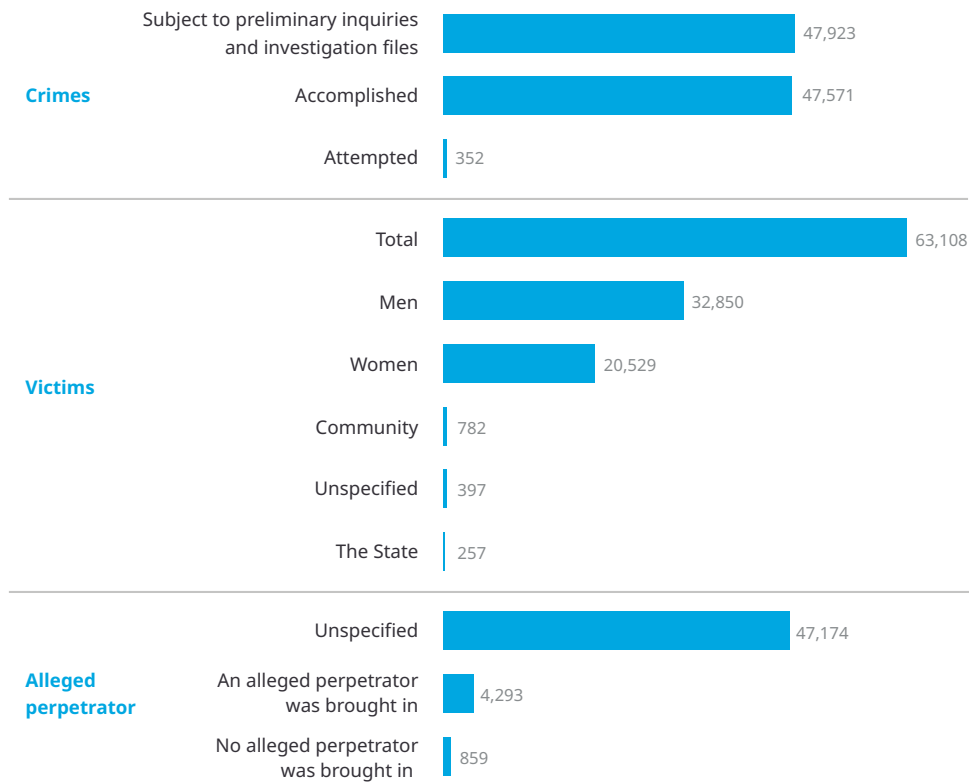
Source: Prepared by the authors with data from the National Census of State Law Enforcement, 2018

⁴⁰ INEGI (2018). National Survey of State Justice Administration. Retrieved from: <https://www.inegi.org.mx/programas/cnpje/2018/>

⁴¹ *Ídem*

In 2017, 52,326 investigation files were opened. The following graph shows that the number of victims and crimes is considerably higher than the identification of possible perpetrators.

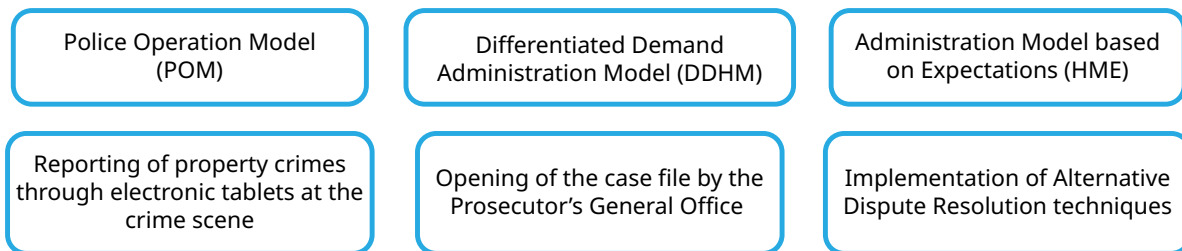
Figure 17. Crimes, victims and possible perpetrators during 2017 in the State of Queretaro.



Source: Prepared by the authors with data from the National Census of State Prosecutor Offices, 2018.

In 2017, the number of burglaries of businesses increased. However, with the establishment of the Accusatory Criminal Justice System, the state government of Queretaro set up a model based on a systemic approach where the police record crimes using tablets at the crime scene. The implementation of this model has resulted in an increase in the number of registered reports. This model is called COSMOS⁴².

COSMOS works with a Single IT System (SIU) with 3 models:



Source: Prepared by the authors with information from Granados, 2018.

⁴² Oral Justice Queretaro in <http://cosmos.segobqueretaro.gob.mx/> /

According to figures from the Municipal Ministry of Public Security of Queretaro, the number of case files opened using tablets throughout the state between May 2016 and December 2018 was 36,499. The number of case files opened in the municipality of Queretaro was 22,607 in the same period, which corresponds to 62% of the state total. In other words, 6 out of 10 case files were opened in the municipality of Queretaro. This highlights the important work that municipal authorities have done to encourage reporting.

Administration of Justice in the state of Queretaro

During 2017, 1,119 arrest warrants and 1,476 precautionary measures were issued in the state of Queretaro, as shown below.

Table 5. Administration of Justice in the state of Queretaro

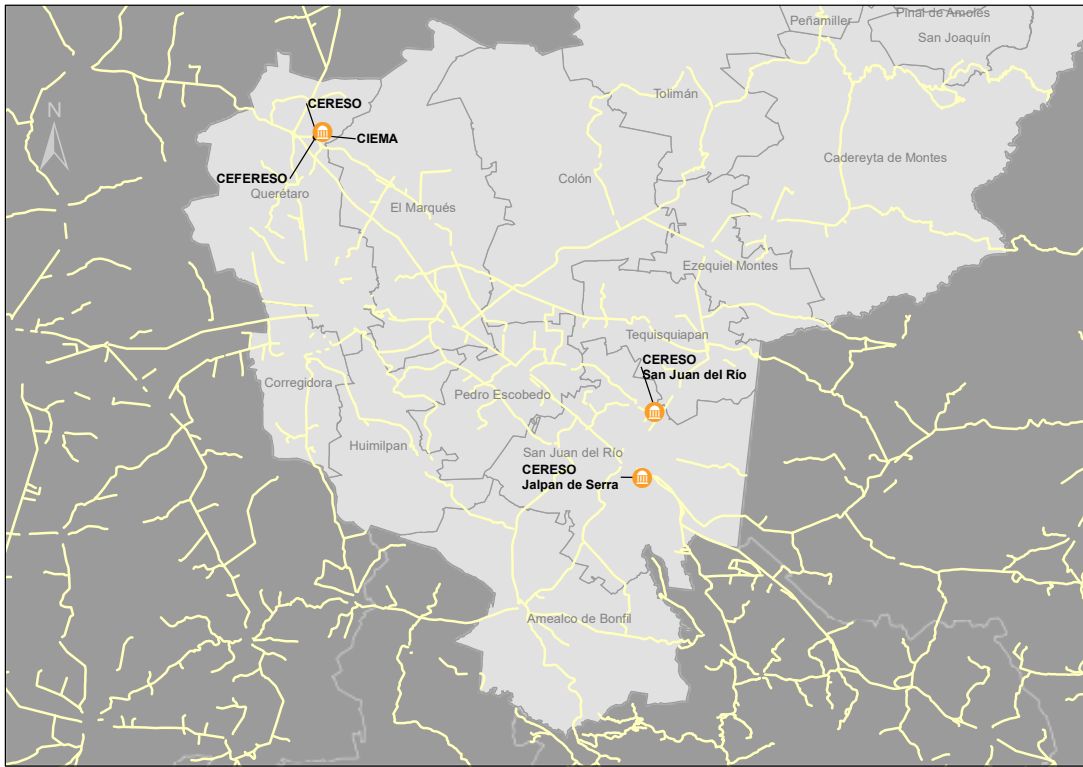
Court orders	1,119 arrest warrants <ul style="list-style-type: none"> • 119 rearrest warrants • 971 summons
Enforceable precautionary measures	1,476 enforceable precautionary measures: <ul style="list-style-type: none"> • 787 preventive custody • 235 periodic appearance before a judge or other authority • 47 payment of financial guarantees • 2 seizure of property • 51 prohibition to leave the country, area of residence or any other without authorization • 12 freeze of accounts and other financial securities • 146 prohibition to interact, approach or communicate with certain individuals, victims or aggrieved parties, or witnesses • 1 house arrest • 62 police surveillance • 118 other

Source: Prepared by the authors with data from the National Census of State Law Enforcement, 2018

Penitentiary System

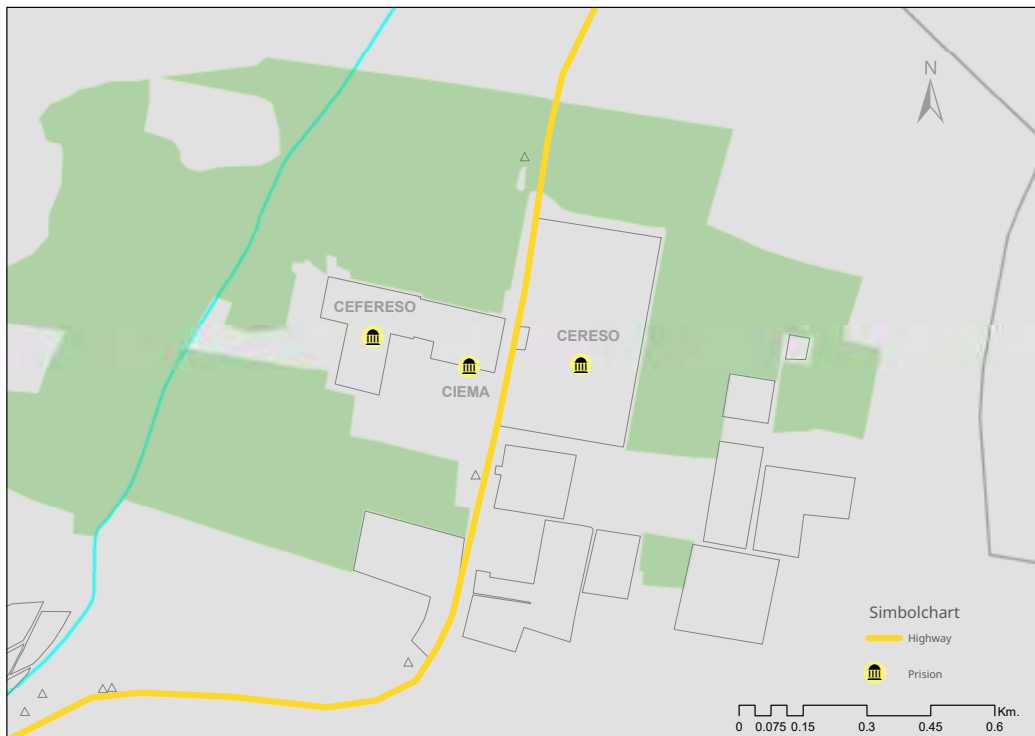
In the state of Queretaro, there are four Centers for Social Reintegration and a Juvenile Detention and Sentence Enforcement Center, located in the municipalities of Queretaro, San Juan del Rio and Jalpan de Serra.

Map 4. Prisons in the state of Queretaro



Source: Prepared by the authors with data from the National Human Rights Commission, 2017.

Map 5. Penitentiary centers in the municipality of Queretaro



Source: Prepared by the authors with data from INEGI. 2015 Geostatistical Framework

The following are located in the municipality of Queretaro:

1. The Center for Social Reintegration (CERESO), which accommodates 1,492 male inmates.
2. The Center for Social Reintegration for Women (CEFERESO), which accommodates 97 female inmates.
3. The Center for the Internment and Implementation of Measures for Adolescents (CIEMA), which accommodates 44 adolescents.

Prisons in the municipality of Queretaro are located in the San Jose El Alto neighborhood, in a complex that comprises courts, branches of the Attorney General's Office and the State Penitentiary System Coordinating Office. The area is under the protection of the State Police of Queretaro. It has cellphone signal inhibitors and is on a one-way main road, which helps keeps the complex under a good level of surveillance.

The penitentiary system of the state of Queretaro is the second-best ranked system at the national level⁴³. Two of the four centers are certified by the American Correctional Association (ACA), which represents the highest standards in terms of quality of infrastructure, services and organization.

As for inmates (PPL) in the state of Queretaro, the National Survey on People Deprived of their Liberty (ENPOL)⁴⁴ estimates that, in 2016, the total number of inmates amounted to 1,972 people, out of which 77.24% were sentenced.

Figure 18. Legal status of inmates in the State of Queretaro (percentage)



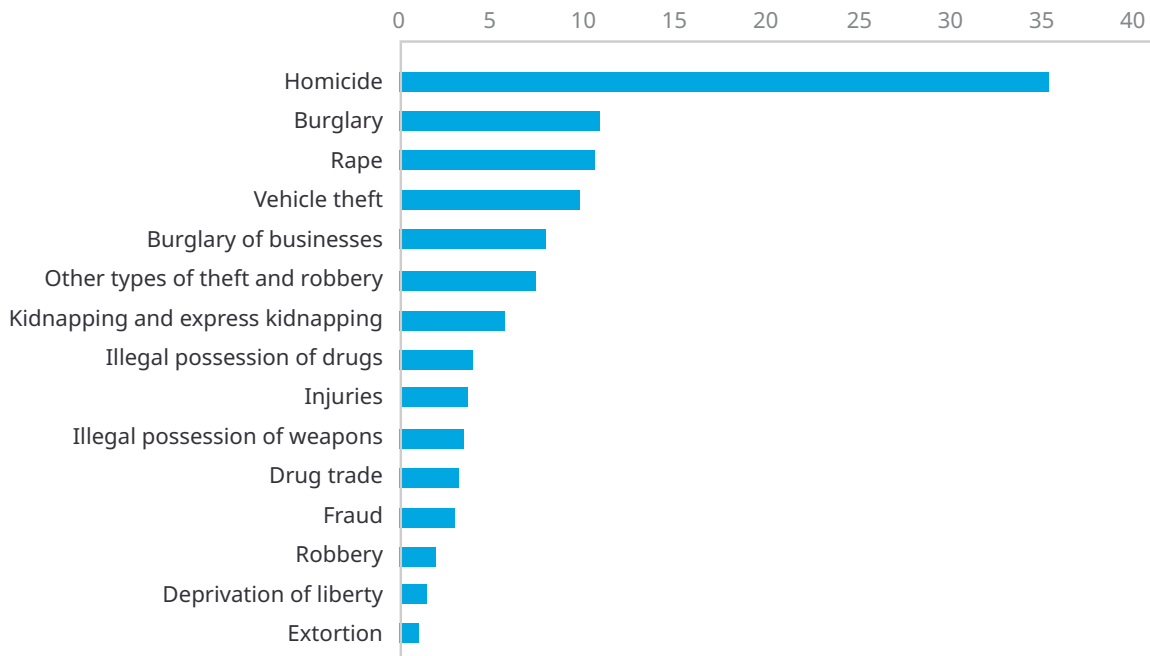
Source: Prepared by the authors with data from the National Survey of Population Deprived of Liberty (ENPOL) 2016.

11.4% of the population deprived of liberty was sentenced for a federal crime while 81.9% was sentenced for a common crime. The following figure shows the main crimes for which persons deprived of their liberty were sentenced for.

⁴³ CNDH (2017). National Diagnostic of Penitentiary Supervision. Retrieved from: http://www.cndh.org.mx/sites/all/doc/sistemas/dnsp/dnsp_2017.pdf

⁴⁴ INEGI (2018). National Survey on People Deprived of their Liberty <http://www.beta.inegi.org.mx/programas/enpol/2016/>

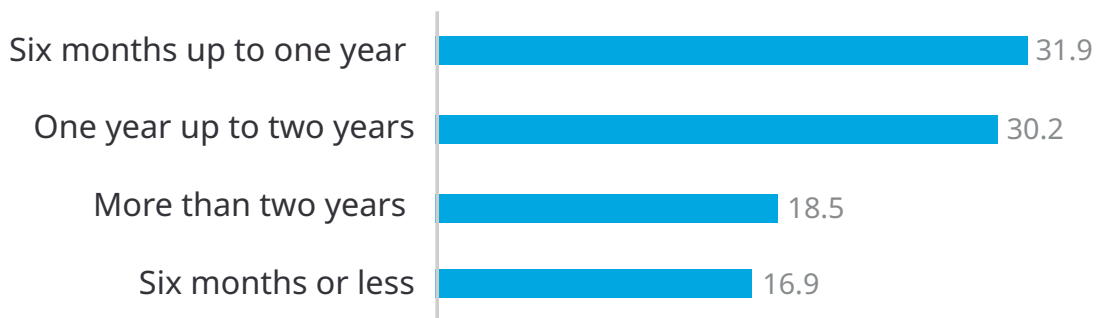
Figure 19. Inmates, according to the crimes for which they were convicted.



Source: Prepared by the authors with data from the National Survey on People Deprived of their Liberty (ENPOL) 2016.

For 31.9% of inmates in the state of Queretaro, it took between six months and one year to be sentenced.

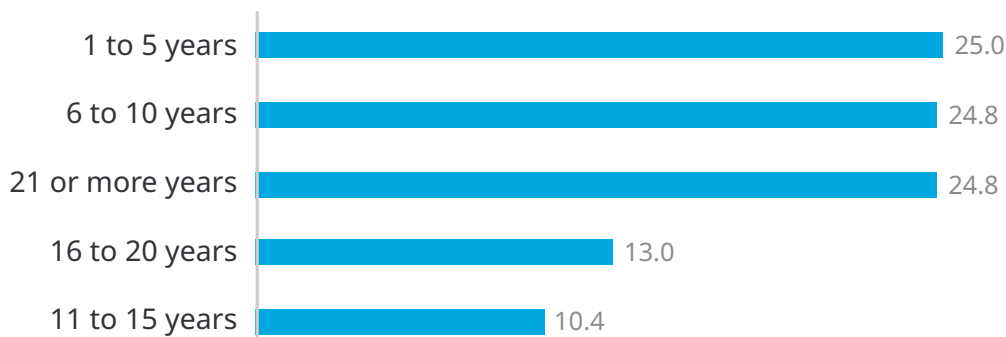
Figure 20. Time elapsed before the sentencing of inmates in the state of Queretaro



Source: Prepared by the authors with data from the National Survey on People Deprived of their Liberty (ENPOL) 2016..

The length of sentences is distributed as follows: 1 to 5 years (25%), 6 to 10 years (24.8%) and 21 years or more (24.8%).

Figure 21. Length of sentences



Source: Prepared by the authors with data from the National Survey on People Deprived of their Liberty (ENPOL) 2016.

Crime prevention

The 2015-2018 Municipal Development Plan provided for crime prevention measures aimed at preventing individuals from engaging in criminal or illicit conduct and preventing people from becoming victims of crime. Its main component was focused on addressing risk factors existing at an individual and family level, in public spaces and in the community.

In the 2018-2021 Municipal Development Plan, the core concept for management is *Safe Municipality*, which seeks to make the city safer through crime prevention as a priority action. This is to be accomplished mainly through the following:

- Comprehensive safety strategies that involve both the use of technologies for the timely monitoring of activity in public spaces, the promotion of activities aimed at recreation, culture and sports, and
- Establishing solid and strong institutions⁴⁵ devoted to public safety, prosecution and administration of justice. With a proper crime prevention policy, it will be possible to strengthen trust in institutions, restore the rule of law and the social fabric. These strategies follow what was described in the previous pages.

⁴⁵ UN. Sustainable Development Goal 16 "Peace, Justice and Strong Institutions".



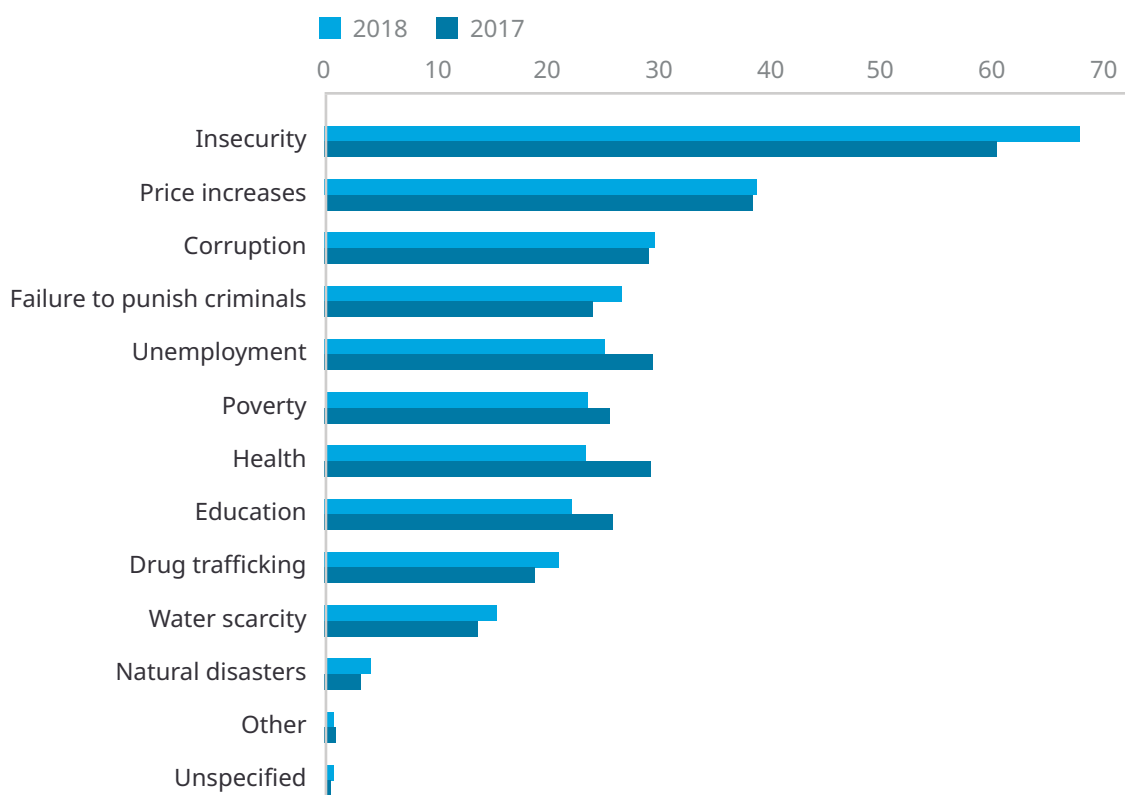
Overview of crime in the municipality of Queretaro

2. Overview of crime in the municipality of Queretaro

This section presents statistical information on the perception of insecurity, victimization and other issues related to crimes that take place in the state and municipality of Queretaro.

In 2018, the greatest concern of people aged 18 and over in the state of Queretaro was insecurity, this perception increased by 12.4% in comparison to the previous year. The following graph shows the main concerns of citizens at the state level.

Figure 22. Most concerning issues, according to the perception of people in the state of Queretaro.



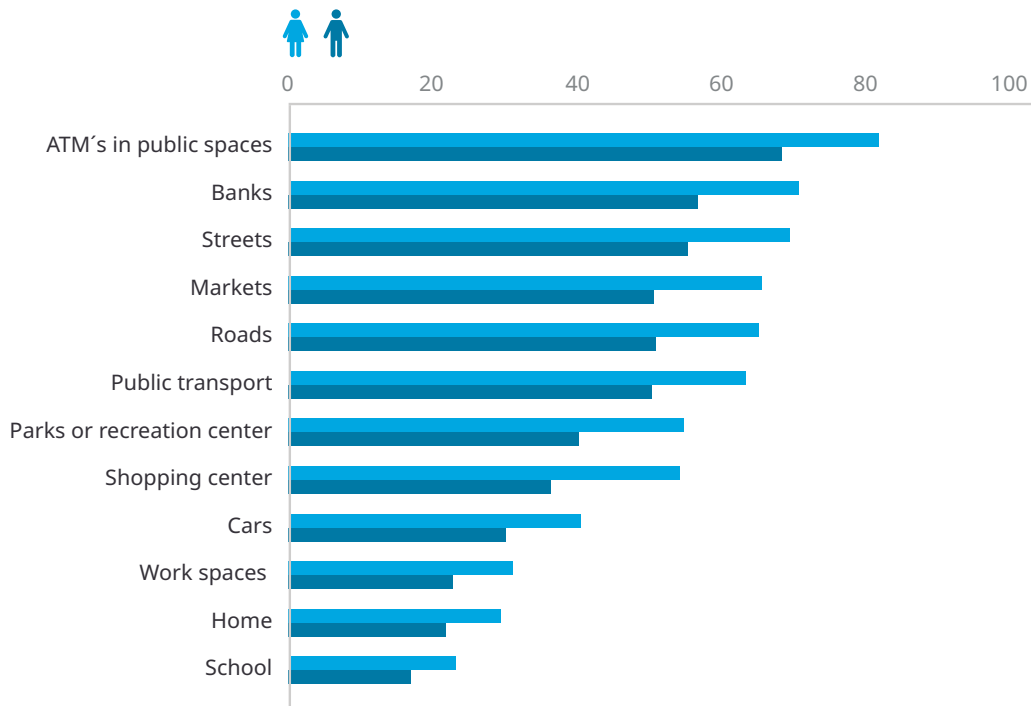
Source: Prepared by the authors with data from the National Survey on Victimization and Perception of Public Safety 2018 (ENVIPE).

In 2018, 70% of women living in the state of Queretaro felt insecure. The places where they say they feel most insecure:

- ATMs or public spaces (81.9%),
- Banks (70.8%) and
- Streets (69.5%)⁴⁶

⁴⁶ INEGI. National Survey on Victimization and Perception of Public Safety 2018 (ENVIPE). Retrieved from: <https://www.inegi.org.mx/programas/envipe/2018/default.html>

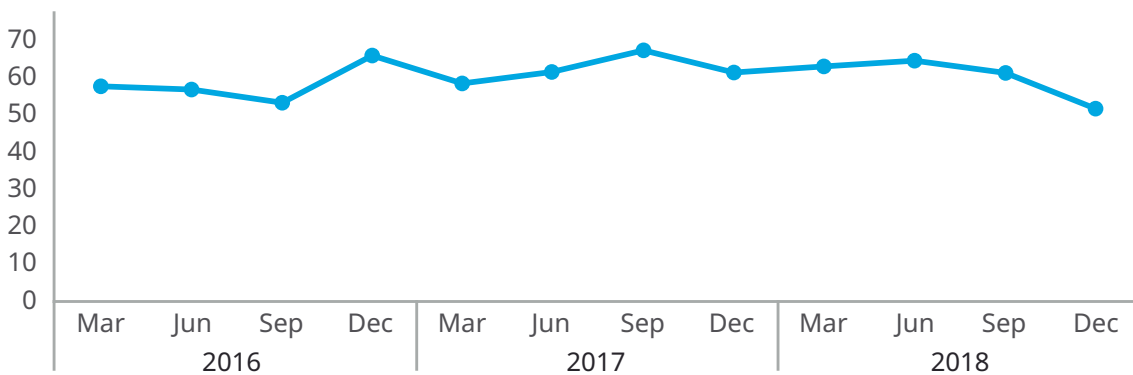
Figure 23. Places where people expressed to feel the most unsafe in the state of Queretaro, by gender



Source: Prepared by the authors with data from the National Survey on Victimization and Perception of Public Safety 2018 (ENVIPE).

The perception of insecurity in the municipality of Queretaro has decreased. In December 2018, the lowest level for the 2016-2018 period was recorded, at 50.8%. The following graph shows the historical trend of the perception of insecurity in Queretaro's metropolitan area⁴⁷.

Figure 24. Perception of insecurity in the municipality of Queretaro



Source: Prepared by the authors with data from the National Urban Public Safety Survey (2016-2018) (ENSU).

⁴⁷ ENSU considers statistical data corresponding to the metropolitan area of the State of Queretaro, including the municipalities of Queretaro, Corregidora, El Marques and Huimilpan.

This perception of insecurity often leads to changes in habits⁴⁸. In the last quarter of 2018, Queretaro respondents expressed to have made the following changes:

- 75.7% avoided visiting relatives and friends, for fear of insecurity;
- 64.1% avoided walking around their home/neighborhood at night;
- 60.4% avoided allowing children to leave their homes; and
- 56.4% avoided carrying valuable items.

Furthermore, the following figure shows the historical trend of changes in antisocial behavior witnessed by Queretaro citizens in 2017 and 2018.

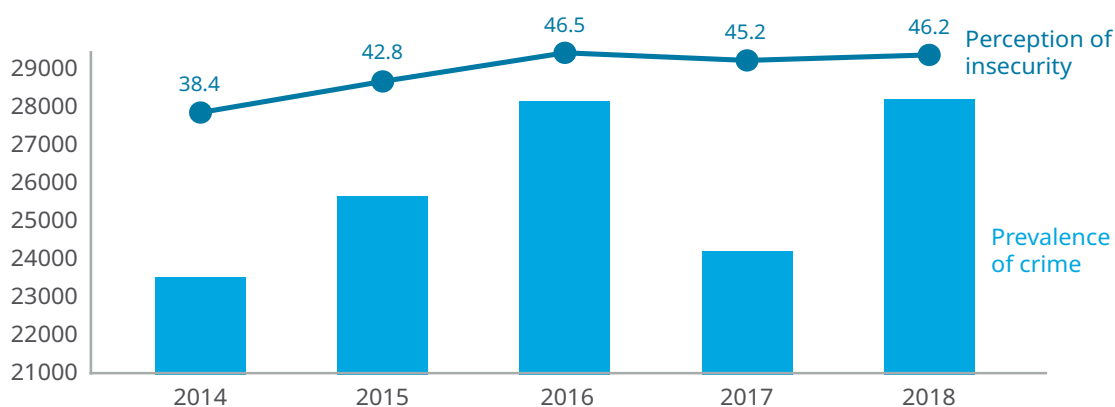
Figure 25. The most witnessed antisocial behavior in the city of Queretaro is the consumption of alcohol in the streets.

	2017				2018			
	Mar	Jun	Sep	Dec	Mar	Jun	Sep	Dec
Consumption of alcohol in the street	69.8	67.6	62.4	59.8	61.7	67.6	69.4	63.8
Vandalism (graffiti, damages, and others)	70.5	63.5	61.1	63.4	63.0	66.6	64.4	61.4
Theft and robbery	65.6	67.6	66.9	67.8	63.7	72.5	69.2	60.0
Sale or use of drugs	43.2	50.7	42.7	43.5	45.5	47.1	43.0	41.2
Violent gangs	35.7	47.5	42.1	38.7	41.7	41.1	42.8	39.0
Frequent gunfire	13.9	19.9	21.1	22.0	22.5	26.8	27.4	24.4

Source: Prepared by the authors with data from the National Urban Public Safety Survey (2016-2018)

In 2017, the state of Queretaro had a crime rate of 35,395 per every 100,000 inhabitants and a victim rate of 28,229 per every 100,000 inhabitants. The following figure shows the historical trend of the victim rate (crime prevalence), compared to the perception of insecurity in the State of Queretaro.

Figure 26. Prevalence of crime compared to perception of insecurity in the state of Queretaro



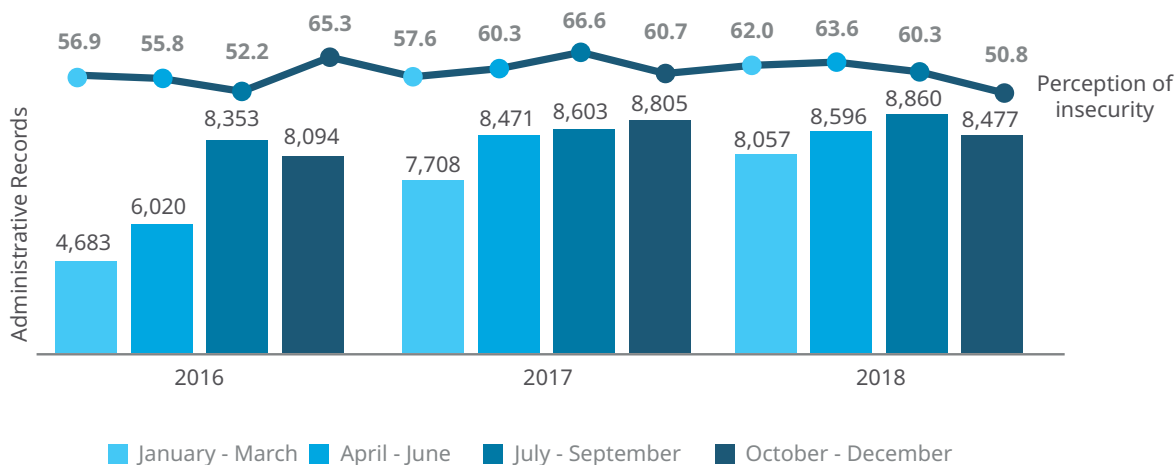
Source: Prepared by the authors with data from the National Survey on Victimization and Perception of Public Safety (2014-2018).

⁴⁸ INEGI (2018). National Survey on Urban Public Safety (ENSU). Retrieved from: <http://www.beta.inegi.org.mx/proyectos/enchogares/regulares/ensu/>

Crime prevalence is calculated by dividing the total number of people who are victims of at least one crime, by the population aged 18 or older (object of study), multiplied by one hundred thousand inhabitants⁴⁹. Perception of insecurity is understood as the feeling of personal vulnerability to violence. This perception has increased by 2.2% from 2017 to 2018, while the crime prevalence that increased by 16.5% over the same period.

The following graph compares two sources of information: data on criminal incidence from the Executive Secretariat of the National Public Safety System and data on the perception of insecurity from INEGI. The figure reflects an increase in administrative records; however, the perception of insecurity has decreased. In the last quarter of 2018, the perception of insecurity among citizens in Queretaro’s metropolitan area decreased by 15.7%.

Figure 27. Perception of insecurity (percentage) vs. administrative records on crime incidence at municipal level in Queretaro.



Source: Prepared by the authors with data from the 2018 National Urban Public Safety Survey (ENSU) and from the Executive Secretariat of the National Public Safety System, 2018..



Within the framework of the 2030 Agenda, SDG 16 includes targets to significantly reduce all forms of violence, fight organized crime and promote the rule of law. By addressing the findings in this section, the municipality of Queretaro will progress in meeting its targets.

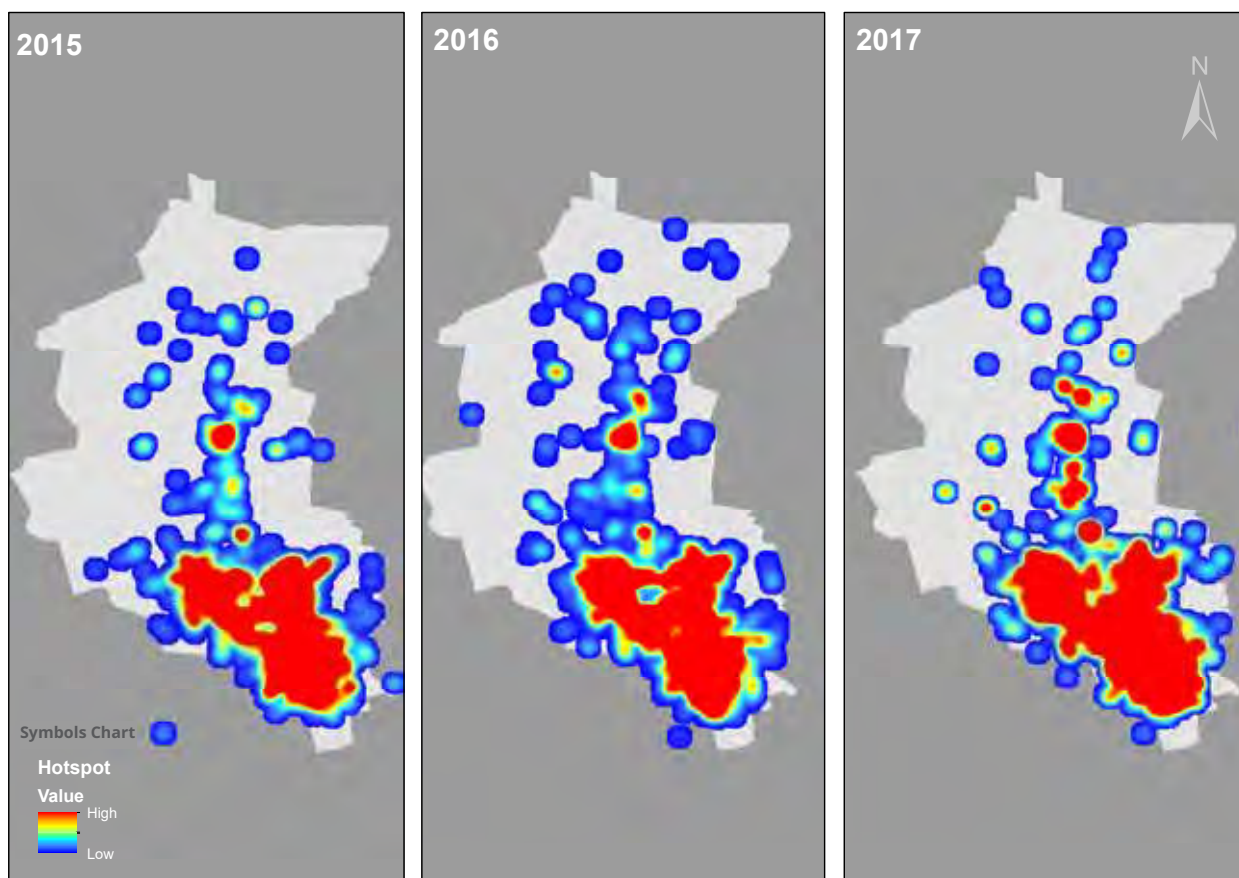
⁴⁹ INEGI (2017). Conceptual framework of the National Survey of Victimization and Perception of Public Safety. Retrieved from: <https://www.inegi.org.mx/app/biblioteca/ficha.html?upc=702825096625>.

Evolution of crime in the municipality of Queretaro

The following map shows the spatial distribution of theft and robbery from 2015 to 2017 in the central zone. Crime has spread due to different factors, among them:

- Demographic growth
- Urban expansion
- Increase in the number of economic units

Map 6. Evolution of crime in the municipality of Queretaro



Source: Prepared by the authors with data from the Municipal Ministry of Public Safety (2015-2017).

The following sections introduce the main criminal behaviors that have been detected in the municipality of Queretaro, according to figures from different sources and the testimonies its citizens.

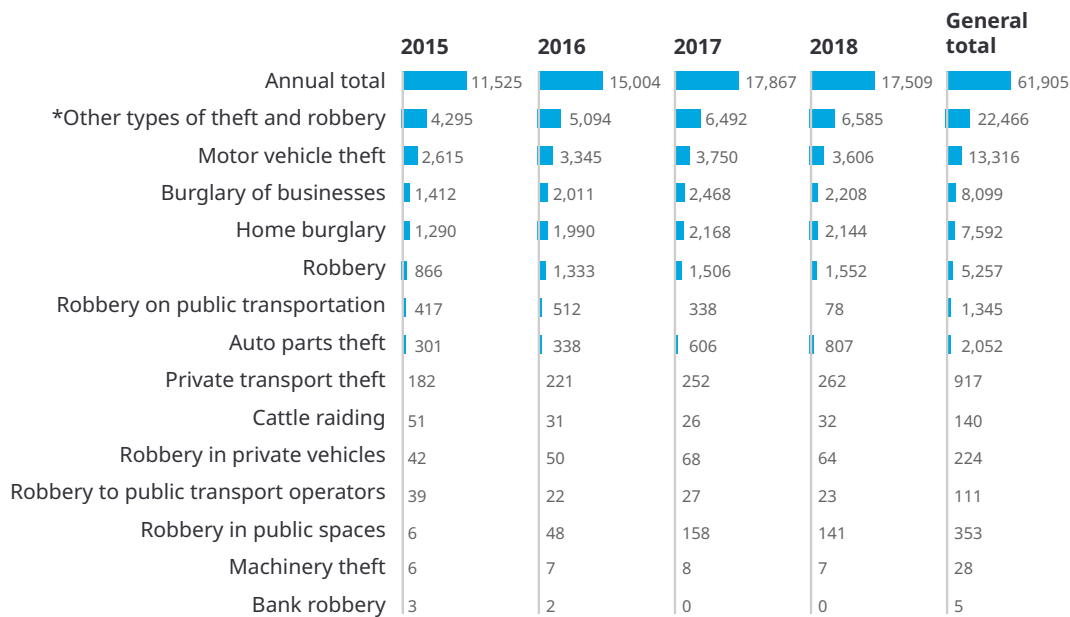
2.1. Theft and Robbery

At the national level, thefts and robberies take place mainly on the street or on public transportation; however, specific types prevail in different states, which is why the specificities must be identified and addressed. This section describes the main types of thefts and robberies that take place in the municipality of Queretaro.

Thefts and Robberies: figures and testimonies

Theft and robbery is the crime to which people is usually most exposed to. It has particular influence on the feeling of insecurity and on the fear of being a victim of crime, as it directly affects their assets and physical integrity. The following graph shows the main types of theft and robbery detected in the municipality between 2015 and 2018.

Figure 28. Number of thefts and robberies, by type and total in the municipality of Queretaro, 2015-2018



Source: Executive Secretariat of the National Public Safety System. Incidence of crime of the local jurisdiction (2011-2018).

*The “Other types of theft” category concentrates every year the greatest number of incidents in the municipality, with a tendency to increase every year, so it is important to disaggregate the behaviors in this classification to design targeted strategies.



“At night, when you get off pedestrian bridges (...), you usually get robbed. They are poorly lit and after 8 PM, there is barely any people passing by, so it’s very easy for them to steal your belongings with a knife or pocketknife and run away.”

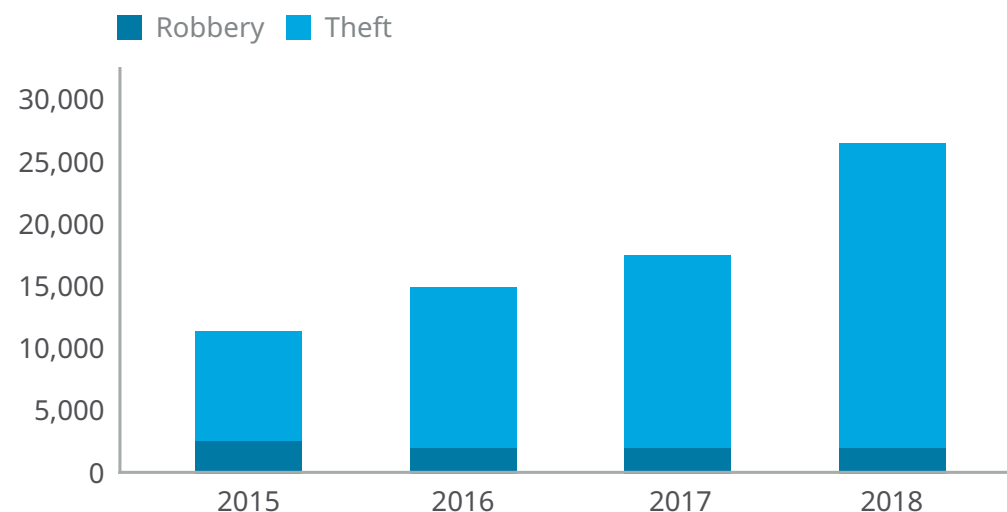


“It is necessary to reinforce surveillance measures because crimes such as burglaries of homes or businesses are the ones that lead to this perception of insecurity.”



“All types of theft and robbery have become more frequent. Many people carry knives or firearms with the intention to commit crimes.”

Figure 29. Robbery and theft, 2015-2018.



Source: Executive Secretariat of the National Public Safety System. Local jurisdiction criminal incidence (2011-2018).

All types of theft and robbery display an upward trend. Thefts increased 36% between 2017 and 2018, while robberies increased 4%.



“It is useless to report criminals if, the minute you turn around, they are already back on the streets. It’s not even worth all the time you waste at the Public Prosecutor’s Office; in the blink of an eye, criminals are set free and go steal again.”

Queretaro citizens have expressed their concerns regarding alternative measures to prison, which are directly related to the New Criminal Justice System implemented in 2008, and **negatively** influence the perceptions regarding access to justice.



“Sadly, with the new system, it takes longer to carry out the whole remand process before the relevant authority, than it takes the relatives of the criminals to collect money for bailing them out”.

Figure 30. Population that have witnessed robberies or thefts in the city of Queretaro, 2016-2018



Source: Prepared by the authors with data from the National Survey of Urban Public Safety (2016-2018).

The sale of stolen goods is illegal and can occur directly between two people, through social media, flea markets and street markets.



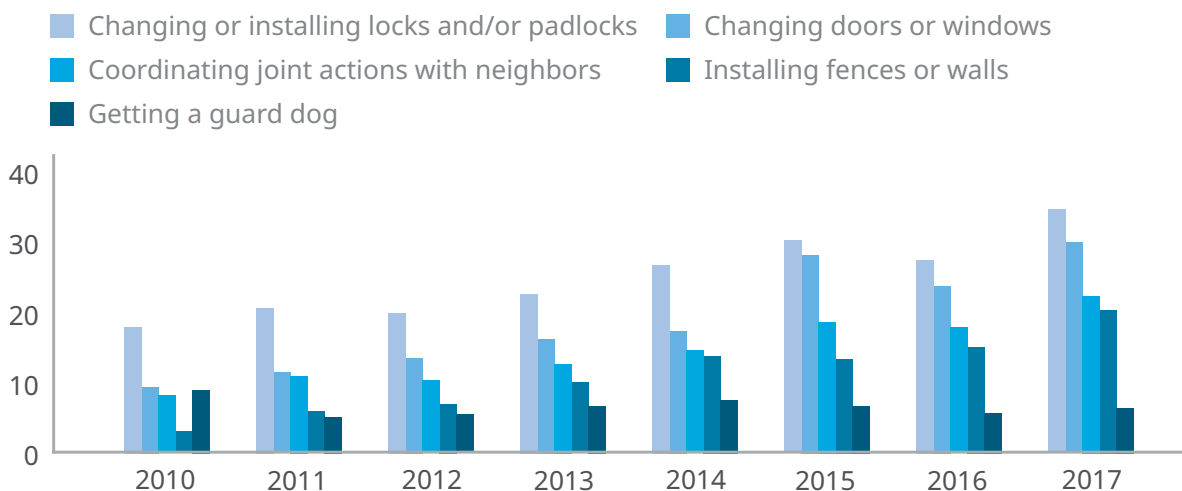
“We used to sell in the local flea market whatever we stole, or we offered it to acquaintances.”



“In some flea markets, you can find whatever you can imagine, both stolen and legal, even license plates from other states.”

In the state of Queretaro, people adopt safety measures such as changing locks or padlocks, changing doors or windows and installing fences or walls. Between 2010 and 2017, people have coordinated themselves with their neighbors to carry out specific actions aimed at increasing security. While in 2010, 8.1% of citizens participated in these joint neighborhood actions, in 2017, 19.9% reported being involved in this type of community strategies⁵⁰. This change in behaviour could be related to the SSPMQ crime prevention and self-care campaigns.

Figure 31. Household safety measures taken in the state of Queretaro, 2010-2017



Source: Prepared by the authors with data from the National Survey on Victimization and Perception of Public Safety (2011-2018).

Vehicle Theft

Vehicle theft is the type of theft that registered the highest incidence in 2017. This crime represents 21% of total thefts and robberies during the 2015-2018. This type of theft may be linked to the sale of stolen vehicles in other states –for use in committing other crimes-- or to their dismantling for auto parts.



“In this area, which is closer to Guanajuato, vehicles are frequently stolen to sell gasoline in nearby houses.”



“Vehicle theft is frequent in the downtown area.”

⁵⁰ INEGI (2018). National Survey of Victimization and Perception of Public Safety (ENVIPE). Retrieved from: <https://www.inegi.org.mx/programas/envipe/2018/>



"They tried to steal my son's Beetle. It was parked in (...); they pushed it and pushed it, but it didn't start, so they left it there, in the middle of the street."



"My neighbor's car was stolen. He reported it, but they never found it."

Because vehicle theft is always in the public eye, this generates incentives among citizens to figure out ways to deter it and to identify those neighborhoods that are more vulnerable to this crime and avoid them. Citizens also find ways to identify the city areas where cars are abandoned temporarily.



"Cars are not stolen around here; rather, cars stolen from other neighborhoods are left here to 'cool them down' [hide them while people are still looking for them]."



"A guy from a neighborhood called (...), at 3 p.m., tried to steal a car, but the neighbors beat him up."

Auto Parts Theft

One of the most worrisome types of theft for people is auto parts theft. In 2018, the number of reported cases of auto parts theft hit an all-time high, with 618 opened case files. Auto parts theft entails the sale of illegally obtained auto parts in the black market. The most commonly stolen auto parts are batteries. There have been isolated cases of gasoline theft, which is directly extracted from tanks when cars are parked.



"Here in (...) auto parts are stolen more frequently than cars."

"In this whole area, battery theft is very common."

"Batteries, stereo systems, and even speakers are stolen."

Queretaro's geographical location encourages the theft of auto parts, because the roads that connect the state provide easy access to other states and has led to the establishment of *yonkes*⁵¹ that facilitate a constant flow of stolen auto parts.

Burglary of businesses

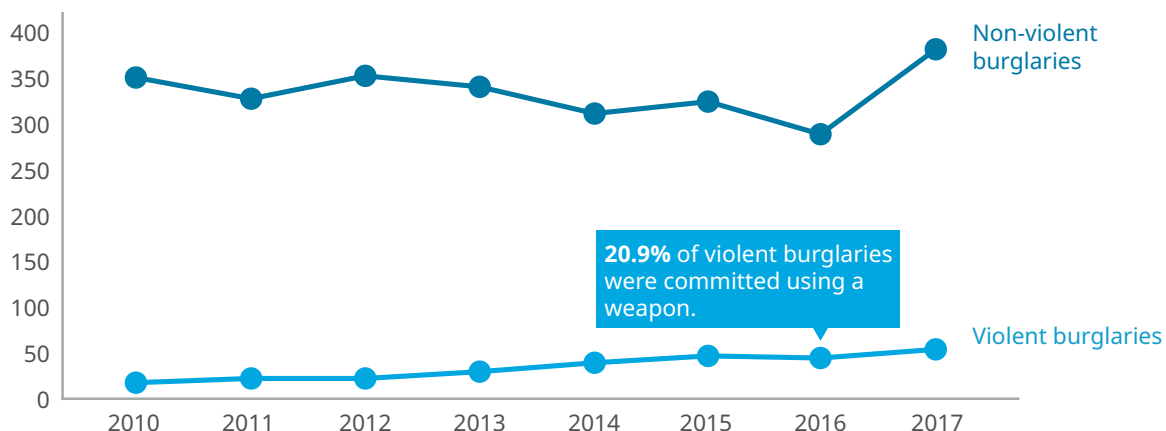
Threats to businesses include theft and burglary, extortion, and fraud. In the case of Queretaro, the number of reported burglary of businesses remains constant. Between 2016 and 2017, cases of burglary registered by SSPMQ⁵² increased by 30%. Likewise, during 2016, 2,748 burglaries of businesses were reported to the emergency number, 30% of which were committed using violence. In 2017, there was a small increase for a total of 3,203 reports, 33.5% were violent⁵³.

⁵¹ Places considered scrap metal dealers and junkyards where parts and spare parts of vehicles are sold at low costs.

⁵² Municipal Ministry of Public Safety of Queretaro (SSPMQ). 2010-2017 Incidence of crime

⁵³ *Ibid.*

Figure 32. Burglaries of businesses in the municipality of Queretaro, 2010-2017



Source: Prepared by the authors with data from the Municipal Ministry of Public Safety of Queretaro (2010-2017).

The use of firearms intimidates victims and, if they happen to resist, it can lead to injuries or homicides.



"I have a religious goods store. They came in between 12 and 1 pm; they took an iPad, money and a cell phone. They were two young guys; one was riding a bike and the other one pulled out a gun and threatened my employee."

"They told us that they were watching us and one day, we heard how they tried to break into our business. We didn't see them, but they were hanging around."

"I have a grocery store and they broke in about two years ago. They have also tried to enter two more times."

In view of the frequency of burglaries, businesses have adopted preventive measures, such as using social networks to monitor people's atypical behavior around businesses or alert other businesses about thefts.



"In (...) Avenue, the leader of those businesses created a WhatsApp network to warn others in case anything happens."

Theft and Robbery

In 2018, 1,693 cases of theft and robbery against passer-bys were reported,⁵⁴ most carried out by pickpockets. 48.6% of these were violent (robbery) and 51.3% were non-violent (theft). These crimes are common in the Historic Center area of the city. Cellphone theft was observed in areas close to universities, schools and public spaces with insufficient surveillance and lighting. Victims of this crime take precautions once they identify the times and places where these thefts occur. They learn to avoid those areas/times, since they are aware there is a high risk of being robbed.



"They hit you, they come at you with knives or guns and they take away your cell phone."



"We were filling up the gas tank. It was 2PM and we saw a motorcycle close to a car that was also filling up. We noticed something was off, because they sped away on the motorcycle. And the lady got out of the car, screaming that they had just robbed her, but they had left on the motorcycle."



"After 9 PM you can't be there, because then you will most likely get robbed. And the thieves are young; they just hang out at the kiosk and wait for buses to come. They steal wallets and cell phones."

⁵⁴ Executive Secretariat of the National Public Safety System. Incidence of crime of the local jurisdiction. (2015-2018). Retrieved from: <https://www.gob.mx/sesnsp/acciones-y-programas/incidencia-delictiva-87005>



"Late at night, after 8PM, you know you might get robbed."

Home Burglary

Between 2015 and 2018, home burglary cases⁵⁵ increased by 66.2%. It was observed that the main modus operandi is through threats.



"Many houses that sit on (...) Road have been broken into in the morning. They even steal water pipes."



"We were in the bedroom when they tried to break in. They stole electronic appliances. They have broken in twice. My safety measure has been to move in with my daughter."



"Burglary is more common in some neighborhoods than in others. They use fake uniforms to get into houses, impersonating service providers."



"I've already been burglarized three times. Last time, my husband caught the man who broke in, but only because my husband yelled at him, "Either you stop right there or I'll shoot you," and that's how he got him."

⁵⁵ *Ibid.*

Stolen objects are often sold illegally in different types of markets. It starts with close acquaintances, such as neighbors and family, and scales up to sales through flea markets⁵⁶ and social networks, among others.



“At home, I was told that I should start taking responsibility for my son if I didn’t want to study anymore. I didn’t know what else to do so I told a friend to take me with him to steal things and make some money, but it didn’t go that well. I stole things of little value and when I sold them, I made very little money.”

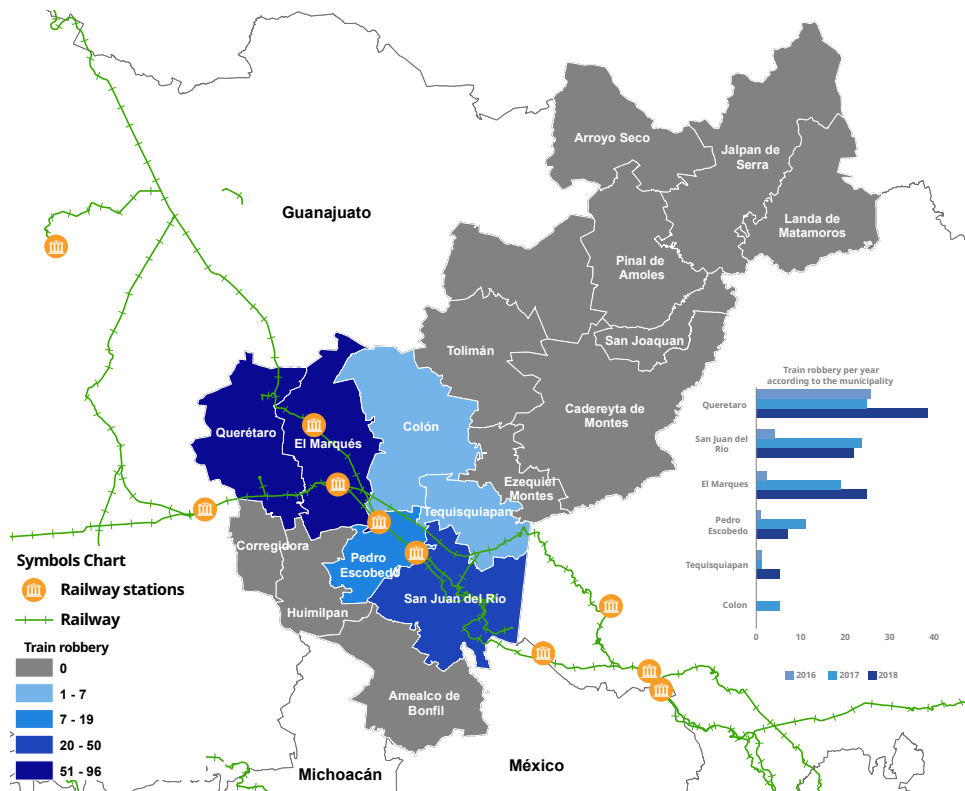


“I used to break into houses with my husband. I sold the stolen goods to a doctor who used to buy everything; he was my main client. We stole gadgets and appliances. Once we stole a camera, but the doctor found out that it belonged to an acquaintance of his and reported me.”

Train robbery

Train robbery is a crime that affects several municipalities in the state, such as Arroyo Seco, Colón, Pedro Escobedo, El Marques, San Juan del Rio, Tequisquiapan and Queretaro.

Map 7. Total train robberies by municipality (2016-2018)

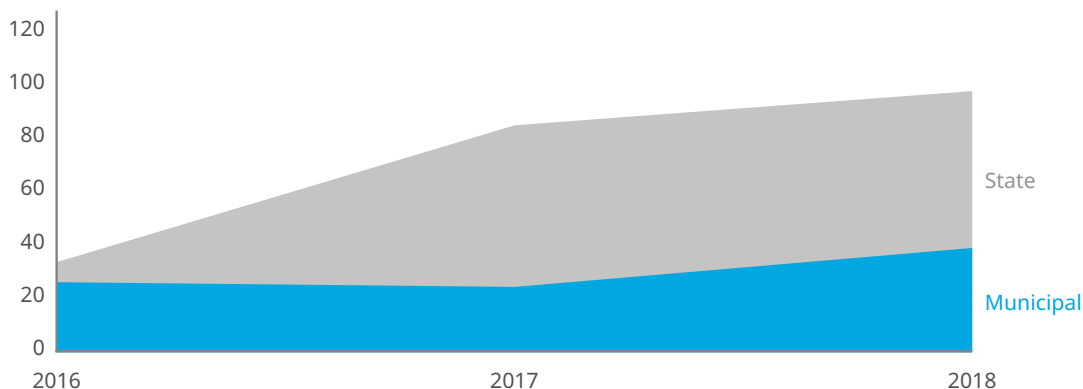


Source: Prepared by the authors with data from the data of the Ministry of Communications and Transportation, 2018.

⁵⁶ Small itinerant markets established in different neighborhoods of the municipality on a weekly basis.

Starting in 2016, the Secretariat of Communications and Transportation (SCT)⁵⁷ established a division in charge of registering cases of vandalism and theft from railway companies as they travel along the tracks that cross the Mexican territory⁵⁸. Between 2016 and 2018, there were 217 cases of train robbery in the state; 41% of these incidents occurred in the municipality of Queretaro.

Figure 33. Comparison of train robberies at state and municipal level in Queretaro (2016-2018)



Source: Prepared by the authors with data from the Secretariat of Communications and Transport 2016-2018.

In 2018, train robberies at the state level tripled. However, the municipality of Queretaro was no longer the only one affected, probably due to surveillance strategies coordinated with other state and federal bodies.

The case of the Santa Maria Magdalena neighborhood

The Santa Maria Magdalena neighborhood concentrates several cases of train robbery, where the main characteristic is the participation of the neighbors, from children to elderly people. This participation is coordinated and covered up by the community.



“People know that trains carry appliances, cemento, sugar, motorcycles, washing machines, etc. When they go rob them, they bring vehicles to transport the goods.”

⁵⁷ SCT (2018). Theft and vandalism in Mexico’s railway system. Retrieved from: <https://datos.gob.mx/busca/dataset/robo-y-vandalismo-en-el-sistema-ferroviario-mexicano>

⁵⁸ Ferrocarriles de Mexico (Ferromex) and Kansas City Southern de Mexico (KCSM) are the companies with presence in Queretaro.



“Even children at school ask their classmates if they need anything, so that when the train arrives, they can steal it for them. They get whatever their friends ask for.”

Robbery is sporadic. Most of the time it takes place in the evening and at night. A group of people stops the train and robs the wagons containing different goods such as wine, beer, motorcycles, appliances, construction materials and corn. They store the stolen products at home, where they sell them at a low cost. They might also go house by house, offering the products, or sell them in schools, even offering layaway plans.



“At night, a group of 30 to 50 people stop the train and rob the wagons. Everybody participates, well, those who want to, both children and adults. Then they offer whatever they stole to their neighbors, and it's cheaper; they even give you the chance to pay in installments.”

The inhabitants of the neighborhood noticed an increase in all types of theft, mainly burglaries of home and businesses and bicycle theft. Normalization of train robbery may generate a transition to other illegal activities and also increase concern among people, as they become victims of crimes that directly affect their patrimony.



“They don't rob trains so often anymore; in fact, it's worse now because they now rob houses or shops. You can't go out for long, because there's a chance that your things won't be there anymore. They wait until you're not home to get what they can. Nowadays, it's quite common to leave your bike outside a store for a few minutes, come back and find out it's gone.”

Account holders robbery

Account holders robbery begins inside the bank –mainly those on high traffic avenues–, where the victim is selected and followed once outside, where they are robbed under threats, generally using knives or firearms.



“Some people on a motorcycle robbed a lady and took all her money, after she left the Banamex bank located at (...).”

Burglary of schools

Schools, most of which provide basic and high education, have been subject to the theft of computer, audio, and sound equipment due to the lack of safety and surveillance on campus during vacations, night hours, and holidays. In 2017⁵⁹, 10 cases were reported in the municipality, representing a 400% increase with regard to 2016.



"Yesterday this (primary) school was burglarized, and the preschool section has been burglarized several times."



"In 2016, there was a time when there were preschool burglaries every 2 weeks. People went on strike to protest against insecurity."



"The preschool has been burglarized three times".

Burglary of schools entails an economic loss for the educational system and translates into modifications to teaching strategies, which temporarily affects the students' learning process.

Findings

- The community of Queretaro has a higher perception of insecurity and has adopted more safety measures in their homes between 2010 and 2017.
- Of all patrimonial crimes registered in the municipality of Queretaro, vehicle theft is the most common.
- In addition to vehicle theft, the following stand out: auto parts theft, burglary of businesses, robbery and theft, burglary, train robbery, account holders robbery and burglary of schools.
- Train robbery both in the municipality of Queretaro and at state level has increased between 2016 and 2018.

⁵⁹ Municipal Ministry of Public Safety of Queretaro (SSPMQ) 2010-2017 Incidence of crime

- The community perceives that the increase in thefts and robberies in the municipality may be associated with a lack of surveillance, impunity and the type of sanctions included by the Criminal Code of the State of Queretaro.
- The current penalties for misdemeanors, such as theft, should also a monitoring process of pre-trial measures to reduce the likelihood of recidivism, given that these crimes do not warrant pre-trial detention under the current accusatory criminal justice system.
- The municipal government has previously designed targeted actions to deter theft. For example, Operation “Safe Transport”⁶⁰, which aimed to discourage the commission of this type of crime and has achieved a significant decrease between 2015 and 2017.
- Another of the municipality’s strengths is the willingness to carry out neighborhood actions for protecting different areas.
- The different types of thefts and robberies described in this section can be prevented and deterred through the design of targeted actions by municipal authorities and with the active participation of neighbors in the most affected neighborhoods.

Recommendations

Recommendations on strategies, programs and operations

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
<p>Burglary of private residential premises</p> <ul style="list-style-type: none"> • Strengthening the communication network between local police and neighbors through social networks implemented. • Training the residents of the most affected sectors in self-care measures and collective actions. • Applying situational crime prevention strategies for homes and public spaces. 	<ul style="list-style-type: none"> • SSPMQ⁶¹ 	<ul style="list-style-type: none"> • SSC • Civil society • Business sector

⁶⁰ Random verification programs for buses belonging to the public transport system, with the aim of safeguarding the safety of users and preventing antisocial acts. Under this program, police personnel verify the documentation of truck drivers and apply alcohol test to drivers. In the case of robberies on public transport, it was reduced from 512 cases in 2016 to 338 in 2017, in 2018 only 59 cases were reported.

⁶¹ Municipal Ministry of Public Safety of Queretaro (SSPMQ) Available at: <http://www.municipiodequeretaro.gob.mx/sspm.php>

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
<p>Vehicle and auto parts theft</p> <ul style="list-style-type: none"> • Maintain constant operational reviews of <i>yonkes</i> and promote their regulation. • Carry out research on the fate of vehicles and auto parts in order to develop crime prevention and deterrence strategies, focusing efforts on identified vulnerabilities. • Continue with the work of SSPMQ's CECOM on the verification of stolen vehicles through plate readers installed throughout the municipality (intelligence development). 	<ul style="list-style-type: none"> • SSPMQ 	<ul style="list-style-type: none"> • SSC • Business sector of the automotive industry • Office of the State Attorney General • Municipal police in the metropolitan area
<p>Robbery and theft of passers-bys</p> <ul style="list-style-type: none"> • Implement better surveillance through patrolling and install panic buttons in areas identified as vulnerable to robbery and theft. • Link with urban improvement strategies such as the installation of lightpoles, improve urban infrastructure. • Link with the COSMOS model, through faster processes and broader coverage. • Continue using SSPMQ programs such as Safe Transportation and Safe Streets. 	<ul style="list-style-type: none"> • SSPMQ 	<ul style="list-style-type: none"> • SSC • SEGOB • Office of the State Attorney General

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
<p>Account holders robbery</p> <ul style="list-style-type: none"> • Develop a self-care manual and awareness raising campaign on bank robbery. • Expand the panic buttons and bank safety system program in branches, as in the case of SEPROBAN. • Keep on conducting preventive operations against robbery near the most affected banks, based on the analysis of the Intelligence Unit of SSPMQ. • Strengthen SSPMQ strategy to accompany citizens who need to withdraw cash from banks, conducted on a biweekly basis. 	<ul style="list-style-type: none"> • SSPMQ 	<ul style="list-style-type: none"> • Bankers Association in the State of Queretaro • SSC • Private safety companies
<p>Burglary of schools</p> <ul style="list-style-type: none"> • Implement strategies to reduce burglaries of schools through increased surveillance and video surveillance. • Promote structural changes that discourage theft in vulnerable schools. 	<ul style="list-style-type: none"> • USEBEQ • SEDEQ 	<ul style="list-style-type: none"> • SSPMQ • SSC • Office of the State Attorney General

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
<p>Train Robbery</p> <ul style="list-style-type: none"> • Design and implement train robbery prevention programs by SSPMQ, aimed at the inhabitants of the Santa Maria Magdalena neighborhood. • Implement a culture of lawfulness program for the inhabitants of the Santa Maria Magdalena neighborhood, coordinated by SSPMQ and USEBEQ. • Develop strategies to promote job offers and cultural activities that steer people away from crime, especially among children and young people. • Keep on conducting coordinated surveillance operations in the neighborhoods surrounding the train tracks. • Review the train robbery prevention strategy, to incorporate good practices such as those by the State Ministry of Security of the state of Tlaxcala.⁶² • Build physical barriers that hinder access to tracks and trains; build bridges over the railroad tracks in neighborhoods surrounding the train tracks. 	<ul style="list-style-type: none"> • Federal Police 	<ul style="list-style-type: none"> • SSC • SSPMQ • SCT • USEBEQ
<p>Burglary of business premises</p> <ul style="list-style-type: none"> • Establish a working group with business owners and tenants to learn about the main kinds of theft that affects them and develop actions to prevent them. • Install panic buttons inside businesses. 	<ul style="list-style-type: none"> • SSPMQ 	<ul style="list-style-type: none"> • SSC • Business sector, through Chambers and Associations

⁶² The strategy comprises of 6 stages: a) Field study, by air flight and drones, in conflict zones; b) Collecting information from open and closed media for analysis; c) Georeferencing the crimes detected in the state; d) Preparation of statistics, through the identification of areas with greater criminal incidence; e) Field planning and operational strategy, based on the results obtained from the analysis of information, both statistical and georeferenced; f) Use of technology.

2.2. Crimes related to gender-based violence.

If conditions of equality exist, both women and men should enjoy each and every right, freedom and autonomy, in accordance with the Universal Declaration of Human Rights⁶³ as well as other international agreements and conventions. However, these conditions may be affected by gender-based violence --any harmful act perpetrated against a person's will and that is based on socially attributed gender differences, i.e. differences between women and men. This includes sexual, physical, psychological violence, female genital mutilation, among others, depending on the culture⁶⁴.

The international community has actively promoted the eradication of all forms of violence against women through different instruments such as:

- The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)⁶⁵
- The Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women ("Convention Of Belem Do Para")⁶⁶
- Resolution 54/134 by the United Nations General Assembly: International Day for the Elimination of Violence against Women⁶⁷.
- Resolution 48/104 by the United Nations General Assembly: Declaration on the Elimination of Violence against Women⁶⁸.
- Resolution AG 61/143 by the United Nations General Assembly on intensification of efforts to eliminate all forms of violence against women⁶⁹.

Crimes related to gender-based violence: figures and testimonies

In Mexico, 66.1% of female respondents aged 15 and over have experienced at least one incident of violence. In the state of Queretaro, 71.2% of women have dealt with this type of situation. At the national level, 43.9% of women have suffered violence throughout their relationship from their current or most recent partner, husband or boyfriend; in the state of Queretaro, the number is 44.7%⁷⁰.

⁶³ Promulgated and adopted by the General Assembly in resolution A/RES/217(III) A

⁶⁴ UN WOMAN. Gender Equality Glossary. Retrieved from: <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=&hook=ALL&sortkey=&sortorder=&fullsearch=0&page=-1>

⁶⁵ CEDAW was unanimously adopted by the United Nations General Assembly on 18 December 1979 and entered into force in 1981. CEDAW is the second most ratified international instrument by UN Member States. Available at: <http://www2.unwomen.org/-/media/field%20office%20mexico/documentos/publicaciones/2011/convenci%C3%B3n%20pdf.pdf?la=es>

⁶⁶ Organization of American States (OAS), 1994. Available at: <http://www.oas.org/juridico/spanish/tratados/a-61.html>

⁶⁷ United Nations General Assembly (1994). Retrieved from: <https://undocs.org/es/A/RES/48/104>

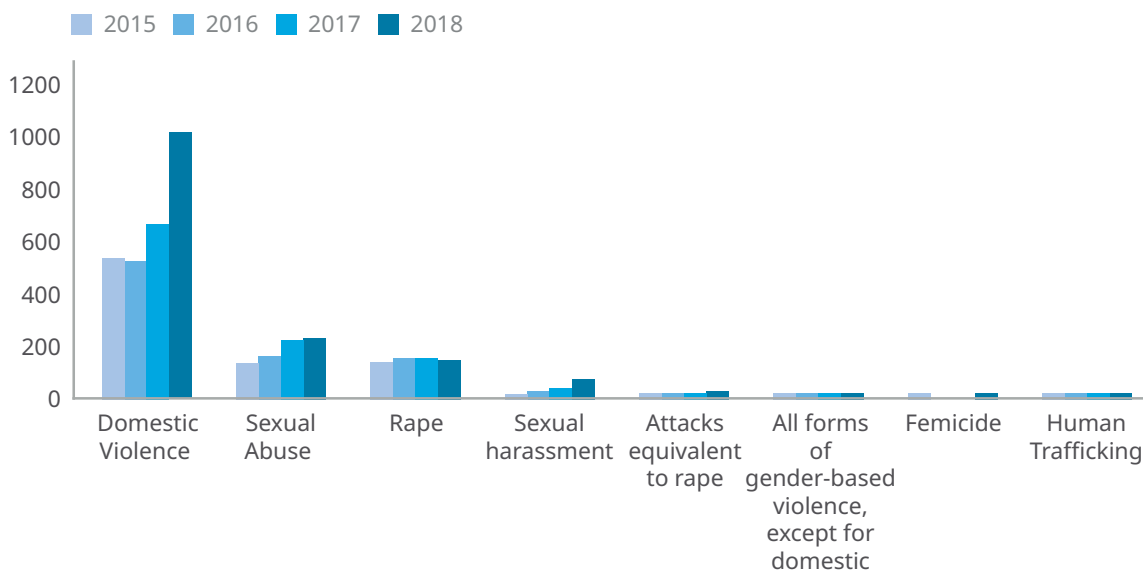
⁶⁸ United Nations General Assembly (2000). Retrieved from: <https://undocs.org/es/A/RES/54/134> In it, 25 November was declared the International Day for the Elimination of Violence against Women and it also invites Governments, agencies, bodies, foundations and programs of the United Nations system, as well as other international organizations and non-governmental organizations, as appropriate, to coordinate activities aimed at raising public awareness on the problem of violence against women.

⁶⁹ United Nations General Assembly (2007). Available at: http://www.peacewomen.org/sites/default/files/vaw_garesolution61intensificationofeffortstoeliminatevaw_ga_2007_0.pdf

⁷⁰ INEGI (2017). National Survey on the Dynamics of Household Relationships (ENDIREH). Retrieved from: <http://www.beta.inegi.org.mx/proyectos/enchogares/especiales/endireh/2016/>

According to the Executive Secretariat of the National Public Safety System⁷¹, reported crimes related to gender violence in the municipality are as follows:

Figure 34. Crimes related to gender violence, Queretaro, 2015-2018



Source: Prepared by the authors with data from the Executive Secretariat of the National Public Safety System, 2015-2018.

An increase in domestic violence, sexual harassment and attacks equivalent to rape is noticeable. The increase in reporting shows the identification of such behaviors and a greater awareness regarding them. In the municipality of Queretaro, the following behaviors were identified as the most concerning ones by participants of the focus groups:

- Domestic violence;
- Sexual harassment;
- Rape; and
- Femicide

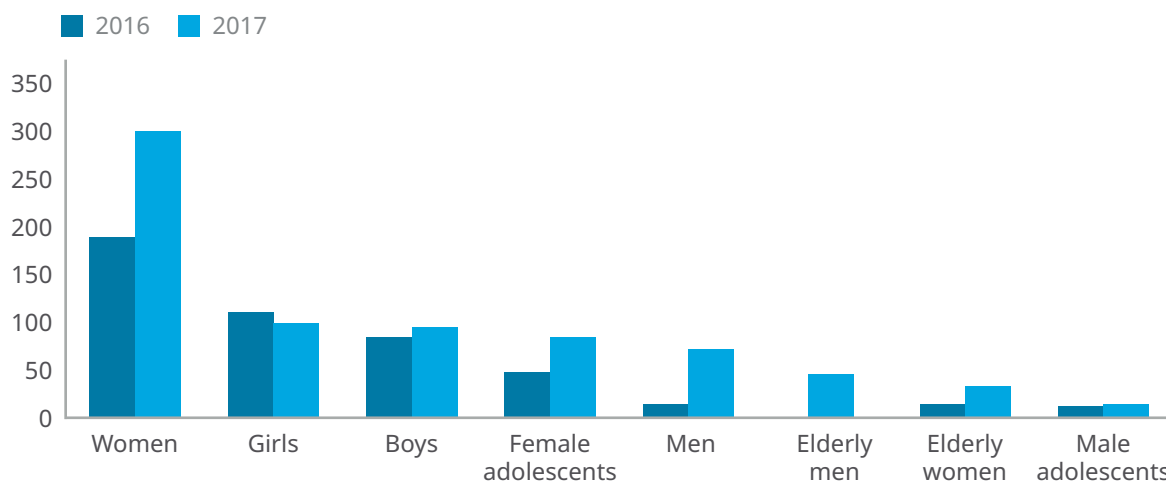
Domestic violence

Domestic violence is the most common crime resulting from gender-based violence⁷². The Unit for Victims of Domestic and Gender Violence (UNESVIG) of the Municipality of Queretaro which started operating in 2015, is an important initiative created with the objective of providing personalized assistance to victims of domestic and gender violence. Between 2015 and 2017, UNESVIG assisted 1,594 victims of domestic violence, classified as follows:

⁷¹ Executive Secretariat of the National Public Safety System. Incidence of crime in the local jurisdiction. (2015-2018). Retrieved from: <https://www.gob.mx/sesnsp/acciones-y-programas/incidencia-delictiva-87005>

⁷² The Unit for Victims of Domestic and Gender Violence (UNESVIG) defines it as "acts that take place among members of a family and whose purpose is to subdue, control and/or harm one or more of them; it encompasses actions such as physical, psychological, verbal, patrimonial, economic and sexual abuse" (2017).

Figure 35. Victims assisted by UNESVIG in the municipality of Queretaro



Source: Prepared by the authors using data from the Unit for Victims of Domestic and Gender Violence (UNESVIG), 2016-2017.

Between 2016 and 2017, the number of victims of domestic violence increased by 467% in men, 146% in elderly women, 80% in female adolescents, 60% in women and 10% in children.



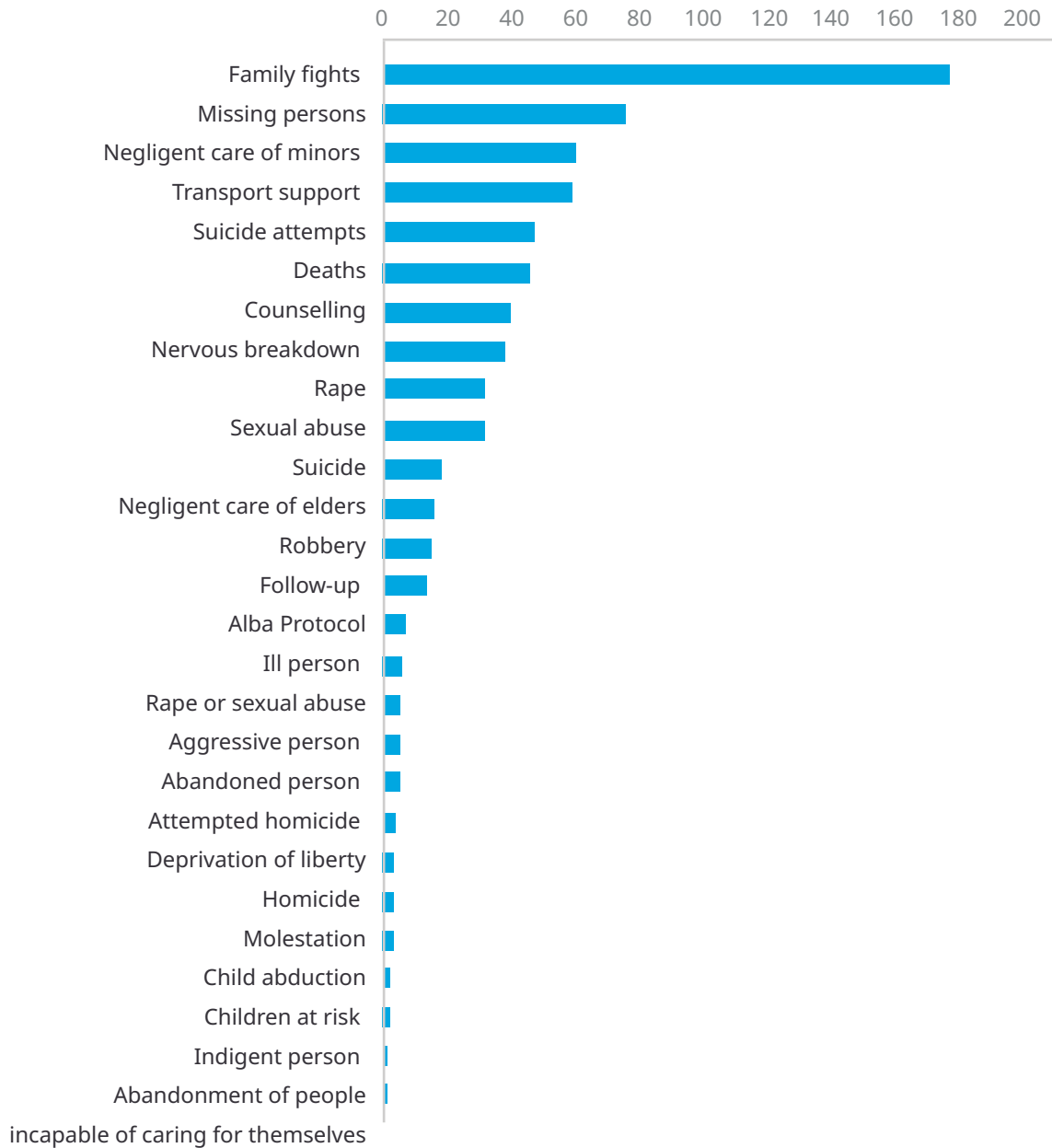
“Women do not report this; they arrive at the emergency rooms after being beaten up, but they do not want to point out at the aggressor, who is usually their husband or partner.”



“There is this very old lady; her daughter and her family yell at her saying that she is dirty, that she is a nuisance, they bathe her with cold water. We hear the lady crying when they bathe her or begging for food, they don’t give her anything, and there’s nothing we can do. The daughter says it’s her house and that we should mind our own business.”

Between 2015 and 2017, UNESVIG assisted 1,594 victims of domestic violence. In 2017, they were classified as follows:

Figure 36. Victims assisted by UNESVIG in the municipality of Queretaro, according to the unit's classification.



Source: Prepared by the authors with data from the Unit for Victims of Domestic and Gender Violence (UNESVIG) 2017.

People pointed out to the following domestic violence problems:



"Domestic violence very often appears in the form of psychological threats to children."



"There are many calls for aggression between family members."



"You can hear the screams of our neighbors fighting each other, and the sound of things being thrown and people verbally attacking one another."



"As neighbors, we are aware of the problems that some of us have, but we have not changed our mentality to help each other, like when we know there is abuse in a household."



"We know that there are husbands who beat their wives, but they don't report them and we can't interfere."



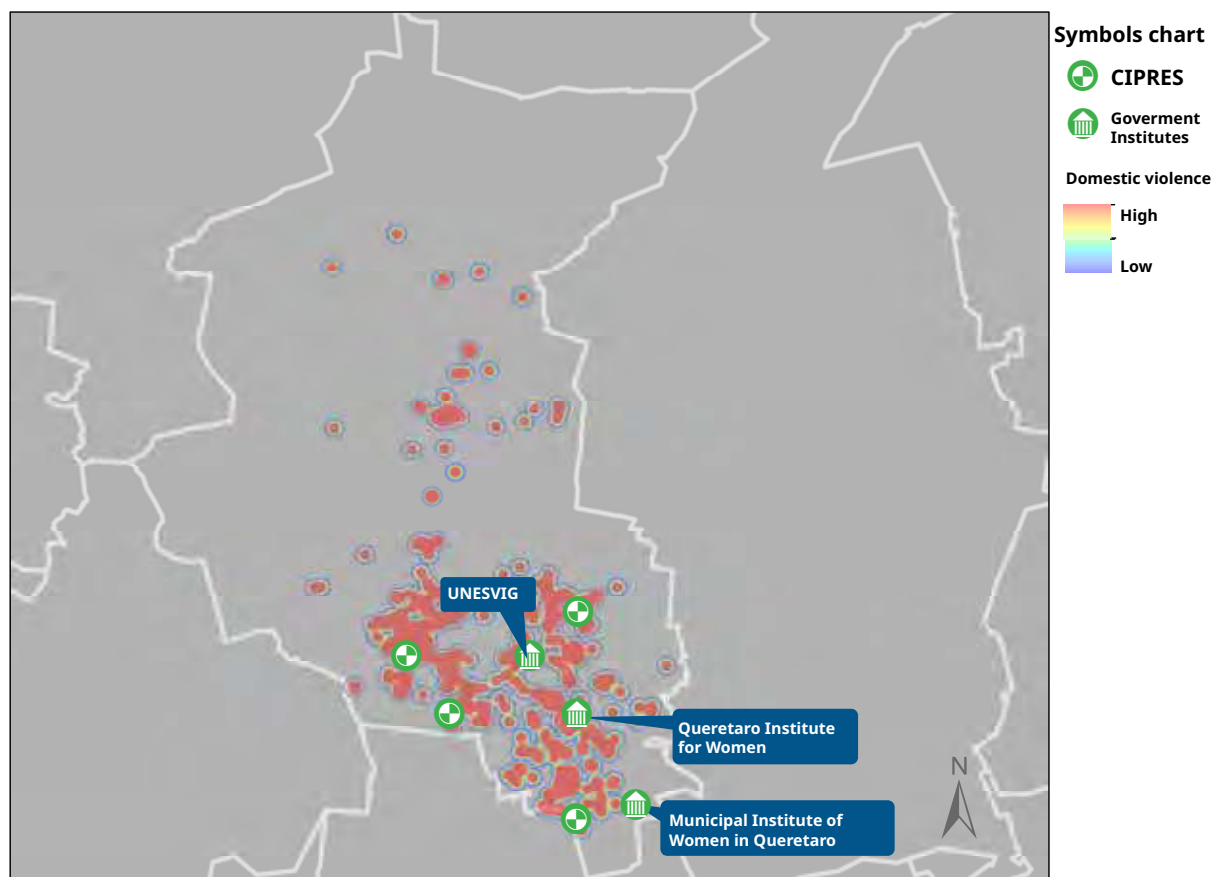
Credit: Photograph by UNESVIG

These testimonies underscore the importance of having a Specialized Unit that addresses a number of problems and in which people trust. Even in the case of those who are not victims, but witness these behaviors. It is necessary to encourage reporting and make these problems transcend from the private to the public sphere.

UNESVIG has referred victims and users of its programs mainly to the Prosecutor's Office, hospitals, shelters and the Forensic Medical Service (SEMEFO). In addition, the Unit carries out actions on prevention and promotion of a reporting culture across various social sectors, such as schools and private companies to prevent an increase in violence and improve safety conditions in their family environment. UNESVIG plays a fundamental role in preventing these behaviors and needs to expand its presence in a more effective way. Strengthening it is vital.

In terms of territorial distribution, the area with the highest concentration of domestic violence cases is the eastern region of the municipality, Region VI (where neighborhoods such as San Jose el Alto and Menchaca I, II, III are located). The neighborhood with the highest concentration of cases is Lomas de Casa Blanca.

Map 8. Domestic violence in the municipality of Queretaro



Source: Prepared by the authors with data from the Municipal Ministry of Public Safety of Queretaro (SSPMQ). (2018).

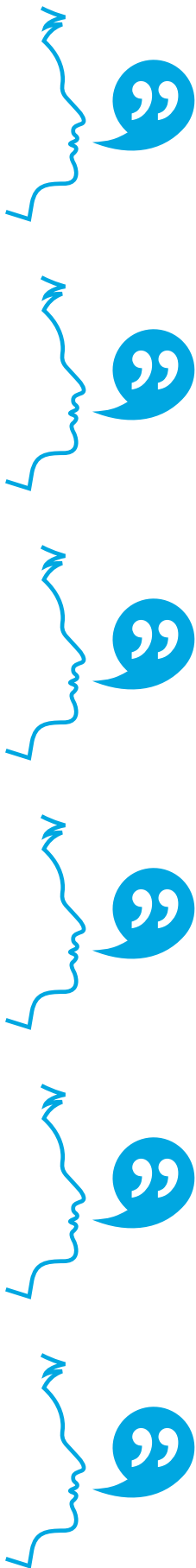
Sexual harassment

Between 2015 and 2018, the number of case files on sexual harassment in the municipality increased from 13 to 62⁷³. The growth of this figure may be due to either an increase in the occurrence of the behavior or an increase in reporting. Women who took part in the focus groups expressed concern about sexual harassment in public spaces like public transportation, outside schools and parks:



“When men and the young guys are drunk or drugged, they start catcalling you and try to approach you.”

⁷³ Executive Secretariat of the National Public Safety System. Incidence of crime of the local jurisdiction. (2015-2018). Retrieved from: <https://www.gob.mx/sesnsp/acciones-y-programas/incidencia-delictiva-87005>



"Construction workers are too obvious; they throw catcalls and whistle whenever a woman passes by, and in the public transport it is frequent for boys to try to feel women up."

"Not so long ago, there was this disgusting old man parked in front of the school, and he showed the kids his... "thing", and my daughter was there."

"In middle school, if girls leave school early, there are men who pull on them and harass them."

"It happened once at this middle school. The parents ended up taking the girl to school and picking her up because someone was harassing her."

"In schools, men come and feel students up."

"There's a man who usually hangs out around the school; he follows you and says obscene things."



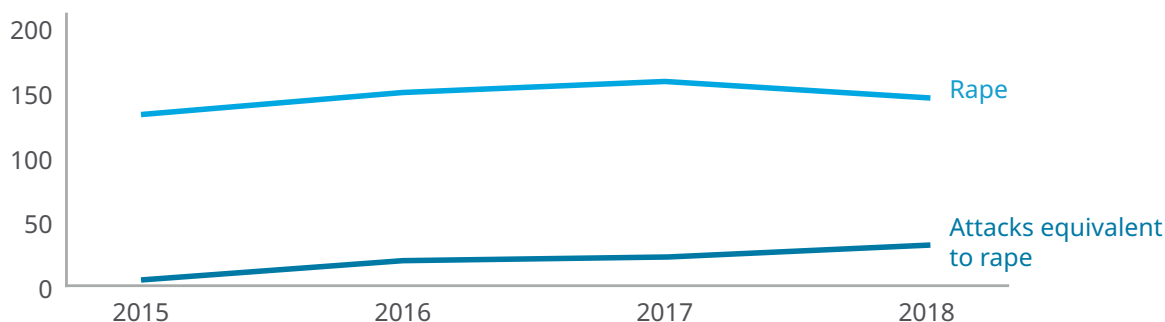
“Rumor has it that, in a certain park, there is a man masturbating.”

Sexual harassment in public spaces is a concern for women in Queretaro, as they have experience with these kinds of behaviours. Therefore, it is important to reinforce initiatives for the protection of women in public spaces.

Rape

Between 2015 and 2018, 543 cases of rape and 69 cases of attacks equivalent to rape were reported in the municipality⁷⁴.

Figure 37. Standard rape and attacks equivalent to of rape in the municipality of Queretaro



Source: Prepared by the authors with data from Common Crimes of the Executive Secretariat of the National Public Safety System (2015-2018).



“I’m here because...I’m so ashamed to say it out loud... I’m 14 years old... and I raped my younger cousin. She’s sick (has a disability), and I saw that all my uncles, cousins and neighbors had done so, or so I thought, but...she’s pregnant and the DNA tests they performed when they brought me in said that I’m the father. I feel bad that I let my uncles down.”



“My daughter called me one day to tell me that there was something serious she needed to tell me: one of her friends had been raped.”

⁷⁴ Executive Secretariat of the National Public Safety System. Incidence of crime of the local jurisdiction. (2015-2018). Retrieved from: <https://www.gob.mx/sesnsp/acciones-y-programas/incidencia-delictiva-87005>

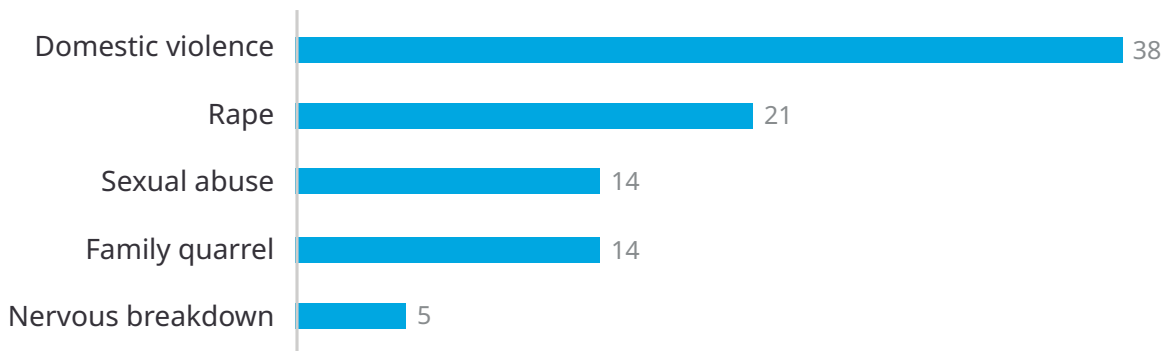
Femicide

According to SESNSP⁷⁵, 4 femicides were reported in the municipality during 2015; during 2016 and 2017 no femicides were reported. In 2018, only one femicide was reported in October.

Risk factors associated with gender-based violence

Alcohol consumption is a risk factor in the behaviors and crimes referred. Between 2015 and 2018, UNESVIG identified 94 (6%) cases where the offender was under the influence of alcohol.

Figure 38. Crimes and behaviors where the aggressor was under the influence of alcohol addressed by UNESVIG in the municipality of Queretaro.



Source: Prepared by the authors using data from the Domestic Violence and Gender Unit, 2016-2017.



SDG 5 seeks to put an end to all forms of discrimination against women and girls, as this is not only a basic human right but is also crucial for accelerating sustainable development. It set a target for countries to aim efforts towards the elimination of all forms of violence against women and girls in the public and private spheres, including trafficking and sexual exploitation and other forms of exploitation.

With the implementation of actions in line with the recommendations of this report, the municipality will make progress in the implementation of the 2030 Development Agenda.

Findings

- Cases of domestic violence have increased as has Queretaro citizens' concerns regarding this problem, both as victims and as witnesses of violence among neighbors and relatives.
- The Unit for Victims of Domestic and Gender Violence (UNESVIG) is an important body that serves as the first point of contact between victims of domestic violence and even other violent events and authorities.
- UNESVIG works in coordination with justice institutions (Public Prosecutor's Offices and attorney general's offices) to refer victims to the appropriate authority.

⁷⁵ Executive Secretariat of the National Public Safety System. Incidence of crime of the local jurisdiction. (2015-2018). Retrieved from: <https://www.gob.mx/sesnsp/acciones-y-programas/incidencia-delictiva-87005>

- SSPMQ community police also play an important role in identifying victims of domestic violence, increasing citizens' trust to receive specialized attention from UNESVIG personnel.
- UNESVIG provides counselling to victims by encouraging self-care and reporting.
- Domestic violence against women continues to be the highest; however, the increase in violence against elderly men and women requires specialized attention.
- Violence can manifest itself physically (family fights); however, psychological violence also exists and it is more difficult to measure (negligent care of minors and elderly adults, abandonment, etc.).
- The Unit also deals with other crimes related to gender-based violence, such as rape and sexual abuse.
- Suicide attempt is a public health problem identified by UNESVIG, which should be addressed by strengthening assertive decision-making, orientation and providing follow-up to Queretaro citizens.
- Sexual harassment in public spaces in Queretaro has become a concern for Queretaro women, as they are exposed to this behavior and it leads to other types of sexual crimes.
- It is necessary to reinforce the preventive work carried out by UNESVIG by expanding its coverage and impact.

Recommendations

The recommendations are aimed at developing public policies for the prevention and handling of gender-based violence that involve men and women. Although the municipality of Queretaro already has in place important initiatives that are worth keeping, it is also necessary to strengthen actions that contribute to reducing and preventing gender-based violence, especially in matters of:

- Regulations
- Police Investigations
- Domestic violence
- Sexual violence
- Empowerment of women and the LGBTTTQIAAP community

Regulations⁷⁶

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
<p>Strengthen the enforcement of existing instruments that promote substantive equality between women and men:</p> <ul style="list-style-type: none"> • The System for Substantive Equality between Women and Men of the State of Queretaro • The State Program for Substantive Equality between Women and Men. <p>Strengthen the frameworks that regulate and protect human rights, non-discrimination, equality and support to vulnerable groups.</p>	<ul style="list-style-type: none"> • Queretaro Institute for Women (IQM) • Municipal Institute of Women in Queretaro (IMMQ) • Commission for Equality and Human Rights of the City Council of Queretaro 	<ul style="list-style-type: none"> • SSPMQ • USEBEQ • Organized Civil Society • Academia, universities, researchers • State DIF • Office of the State Attorney General • UNODC

Police Investigations

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
<p>Strengthen investigations on gender-based violence through the exchange of information between victim care units.</p>	<ul style="list-style-type: none"> • IQM • IMMQ 	<ul style="list-style-type: none"> • SSPMQ • UNESVIG • Shelters • Office of the State Attorney General • UNODC

Domestic violence

Recommendations	Responsible organizations or institution	Possible allied organizations or institutions
<p>Strengthen the UNESVIG-SSPMQ support protocols for victims of domestic violence. Provide legal and health counsel to victims. Continue with the awareness raising on gender-based violence activities in schools and the community.</p>	<ul style="list-style-type: none"> • IQM • IMMQ • Commission on Gender Equality and Human Rights of the City Council of Queretaro 	<ul style="list-style-type: none"> • SSPMQ • UNESVIG • Shelters • Office of the State Attorney General • UNODC

⁷⁶ Responsible organizations or institutions are those bodies in charge of promoting the initiatives of the recommendations as part of their attributions. They can be federal, state, or municipal. In some cases, coordination between the three levels of government is required.

Sexual violence

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
<p>Establish a sexual harassment prevention protocol in public spaces and on public transport.</p> <p>Implement preventive measures such as more street lights, CCTV on public transport.</p> <p>Establish protocols for reporting street harassment and reclassify it as a punishable felony.</p>	<ul style="list-style-type: none"> • IQM • IMMQ • Commission on Gender Equality and Human Rights of the City Council of Queretaro 	<ul style="list-style-type: none"> • SSPMQ • UNESVIG • UNODC
<p>Design a rape and sexual assault victims support model</p>	<ul style="list-style-type: none"> • IQM • Commission on Gender Equality and Human Rights of the City Council of Queretaro 	<ul style="list-style-type: none"> • SSPMQ • UNESVIG • Office of the State Attorney General • UNODC

Table 6. Empowerment of women and the LGBTTTQQAAP community

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
<p>Continue training by USEBEQ on "Gender Perspective, Gender-based Violence and Violence Against Women". to directors, prefects and social workers of middle schools.</p> <p>Assign men an active role in gender-based violence prevention activities as established in the "Global Study on Homicide Gender-related killing women and girls"⁷⁷ by UNODC.</p>	<ul style="list-style-type: none"> • IQM • IMMQ • Commission for Equality and Human Rights of the City Council of Queretaro. 	<ul style="list-style-type: none"> • UNESVIG • Office of the State Attorney General • UNODC

⁷⁷ UNODC (2018). *Global Study on Homicide. Gender-related killing of women and girls*. Retrieved from: https://www.unodc.org/documents/data-and-analysis/GSH2018/GSH18_Gender-related_killing_of_women_and_girls.pdf

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
Continue with the “ <i>Community Networks</i> ” program by SSPMQ, where workshops on knitting, jewelry design, event planning, etc. are taught.	<ul style="list-style-type: none"> • SSPMQ • UNESVIG 	<ul style="list-style-type: none"> • IQM • IMMQ
<p>Implement training and school and community workshops, aimed at empowering women financially.</p> <p>Use the Community Network to promote changes in norms and behaviors that influence gender-based violence.</p> <p>Increase the participation of men in workshops.</p> <p>Provide legal assistance and information to victims of violence who are identified while conducting these activities.</p>	<ul style="list-style-type: none"> • IQM • IMMQ <p>Commission for Equality and Human Rights of the City Council of Queretaro</p>	<ul style="list-style-type: none"> • UNESVIG • Office of the State Attorney General UNODC
Design a model that includes activities like workshops and informational materials on the types of gender-based violence, aimed at women, men, girls, boys, and the LGBTTQQAAP community, so they are able to identify gender-based violence and can receive guidance on how to detect, prevent and report it in case of witnessing it.	<ul style="list-style-type: none"> • IQM • IMMQ <p>Commission on Gender Equality and Human Rights of the City Council of Queretaro</p>	<ul style="list-style-type: none"> • SSPMQ • UNESVIG • Office of the State Attorney General

2.3. Illicit drug trafficking

The main problems of the increase of problematic drug consumption are due to an easy access to these substances. The main types of drugs and methods of sale in the municipality of Queretaro are presented below.

Illicit drug trafficking: figures and testimonies

In 2016, 8.8% of the population of the state of Queretaro aged between 12 and 17 had used some type of drug. In the municipality, 12.1% of people between 12 and 65 years old consumed some type of drug, i.e., minors account for the largest amount of users. The increased use by this age groups is related to easy access to both synthetic and natural drugs, and inhalants. The use of solvents and adhesives is a common practice among adolescents and young people in the municipality. These can be easily purchased at legal businesses such as hardware stores and DIY shops⁷⁹ due to of their low cost.



"Almost all kids start with inhalants known as "monas"; you can even get them in different flavors."



"Sometimes they use drugs around my house, they walk around carrying "monas" (which come in different flavors). Sometimes they hang out in groups, sometimes they are alone."

"Monas" are a common intoxication method that consists of soaking a piece of absorbent paper, towel or cloth, in any inhalable substance. In the municipality, the sale of solvents and adhesives to minors is neither regulated nor sanctioned.



"There's a hardware store that sells PVC to children and young people at night."

⁷⁸ CCONADIC (2017). National Survey on Drug, Alcohol and Tobacco Consumption (ENCODAT).

⁷⁹ Shop that sells paints, hardware, masonry and electrical materials.

In addition to inhalants, other drugs are also sold that could be considered more difficult to get; however, it is relatively easy for people to get them. The most used drugs among people are rock, crack, meth and marijuana. Article 254 of the General Health Act establishes the responsibility of the Ministry of Health and state governments, within their respective scope of competence, to carry out actions to avoid and prevent the consumption of inhalants that produce psychotropic effects in people.



"(...) is the meth hub. Children from 13 to 14 years old are starting to use it."



"Junkies are quite cheeky nowadays; they smoke or they get high in plain sight in the street."

In the second quarter of 2016, 39% of the population of Queretaro said they witnessed the consumption or sale of drugs near their home. For the same period in 2017, this figure increased to 50.7%⁸⁰.

We identified two scenarios in which children, adolescents and young people are vulnerable to starting using drugs:

- Drugs are sold in schools and high schools.
- Drugs are affordable to adolescents and young people, so they can purchase them individually or in small groups.



"They go to schools to sell candy containing drugs. It's sold openly outside of middle schools. Drugs are passed through the school fences."

⁸⁰ INEGI (2018). National Survey of Urban Public Safety (ENSU). Retrieved from: <http://www.beta.inegi.org.mx/proyectos/enchogares/regulares/ensu/>



"There's a van, which now parks by the alleyway to sell drugs. A lady comes with three children and they sell drugs after school."

When the drug dealing strategy focuses on selling drugs to students of any age, there is a disruption in the concept of the school as a guardian. Another risk factor is the coercion of children, adolescents and young people to use drugs, encourage addiction, increase demand and coerce sale.



"A baggy of rock costs between 100 and 200 pesos. Young people chip in to buy drugs."



"Drugs are sold in some parts of the neighborhood. Their price ranges between 50 and 100 pesos."



"I'm not worried about my neighbor, I'm worried about the people who come to look for him and to whom he allegedly sells drugs."

The sanction for using drugs in public spaces consists of a fine, since it is an administrative offence under the Administrative Justice Regulations for the Municipality of Queretaro⁸¹.



"Drug dealing is an issue that hits us constantly, allowing those responsible to move around."

The transit of drugs in any part of the country increases the likelihood of storage and even production activities within the territory. Queretaro is subject to such risk. Storage can occur in neighborhoods where there is low surveillance and where truck operators make stops before continuing on their route.



"I just drove where I was told. They handed me the truck already loaded and almost always, I had to pass through Queretaro."

⁸¹ Administrative Justice Regulations for the Municipality of Queretaro (2016). Official Gazette of the City Council of the Municipality of Queretaro.

There are neighborhoods with a high population density between 12 and 17 years old. For example, in the case of the neighborhood shown on the map, we identified nine points where people witnessed drug use in public spaces. In this area, there are 14 hardware stores that can supply inhalable substances.

Map 9. List of hardware stores or DIY shops with regard to points of drug consumption in public spaces and population density between 12 and 17 years old, located in the central-western area of the city of Queretaro.



Source: Prepared by the authors with data from DENUÉ and fieldwork from the Participatory Social Diagnosis.

In addition to schools and their surroundings, drug distribution for their sale in the municipality of Queretaro takes place at different points of lower-class neighborhoods at any time of day. The sale of drugs is made easier by the codes of communication between neighbors and self-monitoring, which favors the normalization and acceptance of drug sales in the community.

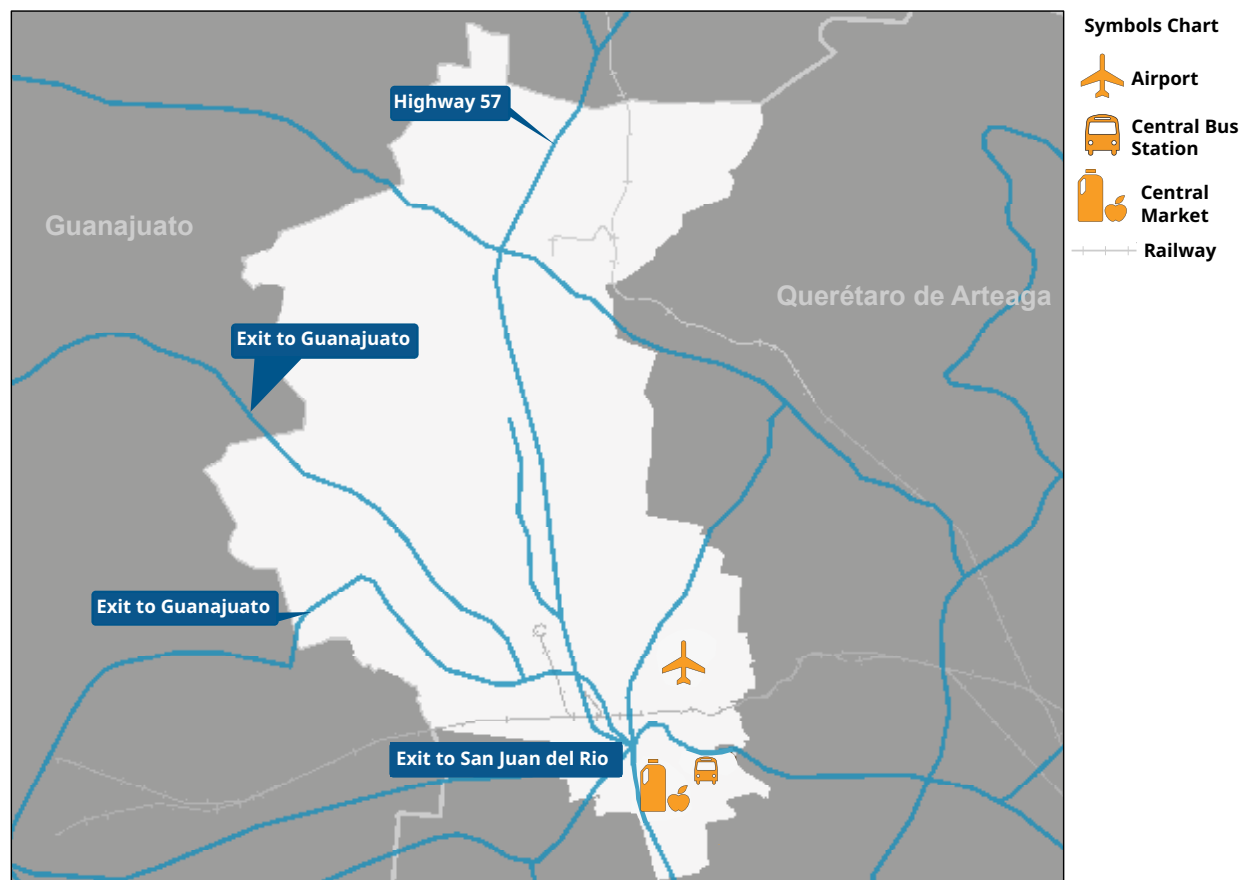
Map 10. Location of drug sale areas in relation to points where drug use is detected in public spaces and schools



Source: Prepared by the authors with data from the Municipal Ministry of Public Safety of Queretaro (2017) and fieldwork from the Participatory Social Diagnosis (2017-2018).

When referring to the risk to which Queretaro is exposed in relation to transit and production of synthetic drugs, the main factor that makes it vulnerable is its geographical location, especially regarding the transit of drugs to other states where criminal groups are present: State of Mexico, Michoacan, Guanajuato and San Luis Potosi.

Map 11. State of Queretaro and its main routes for the distribution of drugs to other states



Source: Prepared by the authors with fieldwork data from the Participatory Social Diagnosis (2017-2018).

Findings

- The onset of drug use is related to a belief that there are no dangers or negative consequences to physical or mental health associated with them and the misconception that consumption can be tolerated and controlled.
- The greater perception of risk in drug use, reduces the probability that girls, boys and young people will engage in this activity.
- The consumption of illegal substances, seen as a behavior that is not allowed by society and that disrupts social conventions, leads to addiction problems that entail maintaining a constant income, whether legal or illegal, or having easy access to low-cost substances.
- One of the main forms of drug consumption is through inhalants, mainly among girls, boys, adolescents and young people in Queretaro.

- The vulnerabilities detected in the municipality that can trigger consumption of inhalants are:
 - The exposure of girls, boys and young people to risk factors⁸² and the lack of supervision in the family.
 - The lack of supervision, restriction and sanctioning, by the authorities, of establishments where these substances are sold to minors.
 - The lack of social responsibility of the employees in these shops.
- The low cost of inhalants represents an opportunity among its consumers due to their low economic investment and the prolonged effect of these substances.
- Drug use is an activity in which young people participate in groups or individually, and occurs more frequently in the evening and at night.
- The areas where drugs are most frequently consumed are parks or public recreational and leisure areas in neighborhoods, increasing the perception of insecurity.
- The municipality of Queretaro has a Youth Integration Center and a New Life Center that is part of the State Center against Addictions (CECA). They are responsible for treating young addicts but, given the rise in consumption, may become insufficient in the medium term.
- Municipal police intelligence units can identify drug sales points through operational work, involving strategies such as community policing, surveillance and registering the complaints through the 911 emergency number.

Recommendations

Recommendations regarding regulations for the prevention of drug use and the transport of drug in the municipality

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
Create an initiative to regulate the sale of inhalants in the State of Queretaro that provides specific sanctions in Queretaro's State Health Act.	<ul style="list-style-type: none"> • Municipal Government • Government of the State of Queretaro 	<ul style="list-style-type: none"> • City Council of Queretaro • Commission on Social Development, Vulnerable Groups and Housing of the State of Queretaro • CECA • SESEQ • Civil society • Business sector • Academics and researchers

⁸² See section a) Context of the municipality of Queretaro.

Recommendations regarding infrastructure for the prevention of drug use and the transport of drugs in the municipality

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
Expand the coverage of addiction rehabilitation centers.	<ul style="list-style-type: none"> • Health Services of the State of Queretaro • Ministry of Health 	<ul style="list-style-type: none"> • Center Against Addictions (CECA)

Recommendations regarding strategies for the prevention of drug use and the transport of drugs in the municipality

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
Increase surveillance in areas where there is a higher incidence of inhalant sale and consumption.	<ul style="list-style-type: none"> • SSPMQ 	<ul style="list-style-type: none"> • SSC
Strengthen the implementation of the "Frontera" operation.	<ul style="list-style-type: none"> • SSPMQ 	<ul style="list-style-type: none"> • SEDENA • SSC • Municipal Police of the Metropolitan Area

Recommendations regarding research for the prevention of drug use and the transport of drugs in the municipality

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
Identify drug use among students and support protocols for the care of vulnerable populations.	<ul style="list-style-type: none"> • SESEQ 	<ul style="list-style-type: none"> • USEBEQ • SEDEQ • SEP • Civil society
Conducting research on drug points of sale and establish inspection filters to increase the number of seizures.	<ul style="list-style-type: none"> • SSPMQ 	<ul style="list-style-type: none"> • Queretaro State Attorney General's Office • SSC • Police of the Metropolitan Area

2.4. Homicide

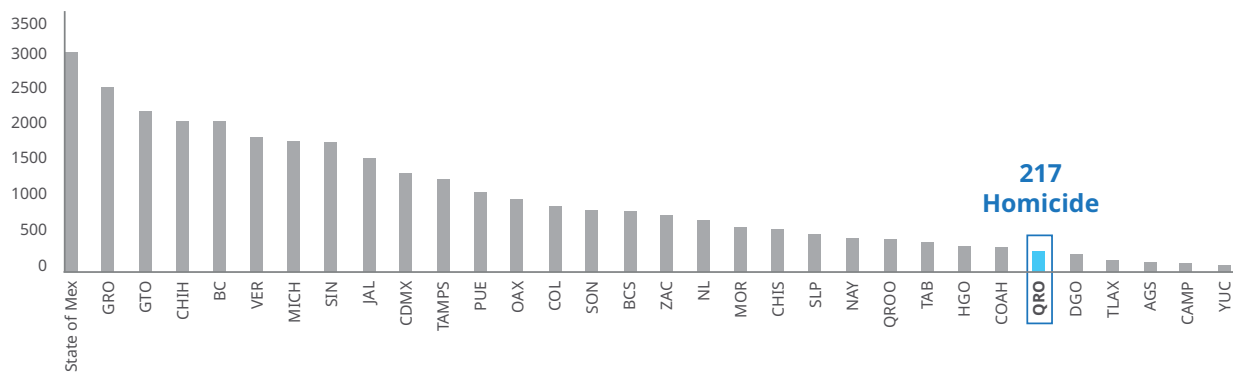
According to the *Global Study on Homicide. Gender-related killing of women and girls*, six out of ten women in the world are murdered by their partners or family members⁸³. It is necessary to strengthen the recording of intentional homicides of women in order to determine the characteristics of the perpetrator, the type of homicide, the cause of death, among other variables established by the International Classification of Crimes for Statistical Purposes⁸⁴ and devise better strategies for addressing and preventing gender-based violence.

Homicides: figures and testimonies

Homicide is one of the best-defined, most accurate and most comparable indicators that allows us to obtain reasonable approximations about violent crimes and levels of insecurity⁸⁵. In Mexico, there are at least two sources that produce data on homicides on a periodic basis and based on which this violent act can be measured and some of the victims' characteristics determined, although it has some limitations since very little is known about perpetrators and the context⁸⁶ in which the homicides they occur.

In 2017, in Mexico, there were 32,079 homicides⁸⁷. However, Queretaro is one of the states with the fewest homicides per year. A national homicide comparison is shown below.

Figure 39. Total homicides by state in 2017.



SOURCE: Prepared by the authors with data from INEGI 2017. Mortality rates.



"In (...) street, close to the roundabout, there was a lady who used to rent her house. They went in to kill her and nobody realized it until 14 days later."


⁸³ UNODC (2018). *Global Study on Homicide. Gender-related killing of women and girls*. Retrieved from: https://www.unodc.org/documents/data-and-analysis/GSH2018/GSH18_Gender-related_killing_of_women_and_girls.pdf

⁸⁴ UNODC (2015). *International Classification of Crimes for Statistical Purposes (ICCS)*. Retrieved from: https://www.unodc.org/documents/data-and-analysis/statistics/crime/ICCS/ICCS_SPANISH_2016_web.pdf

⁸⁵ UNODC (2013). *Global Study on Homicide*. Retrieved from: <https://www.unodc.org/gsh/>

⁸⁶ There are successful experiences such as the Cardiff model, in which information is collected through hospital emergency rooms on injuries resulting from violent acts or crimes. By analyzing the victim, the perpetrator and the context, it is possible to propose measures to prevent crimes, such as homicides.

⁸⁷ According to WHO, 10 homicides per every 100,000 inhabitants is considered an epidemic.

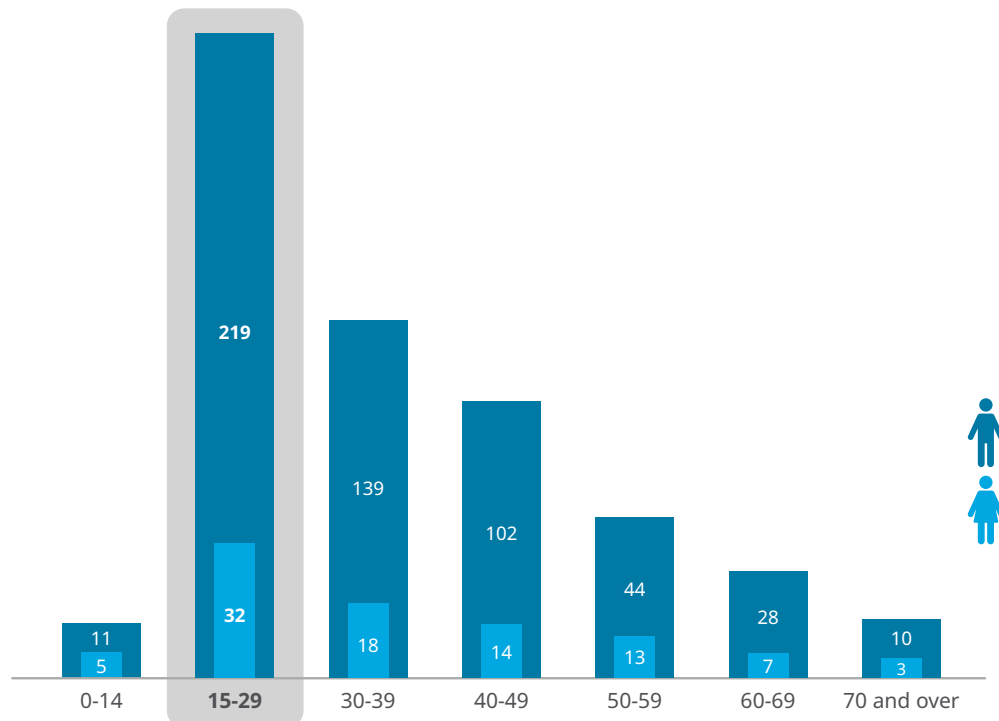


“They killed a man about three years ago and robbed his house.”

“At the traffic light at (...), some young people got killed. They wanted to kill some guys and they also killed a man. The guy worked cleaning windshields at the traffic lights.”

“They found a young woman, about a year and a half ago, close to (...). She had no face.”

Figure 40. Total homicides in the municipality of Queretaro, 2010-2017

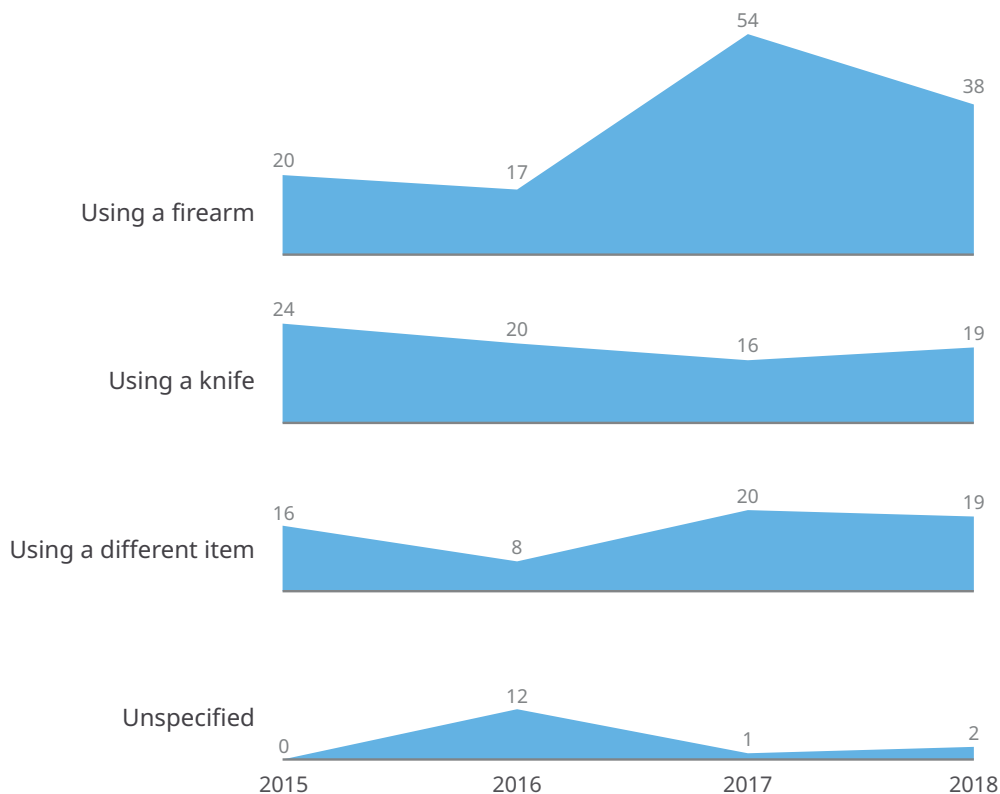


Source: Prepared by the authors with data from Statistics on deaths due to violent deaths, INEGI, 2010-2017.

The age range displaying the highest amount of homicide cases, both involving men and women, is from 15 to 29 years old, followed by 30 to 39 years old. It is necessary to target prevention measures towards these age ranges (see *Recommendations* section).

Most homicides have been committed using firearms. Between 2015 and 2018, these amounted to 129.

Figure 41. Intentional homicides in the municipality of Queretaro



Source: Prepared by the authors with data from the Executive Secretariat of the National Public Safety System, 2015-2018.

Homicides registered between 2015 and 2018 took place close to public spaces, such as schools, sports facilities, parks or churches. The map shows a neighborhood where registered homicides took place in public spaces. It also shows crimes committed using firearms, in city blocks with high population density.

Map 12. Homicides in the municipality of Queretaro



Source: Prepared by the authors with data from the Municipal Ministry of Public Safety of Queretaro (2010 – 2017).

These figures are backed up by the testimonies of some inmates serving sentences for intentional homicide:

Killing in self-defense:



“My partner was very good at the beginning of the relationship, even with my two small children. But afterwards, he couldn’t stand them anymore. I had to serve him dinner separately and my children couldn’t make any noise at all. He threatened me and wouldn’t even let me go pick up my children from school, they had to come home alone. He was very jealous, he beat me, forbade me from going out... He had a gun because he used to be a soldier. I didn’t mean to kill him, but it was his life or mine and my children’s...”

Homicides related to the consumption of alcohol or drugs:



"We invited this guy over because he was going to tattoo us... He and my husband were already drunk, and he said he was going to the bathroom and went upstairs into my daughters' room. He tried to rape my daughter, so my husband beat him, but he couldn't stop him. The guy pushed me to the floor, but when I saw that he had also pushed my husband down, I killed him with a knife. I didn't know what to do and I was very scared; we took him out to the street because that night there was a fight between neighbors, but we didn't clean the garage well. My husband is in male prison and here I am, I am very worried about my daughters..."



"I didn't mean to kill him. We knew each other from parties we had both attended, and that night he and his friends were abusive; that's why we fought. We were already drunk when we started fighting and they went home, but one of them came back and called us out. That's when I went out after him, and when I got there, this other guy got into the fight. I began to beat him, until they took me off him. I never thought he would die after that."

Sentimental relationship homicide:



"I killed my lover. I killed him because my husband told me that if I didn't, he was going to take my children away from me. He taught me how to shoot, he gave me the gun, he explained to me where I should aim when shooting him so I wouldn't miss, so I would kill him."

Findings

- Homicides have increased among men and women. In 2017, the highest number of homicides in seven years was recorded.
- The increase in violence and fighting can lead to homicides, especially among young people between 15 and 29 years old.
- 45% of homicides registered in the municipality are committed using firearms.
- Interviewed inmates sentenced for intentional homicide spoke about experiences associated with a violent act or self-defense.
- Risk factors identified in the municipality related to social exclusion, gender-based violence and drug and alcohol abuse can lead to homicides.

• The number of homicides committed against women exceed those registered as femicides. The SESNSP registered only 4 feminicides during 2015 and only one case during 2018. However, for the 2010-2017 period, INEGI reported 90 violent deaths where victims were women, most of them involving victims between 15 and 29 years old.

Recommendations

Recommendations on strategies and programs to reduce homicides

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
<p>Implement and maintain awareness-raising campaigns against violence and aimed at the peaceful conflict resolution.</p> <p>Focusing on groups vulnerable to victimization, i.e. people between the ages of 15 and 29 and in schools.</p> <p>Develop cognitive-behavioral workshops for vulnerable population who live in neighborhoods with a high incidence of crime:</p> <ul style="list-style-type: none"> - Anger Management - Community mediation in the face of conflict - Education for peace and non-violence - Stimulation of social empathy - Awareness of the value of life 	<ul style="list-style-type: none"> • USEBEQ • SEDEQ 	<ul style="list-style-type: none"> • State Coordination of the Penitentiary System (CESP) • Civil society • Academia • UNODC • IMJUQ
<p>Adopt international standards such as the International Classification of Crime for Statistical Purposes (ICCS) to improve the quality of information collected by criminal justice institutions and to better understand victims, perpetrators and the context of the cases.</p> <p>If information is available based on this classification, disseminate that which is related to the context of the crime, the victim and the accused (as appropriate).</p>	<ul style="list-style-type: none"> • Office of the State Attorney General • SSPMQ • SSC 	<ul style="list-style-type: none"> • UNODC

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
Implement the Cardiff Model in hospitals, clinics and health centers for information exchange with public safety institutions in order to develop crime prevention strategies at the local level.	<ul style="list-style-type: none"> • SESEQ • Federal Ministry of Health 	<ul style="list-style-type: none"> • SSPMQ • SSC • Office of the State Attorney General
Implement a protocol for supporting victims subject to special protection measures due to gender-based violence in order to prevent femicide.	<ul style="list-style-type: none"> • SSPMQ • UNESVIG 	<ul style="list-style-type: none"> • Civil society • Academia, researchers • IMMQ
Increase the sanctions for the illegal carrying of firearms used exclusively by the Army and of home-made firearms, <i>in order to reduce availability and illicit trafficking.</i>	<ul style="list-style-type: none"> • SEDENA 	<ul style="list-style-type: none"> • Civil society, academia, researchers • SEGOB Queretaro • Office of the State Attorney General

Recommendations on police investigations to reduce homicides

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
Focus investigations on the modus operandi of homicides, in order to analyze potential preventive strategies concerning violent behaviors.	<ul style="list-style-type: none"> • Office of the State Attorney General 	<ul style="list-style-type: none"> • SSPMQ • Civil society, academia, researchers

2.5. Illicit possession of and trafficking in firearms

In 2016, 38% of victims of lethal violence worldwide were shot. The regions of Latin America and the Caribbean recorded the highest number of firearm-related deaths⁸⁸.

In Mexico, illegal circulation of firearms exists. To solve this problem it is necessary to know the origin, transportation routes and forms of distribution. The presence of firearms worsen crime and can lead to homicides and injuries. In addition, hearing gunshots in public spaces increases the feeling of insecurity.

Illegal possession of and trafficking of firearms: figures and testimonies

People from Queretaro identified carrying and possession of firearms, as well as hearing gunshots near their homes, as troublesome situations that take place on a daily basis.



"Inside schools, kids with knives threatened other students. Firearms were also found in an internal backpacks inspection operation."



"I don't know where they get them, but we know some of them have weapons home."

⁸⁸ UNODC (2015). Study on Firearms. A study on the transnational nature of and routes and modus operandi used in trafficking in firearms. Retrieved from: https://www.unodc.org/documents/firearms-protocol/UNODC_Study_on_Firearms_WEB.pdf

Witnessing gunfire near home has increased from 13.9% in the first quarter of 2016 to 22.5% in the same period in 2018⁸⁹.



“Sometimes, between 9:00 and 11:00 PM, you can hear gunshots and you never know what happened.”

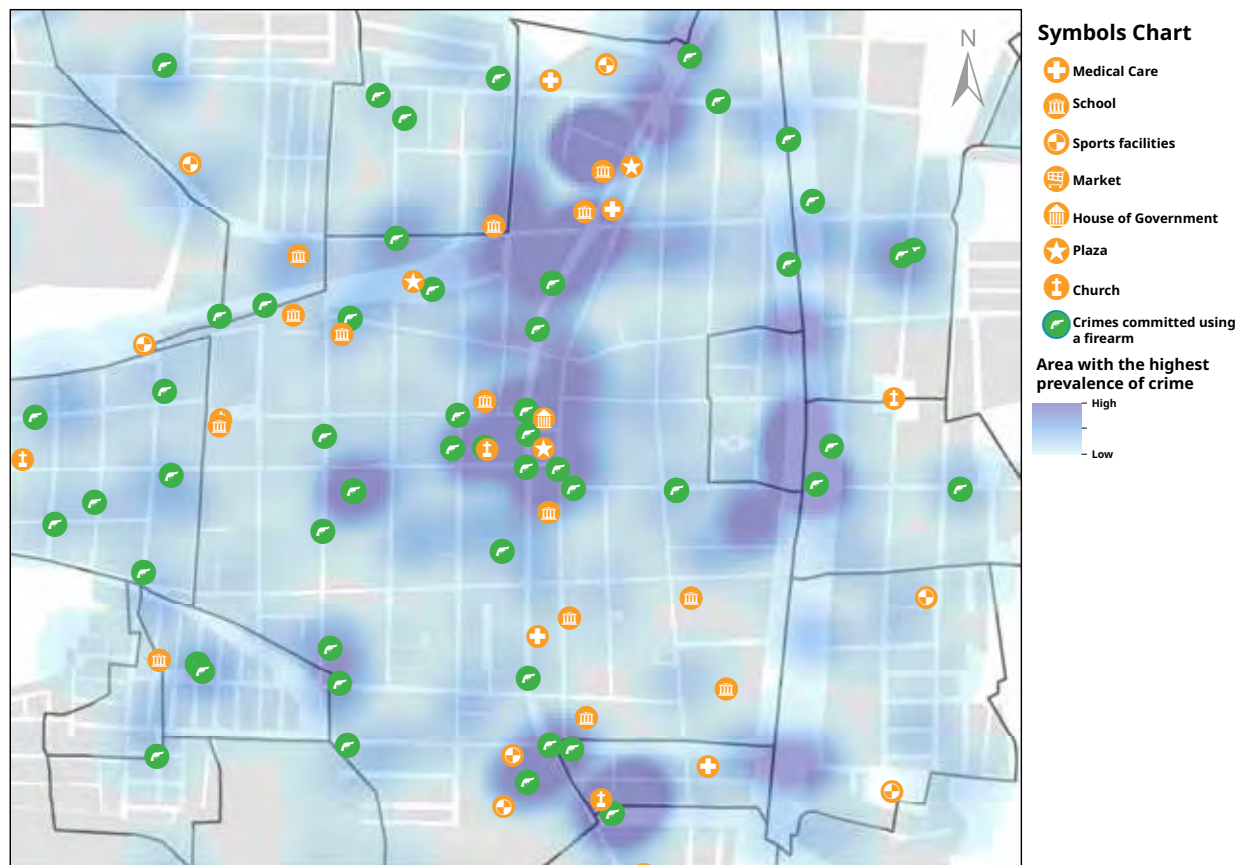
Figure 42. Witnessing frequent gunfire in the municipality of Queretaro, 2016-2018



Source: Prepared by the authors with data from the National Survey of Urban Public Safety (2016-2018).

⁸⁹ INEGI (2018). National Survey of Urban Public Safety (ENSU). Retrieved from: <http://www.beta.inegi.org.mx/proyectos/enchogares/regulares/ensu/>

Map 13. Crimes where a firearm was used, compared to total crimes (2010- 2017)

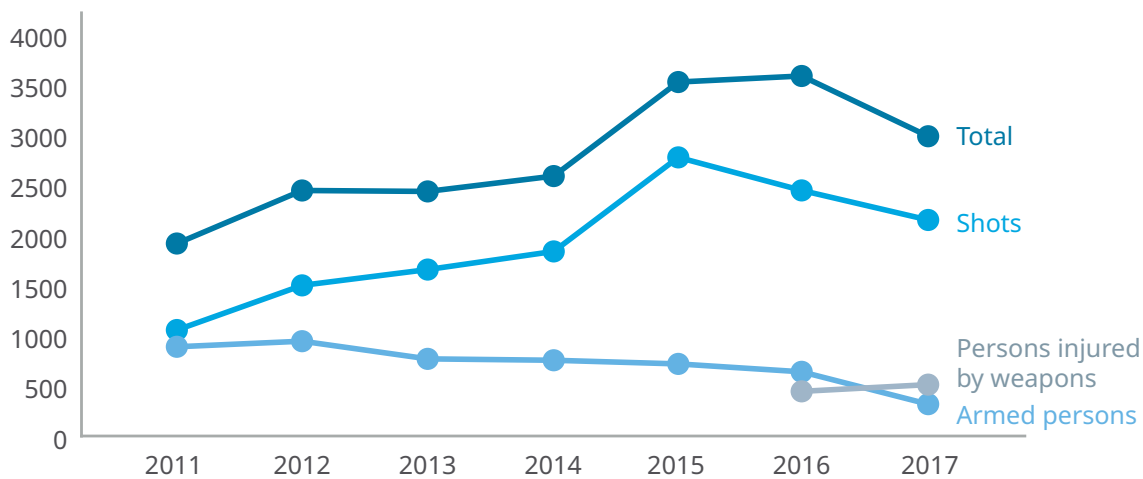


Source: Prepared by the authors, with data from the Municipal Ministry of Public Safety of Queretaro (2010 - 2017) and the National Statistical Directory of Economic Units of INEGI.

Between 2011 and 2017, SSPMQ’s 911 hotline recorded 19,560 calls from citizens reporting people carrying guns, detonations, weapons found in public spaces and people injured by firearms.⁹⁰

⁹⁰ Municipal Ministry of Public Safety of Queretaro (SSPMQ) 2010-2017 Incidence of Crime

Figure 43. Cases reported to 911



Source: prepared by the authors with data from the Municipal Ministry of Public Safety of Queretaro (2011-2017).

Homemade manufacture of weapons was also observed. This type of weapons is manufactured with different materials⁹¹ such as: defective weapon parts, galvanized steel tubes, nails, corks, gunpowder, etc. As a result, their ammunition and design are low-cost. The existence of these weapons goes beyond official records, which is a risk due to the easy access and the difficulty to track them. It is necessary to obtain reliable measurements and devise effective confiscation strategies.



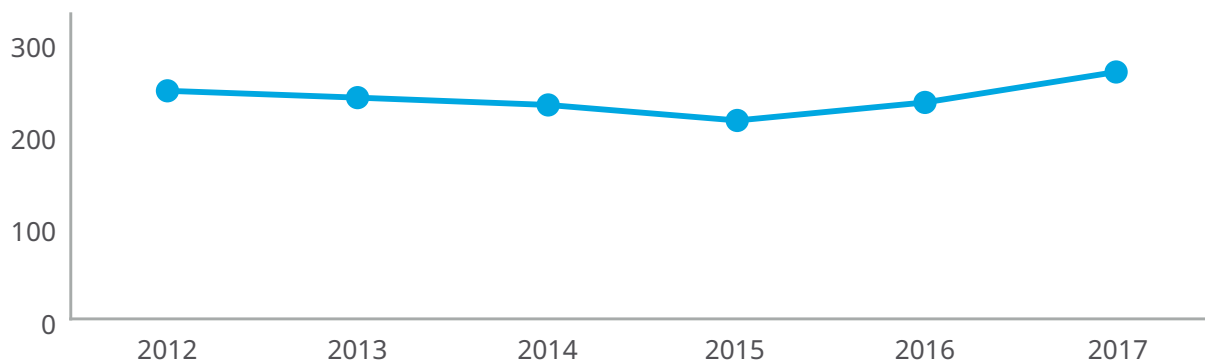
"Firearms can be bought at (...). We don't know how much they cost, but we know they get them for you and sell them there."



"They use weapons but these are home-made; whether they make them or buy them, it is unknown; what we know is that they do work."

⁹¹ Montiel, Adrian Cruz Ezequiel (2018). The use of home-made weapons triggers. El Diario. Retrieved from: http://www.ntrguadalajara.com/post.php?id_notas=115582
 Hernandez, Abraham (2018). A home-made gun is fired inside a bank in Constituyentes and Avenida Cimatario. Informe Queretaro. Retrieved from: <http://informequeretano.com/2018/06/18/se-dispara-con-arma-hechiza-al-interior-de-sucursal-bancaria-en-constituyentes-y-avenida-cimatario/>

Figure 44. *Illegal possession, carrying, storage, transportation, sale and use of firearms in the state of Queretaro.*

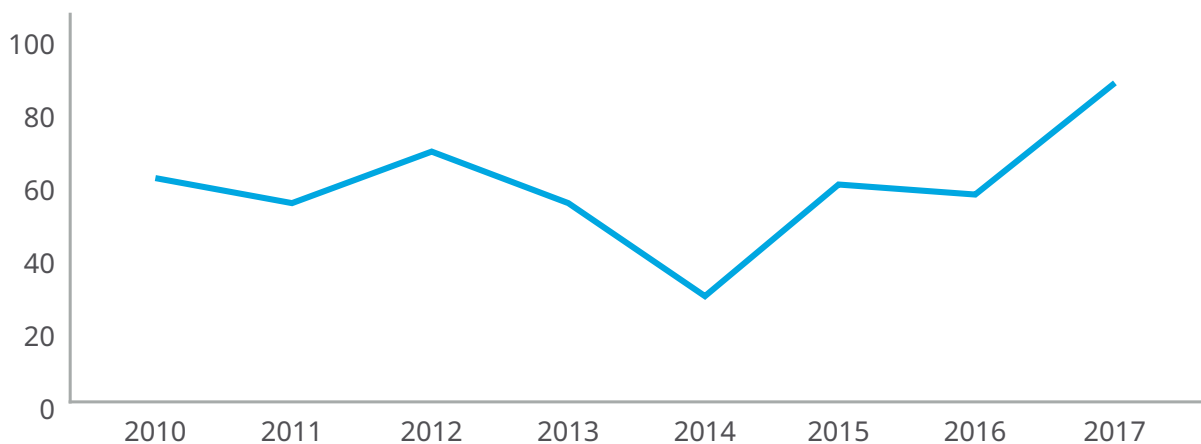


Source: Prepared by the authors with data from the Executive Secretariat of the National Public Safety System (2012-2017).

Between 2010 and 2017, SSPMQ seized 477 firearms in the municipality. Specifically, 2017 was the year with the highest number of seizures by the municipal authority (88 firearms)⁹².

Nowadays, the legal and illegal carrying of firearms entails the possibility of committing any type of crime, increases fear and intimidation of victims and represents a threat against the life of bearers and people around them.

Figure 45. *Weapons seizures by SSPMQ, from 2010 to 2017*



Source: Prepared by the authors with data from the Municipal Ministry of Public Safety of Queretaro

⁹² SSPMQ (2018). Weapons seizures, 2016-2018.

Keeping a record of the illegal circulation of weapons among the population is a complex task at all levels of government, because identifying weapons means that they must be used to commit crimes such as robbery, homicide, threat, kidnapping and extortion.



“Firearms or knives are used in all robberies. We feel more vulnerable and exposed to being attacked in this way.”

According to data from SESNSP⁹³, between 2015 and 2018, 45% of intentional homicides were committed using firearms in the municipality of Queretaro.



“Here, when people get killed in a robbery or a fight, it is because they were shot. You can hear gunshots at parks every Friday and Saturday. You can hear them at any time, it has become very usual.”

The Federal Law on Firearms and Explosives (LFAFE)⁹⁴ regulates the control of all weapons in the country and monitors their possession, carrying, transport, storage and use, as well as the corresponding sanctions in case of non-compliance. The Ministry of Defense (SEDENA) is the only institution with the power to issue collective, individual, and temporary firearm licenses in the country; it is also responsible for promoting sanctions and the destruction of seized weapons by municipal, state, and federal authorities.

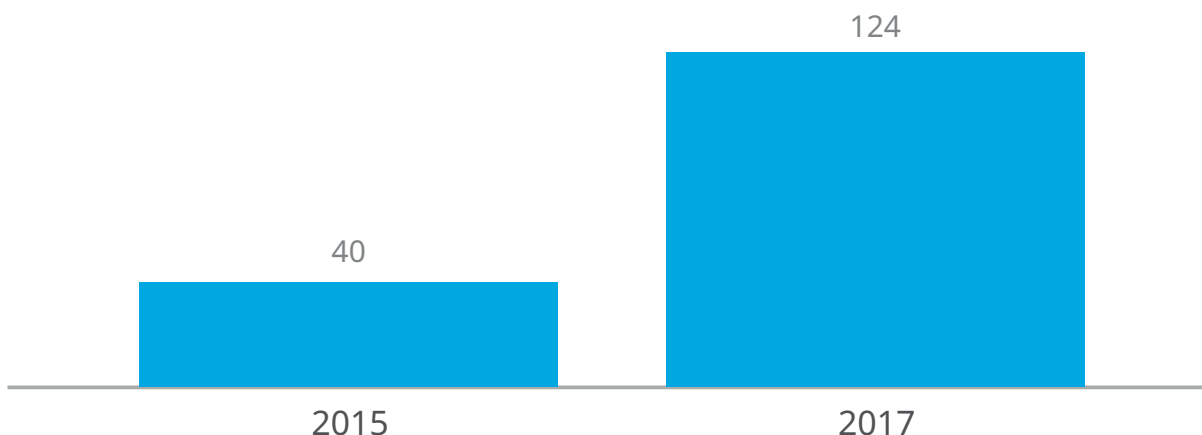
In addition to the seizures made by the municipal police, there is a national weapon exchange program headed by SEDENA⁹⁵, which consists in exchanging voluntarily surrendered firearms for vouchers that allow people to acquire household appliances. This requires coordination with state and municipal authorities to encourage such exchange and dissuade the possession and carrying of firearms that put the community at risk.

SSC and SSPMQ, in addition to the collaboration with SEDENA for the disarmament of the population, have also introduced an initiative to exchange violent toys for children in the municipality of Queretaro. This preventive strategy seeks to promote a culture of peace in children.

⁹³ Executive Ministry of the National Public Safety System. Incidence of crime of the local jurisdiction (2015-2018). Retrieved from: <https://www.gob.mx/sesnsp/acciones-y-programas/incidencia-delictiva-87005>

⁹⁴ Federal Law on Firearms and Explosives (2015). Retrieved from: http://www.diputados.gob.mx/LeyesBiblio/pdf/102_12nov15.pdf

⁹⁵ SEDENA (2018). Retrieved from: <https://www.gob.mx/sedena/videos/canje-de-armas-secretaria-de-la-defensa-nacional>

Figure 46. Total number of weapons seized through the municipal arms exchange program

Source: Prepared by the authors with data from the Ministry of National Defense, 2018.

This program was carried out at least once a year during 2015 and 2017, 164 weapons were seized. From 2015 to 2017, the increase in weapons was 210%, which confirms an increase in the circulation of arms within the municipality.

The illegal carrying and possession of weapons in the municipality means that these are available for clandestine sale, for example, through social networks or in the black market. This illicit circulation of arms makes them easily accessible to the general population.

Findings

- People in the municipality claim to witness the carrying and/or possession of firearms on a daily basis.
- 45% of homicides registered in the municipality are committed using firearms.
- In the last quarter of 2018, 27.8% of the population declared to have heard gunshots near their homes.
- Home-made weapons are manufactured and sold. Tracing these types of weapons is challenging.
- The use of weapons is related to other crimes such as kidnapping, extortion or threats.

Recommendations

Recommendations regarding the availability, carrying and possession of firearms

Recommendations	Responsible organization or institution	Possible allied organizations or institutions
Reproduce the National School Coexistence Program for the prevention and detection of weapons in schools.	<ul style="list-style-type: none"> • USEBEQ • SEDEQ 	<ul style="list-style-type: none"> • SSPMQ • SEP • Civil society
Promote greater economic or in-kind incentives of the Weapons Exchange program and increase its frequency.	<ul style="list-style-type: none"> • SEDENA • SSPMQ 	<ul style="list-style-type: none"> • Office of the State Attorney General • SSC • Business sector
Promote a “community protection” strategy focused on encouraging reporting for carrying weapons or witnessing gunfire, which allows to establish inspection points in areas with a higher number of reports.	<ul style="list-style-type: none"> • SSPMQ 	<ul style="list-style-type: none"> • Civil society and community leaders • SSC • Office of the State Attorney General
Foster police investigations on the origin and characteristics of seized weapons in the municipality to develop strategies to trace their illicit circulation, reduce access and dissuade the use of weapons.	<ul style="list-style-type: none"> • SEDENA • Attorney-General's Office of the Republic • Office of the State Attorney General • SSC 	<ul style="list-style-type: none"> • SSPMQ



Capacities of the Municipal Ministry of Public Safety of Queretaro (SSPMQ)

3. Capacities of the Municipal Ministry of Public Safety of Queretaro (SSPMQ)

The Municipal Ministry of Public Safety of Queretaro plays a crucial role in the formulation and implementation of crime prevention policies. Therefore, we consider that the analysis of its attributions, capacities and procedures is key for two reasons: first, it will allow us to identify its strengths and progresses made, and second, by determining areas of opportunity, we will recommend targeted actions for its strengthening.

This section presents the findings resulting from the review and analysis of information obtained through different documentary sources, in addition to direct observation and exploration carried out through interviews with heads of administrative units within the Ministry and tours of its facilities.

Context

The Ministry was created on July 1, 1998, as the General Directorate of Municipal Public Safety, with a force of 400 police officers. Four years later, in 2002, the creation of the Municipal Ministry of Public Safety was approved.

Since its creation, the Ministry has undergone at least five restructurings (2003, 2004, 2008, 2012 and 2017). In all of them, priority was given to the growth of functions and labor force. Different operative areas have been incorporated to achieve an institutional performance focused on the prevention of any kind of crimes, by executing actions aimed at safeguarding integrity, patrimony, people's rights, the preservation of public order and social peace.

Regulatory framework

The Organic Regulations of SSPMQ applicable at the time of information recollection was published on 21 March 2017. It was preceded by the Regulation published in 2012. Article 22 of the Organic Regulations of SSPMQ establishes its attributions and describes the actions to be carried out:

1. Responsible for police operation
2. Road order and control
3. Complying with and monitoring compliance with the law
4. Preventing criminal behaviors
5. Establishing crime prevention policies
6. Establishing a Police Disciplinary Regime
7. Coordinating the Professional Police Career Service
8. Fostering citizen participation

The current organization of the Ministry implied relevant structural changes:

- The Planning and Supervision Department was created;

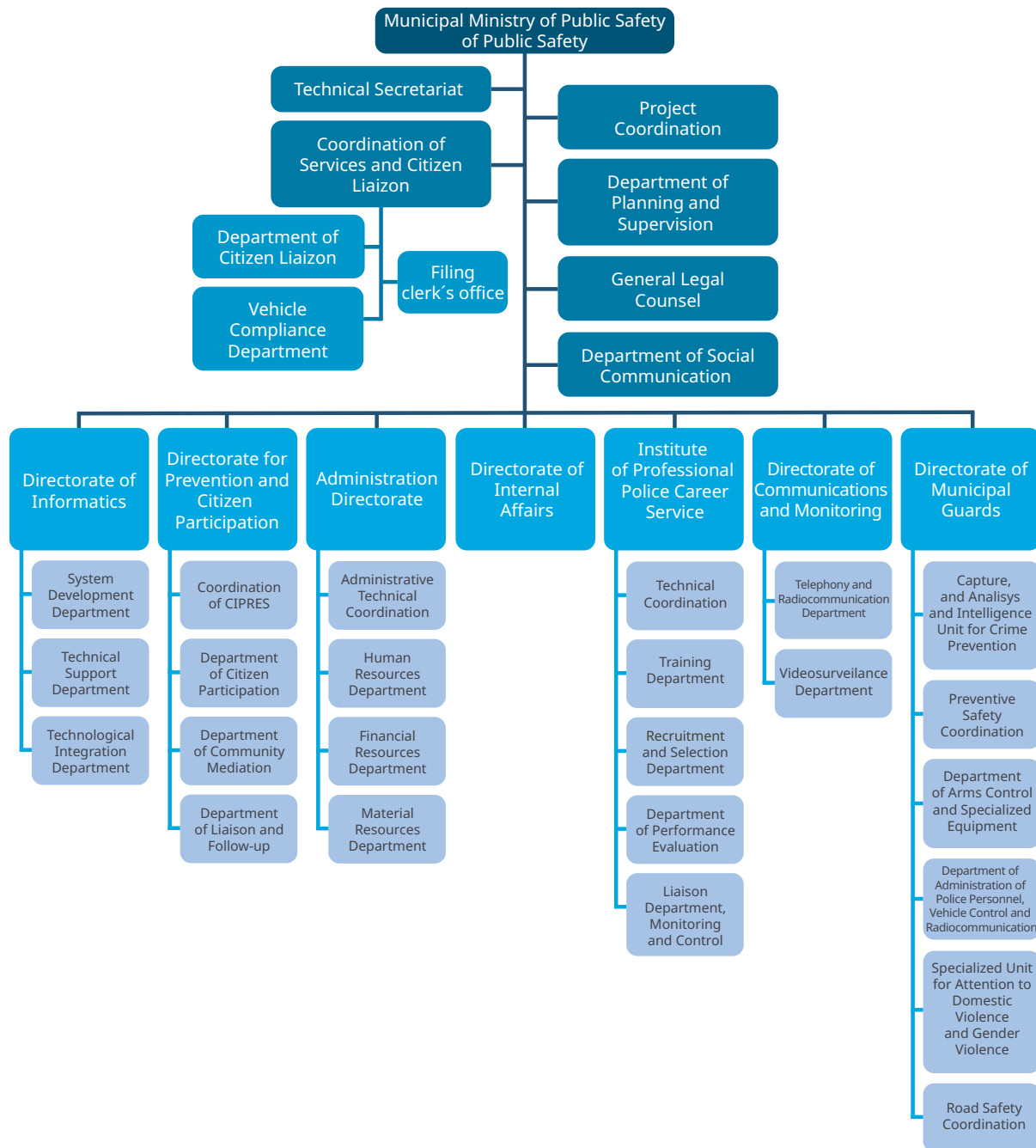
- Distribution of human resources was restructured, which meant allocating new functions among its Units, Directorates, Departments and Coordination Offices.
- Its structure is currently divided into two Units: the Technical Support Unit for the area under the head of the Ministry and the Administrative Unit. The first is composed of six headoffices and divided into three coordination offices, two departments and a technical secretariat. The Administrative Unit is composed of seven directorates.

Its preventive mandate, by mere legal nature, implies coordination with all municipal agencies and a close inter-institutional collaboration at the state level with the State Safety Cabinet, made up of the Ministry of Government, the Ministry of Citizen Safety and the Attorney General's Office of the State of Queretaro. It also has collaborative links with entities responsible for investigating and punishing activities that may lead to federal crimes, such as the Federal Police (PF), the Prosecutor-General's Office of the Republic (PGR) and SEDENA.

In 2017, the training model for Superior University Technicians (TSU) in Municipal Preventive Police was created as part of the Institute of Professional Career Service (ISPC), which was published in the Municipal Gazette and in the Academic Regulations of SSPMQ. In 2018, 196 people graduated Superior University Technicians, 82 of these⁹⁶ were part of the first two generations of ISPC graduates, and the rest obtained the TSU certificate by taking a CENEVAL accreditation exam. The aim of this strategy is to promote development and professionalization of the police by promoting the completion of a higher-level academic degree that grants graduates a professional degree and license.

⁹⁶ All individuals with a TSU degree are currently employed by SSPMQ.

Organization chart



Source: Prepared by the authors with data from SSPMQ Organic Regulations, 2017.

Structure: Functions and Strengths

Technical Support Units

Area	Functions	Strengths
Technical Secretariat	<ul style="list-style-type: none"> • Logistical, technical and informational support to improve the performance of the different areas and the Office of the Secretary. • Support, coordinate and solve matters within their scope of responsibility. 	<ul style="list-style-type: none"> • Effective inter-area and inter-institutional communication. • Representation in Commissions. • Coordination for logistical support. • Effective agenda and follow-up.
Department of Planning and Supervision	<ul style="list-style-type: none"> • Create a system for managing and following-up on issues. • Analyze documentation to be signed by the Secretary. • Prepare activities reports of the different areas of the Ministry. • Prepare special reports, as well as following-up on agreements and meetings. 	<ul style="list-style-type: none"> • Reception, analysis and review of documentation for signature of the Secretary. • Monitoring of the Safety Program • Results indicators by area for compliance monitoring
Department of Social Communication	<ul style="list-style-type: none"> • Attend and disseminate the Ministry's activities. • Prepare communication instruments and design dissemination strategies. • Inter-institutional and inter-area linkages to validate information. 	<ul style="list-style-type: none"> • Design, manage and disseminate public campaigns, institutional image and social networks. • Production of information for analysis. • Dissemination tools and mechanisms.
Project Coordination	<ul style="list-style-type: none"> • Distribute projects by area, as well as the design, creation, management and review of federal or state. • Prepare periodic reports on the investments made, as well as the final annual report that requires the approval of the highest municipal authority (municipal government). • Develop quarterly evaluation reports and report cards on institutional performance through the measurement of indicators and their periodic registration of the system. 	<ul style="list-style-type: none"> • Institutional certifications, efficient concentration of the indicator reporting processes and registration of federal resources. • Concentration of Results-based Indicator Matrix (MIR) for all areas.

Area	Functions	Strengths
General Legal Counsel Coordination	<ul style="list-style-type: none"> • Provide assistance to the legal services of all administrative units. • Prepare proposals for the creation and modification of legal instruments. 	<ul style="list-style-type: none"> • Creating legal instruments, internal regulations.
<i>Administrative Area</i>	<ul style="list-style-type: none"> • Coordinate the legal guidance and defense of police officers. 	<ul style="list-style-type: none"> • Advising the administrative and operative areas.
<i>Labor Proceedings Area</i>	<ul style="list-style-type: none"> • It is in charge of criminal, civil and family courts, <i>amparos</i> that are related to cases where the secretary is involved. Advices all areas that do not have lawyers. 	<ul style="list-style-type: none"> • Dealing with complaints and recommendations in coordination with the Internal Inspector's Office.
<i>Area of Human Rights and Transparency</i>	<ul style="list-style-type: none"> • Receive, analyze, process and prepare responses to citizen requests. 	<ul style="list-style-type: none"> • Response and follow-up to citizen requests through the access to information system.
Coordination of Services and Citizen Liaison	<ul style="list-style-type: none"> • Direct contact with citizens when assisting them in the payment of tickets and special cases or complaints against personnel of the Ministry, as well as the administration of bonds withheld in cases of lack of compliance. 	<ul style="list-style-type: none"> • Inter-area coordination for complaints.
<i>Filing clerk's office</i>	<ul style="list-style-type: none"> • Reception of documents addressed to all areas of the Ministry. 	<ul style="list-style-type: none"> • Registration of correspondence
<i>Vehicle Compliance Department</i>	<ul style="list-style-type: none"> • Responsible for paperwork related to withheld license plates, driving license, circulation cards and/or vehicles. 	<ul style="list-style-type: none"> • Infractions registration system management.
<i>Department of Citizen Liaison.</i>	<ul style="list-style-type: none"> • Registration of complaints by citizens. 	<ul style="list-style-type: none"> • Direct service to citizens.

Administrative Units

Area	Functions	Strenghts
IT Directorate	<ul style="list-style-type: none"> • Its objective is to provide the necessary technological tools for the development of the areas, such as the creation of new software and platforms. • It gathers information from all areas through the Integrated Municipal Public Safety System (SISPUM). 	<ul style="list-style-type: none"> • Inter-area coordination for communication and information transfer.
<i>Systems Development</i>	<ul style="list-style-type: none"> • Design and propose technological projects that facilitate the activities of the areas of the Ministry. 	<ul style="list-style-type: none"> • Capacity in technological developments through the development of unique internal systems (use of open software).
<i>Technical support</i>	<ul style="list-style-type: none"> • Update the frequencies and communicability of the equipment of the operational personnel of the Ministry. • Technical support to electronic tablets and computer equipment. 	<ul style="list-style-type: none"> • Permanent technical support.
<i>Technological Integration</i>	<ul style="list-style-type: none"> • Carry out actions and apply technologies necessary for the exchange of information. It is in charge of communications and fiber optic network as well as the repair of cameras and radios. 	<ul style="list-style-type: none"> • Use of information technologies •COSMOS System
Directorate of Internal Affairs	<ul style="list-style-type: none"> • Its main functions are regular and extraordinary monitoring visits to the different areas of the Ministry. <p>It consists of two Inspector's areas.</p>	<ul style="list-style-type: none"> • Collaboration with the Honor and Justice Council • Annual plan for regular inspection visits to the different areas of the Ministry
<i>Deputy Surveillance and Prevention Inspectors</i>	<ul style="list-style-type: none"> • Carry out inspections to the administrative units and areas of the Ministry. • Issue, when appropriate, the appropriate recommendations. 	<ul style="list-style-type: none"> • Internal supervision of administrative and operational functions.

<i>Deputy Inspectors for Investigations and accountability</i>	<ul style="list-style-type: none"> • Opening case files and sanctions derived from complaints or citizen reports as well as from files opened by authorities, to prove the existence or non-existence of liability in police disciplinary hearings. 	<ul style="list-style-type: none"> • Monitoring of administrative and operational functions
Directorate of Communication and Monitoring	<ul style="list-style-type: none"> • Its primary function is to receive emergency calls and refer them to citizen support services. • Video surveillance monitoring is carried out to prevent crime, referrals to emergency services and support operational work. 	<ul style="list-style-type: none"> • Municipal video surveillance and video surveillance monitoring of the state system. • Plate readers and radio communication system. • 911 Emergency Line. • Manuals and Protocols for managing emergency incidents. • Multidisciplinary human resources.
Directorate of Prevention and Citizen Participation	It is responsible for direct communication with the community and interventions in the area of crime prevention; it consists of 1 coordinator and 3 departments that are responsible for serving as the liaison between operational commanders and citizens to develop workshops, courses or strategies of prevention.	<ul style="list-style-type: none"> • Road Safety Training Track. • Implementation of FORTASEG subsidies. • Ability to coordinate with other institutions
<i>Coordination of Social Prevention Comprehensive Centers (CIPRES)</i>	Design, implement and direct programmes, strategies and actions focused on social, situational and community prevention, adapting them to the local context through Social Prevention Comprehensive Centers (CIPRES)	<ul style="list-style-type: none"> • 4 Social Prevention Comprehensive Centers (CIPRES) • Youth programs in prevention, community mediation, school violence, among others.
<i>Department of Citizen Participation</i>	Promote community participation and organization, establishing bases and criteria for collaboration.	<ul style="list-style-type: none"> • Community liaison and risk identification
<i>Department of Community Mediation</i>	The objective of community mediation is to follow up on conflicts and coordinate with the Civic Court, the Social Prosecutor's Office and the Public Prosecutor's Office, through the CIPRES.	<ul style="list-style-type: none"> • Conflict resolution

<i>Department of Evaluation and Monitoring</i>	Evaluate and supervise the implemented programs and actions, generating tools for their strengthening and redesign.	<ul style="list-style-type: none"> • Timely evaluations
Directorate of Municipal Guards	Comprised of two coordination offices, three departments and two units. It is the main operative area and is responsible for implementing safety programs. It concentrates the greatest number of operational elements of SSPMQ. It is responsible for territorially distributing the operational personnel in 8 regions and 65 quadrants.	<ul style="list-style-type: none"> • Victim Assistance Unit (UNESVIG) • Use of georeferenced information in the Capture and Analysis Unit for crime prevention strategies. • Inter-institutional operational coordination. • Implementation of federal subsidies.
<i>Safety Prevention Coordination</i>	<ul style="list-style-type: none"> • Responsible for the operational deployment of police and devices: Safe Streets, Irregular Sale of Alcohol, Safe Transportation, Inspection of scrap yards and yonkes, Inspection of Motorcycles, "Centro" Operation, "Frontera" Operation. 	<ul style="list-style-type: none"> • Community Policing. • Management of social networks that help the communicate and coordinate with the community.
<i>Road Safety Coordination</i>	<ul style="list-style-type: none"> • In charge of conducting traffic control operations for mass events, such as sporting events, protests, religious and bullfighting events. 	<ul style="list-style-type: none"> • Participation in the "Take Life Seriously" program.
<i>Department of Road Transit Incidents, Infractions and Statistics</i>	<ul style="list-style-type: none"> • Addresses all traffic accidents in the municipality, ticket-issuing control, breathalyzer program, citizen concerns regarding infractions and traffic accidents. 	<ul style="list-style-type: none"> • Participation in the "Take Life Seriously" program.
<i>Police Analysis and Intelligence Unit for the Prevention and Fight against Crime</i>	<ul style="list-style-type: none"> • Responsible for receiving the reports and written accounts (IPH) of operational personnel for their entry and generation of information for operations. The entry phases are: the reception of the IPH, validation of information, data entry and consultation in "Plataforma Mexico" unique system of criminal information. 	<ul style="list-style-type: none"> • Technology Management • Reporting • Statistical analysis • Criminal analysis • Inter-area communication

Department of Administration of Police Personnel, Vehicle Control and Radiocommunication	<ul style="list-style-type: none"> • It is responsible for acquiring new equipment for police officers and enforcing internal regulations and sanctioning administrative misconduct. 	<ul style="list-style-type: none"> • Optimization of resources.
<i>Department of Weapons Control and Special Equipment</i>	<ul style="list-style-type: none"> • In charge of safeguarding the armament of the Ministry. 	<ul style="list-style-type: none"> • Gun control.
<i>Domestic Violence and Gender Unit</i>	<ul style="list-style-type: none"> • Responsible for protecting the life and the physical and emotional integrity of victims of domestic violence, gender-based violence, negligent care of children, elderly adults or people with any disability. 	<ul style="list-style-type: none"> • Prevention programs for domestic violence. • Specialized assistance to victims. • Inter-institutional coordination.
Institute of Professional Police Career Service	<ul style="list-style-type: none"> • Responsible for planning and executing the Professional Career Service Program, focused on recruitment, training, evaluation and certification of applicants and police personnel. It consists of a Coordination and 4 Departments. 	<ul style="list-style-type: none"> • Training model for Superior University Technicians in the Municipal Preventive Police.
<i>Technical Coordination</i>	<ul style="list-style-type: none"> • Manage the approval of training plans and programs. 	<ul style="list-style-type: none"> • Initial and continuous training.
<i>Recruitment and Selection Department</i>	<ul style="list-style-type: none"> • Propose to the Commission of the Professional Service of Police Career the call for recruitment and selection of candidates to join the Ministry 	<ul style="list-style-type: none"> • Recruitment through public calls twice a year.
<i>Department of Performance Evaluation</i>	<ul style="list-style-type: none"> • It is in charge of coordinating the evaluation of performance based on the provisions in the Manual for the Evaluation of the Performance of Members of Public Safety Institutions, which is issued by SESNSP where the evaluation of skills, abilities and knowledge is verified. 	<ul style="list-style-type: none"> • Evaluations of police performance.
<i>Department of Training</i>	<ul style="list-style-type: none"> • In charge of preparing the annual continuous-learning training plan for police. 	<ul style="list-style-type: none"> • Police continuous-learning courses.
<i>Department of Liaison, Monitoring and Control</i>	<ul style="list-style-type: none"> • Establish links with educational institutions to improve professional career service. 	<ul style="list-style-type: none"> • Institutional coordination.

Recommendations

Technical Support Units

Area	Regulations and organic structure	Operational strategies	Human and Material Resources
Technical Secretariat		<ul style="list-style-type: none"> Promote mechanisms for inter-area coordination and with other secretariats based on the thematic axes of work. 	<ul style="list-style-type: none"> Expand personnel for technical support of the supervision of agreements in Commissions.
Department of Planning and Supervision	<ul style="list-style-type: none"> Create a Procedures Manual. 	<ul style="list-style-type: none"> Develop a periodic survey on the working environment. Establish a documentation record for the documents received and referred throughout the area. Create a management system for supervising agreements, handling of institutional issues. Create a database for keeping meeting records and minutes. 	
Department of Social Communication		<ul style="list-style-type: none"> Creating a campaign on the dignification of police work, the importance of citizen participation and self-care for crime prevention. 	<ul style="list-style-type: none"> Strengthen strategies and procedures for the use of social networks to address citizen reports.
Project Coordination		<ul style="list-style-type: none"> Incorporate a monitoring module to the areas that report management of subsidies (administrative and operational) within SISPUM. Improve internal processes and document archiving. 	<ul style="list-style-type: none"> Increasing human resources.

General Legal Counsel Coordination	<ul style="list-style-type: none"> • Transform the area into a Directorate • Create a Unit for the Defense of Policemen Rights. • Transform the area of Human Rights and Transparency into a Coordination. 		<ul style="list-style-type: none"> • Expand the human resources areas so they can supervise and advice under the framework of the new accusatory penal system.
Coordination of Services and Citizen Liaison	<ul style="list-style-type: none"> • Create protocols between the Ministry of Mobility and SSPMQ to define the attributions in relation to the safeguarding of guarantees/bonds. 	<ul style="list-style-type: none"> • Use the information on the origin of the withheld bonds for intelligence purposes. • Make the final destination of bonds transparent. • Apply Satisfaction and Quality Surveys to citizens. 	<ul style="list-style-type: none"> • Improve facilities by expanding the area of management and safeguarding of bonds. • Increase the number of personnel on rotation.

Administrative Units

Area	Regulations and organic structure	Operational strategies	Human and Material Resources
IT Directorate	<ul style="list-style-type: none"> • Development of technical protocols for the use of equipment and software for operating personnel. 	<ul style="list-style-type: none"> • Extend the coverage of technological tools for all operational personnel. • Complete the process for developing the infractions record system. 	<ul style="list-style-type: none"> • Design of an App for 911 reports in CECOM. • Increase equipment acquisitions (tablets, portable printers) for: <ul style="list-style-type: none"> - Registration of infractions and traffic accidents. - Use of COSMOS - Georeferencing crime. • Maintain the use of open software for georeferencing crime through mobile devices (SURVEY for ARCGIS) that do not require internet access.
Directorate of Internal Affairs	<ul style="list-style-type: none"> • Have in place procedural manuals and internal guidelines for investigation proceedings based on citizen reports. 	<ul style="list-style-type: none"> • Serve as liaison with the new Unit for the Defense of Police Rights to ensure transparency in investigations. 	<ul style="list-style-type: none"> • Apply the use of the KARDEX in the system for follow-up on cases.

<p>Directorate of Communication and Monitoring</p>	<ul style="list-style-type: none"> • Adopting the Operator Training Manual for emergency calls by UNODC. • Create a Manual of Victim's Service Protocols. • Create a Command Center (C4) 	<ul style="list-style-type: none"> • Install panic buttons on the main avenues. • Implement an App for 911 emergency reporting linked to UNESVIG. • Consolidate the standardization of 911 emergency line record databases. 	<ul style="list-style-type: none"> • Improve the conditions and operating space of the 911 Emergency Line. • Increase human resources for emergency line assistance. • Increase the coverage of plate readers within the main avenues of the municipality. • Extend coverage of video surveillance cameras • Adopt emotional containment and stress management techniques for emergency call operators, by UNODC.
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<p>Directorate of Prevention of Crime and Citizen Participation</p>	<ul style="list-style-type: none"> • Establish a normative framework within the budget process for consistent annual funding of the CIPRES. • Create self-care manuals for vulnerable sectors of the population (children, young people, women and the elderly). • Implement international standards on crime prevention and human safety. 	<ul style="list-style-type: none"> • Design a Comprehensive Crime Prevention Model with the participation of different sectors and institutions. • Establish relationships with elementary, middle, high and higher education institutions for the implementation of workshops on school bullying, violence, addictions, neighborhood risk behaviors, suicides, patrimonial crimes. • Coordinate focused inter-institutional interventions. • Focus efforts to prevent gender-based violence, including domestic violence, in coordination with UNESVIG. • Promote a Municipal Coordination Office for Crime Prevention with the participation of the three levels of government. • Systematize the information in a structured way at the management level for data exchange with the Intelligence Unit. • Create a catalog with a breakdown of the type of preventive activities and related institutions. • Coordinate with Youth Integration Centers and civil society network that works with young addicts. • Incorporate the perspective of peace education in mediation workshops. • Develop programs for Safe Road Culture education. • Coordinate the recovery of public spaces in areas with no access to CIPRES. • Strengthen and dignify police work through campaigns and coordinated work with the Community Police (periodic meetings and follow-up). • Create a coordination mechanism for crime prevention with private sectors, businesses and businesses chambers for the implementation of strategies. • Implement effective state and federal strategies. • Create a map of governmental and non-governmental institutions that address risk situations in order to refer people. • Systematize experiences through public policy evaluation criteria. 	<ul style="list-style-type: none"> • Strengthen human resources within the Directorate with multidisciplinary personnel specialized in intervention and resolution of community conflicts, such as: <ul style="list-style-type: none"> - Psychologists - Sociologists - Social Anthropologists - Social Workers - Lawyers - Pedagogues - Criminologists - Geographers - Statistics • Using police booths as points of information, dissemination and development of workshops.
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<p>Directorate of Municipal Guards</p>	<ul style="list-style-type: none"> • Implementing the UNODC Police Training Manual. 	<p>Preventive Safety</p> <ul style="list-style-type: none"> • Establish periodic neighborhood meetings through the Community Police, with a community police-oriented approach to strengthen trust between the community and the police. • Apply Stress Management and Emotional Containment Techniques for policemen, by UNODC. • Improve the record-keeping of incidents with the broadening of variables of interest. <p>Road Safety</p> <ul style="list-style-type: none"> • Georeference traffic accidents. <p>-UNESVIG</p> <ul style="list-style-type: none"> • Use of technological tools for the attention to victims of the crime (tablets and Apps). • Systematize records for preventive analysis of gender violence. <p>-Analysis Unit</p> <ul style="list-style-type: none"> • Strengthen the use of data for operational use and to design public policies for prevention. • Homologation of criteria and training for registration of police instruments used for intelligence analysis. 	<ul style="list-style-type: none"> • Increase the number of active police officers. • Increase personnel for data analysis and exploitation with a focus on crime prevention. • Purchase uniforms and vests according to the needs of operational personnel. <p>(Ceramic plates, shielding level 4, of 1.7 kg maximum per plate).</p> <ul style="list-style-type: none"> • Increase the number of vehicles (motorcycles, patrols, bicycles). • Improve vehicle conditions, optimizing available resources. • Reduce the number of personnel involved in the protection of state and federal assets, because it reduces the number of available municipal operational personnel. • Improve benefits and services to the police and their families.
<p>Institute of Professional Police Career Service</p>	<ul style="list-style-type: none"> • Create incentives for better police performance and improve the professional career service. 	<ul style="list-style-type: none"> • Increase the recruitment capacity. • Innovative recruitment campaigns: TSU with high school approach. 	<ul style="list-style-type: none"> • Expand training spaces: <ul style="list-style-type: none"> - Auditorium - Shooting area - Gym • Offer scholarships for professional and academic growth. • Expand training for operational personnel.



Towards the consolidation of a crime prevention policy

4. Towards the consolidation of a crime prevention policy

It is possible to prevent violence when you launch strategic actions focused on the types of violence identified in a community. Through the Global Status Report on Violence Prevention⁹⁷, recommendations are promoted to reduce the risk of the population perpetrating violence or becoming victims of it. Crime prevention strategies need to be based on the local social context for them to be successful. The strategies to be developed involve institutional and social coordination for:

1. Develop safe, stable and nurturing relationships between children and their parents and caregivers;
2. Develop life skills in children and adolescents.
3. Reduce the availability and harmful use of alcohol;
4. Reduce the availability of guns and knives;
5. Promote gender equality to prevent violence against women;
6. Change the cultural and social norms that support violence.
7. Victim identification, care and support programs.

The Directorate of Citizen Prevention and Participation of the Municipality has advanced in the development of some of these strategies through programs for the prevention of violence and crime which are relevant under the abovementioned approach, such as:

- I. Comprehensive Social Prevention Centers (CIPRES; Centros Integrales de Prevención Social)
- II. Work with the community and school mediation
- III. Development of community prevention committees.

I. Comprehensive Social Prevention Centers (CIPRES)

While progress is observed in the monitoring of the various activities carried out by the Directorate, it is necessary to enhance the systematization of experiences and the evaluation of results, which will generate continuous learning abilities in this area. Regarding CIPRES, it is recommended to continue with the in-depth training of monitors done by the Municipal Security Secretariat, in order to guarantee that volunteers have the preventive tools needed to become peacemakers in their communities.

⁹⁷ WHO, UNDP and UNODC. Global Status Report on Violence Prevention, 2014. Retrieved from: https://www.who.int/violence_injury_prevention/violence/status_report/2014/en/

There has been an advance in the development of greater coordination with some municipal agencies (sports, culture, women, etc.), however, this is still limited. This is evident in the case of the existing CIPRES –created in 2011–, during some periods of the year; they reduce the number of activities because these partner agencies have completed their programs at the centers.



“We try to complement all this work through the intervention of different areas, both at the municipal and the state levels. With the Women’s Institute, with the Institute for the Prevention of Discrimination, with Youth, Health. We are actually working with everyone.”

As for the local agenda, a coordination strategy focused on the annual planning between the sectorized agencies at the municipal and state levels should be promoted with SSPMQ through the Directorate of Citizen Prevention and Participation. This should produce an efficient coordination that reduces the problems of insufficient activities and increases their availability throughout the year. This coordination can be formalized with internal collaboration agreements that guarantee the coverage of scheduled activities according to the demand of each CIPRES.

A priority of the intersectoral and interinstitutional collaboration is to include, as part of the activities, expert knowledge transfer from these institutions to volunteers and monitors that have a profile associated with the activity promoted with the commitment to generate mid-term replicability within the community and allow the continuity of actions.

CIPRES has a great infrastructure for developing activities, however, there are some inconveniences to achieve a proper maintenance of spaces. There is a significant reliance on federal funds, which does not allow the programs to continue and to strengthen the prevention activities. It is important that the operation of CIPRES does not depend on federal resources, it should be integrated into SSPMQ annual budget as part of municipal spending.

Strengthening the prevention capabilities in CIPRES

Next, we suggest three specific training modules to be strengthened by the Directorate to consolidate the transfer of capabilities to the monitors and the different actors engaged in activities within CIPRES. In this way, the monitors of the Centers may strengthen the work with neighbors and encourage their participation in activities associated with prevention:

Programmes	Description
Practical / theoretical module on recognition and expression of emotions and gender stereotypes	This first module is important since part of the studies on violence are related to the difficulty to identify certain unsatisfied needs and emotions associated with them, such as anger. Moreover, it is essential to address gender stereotypes, to the extent that hegemonic masculinity has been constructed as a legitimate means for the use of violence to resolve conflicts.
Practical / theoretical module on the characteristics and effects of different types of violence	<p>The aim of this module is to generate a conversation (helped by some audiovisual or other materials) addressing the different types of violence that occur in neighborhood life: violence within families; physical and psychological violence; violence against women, against children and the elderly; violence in schools, etc. The idea is to generate a reflection on the different kinds of violence, as well as on the possible ways of dealing with them.</p> <p>It is essential to be able to provide clear information regarding the different programs and care services (municipal, state or federal) associated with the different kinds of violence.</p>
Practical / theoretical module on peaceful conflict resolution	<p>The aim of this module is to work on the idea of conflict, and specifically community conflicts, to show how, facing the same conflict, there may be many points of view. Some of these are not better than the others, but they are different points of views.</p> <p>In this module, it is important to work on a more positive idea of the conflict, and how this conflict, if well addressed / managed, may give place to positive changes for those involved. An important part in this module is to be able to carry out practical exercises (with examples of community conflicts) and to “play” to solve them from different perspectives, trying to reach agreements collectively.</p>

Tracking and monitoring of Comprehensive Social Prevention Centers

As part of the activities of these Centers, monthly records are kept for all the activities carried out in each one of them: the number of sessions held and the number of people participating. These indicators are very focused on the coverage of CIPRES. It is important to move towards some outcome indicators that assess their activities and the overall impact of the Centers presence in the neighborhoods where they are located, since the justification for creating and building them were the crime rates.

At the operational level it is worth monitoring the youngsters who excel in leadership, which can facilitate the articulation with the mediation area and the creation of citizen prevention committees.

Women in crime prevention

An interesting programme that stems from CIPRES is the “Community Networks”. It is a programme that begins in 2018 aimed at training women from different social strata as promoters of the prevention of gender violence, through the creation of a network of women having different roles in this area, i.e. promoters, replicators and mentors. The main focus is on dating violence, but this is an approach that can be isolated if there is no technical guidance or intervention model being linked to other issues such as the probable consequences of gender inequality at the local level, which result in all forms of violence and murders.

It is recommended to take additional measures to develop an intervention model in this regard, as well as to take further steps in the intervention work with young men that addresses equality issues, violence against women, machismo, sexism and gender norms that justify and legitimize it, as well as violence in general. It is essential to promote among men gender equality and non-violent attitudes and practices towards both women and minors of both sexes, as well as towards other men.

Young people in crime prevention

Regarding the prevention activities with young people, there has been work done with federal resources in previous years with a more specific population at risk, youngsters who did not study or work and/or were alcohol and/or drug users. Currently, the work with young people is done with a broader approach, since it is well known that even young people who study and/or work also face significant risk factors associated to violent and/or criminal behavior. One of the strategies to encourage youth participation is to incorporate them as instructors of training programs by identifying those who stand out and are willing to share with their peers in CIPRES.

For prevention work with young people, it is important to:

- Take advantage of the current physical infrastructure to create intervention models aimed at specific issues diagnosed in the neighborhoods that are serviced by the centers.
- Changing cultural and social norms that support violence is an effective recommendation for local environments.
- Regarding theft or train robbery, implement a series of activities to help generate alternative means of income for young people. These should include training tools and professionalization related to a specific economic activity.

Sports as a tool for harmonious living

Sport is essential for the physical, psychological, emotional and cultural development of children, adolescents and young people. Leisure and recreation linked to physical activity generate social values such as solidarity, collaboration, construction of cultural identity, tolerance, gender equality, understanding and respect for others. United Nations experience on the use of sport as a tool that spurs coexistence in peace and crime prevention lies in the programme *Preparing for life through sport to prevent crime, violence and drug use "Play Live"*⁹⁸. The relevance of this program is the versatility of its rules that can be applied to all sports involving teamwork such as baseball, basketball, football, volleyball, among others.

A precedent for this type of applied methodologies in Latin America is the Chigol programme⁹⁹. It is a viable model for replicability that incorporates contents that promote social transformation of communities through the redefinition of their lives, leadership and healthy living with a focus on education for peace. One of its goals is the formation of leaders under the premise *Mediators form Mediators*, gender inclusion and appreciation of diversity and participation; and education on citizenship. The peculiarity of this program in relation to local soccer tournaments played permanently in CIPRES lies in the fact that, from the beginning, the youngsters are protagonists in setting the rules, which can be different from the ones of a traditional football game. At the end of each sporting event they have to discuss their results with no distinctions of gender.

In the case of Queretaro, soccer is a remarkable tool, and it is important to concentrate efforts on:

- social empathy,
- solidarity,
- respect for the other,
- resilience,
- gender equality,
- peaceful coexistence and
- fostering values such as responsibility
- life plans among young people,
- assertive decision-making.

This type of international experiences can serve as guidance for sporting activities promoted in CIPRES. They should incorporate a comprehensive strategy and motivate reflections on the living conditions, on relationships between men and women and on the way conflicts develop in the community and how to address them from a nonviolence standpoint.

⁹⁸ UNODC (2017). Handbook for preparing for life through sport to prevent crime, violence and drug use "Play Live" (Line up Live up).

⁹⁹ It has been possible to adapt this program created by the NGO Gente Viva en Chile in Argentina, Chile, Paraguay, Uruguay, Brazil, Ecuador and Costa Rica. Its methodology states that "the rules of each match are agreed upon in each game, enabling modifications by the participating teams. Furthermore, at the end of the game there is mediation to discuss who was the winner of the match, which not only is gaged by the goals scored, but also by seeing followed the rules that were established before starting the game" (FUDE, 2012: p. 114). For further information visit: <https://chigol.jimdo.com/>

II. Community and school mediation

One of the weaknesses of the CIPRES in Queretaro is that the population has to go to the facilities to participate in sports, artistic and productive activities that are offered as part of the crime prevention strategy. The rest of the population that remains in the local community dynamics within the neighborhoods where they live, or who do not have access to one of these centers because of distance, remains vulnerable to the reproduction of social practices that may become violent or at risk of becoming victims of crime.

The recent creation of Community Mediation area in 2018, within the Directorate of Prevention, is an opportunity to integrate a comprehensive agenda for crime prevention through education for peace and non-violence.

It is necessary to invest in intervention models for crime prevention in schools and provide training to teachers and parents so they have the tools need to deal with the build-up of social frustration exhibited in public spaces (schools) or in the private sphere (home). Adopting the tool “Play Live” facilitates the reproduction abilities that favor the deterrence of negative behaviors among children, adolescents and young people. However, through meetings where issues are exposed at the neighborhood level, it is possible to build targeted approaches to preventing and categorizing these behaviors for their understanding, using other tools like the *United Nations Guidelines for the Prevention of Crime*¹⁰⁰.

Strengthening the work of mediation implies direct collaboration with the business and the education sectors, which are located in the municipality.

III. Development of community prevention committees

Citizen participation in the description of problems that they deal with in their communities allows for the coordination and communication needed that crime prevention requires. The Directorate of Prevention, through the coordination with other the relevant municipal or state agencies, has the responsibility of identifying victims and tending to their needs, as well as directing them to support programmes. It is important to strengthen the ways the operational staff of SSPMQ responds to the community; using the mediation capabilities of the Citizen Prevention Committees is essential to this.

We suggest strengthening the Municipal Council for the Prevention of Violence and Crime. This should facilitate having the concept of prevention as a crosscutting pillar in the municipality and help other municipal agencies also incorporate it as a guiding principle for the prevention of violence.

¹⁰⁰ UNODC (2010). Handbook on the Crime Prevention Guidelines. Making them Work. Retrieved from: https://www.unodc.org/pdf/criminal_justice/Handbook_on_Crime_Prevention_Guidelines_-_Making_them_work.pdf

Annexes

Annexes

Annex 1. Theoretical and conceptual framework

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Crime prevention not only deters and reduces crime, it also promotes community safety and sustainable development. Prevention has evolved from a rather limited field of work, mainly carried out by the police, to a broader set of activities involving many institutions and social sectors. (UNODC, 2011)

The Crime Prevention Guidelines of the United Nations define crime prevention as a concept that encompasses:

“Strategies and measures that seek to reduce the risk of crimes occurring, and their potential harmful effects on individuals and society, including fear of crime, by intervening to influence their multiple causes”. (UNODC, 2011)

These guidelines cover various approaches to crime prevention, grouped into four categories:

- Crime prevention through social development
- Local or community-based crime prevention
- Prevention of situations that give rise to crime
- Social reinsertion programs (state and federal competence for Mexico)

It is advisable to select these approaches to make them part of a strategic plan for crime prevention in which the advantages and disadvantages of each approach are analyzed in accordance with the social diagnoses developed, combining a variety of initiatives. (UNODC, 2011)

According to the Crime Prevention Guidelines of the United Nations, governments play a primary role and must therefore maintain a permanent role in the direction, coordination and financing of public prevention policies. This is in addition to the need for multisectoral coordination groups and partnerships to ensure the sustainability of crime prevention policies and programs.

For the Local Safety Audit of Queretaro, social and criminological theories were considered that aim at explaining crime, its behavior, insecurity and fear of crime:

- Social Risk Management Theory
- Labelling or Social Reaction Theory
- Social Control Theory
- Social Disorganization Theory
- Routine Activities Theory
- Criminal Pattern Theory

Theoretical social and criminological approaches used

Approach	Main concepts
Social Risk Management Theory ¹⁰¹	<p>Social Risk Management is an institutional and social process that allows the convergence of policies, actors, strategies and actions, around the elimination of conditions and the reduction of elements that lead to vulnerability and threats in communities. It involves three public policies: identification of risk (individual perception, social representation and objective estimation), risk reduction (prevention-mitigation) and risk management (response and recovery).</p> <p>The Social Risk Management theory analyzes the construction of the meaning of risk for communities and their institutions, derived from aspects related to social, economic, political, cultural, and safety factors, as well as the role of communities and the State in mitigating and handling risk. It has the following characteristics:</p> <ul style="list-style-type: none"> • Risk is expressed in terms of threat and vulnerability. • Threats are those circumstances that may intentionally or violently damage the integrity of people; they may be direct or indirect (dangers). For some authors they are also known as risk factors. • Vulnerabilities are relative aspects, since all individuals and groups are vulnerable to a greater or lesser extent. Vulnerability has to do with the exposure of people to a threat. • Capacities refer to the aspects of strength available to individuals in their environment, whether provided by the State or developed by themselves.
Labelling or Social Reaction Theory ¹⁰²	<p>It consists on studying the process of attribution of negative definitions, i.e. the action of labelling, social control mechanisms that lead to labelling, stigmatization processes and exclusion of offenders.</p> <p>Becker claims that although a behavior can be labelled or identified as criminal, this does not mean that the behavior itself constitutes a crime. Behavior is criminalized through a process of perception and social reaction.</p>
Social Control Theory ¹⁰³	<p>Framed within symbolic interactionism, it attempts to explain the reasons why some individuals tend to commit crimes as opposed to others who do not. For this, the offender experiences a lack of external social control or a lack of internal control or both.</p>
Social Disorganization Theory ¹⁰⁴	<p>This approach states that hooliganism and crimes are directly related to manifestations of social disorganization and that hooliganism has a greater impact on fear than the crime itself. Social disorganization can be analyzed from a geographical, physical, and social behavioral standpoint.</p>

¹⁰¹ Robert Withman, Bialostok, Setven, Bradley William, Ulrich Beck, Niklas, Luhmann, Anthony Giddens, etc.

¹⁰² Howard S. Becker, etc.

¹⁰³ Travis Hirschi/ Joseph H. Ranking / L. Edward Wells/, etc.

¹⁰⁴ Erving Goffman, Hunter, A. Skogan, W. G, Balandier, Georges, etc.

<p>Routine Activities Theory¹⁰⁵</p>	<p>Approach of criminology within the area of rational choice theory. It states that crime is normal and depends on the opportunities and rewards that motivate the crime. The most important factor for the occurrence of the crime lies on the victim.</p> <p>The factors that concur at the same time and space are the existence of criminals motivated to commit a crime, the presence of appropriate targets or victims and the absence of effective protectors.</p>
<p>Criminal Pattern Theory¹⁰⁶</p>	<p>This is a situational approach that incorporates theories associated with the physical environment and the motivation of the offender. It seeks to explain how the place and the time increase opportunities for crime. The term “pattern” implies that the theory underlines the existence of a set of elements and behaviors that repeat throughout a given period so that they can be considered as a model for a given behavior. This approach asserts that most crimes are rational decisions. It is comprised by:</p> <ul style="list-style-type: none"> • the motivated subject • routine activities • the triggering event • the script • supply and demand • the search • obstacles: physical and social

¹⁰⁵ Cohen, Felson, M., & Clarke, R. V., etc.

¹⁰⁶ Brantingham/ Van Dijk, etc.

Annex 2. Methodological framework

These **audits** are a methodological tool to acquire the necessary knowledge in a specific context that allows to build an outlook as exhaustive as possible of current problems related to crime and insecurity in the municipality, locality or community. Local Security Audits are part of the process established in the Crime Prevention Guidelines of the United Nations.

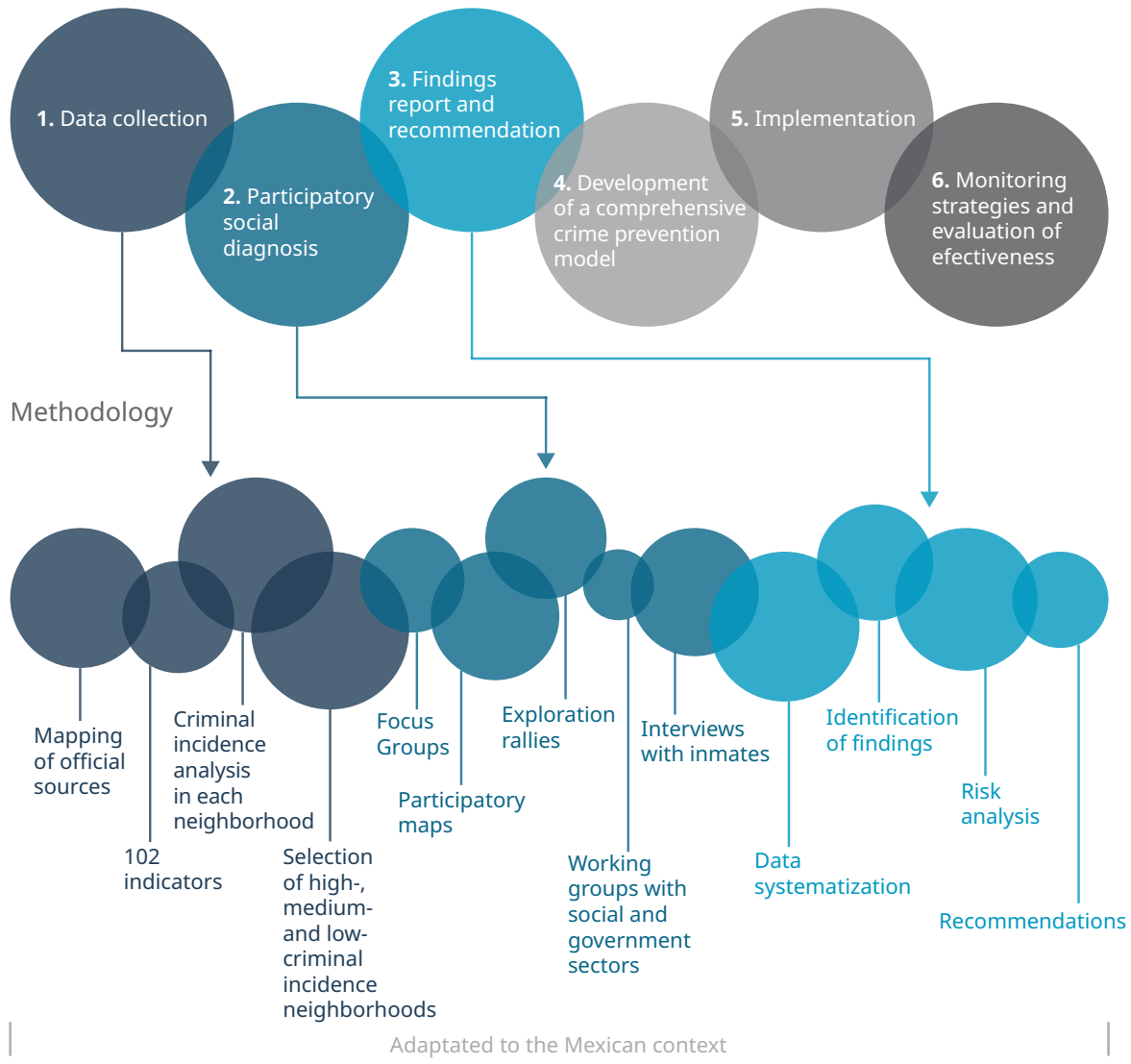
Objective

A **Local Security Audit** seeks to increase governability and governance in terms of security and coexistence, with replicable tools for the collection, analysis and interpretation of quantitative and qualitative information in targeted locations. This is used to develop a local action plan that addresses the problems encountered and their causes.

Expected results

- Understanding social problems at their greatest level of disaggregation
- Design, monitoring and evaluation of long- and medium-term public policies based on evidence
- Targeted public policies
- Strengthening of the culture of lawfulness
- Reduction of violence and crime

Stages of the Local Safety Audit



Source: Prepared by the authors. Based on the data from the Guide for participatory safety audits in the context of the project “Evidence-based policies for the improvement of community safety in cities in Latin America and Africa”, 2018.

Annex 3. Implementation of the Local Safety Audit of the Municipality of Queretaro

Stage 1. Data collection

We start with an analysis of official statistical data from different agencies such as INEGI and its different surveys, administrative records and censuses, the criminal incidence of the SESNSP, information from CONAPO, PGR, among others, to perform a contextual and crime analysis in the municipality of Queretaro. We also developed a statistical and geographic analysis based on the data generated by the Police Analysis and Intelligence Unit for the Prevention and Combat of Crime of SSPMQ, which was a great contribution to the development of the project.

A baseline of indicators for analysis and monitoring was established, most of which are available for consultation at a national level, by federal entity and at a municipal level, as the case may be in the Safety Audit microsite¹⁰⁷:

Crime and criminal justice indicators		Socioeconomic and infrastructure indicators	
1. Criminal incidence		6. Sociodemographic data	
1	Homicide rate per 100,000 inhabitants	48	Total population in the municipality
2	Theft and robbery rate per 100,000 inhabitants	49	Total population by sex and age in the municipality
3	Theft rate of vehicles per 100,000 inhabitants	50	Total number of migrants (internal and international)
4	Injury rate per 100,000 inhabitants	51	Percent of teen pregnancy
5	Extortion rate per 100,000 inhabitants	52	Poverty index
6	Theft rate of vehicles per 100,000 inhabitants	53	Social deprivation rate per 100,000 inhabitants
7	Number of cases of antisocial behavior recorded by the police	54	Dropout rate per 100,000 inhabitants
8	Rate of sexual crimes per 100,000 inhabitants	55	Percentage of single-parent households per 100,000 inhabitants
9	Femicide rate per 100,000 inhabitants	56	Rate of indigenous population per 100,000 inhabitants
10	Number of cases of illicit trafficking of weapons registered by the police	57	Fertility rate
11	Rate of crimes committed with the use of firearms	7. Economic data	

¹⁰⁷ <https://auditoriadeseguridad-cdeunodc.org/>

12	Burglary of businesses rate	58	Economic activities
13	Number of registered cases of missing persons (proxy for forced disappearances)	59	Illegal Economy
14	Kidnapping rate per 100,000 inhabitants	60	Unemployment rate
15	Victimization rate per 100,000 inhabitants	61	Employment rate
16	Crime incidence rate per 100,000 inhabitants	62	Percentage of the population with precarious working conditions
17	Domestic violence rate per 100,000 inhabitants	63	Percentage of the population in informal employment
2. Access to justice		64	Percentage of economically active population
18	Dark figure	65	Percentage of young population without access to formal work
19	Reasons not to report a crime to the authorities	66	Women without access to formal work
20	Proportion of human resources of the state prosecutor per levels of professionalization	67	Average revenue
21	Number of agencies of the State Attorney's Offices broken down by type	68	Youth unemployment rate
3. Public security		69	Gross income per capita
22	Perception of insecurity of the population	70	Gross domestic product
23	Percentage of the population that has confidence in the criminal justice authorities	71	GINI Index
24	Total number of state police officers	72	Social progress index
25	Number of state police officers per capita	73	Human development Index
26	Number of municipal police officers	74	Marginalization index
27	Number of municipal police officers per capita	75	Schooling average of the population
28	Number of calls to emergency call centers, disaggregated by location and cause	76	Illiterate population

29	Number of police operations	8. Social cohesion	
30	Rate of the population that had contact with the criminal justice authorities and were asked to pay a bribe for those authorities	77	Number of NGOs focused on public safety
31	Number of crime prevention programs in public security offices	78	Percentage of the population that reports family conflicts
32	Number of arrests for "in flagrant" crimes, dis-aggregated by type of crime	79	Percentage of school related conflicts
33	Total amount of resources intended to cover subsidies to improve public safety	80	Percentage of community participation
4. Prosecutor's Offices		81	Percentage of the population that has wit-nessed violence in their community
34	Number of Prosecutors	82	Social capital (trust and collaboration between neighbors)
35	Total Prevention Programs of the Prosecutor's Offices	83	Percentage of population that has experienced conflicts in their community
36	Total amount of drugs confiscated by the state and municipal police, disaggregated by type of drug	84	Number of community centers
37	Number of anonymous reports made in the Prosecutor's Office	85	Number of citizens participating in local consultations
38	Total number of drug cartels operating in the municipality	86	Number of social development programs
39	Total number of drug trafficking cells operating in the municipality	87	Number of beneficiaries of state and federal social development programs
40	Total number of drug-related arrests in the municipality	88	Percentage of youth participation in recreation-al activities
5. Justice administration		9. Public health	
41	Total number of arrest warrants	89	Tasa de beneficiarios del sistema de salud por cada 100,000 habitantes
42	Total number of prison population, disaggregated by state, sex, age and crime	90	Addiction to legal or illegal drugs - rate per 100,000 inhabitants

43	Proportion of detainees processed outside the prison population in general	91	Suicide rate per 100,000 population
44	Proportion of repeat offenders outside the general penitentiary population	92	Injuries related to violent causes, rate per 100,000 inhabitants
45	Proportion of convicted prisoners outside the general prison population	93	Cause of mortality rate per 100,000 population
46	Overcrowding rate in prisons, broken down by state and facilities	10. Infrastructure	
47	Rate of young population in conflict with the law per 100,000 inhabitants	94	Coverage of public lighting
		95	Number of youth integration centers
		96	Coverage of basic services (water, sewage)
		97	Housing quality
		98	Quality of sanitary standards
		99	Location of main roads
		100	Number of schools
		101	Number and location of liquor stores

Stage 2. Participatory social diagnosis

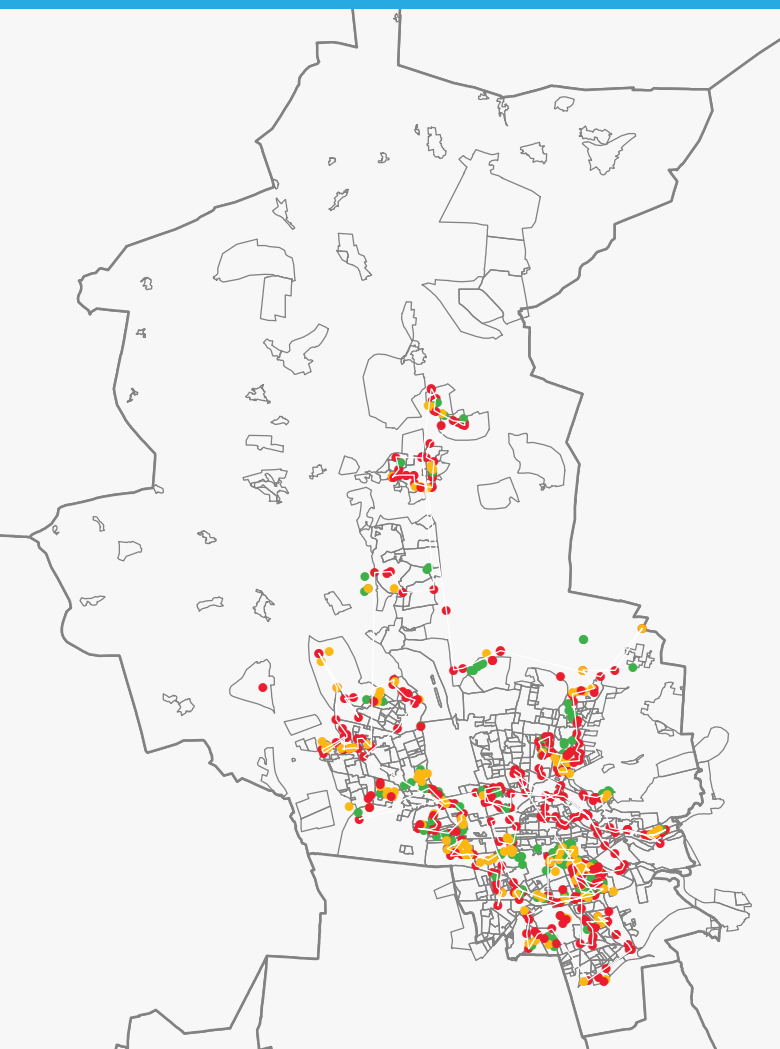
For the development of the Participatory Social Diagnosis, we established a selection criterion to collect the information and identify the risks in high, medium and low crime incidence neighborhoods through an inclusive process that allowed us to understand the social dynamics in these local contexts. We perform a statistical analysis on the criminal incidence of all the neighborhoods of the municipality for their selection.

This stage was carried out with the collaboration of the Municipal Public Security Secretariat of Queretaro (SSPMQ). We carried out various activities to learn about the institution's strengths, crime prevention programs and strategies of social proximity and community cohesion.

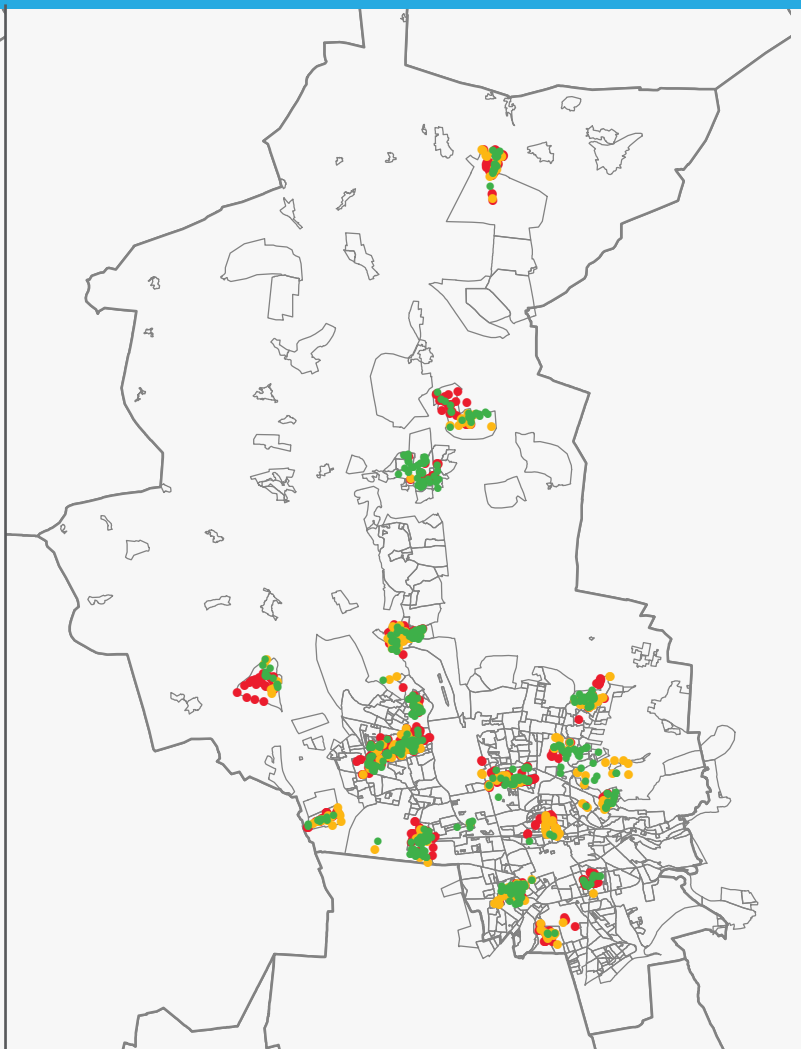
In addition, as part of the Diagnosis, for the collection of information, we carried out the following activities:

- Exploratory campaigns throughout the municipality for the recognition of the territory, the understanding of the context and the identification of risk situations.
- Development of **30 focus groups** in 21 neighborhoods, using different spaces such as parks, elementary and high schools, community centers, Centers for Comprehensive Social Prevention (CIPRES), cultural spaces and at the Universidad Autónoma de Querétaro (Autonomous University of Queretaro) - Airport campus, with **500 participants**: girls, boys, teenagers, young people, women, students, senior citizens, community leaders and the general population.
- Conduct **6 working groups** with the participation of **120 police officers** of SSPMQ.
- Organization of 6 **technical working groups** with businessmen, civil society, academics, state and municipal public servants, with 60 participants.
- Application of 450 community surveys.
- Finally, we carried out **40 semi-structured interviews** with **people deprived of their freedom** of the Center for Men for Social Reintegration (CERESO), Center for Women's Social Reintegration (CEFERESO) and the Center for the Internment and Implementation of Measures for Adolescents (CIEMA).

Figure 1. Activities of the Participatory Social Diagnosis

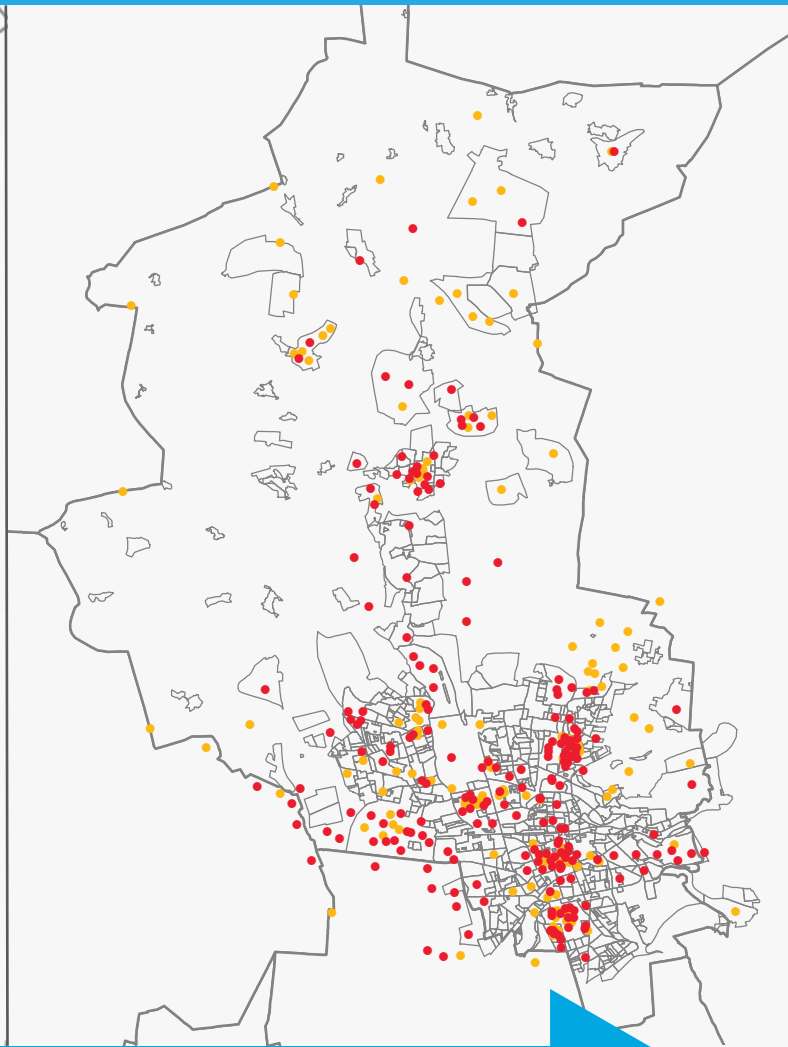
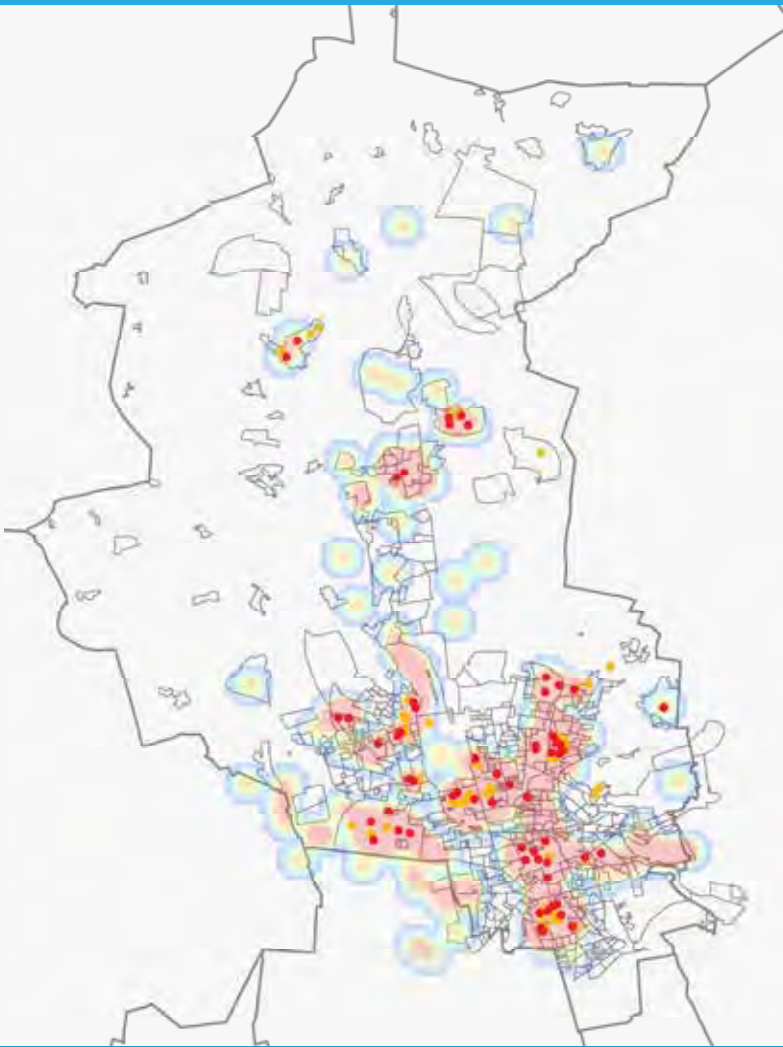


Exploratory walks



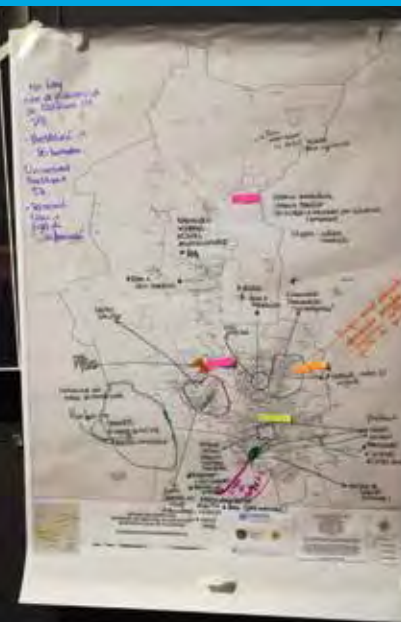
Focus groups with the community





Focus groups with police officers

Technical workshops



Annex 4. Risks per neighborhood

Next, we present the results of the risk evaluation by communities, which was possible to obtain thanks to the participation of citizens of each of them, who identified threats, vulnerabilities and capacities of their environment.

Map 14. Selected neighborhoods for the development of Participatory Social Diagnosis

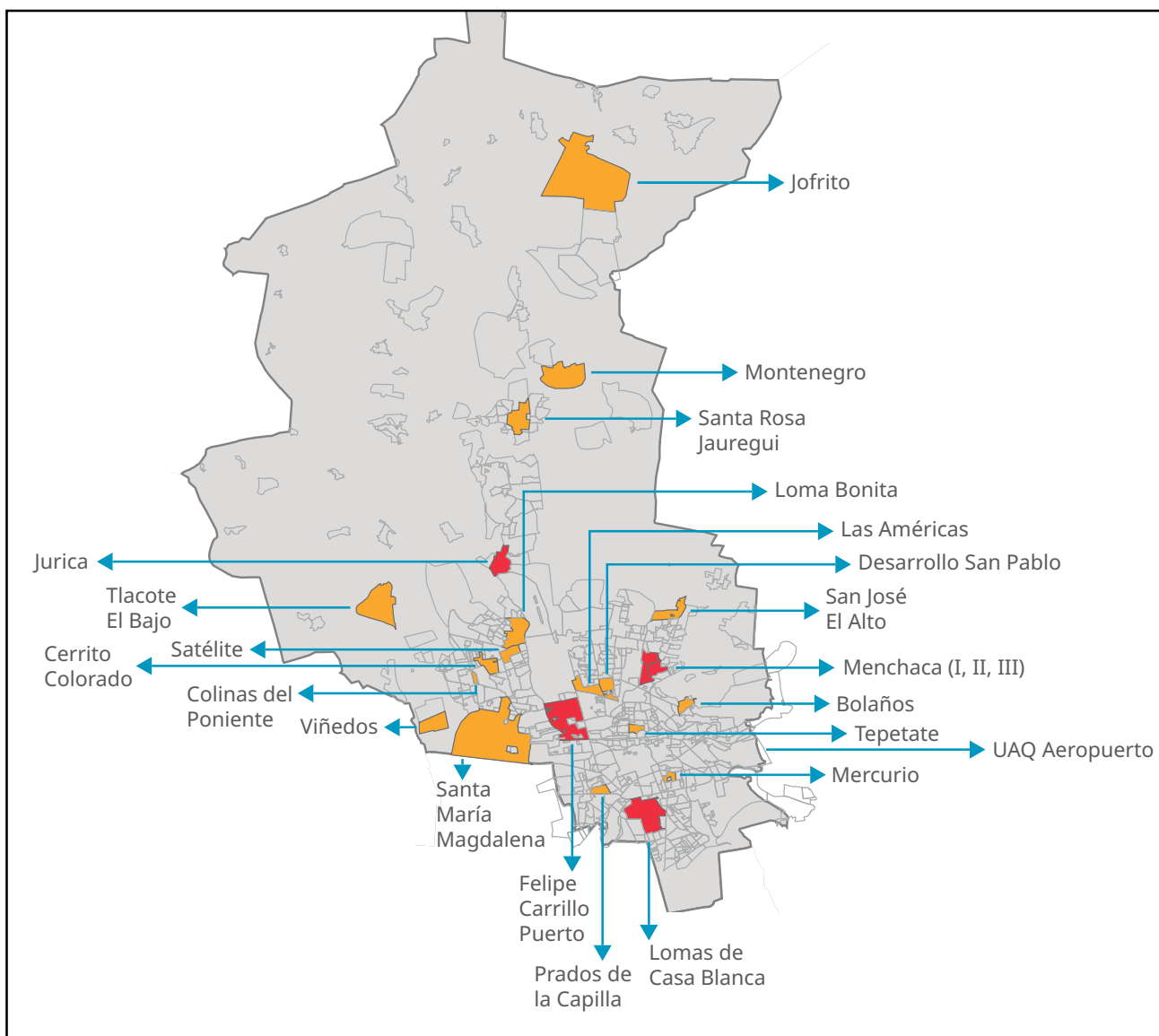


Table 7. Summary of communities according to the risk level at which they are rated

Neighborhood	Risk level	Neighborhood	Risk level	Neighborhood	Risk level
Bolaños	C: 2 Good, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk	Las Américas	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk	San José El Alto	C: 2 Good, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk
Cerrito Colorado	C: 2 Good, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk	Loma Bonita	C: 2 Good, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk	Santa María Magdalena	C: 2 Good, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk
Colinas del Poniente	C: 2 Good, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk	Lomas de Casa Blanca	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low High risk	Santa Rosa Jauregui	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk
Desarrollo San Pablo	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk	Los Viñedos	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk	Satélite	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk
El Tepetate	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk	Menchaca (I, II, III)	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low High risk	Tlacote El Bajo	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk
Felipe Carrillo Puerto	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low High risk	Mercurio	C: 2 Good, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk	Campus of the Universidad Autónoma de Querétaro	C: 2 Good, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk
Jofrito	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk	Montenegro	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk	Symbols chart C - Capacities ● Capacities Good ● Capacities Medium ● Capacities Low T - Threats ● Low risk ● Medium risk ● High risk V - Vulnerabilities ● Low risk ● Medium risk ● High risk	
Jurica Pueblo	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low High risk	Prados de la Capilla	C: 1 High, 1 Medium, 1 Low T: 1 High, 1 Medium, 1 Low V: 1 High, 1 Medium, 1 Low Medium Risk		

Source: Prepared by the authors based on data collected in the field of Participatory Social Diagnosis 2017-2018.

Following the Theory of Social Risk Management, a series of variables were identified for each category of capacities, threats and vulnerabilities were established, in some cases these variables were suggested by the participants of the focus groups

In the focus groups a participative cartography techniques was used. The participants affixed on the maps of their communities the symbology, which referred to each category and each variable located at street level. They also added their testimonies, experiences and/or concerns.

All information was geo-referenced and processed into different matrix so to analyze the risks identified by the participants. Using quantitative and qualitative criteria for each variable a definition of the level of capacities was established: good, medium or low. The threat degree and vulnerabilities were also identified: high, medium, low.

Four neighborhoods were identified by their inhabitants as having a **high risk** level, 17 communities and the University Campus were deemed **medium risk** and no community was considered **low risk**.

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