Glocal Human Security Index in Ciudad Juárez, México

A Comprehensive and Rights-Based Measurement of Security

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Glocal Human Security Index

The Glocal Human Security Index was developed by Security 4 Peace, based on the conceptual and analytical framework proposed by Alexandra Abello Colak, with methodological support from Jorge Mario Ramírez. Its adaptation and implementation in Ciudad Juárez were carried out in partnership with NOS Catalyst, under the leadership of Pavel Vallejo. The statistical methodology was designed and coordinated by Wilebaldo Martínez Toyes and María del Socorro Velázquez Vargas. The Index also benefited from technological support provided by PIO Software and DaVinci.

Acknowledgments

Abello Colak, A., Vallejo Chavarría, A. P., Velázquez Vargas, M. S., Martínez Toyes, W. (2025) Glocal Human Security Index in Ciudad Juárez, Mexico: A Comprehensive Measurement of Security with a Rights-Based Approach. Security4Peace.
Available at: https://security4peace.org/publications

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1. Introduction

In November 2024, the first Human Security Survey was conducted in Ciudad Juárez, Chihuahua, with the aim of collecting primary data on the experiences, perceptions, and protection needs of its residents. This pioneering exercise led to the development of the **first detailed and measurable diagnosis of the state of human security** in the city, by adapting the **Glocal* Human Security Index**, developed by Security 4 Peace, to the local context in partnership with NOS Catalyst.

This index marks a milestone for Ciudad Juárez and sets an inspiring example for other cities seeking to design **comprehensive, evidence-based security policies** with an approach that respects **human rights** and addresses the structural roots of violence.

The Glocal Human Security Index uses an innovative approach to understand and measure security based on an essential premise: security should not be measured solely in terms of the absence of violence and the ability to live **free from threats**, but also as the ability of all people to **live freely and exercise their rights fully.**

This approach recognizes that **security is multidimensional** and refers to access to protection from various factors that threaten life, health, livelihood, and dignity. Therefore, it does not only measure the physical, psychological, and material risks arising from violence and crime, but also those associated with social, economic, political, and environmental conditions.

It also considers factors such as exposure to discrimination and social exclusion; access to essential services and safe and healthy urban environments; and the benefits and risks of technologies. In this way, the glocal index offers a comprehensive view that allows us to understand both **objective experiences** and **subjective perceptions of insecurity** in various areas of daily life.

This report demonstrates that it is possible to rigorously measure human security, generating **evidence to guide collective action**. Beyond describing a complex landscape, it seeks to highlight the protection needs of the population of Ciudad Juárez, contribute to public debate with solid and systematic evidence, and support coordinated and transformative action by the State, civil society, the private sector, communities, and other key actors.

The document is structured in six sections. The first is the Executive Summary, which summarizes the most relevant findings. The second section explains what the index is, its purpose, and the methodological approach used to measure it. The third section presents the results of the index's application in the city, breaking down the findings into **nine dimensions of human security** and highlighting **territorial differences by area**. The fourth section analyzes the levels of security experienced by **particularly vulnerable groups**, such as women, adolescents, youth, and older adults. The report then presents conclusions and recommendations that point to possible avenues for promoting actions to improve security. Finally, a methodological section details the technical aspects of how the index was constructed and applied.

Taken together, this report identifies different facets of urban inequality and offers ideas for advancing toward a Ciudad Juárez where all people are guaranteed the right to live safely, exercise their rights fully, and reach their full potential.

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* The word glocal refers to the ability to compare the situation of human (in)security at a global level, while considering the specific characteristics of local contexts.

1

To measure security, the Glocal Human Security Index considers **nine key dimensions** in which security—or the lack thereof—manifests in our lives.

Personal Security
Protection against harm caused by any form of violence.

Political Security
Protection of fundamental rights, including the right to participate in public affairs.

Economic Security
Protection of means of subsistence.

Ontological Security
Protection of people's dignity and sense of social relevance.

Food Security
Protection of reliable access to food and adequate nutrition.

Environmental Security
Protection from disasters, environmental threats, and hazardous conditions in the built environment.

Health Security
Protection of mental and physical health and access to quality medical services.

Community Security
Protection of peaceful coexistence among members of a community and their ability to function as support systems.

Technological Security
Protection against risks arising from the use of technologies and access to their benefits.

The index recognizes **human insecurity** as a **complex, everyday, and multidimensional** phenomenon, that is not limited to a single threat, but rather reflects the way in which **various forms of vulnerability accumulate and intersect** in people's lives.

2. Executive Summary

This report presents the **first comprehensive, multidimensional, and territorialized assessment of the state of human security** in Ciudad Juárez. As a pioneering exercise, its results should be understood as a tool for decision-making, the design of more effective public policies, and the coordination of collaborative prevention and protection strategies among various stakeholders in the city.

In Ciudad Juárez, as in other cities, the public debate on security has focused on crime reduction and violence prevention, which, while crucial, do not exhaust the daily experience of insecurity. This report reveals that for the people of Juárez, security goes beyond the absence of violence and crime: it also entails effective **protection against threats that affect their lives, livelihoods, dignity, and the exercise of their fundamental rights.**

Based on a representative survey conducted in November 2024 among people over the age of 15 in the city's four zones (northwest, northeast, southwest, and southeast), the Glocal Human Security Index measured the **intensity of insecurity experienced by people in the past year,** considering three factors: 1) exposure to threats in nine dimensions of life; 2) access to institutional, community, and individual means of protection; and 3) the freedom to exercise fundamental rights.

Unlike other approaches to assessing urban security, which focus on crime and perceived insecurity, this index views security as a dynamic and interdependent process. The Glocal Human Security Index uses a **multidimensional, tiered, and systemic model** based on 47 clusters of objective and subjective indicators to capture the lived experience of security beyond its perception.

The index measures **people's vulnerability in nine dimensions:** personal, economic, food, health, political, community, environmental, ontological, and technological security. It also assesses the **intensity of human insecurity experienced by people** based on the number and type of dimensions in which they experience vulnerability, giving greater weight to four priority dimensions: personal, economic, food, and health, which are directly linked to universal basic needs, survival, and the minimum conditions for a dignified life.

Based on this data, the index assigns a **score between 0 and 1 for the city and its geographic areas**: a score of 0 indicates an extreme situation, in which the entire population experiences severe insecurity; while a score of 1 represents an optimal state of human security, in which no one experiences levels of insecurity above the mild level.

The results paint a complex picture for Ciudad Juárez. During 2024, a considerable proportion of the population experienced high levels of vulnerability simultaneously across multiple dimensions. The **economic, environmental, political, community, personal, and ontological security dimensions** concentrated the largest number of people at high risk, underscoring the urgent need to implement comprehensive policies that guarantee basic conditions of security, dignity, and well-being for the entire population.

It is worth noting that **no individuals were identified as extremely vulnerable in eight of the nine dimensions evaluated individually**. However, the accumulation of medium and high risks in various spheres of daily life led to **more than two-thirds** of the Juárez population experiencing a **severe level of multidimensional human insecurity in 2024.** That is, they simultaneously experienced medium and high levels of vulnerability in most dimensions.

Without a doubt, the human security situation in Ciudad Juárez is deeply marked by violence, which has left its mark on every part of the city. A revealing fact is that approximately **one in five people has lost a loved one to violent acts in the last five years.** This indicator demonstrates that lethal violence is not an isolated phenomenon, but rather a widespread and transversal experience that has emotional, social, and community impacts, generating a form of accumulated social trauma. The index takes into account these impacts on mental health, community cohesion, and trust.

Accounting for threats to life resulting from various forms of violence and crime in the past year, the index measured **personal security** by considering experiences of victimization, perceptions of insecurity, and exposure to physical, psychological, sexual, or digital violence.

Factors such as trust in the police, willingness to report crimes, the existence of support networks, and the availability of services for victims were also assessed. The results show that 34.9% of the population enjoys adequate and stable protection conditions. The 10.4% who experienced high vulnerability reported greater exposure to various forms of violence and limited access to protection mechanisms.

However, violence is not the only issue that threatens the lives and well-being of people in the city. The findings reveal that 8 out of 10 people in Ciudad Juárez were exposed to multiple environmental risk factors, such as infrastructure deficiencies, exposure to environmental hazards, and limited access to essential services, which in 2024 restricted their right to live in a clean, safe, and dignified environment. Among these people, 24% experienced high vulnerability and 56% medium vulnerability in their **environmental security**. Most of them live in the southwest and northwest regions. These deficiencies not only affect health and daily well-being but also limit the capacity for protection and adaptation to emergencies. Therefore, environmental security is seen as a strategic dimension to reduce inequalities and move toward a more livable and resilient city.

As it relates to threats to livelihoods and financial stability, the index shows that a quarter of the population experienced low vulnerability and lived in stable **economic security**, with no individuals identified as being extremely vulnerable. However, 27% faced high vulnerability, forcing them to adopt survival strategies that entail new risks, such as informal debt or accepting unwanted jobs. Economic insecurity manifested itself in insufficient income, precarious employment, and limited access to financial support, savings, or insurance. Furthermore, gender, age, and territorial inequalities exacerbate this situation, particularly affecting women, older adults, and residents of the southeast and northwest regions.

Food security showed positive results: the majority of the population had reliable access to food. For those experiencing vulnerability in this dimension, family and community support networks played an important role in mitigating shortages. However, there are gaps in the coverage of food support and assistance programs, especially for vulnerable people who did not receive help despite needing it. The northwest and southeast regions concentrate the greatest food shortages, making it a priority to strengthen interventions in these territories and reduce the 9% of people who faced high food insecurity.

Technological security, which assesses access to the benefits of technology and protection against its risks—such as cyberbullying and digital fraud—showed favorable levels: a significant portion of the population is

in conditions of low vulnerability, largely thanks to the widespread digital connectivity in Ciudad Juárez. However, the index highlights the need to address specific risks, such as exposure to violent content on social media, identity theft, job displacement due to automation, and the lack of basic training on the safe use of technologies. Addressing these factors is key to reducing the high level of vulnerability experienced by 21.4% of the population, especially in the northwest neighborhoods.

Another determinant of people's experience of security is the ability to live in communities capable of managing conflict and functioning as support networks. The index shows that, although many people consider their neighborhood a good place to live, 13% experience high and extreme levels of vulnerability in the **community dimension**. This reveals fragile social ties, limited collective support infrastructure, and limited access to mediation centers or conflict resolution spaces. The absence of these local tools particularly affects the northwest and southeast regions and underscores the need for intersectoral efforts to strengthen the community fabric and generate spaces for interaction, coexistence, and peaceful conflict resolution.

This situation directly impacts **political security**, understood as the protection of civic rights, including the right to participate in public affairs. In this dimension, 38% of the population reported high and extreme vulnerability. These results are largely explained by distrust of public institutions—especially the police—, a fear of freely expressing opinions due to possible retaliation, and a perception of risk when participating in elections, protests, or unions. Limited citizen participation and influence was evident: 72.9% of people reported not having had the opportunity to participate in decisions affecting their community during the last year.

Obstacles to participation contributed to levels of vulnerability in the **ontological dimension**, which refers to the protection of the right to dignity and a sense of social relevance. 9% of the population experienced high vulnerability in this dimension. Young people were the most affected group, especially those living in the northwest, which reflects a silent crisis of recognition.

This manifests itself in experiences of discrimination, stigmatization, institutional abuse, social and political exclusion, as well as precarious urban conditions.

In this context, and recognizing the impacts that various factors have on people's physical, emotional, and psychological health, the index measured **health security**, understood as the protection of the right to

health and access to quality medical services. The results reveal that 57% of the population faced medium or high health vulnerability due to difficulties accessing physical and mental health care, as well as the accumulation of risk factors such as chronic stress, untreated illnesses, precarious environments, and situations of violence. Although this situation affected all social groups, it was particularly severe among older adults and young women and men.

The index also revealed deep territorial inequalities. **Place of residence decisively determines access to rights, opportunities, and protection.** The northeast zone recorded the highest human security index (0.5), suggesting a higher proportion of people with low levels of vulnerability. The southwest zone followed, with an intermediate score of 0.4. In contrast, the northwest and southeast zones had the lowest levels, with scores of 0.3, reflecting a persistent accumulation of deprivation and threats that affect large segments of their population. These marked differences reaffirm the need to implement public policies with a territorial approach that addresses the specific realities of each area of the city.

At the population level, **women** faced higher levels of multidimensional insecurity and showed greater vulnerability in all dimensions of human security. 51.6% of them live in conditions of severe insecurity, compared to 42.8% of men, confirming a **cumulative burden of vulnerability** that must be addressed with a gender perspective. **Older adults**, meanwhile, face **invisible but severe human insecurity**: only 2.1% experience mild multidimensional insecurity.

Adolescents and young people in Ciudad Juárez also face high levels of persistent and multidimensional human insecurity. More than 60% of adolescents and 65% of young people live in conditions of severe or substantial insecurity, with simultaneous impacts on multiple dimensions, including personal, economic, political, community, health, and social security. This population has the highest exposure to violence, discrimination, job insecurity, and institutional exclusion, with profound impacts on their emotional well-being, development, and relationships with institutions.

Despite these conditions, many young people continue to view their homes and neighborhoods as relatively safe spaces, reflecting both resilience and a form of resignation in the face of adversity.

Despite the structural challenges that Ciudad Juárez faces, the Glocal Human Security Index revealed multiple encouraging findings. The majority of the population did not report having been victims of assault or robbery, nor

having experienced aggression in the home or community setting in the past year. Furthermore, there was a high level of citizen willingness to report crimes, and a positive perception of the treatment received by public officials, especially in areas such as the northwest.

Dimensions such as food, technological, and community security showed positive results, highlighting the capacity of family and community networks to mitigate scarcity and strengthen social cohesion. The high rating of neighborhoods as good places to live confirms that there are solid foundations on which to build more just, effective, and people-centered public policies.

Much of the human insecurity recorded by the index in 2024 is not due to imminent threats to people's lives, but rather to **limitations in the protection mechanisms available to them**. This situation can be transformed through coordinated and collaborative actions among various actors—institutions, civil society, the private sector, and citizens.

Furthermore, the city has sectors committed to peacebuilding, including youth groups, civil society organizations, and local leaders who are now strategic allies of the municipal government. There is strong social resilience: many people value their neighborhood, feel rooted in it, and maintain the desire to build a better city.

To address human insecurity in Ciudad Juárez, it is essential to **adopt a systemic and multidimensional approach**. Vulnerability to factors—economic, environmental, personal, political, community, and others—does not occur in isolation, but rather simultaneously and interconnectedly. Therefore, **responses cannot be fragmented or sectoral, but rather comprehensive, inter-institutional, and centered on people's rights**.

This approach is already beginning to materialize through concrete initiatives, such as the **human security plan developed for the 16 de Septiembre neighborhood**, co-constructed by the municipality, civil society organizations, and the community itself. This pilot experience, which began implementation in 2024, demonstrates that it is possible to design contextualized interventions alongside communities, reinforcing co-responsibility and strengthening citizen participation.

From the **local level**, it is possible to generate solutions rooted in the social fabric that effectively respond to specific and structural problems.

Finally, the **Glocal Human Security Index** is not only a diagnostic tool, but also a **roadmap to guide fair, inclusive, and effective interventions and public policies.**

Its implementation invites us to rethink traditional security models, focusing on strategies that guarantee the conditions for a dignified life, free from fear and scarcity. Institutionalizing this approach in policies and programs is a step that can help build a safer, more humane, and equitable Ciudad Juárez for all people.

Photo: Adrián Alfredo Blanco / Ciudad Juárez

What are people most concerned about in Ciudad Juárez?

At the heart of the Glocal Human Security Index is the voice of those who live in the city every day.
That's why we asked an open-ended question to explore people's main concerns:

Of all the issues we've discussed, which one worries you the most right now?

Safety in all its forms!
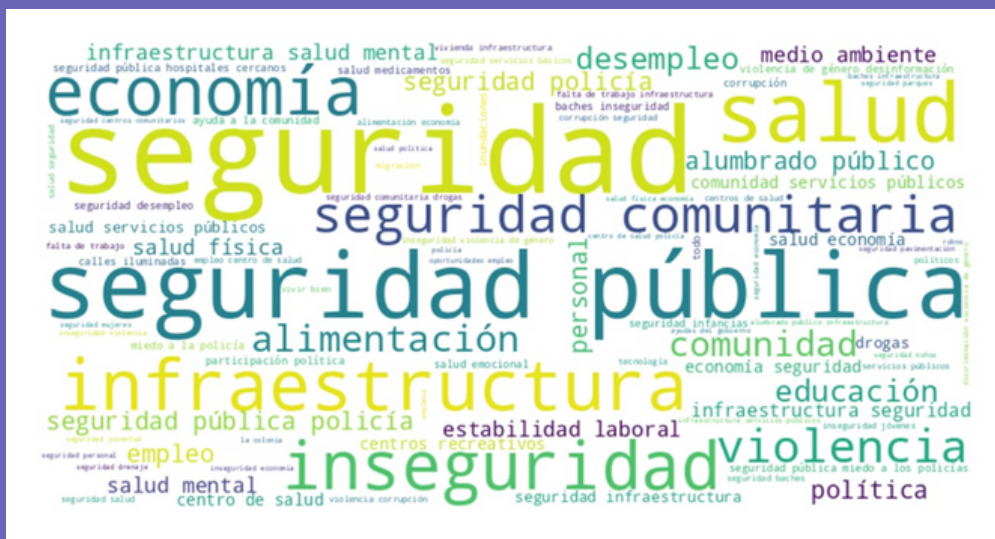
Nearly half of the responses focused on terms like "public safety," "community safety," and "insecurity." However, concerns such as health, infrastructure, the economy, and food were also highlighted. This reflects a broader and more interconnected view of what it means to be safe in the city.

For the people of Juárez, security means not only the absence of violence and crime, but also **effective protection against many other problems.**

3. What is the Glocal Human Security Index and its purpose?

What is the Glocal Human Security Index?

The Glocal Human Security Index is a tool designed to measure security in a comprehensive, systemic way, focusing on people and the exercise of their rights.

Its purpose is to generate useful information for the design, implementation, and evaluation of policies, programs, and initiatives promoted by public institutions, civil society organizations, and regional and international organizations. It also seeks to provide citizens with tools to understand, identify, and monitor the state of security in their communities and cities.

The index assesses people's experience of security or, in other words, how vulnerable they are and feel in the face of various threats. It considers both objective and measurable conditions —such as exposure to risks or access to essential services— and subjective perceptions that express how people interpret and experience their environment. In this sense, the index defines and measures security as the result of three fundamental conditions:

The **minimum possible exposure to threats** to life, livelihoods, rights and dignity

The **access to effective protection mechanisms** against these threats

The **freedom to exercise rights** in nine key dimensions of life.

Based on this definition and using data collected through surveys, the index measures the intensity of insecurity experienced by people and compares the security situation between areas within the same city, or between cities in different countries.

It does so by taking into account the characteristics of the local context and the daily experiences of its inhabitants, which gives it a genuinely *glocal¹* approach.

Unlike other approaches that measure urban security by focusing exclusively on violence or crime, the Glocal Human Security Index does not view security as an isolated phenomenon, but as a dynamic and interdependent process, determined by a broad set of factors that can threaten not only lives, but also people's livelihoods, dignity, and freedom to exercise their rights.

Drawing on input from diverse disciplines and decades of academic and community research, the index uses a multidimensional, tiered, and systemic model to measure the intensity of insecurity.

The measurement is based on 47 clusters of objective and subjective indicators distributed across nine key dimensions of life (see Image 1).

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1. The word "glocal" comes from the fusion of the terms "global" and "local." It refers to processes, practices, or phenomena that, although embedded in a global context, are adapted or reinterpreted from a local perspective.

Image 1. Dimensions of Human Security Measured by the Index

This multidimensional approach allows for a deep and integrated understanding of the **different ways in which security—or the lack thereof—manifests itself in people's daily lives**.

What is the purpose of the index?

- **Understand** how different factors simultaneously affect people's lives, dignity, and well-being, and increase the risk of violence.

- **Highlight** inequalities based on age, gender, or territory, as well as the specific protection needs of groups such as women, youth, and older adults.

- **Monitor** the state of security in a city with a comprehensive and territorial approach, differentiating between areas such as the northwest, northeast, southwest, and southeast.

- **Guide** public policies, programs, and initiatives based on the real rights and priorities of communities.

How does the Glocal Human Security Index work?

The index measures human security in three stages:

1 Level of vulnerability of each person in each dimension

2 Intensity of human insecurity of each person

3 Index of human security for the city
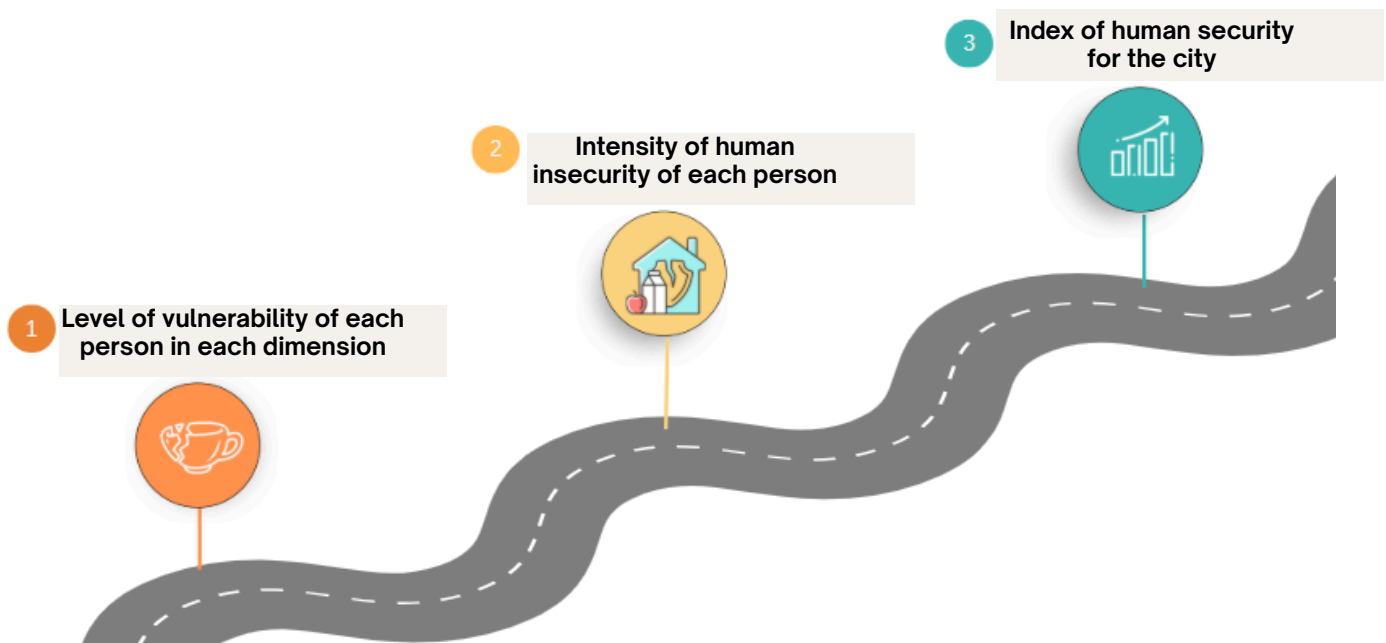
To generate scores that reflect the security situation in a city and its different areas—including exposure to threats, access to protection, and freedom to exercise rights—the index:

- First, **assesses people's vulnerability levels** across nine dimensions.
- Then, **calculates the intensity of insecurity** based on those results.
- Finally, **classifies and compares the city and its areas** according to the situation of the people who live there.

Stage 1: Vulnerability of people in each dimension

In this first stage, the index measures each person's level of vulnerability in each of the nine dimensions of human security, using a total of 47 indicator clusters.

These indicators quantify how exposed a person was to threats in the past year, how much access they had to means of protection against those threats, and what degree of freedom they had to exercise their rights in each dimension (see list of indicators in the appendix).

Based on this information, the index classifies each person into a specific vulnerability level by dimension, according to their particular situation (see Scale 1).

Scale 1. Levels of vulnerability in each dimension

Low — Means that, although certain risks exist, the **threats are not imminent or severe,** and the person has **adequate, constant, and reliable access** to means of protection and conditions that allow them to exercise their rights and maintain their well-being.

Medium — Implies that there are **some threat factors** in the person's life, but that they usually have **partial or intermittent access** to resources, means, or strategies that allow them to confront or mitigate these threats.

High — Means that an individual is **exposed to several risk factors** that affect their survival, well-being, or rights, and only has **limited, inadequate, or unstable access** to protection or response mechanisms against these threats.

Extreme — Indicates that the person faces a **large number of threats** that put their life, livelihood, and rights at risk, and they **lack the resources, means, or effective strategies** to protect themselves or respond to these threats.

At this stage, the index considers how a single factor or situation can simultaneously affect several dimensions of people's lives. For example, living in areas with poor infrastructure, pollution, waste accumulation, a lack of recreational and sports spaces, and limited access to basic services —such as health centers or disaster protection systems— not only compromises environmental and health security by posing a direct threat to physical well-being, but also impacts ontological security by failing to guarantee decent living conditions.

Furthermore, these types of contexts can weaken the sense of belonging and social recognition, especially when living in spaces marked by institutional neglect or political invisibility. Thus, the index recognizes that human insecurity is multidimensional, both in its origin and its effects, and that indicators must be analyzed considering how they intersect and affect different spheres of well-being.

Stage 2: Intensity of human insecurity

Scale 2. Levels of intensity of human insecurity

Mild — Means that the person does **not experience vulnerability in any priority dimension** and at most **has one complementary dimension affected.**

Moderate — Suggests that a person **faces vulnerability in up to six dimensions,** but **no more than two** of them are priority dimensions.

Substantial — Implies that the person **faces vulnerability in up to seven dimensions,** but **no more than three** of them are priority dimensions.

Severe — Indicates that the person has a **combination** of vulnerable dimensions that, depending on their weight, is **equivalent to vulnerability in all four priority dimensions**.

At this stage, the index calculates the intensity of human insecurity experienced by each person, based on the number and type of dimensions in which they have experienced medium, high, or extreme levels of vulnerability over the past year. The more dimensions affected, the greater the intensity of insecurity the person faces.

While all dimensions are important and interrelated, the index recognizes four priority dimensions—personal security, economic security, food security, and health security—which are given greater weight in the intensity calculation. This is because these dimensions refer to universal basic needs directly linked to survival and the minimum conditions for a dignified life.

Based on this approach, the index classifies the intensity of human insecurity on a four-level scale (see Scale 2).

This classification not only allows us to identify those experiencing insecurity, but also to assess the intensity and multidimensional nature of this condition, which is key to designing more targeted, comprehensive, and effective responses.

Furthermore, since the index analyzes each person's situation based on their own survey responses, it allows for disaggregated analysis by population groups, thus revealing how the experience of human insecurity varies according to characteristics such as gender, age or other social conditions.

This report focuses specifically on the situation of women, adolescents, young people, and older adults —who faced the highest levels of vulnerability— to understand the gaps and differential patterns of insecurity these groups face in different contexts.

Stage 3: Human security index of the city and by area

In this stage, the overall Human Security Index score is calculated for both the city and its various geographic areas[2] using an approach that allows us to capture what proportion of the population experiences insecurity in multiple dimensions of their lives, as well as the intensity with which this insecurity manifests itself.

The index uses a scale between 0 and 1, where 0 represents the worst possible situation, where the entire population is in conditions of severe insecurity, and 1 indicates the optimal state or perfect human security, in which no one experiences levels of insecurity higher than the mild level (the lowest on the index scale).

This measurement allows for comparisons between regions and a comprehensive and contextual assessment of progress or setbacks in human security.

Photo: Adrián Alfredo Blanco / Ciudad Juárez

2. Through an adaptation of the Alkire-Foster model (see the methodological notes section).

The Glocal Human Security Index measures people's experience of security by combining objective conditions —such as access to services, exposure to threats, or the ability to exercise rights— with subjective perceptions, such as the feeling of being protected or not.

4. State of Human Security in Ciudad Juárez

State of Human Security in Ciudad Juárez

This section presents the results of the application of the Glocal Human Security Index in Ciudad Juárez. The findings are presented in two sections. The first presents the results by human security dimension: Personal Security, Economic Security, Food Security, Health Security, Political Security, Community Security, Environmental Security, Ontological Security, and Technological Security.

For each dimension, an overview of the situation is provided and differences are presented by city areas: northwest, northeast, southwest, and southeast.

The second section analyzes the insecurity experiences of four population groups that presented the highest levels of vulnerability: older adults, women, adolescents, and young people.

During 2024, **no individuals were identified as extremely vulnerable in eight of the nine dimensions assessed**. However, a considerable proportion of the population experienced **high and medium levels of vulnerability simultaneously in various dimensions of human security**. This finding highlights the existence of **widespread multidimensional insecurity,** which significantly affects the daily lives of large segments of the population.

The **economic, political, environmental, community, personal, and ontological security dimensions** concentrated the highest percentages of people at high risk (see Figure 1), underscoring the **urgent need to design and implement comprehensive protection policies** that guarantee basic conditions of security, dignity, and well-being for the entire population.

Figure 1
Percentage of the population experiencing vulnerability; by dimension

Dimension	Medium	High	Extreme
Personal	54.4	10.4	0.3
Economic	46.1	27.9	0.5
Food	30.2	9.9	0.3
Health	43.5	13.8	0.3
Political	40.6	31.5	6.5
Community	57.3	11.5	1.3
Environmental	56.0	24.2	0.5
Ontological	56.8	9.1	0.3
Technological	31.8	21.4	0.5

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

4.1 Personal Security

Personal Security

What do we measure in this dimension?

This dimension measured the degree of vulnerability of individuals to various forms of violence and crime.

How do we measure personal security?

To measure personal security, we considered exposure over the past year to various forms of physical and psychological violence in various social settings such as home, school, public places, work, and the digital environment.

Victimization from crimes such as robbery, assault, sexual violence, harassment, protection rackets, and extortion were also included, as well as exposure to police violence, the risk of recruitment, and perceptions of safety at home, on the street, and on public transportation.

Regarding protection mechanisms, the index assessed whether people had access to police stations and victim assistance centers, the visible presence of police forces in the neighborhood, the existence of community safety networks, the level of trust in the police, and the willingness to report crimes to the authorities.

The indicators to measure this dimension are grouped into three categories:

- Indicators that measure exposure to threats that put life and physical integrity at risk.

- Indicators that assess access to institutional and community protection services in the event of being a victim of violence.

- Indicators that assess the exercise of the right to mobility and the safe use of public spaces, that is, the freedom of people to move around and inhabit their surroundings without fear.

Clusters of Personal Security Indicators

Exposure to threats

- Exposure to physical and psychological violence (in different spaces).
- Exposure to police violence.
- Victimization (robbery, assault, sexual violence, loss of a loved one, sexual violence, stalking).
- Risk of recruitment by illegal groups.
- Perception of security (in different spaces).
- Risk of having income and livelihoods arbitrarily or violently reduced (protection, fraud, or scams).
- Exposure to negative effects of social media use (exposure to violent content).

Access to protection

- Access to public institutions that provide protection.
- Access to community protection mechanisms.
- Perception of the protection service offered by key public institutions.

Freedom to exercise rights

- Freedom to move around and use public spaces without fear

How vulnerable were people to violence and crime?

The index reveals that more than half of the population (54.4%) is at a medium level of vulnerability, which means that they face significant threats to their integrity due to different forms of violence or crimes, and have partial or intermittent access to protection mechanisms (see Figure 2).

In addition, 10.4% of people are highly vulnerable, which implies sustained exposure to risk factors with insufficient or unstable institutional or community responses.

Only 34.9% of the population is at a low level of vulnerability, indicating that approximately one-third of people have adequate and stable protection conditions against various forms of violence.

The levels of vulnerability experienced by the population in this dimension are primarily due to very limited access to reliable and effective protection services, as well as the fact that, in some areas of the city, fear limits the right to freely enjoy the city.

Figure 2
Personal Security: Level of vulnerability of the population

0.3
10.4
34.9
54.4

■ Low   ■ Medium   ■ High   ■ Extreme

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.
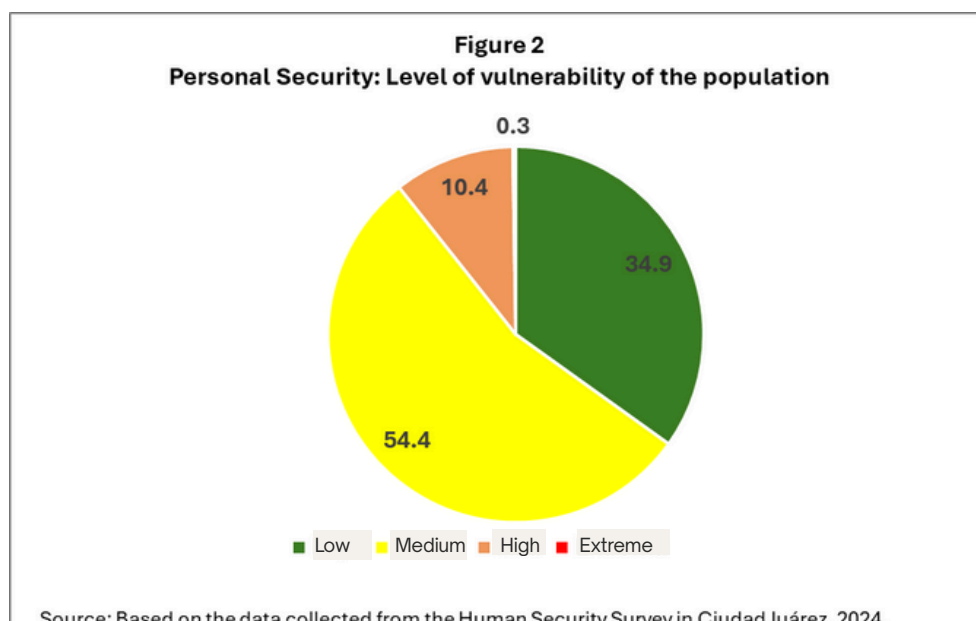
To illustrate the difficulties in accessing protection mechanisms against violence and crime, it is worth noting that, although most people have seen police patrolling their neighborhood, 60% of the population lives far from a police station or a care center they can turn to if they are victims of a crime. Furthermore, 13.7% do not know where the nearest police station is located, and 28% do not know where to go if a case of violence against women occurs.

Another factor that increases vulnerability is low trust in the police, an institution that is expected to be effective in crime prevention and victim protection. In the city, 34.3% of people reported having very little trust in the police, and 37.6% expressed only some trust. Although to a lesser extent, there were limitations with care services for women victims of violence, as 23.8% reported having little or no trust in such services, and 38.7% reported having only some trust.

Despite the low levels of trust, 80% of people said they were willing to report crime to the authorities first if they were victims of a crime, indicating a public willingness to cooperate with the law.

Regarding the right to enjoy the city without fear, the results show that fear is particularly concentrated at night. 48.5% of those surveyed have stopped going out at night out of fear, in contrast to 20% who have stopped going out during the day for the same reason. Historical and recent data confirm that this fear persists, although it has decreased compared to 2010, when 75% of the adult population reported avoiding going out at night for fear of being a victim of crime (EPCIJ, 2010).

For the past 15 years, fear has been present in the daily lives of Juárez residents, restricting fundamental rights such as mobility, and disrupting socialization patterns. This fear is linked to crimes such as robbery, assault, and aggression, but above all to the perception of constant risk related to various types of violence.

In this regard, 14.5% of people reported having been victims of robbery or home burglary, and within this group, 5% stated they had experienced it on several occasions during 2024. As mentioned in the following section, the risk of victimization varies by area, and is the highest in the southwest and southeast parts of the city.

Another fact highlights the heavy impact of lethal violence on people's lives: 22.2% of the population surveyed—more than one in five people—has lost a loved one due to violent acts in the past five years. This

loss is not an isolated phenomenon or exclusive to a specific sector, but a widespread experience in all areas of the city.

These levels of exposure require us to consider the social, emotional, economic, and institutional impacts of violence on citizens' daily lives. In particular, it is crucial to recognize how these impacts differentially affect different population groups, such as women, adolescents, young people, and older adults. Section 5 of this report delves into this unequal exposure to different types of violence and other associated problems.

Adding to this situation is the fact that, over the past year, one-third of people (31%) reported frequently hearing about shootings or armed attacks in their neighborhood, and 18% expressed constant fear that someone might harm them or a loved one. Furthermore, 6% of the population reported living with this fear constantly.

Photo: Pavel Vallejo / City of Juarez

It is encouraging that the level of domestic violence has been low in the last year: the vast majority of those surveyed stated that family conflicts did not result in physical assault. Furthermore, the majority reported not having been victims of physical assault in their neighborhood, nor of assaults or robberies during the last year.

Despite these data, there are segments of the population for whom the right to the city and a life free from fear is restricted. 12% of people felt unsafe or very unsafe in their homes, 10.4% felt very unsafe in their neighborhoods, and 12% of those who use public transportation perceived it as very unsafe. This situation not only limits individual freedom but perpetuates collective distrust and leads to the normalization of self-imposed restrictions on the use of public spaces.

An issue of particular concern, given its serious human rights violations, is that of arbitrary detentions or violence by police officers. Although most people have not experienced this, 11.3% reported having been victims of arbitrary detention or violence in the past year, a significant figure given its impact on institutional trust. The most affected areas were the southeast (14.8%) and northeast (11.34%), which demonstrates a concentration of abusive practices in vulnerable territories.

Furthermore, digital spaces have expanded and diversified the contexts in which people are exposed to violence, particularly psychological or emotional violence. The index revealed that, in 2024, 13.7% of people were exposed to violent content on social media, including situations involving people they knew, and 5% received threatening messages directly through these channels. This highlights the urgent need to include the digital environment in strategies to protect against violence.

Where are people most vulnerable to violence and crime?

The index allows for the identification of territorial differences in the levels of vulnerability to violence and crime experienced by people in Ciudad Juárez. In general, in all areas of the city, the majority of the population is at a medium level of vulnerability, indicating that exposure to various forms of violence is part of daily life for a significant proportion of residents.

However, the southeast and northeast regions present the most complex situations (see Figure 3). The southeast has the lowest percentage of people in low vulnerability and one of the highest percentages of people in medium vulnerability (60%), and nearly 11% of the population is highly vulnerable.

In the northwest, 47.5% of the population is at a medium level, while 14.1% is at a high level of vulnerability, and 1% at an extreme level.

These data show that, in both areas, people are more exposed to multiple forms of violence and risk of crime, which restricts their right to live and move without fear. Furthermore, they have limited access to institutional or community protection mechanisms.
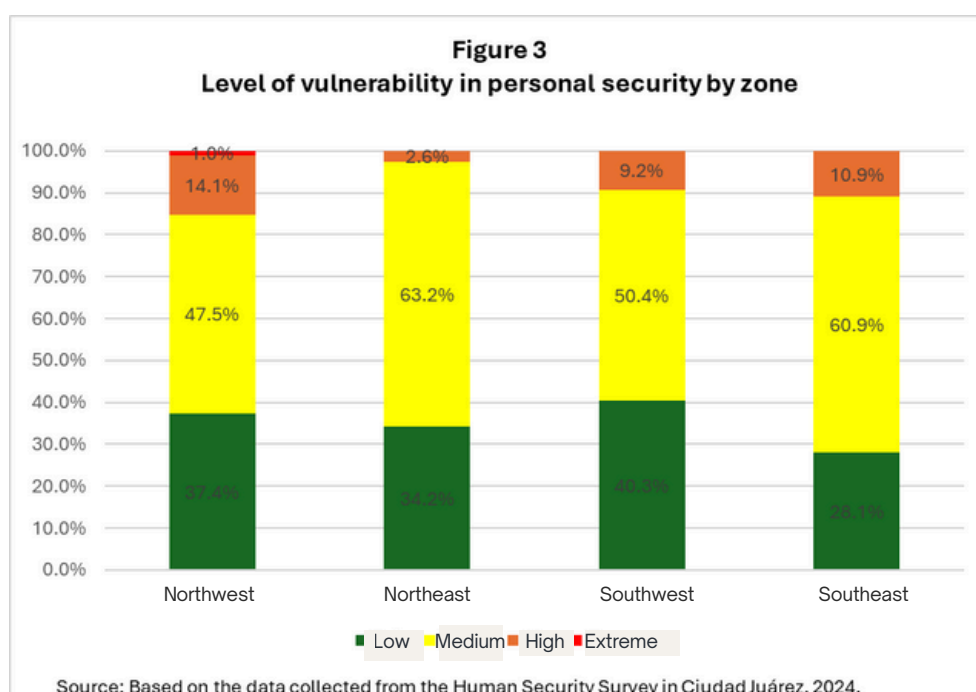
Although the vulnerability measurement considers multiple indicators, it is particularly revealing that the northwest and southeast regions are the areas where the highest percentage of people avoid leaving home during the day or night for fear of becoming a victim of crime. Specifically, 38% of people in the northwest and 39% in the southeast reported having stopped going out at night due to fear.

Trust in the police is another key indicator for measuring vulnerability in this dimension and reveals significant differences between areas. Although the percentage of people who do not trust the police is high across the city, the situation is particularly worrying in the northwest (41.41%) and southeast (39.84%). These figures show that, in both areas, the relationship between citizens and the police is particularly tense, reinforcing the feeling of lack of protection.

It is important to highlight that, despite the low overall levels of trust in the police, there is one encouraging fact: in the northwest, where the Prevention Police has implemented community initiatives in partnership with civil organizations during the last year, the highest percentage of people who trust the police was observed (32.3%).

This figure contrasts with the lower percentages recorded in other areas, such as the northeast (23%) and the southwest and southeast (27%). This difference suggests that community outreach strategies can be effective and that replicating them in other areas of the city could strengthen institutional trust and improve personal safety.

In the southwest, where half of its population is at a medium level of vulnerability and 9.2% at a high level of vulnerability, the data should be interpreted as early warning signs. Although shootings were reported in all areas, residents of the southwest (37.8%) and the southeast (32%) were more likely to report that these occur frequently, compared to the northwest (24.4%) and the northeast (26.3%).

Figure 3
Level of vulnerability in personal security by zone

Zone	Low	Medium	High	Extreme
Northwest	37.4%	47.5%	14.1%	1.0%
Northeast	34.2%	63.2%	2.6%	
Southwest	40.3%	50.4%	9.2%	
Southeast	28.1%	60.9%	10.9%	

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Furthermore, the southwestern and southeastern regions were also the areas where the most people reported having been victims of robbery or assault: 17% and 15.6%, respectively, during the last year.

Regarding sexual harassment and violence, between 5% and 7.5% of people in the northeast, southwest, and southeast regions reported having been victims of this crime.

On the other hand, the northeast region shows the lowest levels of vulnerability (2.6%) compared to other regions. However, the fact that 63.2% of its population is in a state of medium vulnerability indicates that the situation should not be ignored, as risk conditions persist.

Regarding the perception of safety in the neighborhood, the northeast also stood out positively: 79% of people reported feeling very safe in their surroundings. In contrast, the northwest and southeast regions recorded the highest proportions of negative perceptions, with 11.2% and 14% of people, respectively, reporting feeling very unsafe in their neighborhood.

Reflections on Personal Security

The analysis of personal security in Ciudad Juárez reveals a critical situation that directly impacts the integrity and well-being of large segments of the population. More than half of the population was constantly exposed to threats such as violence, crime, and institutional abuse in the last year, without sufficient access to effective protection.

These levels of insecurity are exacerbated by the persistence of fear in everyday life, especially at night, as well as by distrust in the institutions responsible for protecting citizens, particularly the police.

The experience of losing loved ones due to violent acts, the constant risk of victimization, and perceptions of insecurity in everyday life contribute to a climate of fear and vulnerability that limits fundamental rights such as mobility, reporting, participation, and living without fear.

Overcoming this situation requires interventions that combine effective public protection policies with a paradigm shift in the relationship between security institutions and communities. Proximity-based policing strategies, especially in areas such as the southeast and northeast, where vulnerability levels are highest, can help improve relations with communities. These strategies must prioritize institutional transparency, accountability, the elimination of abusive practices, and the rebuilding of trust with citizens.

Furthermore, it is imperative to integrate protection against violence in digital spaces, expand access to victim support services, and strengthen community capacities for conflict prevention, support, and peaceful resolution. These steps, along with ensuring decent living conditions for all, can improve security in this dimension based on respect for human rights.

4.2 Economic Security

Economic Security

What do we measure in this dimension?

The economic dimension assesses people's level of vulnerability to factors that threaten their ability to sustain decent, sufficient, and stable livelihoods. This assessment considers both access to protection mechanisms in crisis contexts and the existence of conditions that allow them to autonomously exercise fundamental rights, such as work, housing, and participation in economic life, without depending on precarious or informal structures.

How do we measure economic security?

For this dimension, we assess exposure to various factors that threaten life plans and the sustenance of basic needs, such as unemployment, lack of employment opportunities, dependence on informal or low-paying jobs, and limited access to financial support, as well as the conditions that allow people to exercise the right to a dignified life with autonomy.

Indicators related to income generation and stability, housing tenure, access to economic protection services, and the ability to participate in the labor market under fair conditions were considered.

This dimension integrates key aspects that determine human security from an economic perspective: income sufficiency and stability, asset security, access to formal protection mechanisms (such as aid, savings, or insurance), the exercise of labor rights, and the existence of support networks.

Furthermore, it recognizes that structural conditions such as job insecurity, rising costs of living, lack of opportunities in the legal economy, and lack of institutional support, significantly exacerbate vulnerability in areas such as food, health—including mental health—and personal safety, among others.

For the analysis, the indicators are grouped into three categories:

- Exposure to factors that affect economic stability, income adequacy, and livelihoods. These indicators assess whether people have stable and sufficient income; whether there are direct economic threats and forms of economic violence such as extortion and fraud; and whether there has been a need to resort to unwanted or risky coping strategies.

- Access to social protection and economic support. These indicators assess people's ability to access formal support (aid, savings, insurance, loans) and informal support networks to cope with economic contingencies.

- Economic autonomy and development opportunities. These indicators assess whether people can freely exercise their right to work with dignity, as well as access opportunities to improve their economic well-being through employment, training, or social mobility.

How vulnerable were people to factors affecting their economic security?

The Index reveals a social structure marked by precariousness and exposure to economic risks. 27.9% of the population is highly vulnerable, meaning that nearly three out of ten people face multiple threats to their economic livelihoods and have only limited, inadequate, or unstable protection mechanisms, such as informal employment or a lack of social security.

Furthermore, 46.1% of the population experiences medium vulnerability, suggesting that, although they have some access to livelihoods, this is either partial or they are vulnerable to potential crises. Only 25.5% of the population reports low economic vulnerability, indicating that only a quarter of people live in stable, safe, and reliable conditions to exercise their right to a decent livelihood (see Figure 4).

Clusters of Economic Security Indicators

Exposure to threats

- Risk of seeing income and livelihoods arbitrarily, suddenly, or violently reduced.
- Risks to the generation of basic income.
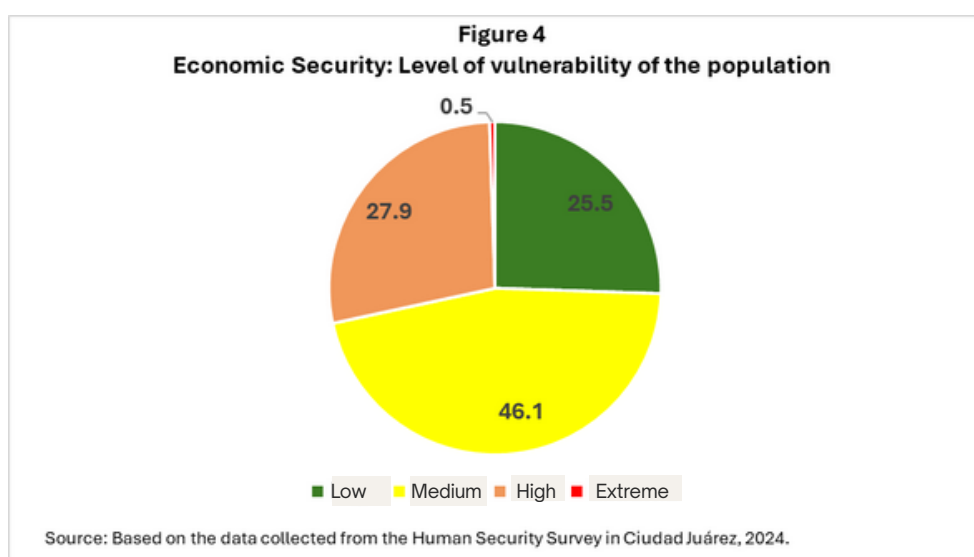- Sufficiency of current income.
- Risk to property tenure.

Access to protection

- Access to emergency financial aid.
- Access to economic protection mechanisms.
- Access to legal and safe credit options

Freedom to exercise rights

- Freedom to access decent jobs and sources of income.
- Access to housing.

Figure 4
Economic Security: Level of vulnerability of the population

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

These results reflect not only individual conditions of economic insecurity, but also the structural effects of a local development model deeply shaped by the logic of a border city. The economic dimension provides a clear view of the vicissitudes of a system that has historically organized its growth around the *maquiladora industry* (export-manufacturing plants) and cross-border trade.

While this model has generated employment and a degree of economic dynamism, it has also consolidated a precarious income structure characterized by low-paying, repetitive jobs with limited opportunities for mobility. These conditions not only perpetuate economic vulnerability but also impact other dimensions of human security, such as health, personal safety, and community cohesion.

Threats to economic stability, income adequacy and livelihoods

The index shows that vulnerability levels in this dimension are primarily due to the lack of formal employment, income instability, and insufficient wages, all conditions that affect a significant portion of the population in Ciudad Juárez. While some indicators could be interpreted as signs of stability (such as property ownership or the perception of job security), others reveal a fragile economy and exposure to multiple risks.

Regarding primary employment, 37.96% of respondents report having a formal job with a contract. This means that more than 60% are outside of formal employment: either because they are self-employed (10.47%), are employers (9.95%), are retired (8.38%), are studying (9.95%), or are engaged in housework (16.23%), an unpaid activity supported almost entirely by women.

Although open unemployment is relatively low (2.62%), the data reveal a labor market reality marked by informality, fragility, and exclusion from the structured market.

It is noteworthy that at least 30% of the population faces some degree of job instability. This tension is exacerbated by the fact that 43.47% of people have feared losing their income in the last year, reflecting a widespread perception of economic insecurity, even among those with jobs.

The perception of income adequacy is also revealing. 54.86% of people consider their income sufficient to cover their basic needs, while 45% report difficulties making ends meet, including cases where they say they "never have enough." This situation not only implies material deprivation, but also psycho-emotional pressure with significant effects on people's mental health, given their limited ability to plan for the future and exercise other rights.

Faced with this reality, many people resort to risky survival strategies. Notably, 39.84% have had to resort to informal loans to cover basic expenses, and 10% do so frequently. This reliance on unregulated mechanisms, such as mobile apps or informal lenders, exposes the population to cycles of debt and abusive conditions that further erode their economic security.

Homeownership, traditionally seen as a factor of stability, also shows important nuances. Although 63.71% report having property titles (65% if those who are paying a loan are considered), another 12.5% of people report having felt at risk of losing their home in the last year. This suggests that homeownership alone does not guarantee complete security, especially when combined with debt or insufficient income.

Overall, the data show that households in Ciudad Juárez are sustained under fragile conditions. While some protective factors exist, they are unevenly distributed and do not compensate for structural deficiencies. The absence of a robust network of economic guarantees limits the possibility of building a stable life plan and reinforces the need to design comprehensive policies that strengthen income, employment formality, and economic autonomy for the population.

The index also included indicators for direct economic threats that affect people's integrity, freedom, and dignity. Although these threats are not widespread, their effects are profound and disproportionate, affecting people's ability to sustain their life plans autonomously and safely.

Regarding exposure to extortion, 4.2% of those surveyed said they faced this type of situation in the last year, either occasionally or repeatedly. Although 95.8% reported not having been victims of extortion, this type of crime, which is not always reported to the authorities, takes on particular severity due to the nature of the threat: damage to family, home, or business. In some cases, such as in the northwestern zone, the percentage of people who have suffered extortion rises to 7%, with 5% experiencing it repeatedly. These figures reflect the presence of intimidation structures that erode economic freedom and place people in a position of permanent vulnerability.

Fraud and scams also constitute a significant form of economic victimization. 15.89% of the population reported having been a victim of this type of crime during the past year, usually occasionally. In some areas, such as the northeast, up to 10.53% were constant victims of this type of crime. Adolescents were the most vulnerable group, with significantly higher rates, which may be due to a lack of experience, misinformation, or limited access to prevention mechanisms.

A particularly critical expression of economic pressure is being forced to accept jobs they'd rather not do. 13.8% of the population reported having been in this situation in the past year, either occasionally or repeatedly.

In areas like the northwest, this figure reaches 24.24% of those surveyed. Among adolescents, 18.37% reported having worked in conditions they did not want. These types of experiences reflect contexts of survival, in which diverse groups of people are forced to make decisions under pressure, often in precarious or undignified conditions.

Access to social protection and economic support

The Index revealed that vulnerability levels in this dimension are strongly determined by limited or nonexistent access to institutional protection mechanisms. Although there are broad personal networks that serve as community support, institutional coverage remains insufficient and unequally distributed, leaving large sectors without formal resources to cope with contingencies.

Regarding support networks, 80.99% of those surveyed say they have people they trust who they can turn to whenever they need to, while another 13.80% say they can do so occasionally. Only 3.39% are unsure if they have anyone, and 1.82% say they have no one. These figures reflect a significant community network that, while not a substitute for state action, offers alternatives to significantly mitigate emergency situations.

However, this informal network fails to compensate for institutional weaknesses. 47.78% of people indicated they did not receive any type of subsidy or financial assistance during the last year, despite needing it. Among those who did access support (28.72%), half considered it insufficient to cover their needs. These data point to a disconnect between assistance programs and people's reality, whether due to problems with coverage, targeting, or reach.

Access to formal financial services is also limited. Only 49.22% of the population is certain they can access loans from banks or cooperatives, while the rest are unaware or simply rule out access. This lack of access restricts the ability to respond to emergencies or undertake productive activities without resorting to informal schemes. Furthermore, 86.33% of people do not have unemployment insurance, which demonstrates an almost total absence of formal protection mechanisms in the event of loss of income.

Saving, as a financial self-care strategy, isn't an option for everyone either. Only 53.66% of people consider themselves able to save with their current income. This suggests that nearly half of the population lives paycheck to paycheck, with no room to set aside resources or plan for the future, which increases their vulnerability to any unforeseen event or crisis.

Gender inequalities are also evident in this dimension. Women report lower savings capacity (47.9% versus 58.38% for men), less certainty about their access to loans, and access to unemployment insurance that is

almost half that of men (9.45% versus 18.11%). This reflects a double exclusion, both economic and institutional, that intensifies their vulnerability in crisis situations.

Overall, the data show that, while social networks play an important role in people's lives, they cannot replace the role of the state or that of effective public policy. The absence of robust institutional mechanisms for economic protection forces people to resort to informal, often risky, alternatives and exacerbates existing gaps between different social groups.

Economic autonomy and development opportunities

The Index shows that people's autonomy and freedom to exercise their economic rights in Ciudad Juárez are limited by a lack of access to decent jobs, a scarcity of training and education opportunities, and the inability to access adequate housing.

One of the most striking findings is that more than half of those surveyed believe there are no decent job opportunities in their area. A total of 52.2% classify job opportunities as precarious, very scarce, or nonexistent. Specifically, 22.83% state there are no opportunities, 17% consider them very scarce, and 12.3% describe them as poorly paid. These data reflect a labor market that does not guarantee inclusion or sustainable economic development.

Training and capacity building, necessary to improve employability, also present significant barriers. 35.17% of those surveyed indicated they lack access to training opportunities, which limits their ability to enter or advance in an increasingly competitive labor market. This figure increases considerably among the most vulnerable groups, such as women and older adults, reinforcing the cycles of economic exclusion.

The ability to access decent housing is another key component of economic autonomy. In this area, data reveal that 65.35% of people have not had access to adequate or affordable housing options in the last year. This housing exclusion can be due to multiple factors, including low income, informal employment, the prevalence of precarious, remote, isolated, and poor-quality housing, or even the lack of financial instruments adapted to the reality of working people.

Overall, the data indicate that a significant portion of the population faces multiple barriers to exercising their right to a dignified life with autonomy. Without access to stable employment, training, or housing, people are limited in their ability to choose and build a life plan based on well-being. These conditions not only reproduce poverty and inequality, but also weaken social cohesion and limit the possibilities for local development.
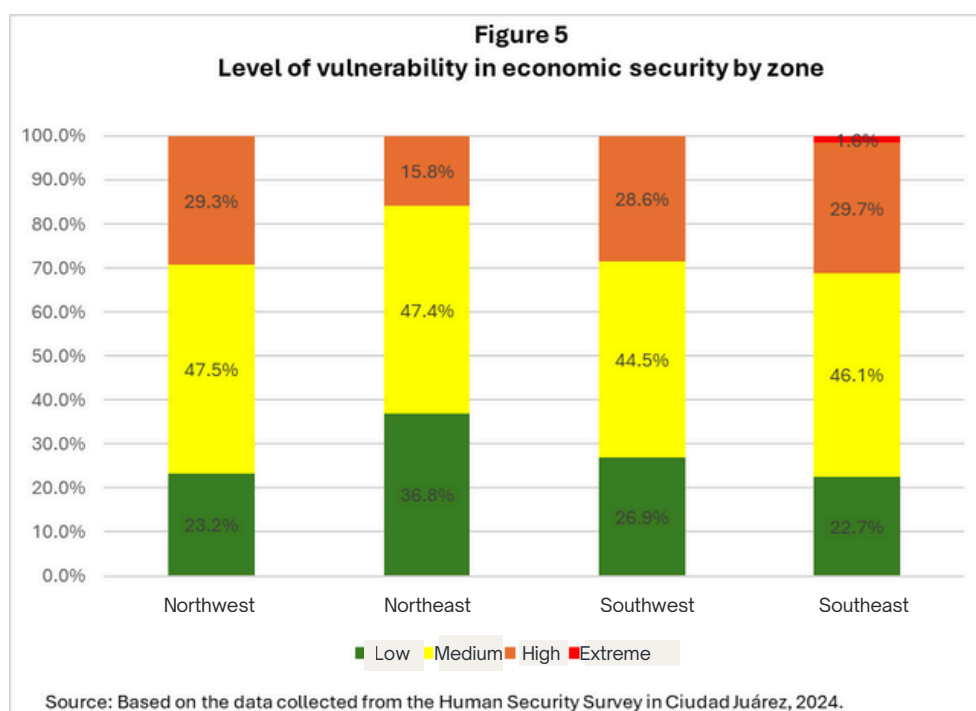
Where are people most vulnerable to factors that threaten economic security?

In Ciudad Juárez, people's economic security is strongly influenced by where they live. Some areas have greater structural deficiencies, less access to protection mechanisms, and higher levels of exposure to risks such as extortion or informal debt. Others, however, have more favorable conditions, although not without challenges.

Data on economic vulnerability by zone reveal a complex picture (see Figure 5). Medium vulnerability predominates in all zones as the most common level. The northwest (47.5%), northeast (47.4%), southwest (44.5%), and southeast (46.1%) zones have similar percentages of the population at this level, indicating exposure to economic risks, accompanied by partial or intermittent access to means of protection and sustenance. The southeast zone is the only one to report cases of extreme vulnerability (1.6%), reflecting a critical situation for a small but significant group of people who lack effective mechanisms to address threats to their economic security.

On the other hand, the northeast region shows the highest percentage of people with low vulnerability (36.8%), which suggests greater relative economic stability compared to the other areas.

However, it is also necessary to consider that in all areas, at least a quarter of the population faces high vulnerability (ranging between 15.8% and 29.7%), which represents a severe risk of economic exclusion, especially in the event of crises or emergencies. Below, the behavior of indicators by region is reviewed in more detail.

Figure 5
Level of vulnerability in economic security by zone

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

The northwest zone has the highest percentage of people who report having recurring difficulties making ends meet (40%), with 7.14% unable to meet their basic needs. In this region, 10.61% identify their employment as unstable, and another 24% as relatively unstable.

Furthermore, it is one of the areas where most people fear losing their jobs, and where the highest incidence of extortion occurs: 7% of people have suffered this type of threat, of which 5% experience it constantly. It is also the area with the highest prevalence of people who have had to accept unwanted jobs due to economic necessity.

The perception of job opportunities is very low: only 32.32% believe there are decent jobs, while the rest describe them as precarious or nonexistent. Regarding housing, 71.43% did not have access to adequate housing options during the last year. These data portray the northwest as a territory where precariousness, economic violence, and institutional exclusion intertwine and reinforce each other.

On the other hand, the northeast zone presents the most favorable indicators in the entire city, although it is not without challenges. Here, 65.79% consider their income sufficient, 76.32% have not had to resort to informal loans, and 71.05% have access to bank or cooperative loans.

Furthermore, it is the area with the highest unemployment insurance coverage (26.92%) and the highest percentage of people with reliable support networks (100%). It is also notable that 73.68% of people hold property titles.

However, certain gaps persist: 42.11% of people in this area report having no access to training or education, which could limit their chances of improving their employability or moving toward better-paying jobs. It is also the area with the highest prevalence of financial fraud, with 10.53% of victims being frequent victims.

The southwestern zone, although with the lowest perception of direct job instability (only 1%), is the area where the most people reported not having had access to affordable housing options in the last year (76.07%). It also faces limited coverage of economic support: 49.58% did not receive subsidies despite needing them, and of those who did, 18.49% considered them insufficient. Although it has the lowest percentage of people who have accepted unwanted jobs, this does not compensate for the deficiencies in institutional support, which positions this area as a space of partial stability.

The southeast zone has high levels of economic insecurity and a high dependence on informal survival strategies. Nearly half of the population (49.15%) fears losing their income, and 50% have resorted to informal loans to cover basic needs, with 10.16% doing so regularly.

Although 72.3% consider their employment to be very stable, this figure could be linked to jobs that appear formal but have precarious conditions, such as those associated with the maquila sector. Coverage through institutional support mechanisms is very low: only 38.28% have access to formal loans, and only 10.53% have unemployment insurance.

In terms of housing, and compared to other areas, ownership is the lowest (59.38%). Only 28.35% of the population has access to training opportunities, and among older adults in this area, only 6.67% believe job opportunities exist. This territory combines apparent job stability with high financial and institutional fragility, making it a critical focus for public intervention.

Overall, the area-based analysis shows that economic security in Ciudad Juárez is determined by multiple structural and geographic factors, derived from territorial planning defined by the needs of productive centers. While some areas face multiple threats to economic security, ranging from informality and debt to extortion and lack of access to housing, others show significant but still fragile progress. This mapping of inequalities allows for the identification of clear territorial priorities for public policy, with differentiated approaches and targeted actions that reduce existing gaps.

Inequalities in Economic Vulnerability between Population Groups

Economic security in Ciudad Juárez does not affect everyone equally. As analyzed in the sections specific to population groups, older adults face structurally more adverse conditions, while gender gaps cut across all sectors, reproducing inequalities that impact income, stability, access to protection mechanisms, and the effective exercise of economic rights.

Older adults consistently constitute the most vulnerable group in this regard. Only 34.04% consider their income sufficient, and 19.15% have felt they could lose their home, a figure that rises to 25% among older women. Furthermore, 74.47% lack access to training or education, which virtually excludes them from the possibility of reintegrating into the workforce or generating independent income. They also face the lowest access rates to loans (34.04%), and only 31.91% report savings capacity. This combination of factors highlights a double structural exclusion: both from the labor market and from social and financial protection systems.

The index also shows a worrying early exposure to adverse economic conditions among adolescents. 18.37% have had to accept jobs they would rather not do out of necessity, and more than 24% have been victims of scams, making this the group most affected by financial fraud.

In the case of young people, although they have a more optimistic perception than average—68.42% consider their employment stable and nearly 63% believe their income is sufficient—this confidence coexists with objective risk factors. They are the group that most frequently rates job opportunities as scarce or very precarious. Furthermore, only 54.88% have property titles, which limits their housing and property stability, and 29.27% report having no access to training opportunities.

Photo: Adrián Alfredo Blanco / Ciudad Juárez

Although they have greater access to loans, 85.45% do not have unemployment insurance, leaving them exposed to employment crises without institutional support.

The index also highlights how gender gaps structurally impact the economic dimension of security. In general, women face more unfavorable conditions in terms of income, stability, access to employment, training, and institutional support. The combination of economic inequality, care overload, and low institutional protection creates a pattern of structural exclusion that requires gender-sensitive public policy responses. These gaps are particularly exacerbated among older women, who also account for a significant proportion of unpaid domestic work, further limiting their economic autonomy.

Ensuring the population's economic security requires comprehensive public intervention that not only promotes decent jobs but also eliminates structural barriers to access to training and enables real mechanisms for accessing basic goods such as housing. The absence of these conditions threatens the right to economic development, understood as the ability to actively participate in the productive life of the city with equal conditions and dignity.

Reflections on Economic Security in Ciudad Juárez

Although the levels of extreme economic insecurity in Ciudad Juárez are not as alarming as in other dimensions, the index reveals a more complex phenomenon: the absence of institutional, labor, and social protection factors that guarantee medium- and long-term economic stability. Not only do people face low incomes or precarious jobs, but they do so without adequate support networks, full access to care services, savings mechanisms, or protection against crises.

A structural element that deeply conditions economic security in the city is the economic model of a border city, based on maquiladora industries, cross-border trade, and parallel or illegal economies. This model shapes career paths, youth aspirations, community ties, and socialization processes, generating a productivity logic that does not necessarily prioritize the well-being needs of the population. Thus, economic insecurity is not merely a material phenomenon: it is the result of an urban development model that reproduces structural inequalities and external dependence.

Special attention should be paid to the care system, whose absence or informality constitutes a persistent barrier to women's economic autonomy, and to the reality of older adults, who face a combination of economic dependency, lack of their own income, and exclusion from the labor market. Both issues require specific public policies that recognize their centrality in the design of truly human economic security.

Recommendations

- Develop inclusive labor policies with a regional focus that generate decent jobs for women, young people, and caregivers, especially in areas of high economic vulnerability such as the southeast and northeast.

- Expand access to social protection mechanisms, including unemployment insurance, decent pensions, and voluntary savings systems, adapted to the realities of informal or discontinuous work.

- Promote a comprehensive care system that recognizes, values, and redistributes unpaid domestic and care work through the creation of public infrastructure (daycare centers, day centers, and support for caregivers), with special attention to women and single-parent households.

- Expand opportunities for technical training and certification of job skills, connected to sectors of added value and not just maquiladoras, to break the cycles of precariousness.

- Explicitly include older adults in economic policies, recognizing their needs for income, financial inclusion, and job security appropriate to their life stage.

- Recognize and prevent the collateral impacts of illegal economies through strategies that highlight their links to various dimensions of insecurity and generate real, sustainable, and risk-free economic alternatives.

4.3 Food Security

Food Security

What do we measure in this dimension?

This dimension measured people's vulnerability to factors that threaten their access to sufficient and nutritious food. To do so, we analyzed indicators grouped into three categories that measure:

- Exposure to specific threats that prevent people from accessing adequate food.

- Access to protection services against sudden shocks or structural deficiencies.

- Freedom of people to exercise their right to healthy and sufficient food.

How do we measure food security?

To measure food security, we considered exposure in the past year to situations that compromise access to adequate food, such as insufficient income to cover basic needs, including food, lack of availability of sufficient and varied food at home, lack of nearby establishments offering healthy food, and lack of access to drinking water.

We also assessed receipt of food aid, such as food pantries, community kitchens, and food banks. Regarding protection mechanisms, effective access to food assistance programs and the availability of community support networks to obtain food in the event of a food crisis were examined.

Finally, the exercise of the right to food was analyzed through the real possibility of accessing a nutritious and sufficient diet, the economic autonomy to acquire basic foodstuffs, and the guarantee of structural conditions that allow for adequate and dignified nutrition.

How vulnerable are people in this dimension and why?

The index shows that the majority of the population of Ciudad Juárez (59.5%) is at a low level of vulnerability, which indicates that these people have adequate and
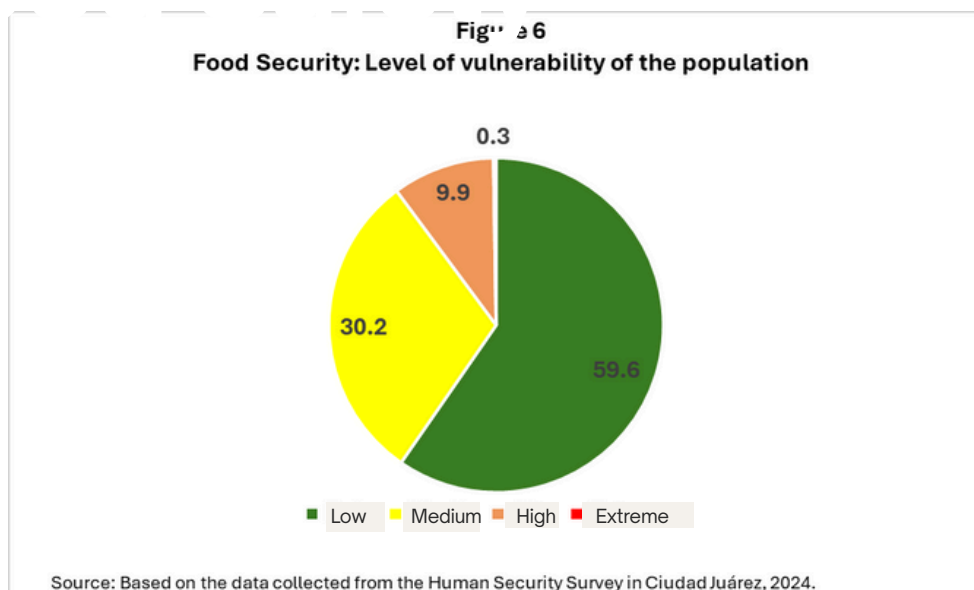
consistent access to food and have means of protection against potential risks (see Figure 6). However, 40% of the population faced some level of food insecurity during the last year. 30.2% present medium vulnerability, which suggests that, although they have access to food, they face problems that could put them at risk and have partial, intermittent, or unstable access to protection mechanisms against these problems.

It is worrying that 9.9% of the population is highly vulnerable, as this means they face multiple threats to their livelihoods without effective protection or response mechanisms. These data underscore the need to strengthen food support programs with an area and rights-based approach.

Data on access to food aid reveal two critical problems in protecting food security. On the one hand, 45.6% of the vulnerable population did not receive support despite needing it, highlighting flaws in the targeting and distribution mechanisms of social programs. Adding to this situation is the fact that only 7.3% of the population actually received food aid in the last year.

This scenario reflects a gap between the institutional supply of protection and the real needs of the population, particularly in households with older adults, where up to 59.6% experience moderate to severe food insecurity. Closing this gap requires comprehensive strategies that combine better targeting with community participation, expanded coverage with an emphasis on marginalized areas, and monitoring mechanisms that guarantee the quality and consistency of aid, ensuring that this support is an effective right.

Another aspect that affects people's vulnerability is their ability to access networks of family, friends, or acquaintances. Although most people have these types of trusted networks, 5.2% of the population reported not having them (either because they are unsure of who they can trust or simply because they have no one), which creates a serious obstacle to accessing food support, both informal and institutional, in crisis situations.

Figure 6
Food Security: Level of vulnerability of the population

Low Medium High Extreme

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Likewise, 46.3% of respondents indicate that their income does not allow them to save, reflecting an economic precariousness that severely limits their ability to cope with food crises. Lacking financial resilience, these people depend entirely on immediate income to feed themselves, becoming extremely vulnerable to any unforeseen event (such as job loss or price increases).

Regarding the right to nutritious and sufficient food, the data reveal that, although 61.2% of households had enough food to lead a healthy life, 38.8% faced a precarious food situation. Two critical groups stand out: 6.3% of the population did not have enough food to eat three times a day, and 3.1% lacked access to drinking water in their homes. This combination exacerbates their situation by limiting not only food availability but also its preparation and hygiene. This latter segment, although small in percentage terms, represents the population most at risk, as the lack of water exacerbates the effects of food shortages, particularly for children, older adults, and people with chronic illnesses. At the same time, the 32.6% who report sufficient access but limited nutritional variety and preferences constitute a latent risk group, susceptible to falling into severe insecurity in the face of economic or environmental crises.

Where are the most vulnerable people?

The index shows differences in the level of food vulnerability experienced by people in different areas of the city. The northeast zone shows the best results, with 84.2% of the population in low vulnerability, reflecting a relatively stable food situation. The northwest zone, on the other hand, shows the most critical situation, especially among older adults and young people, where

higher proportions of medium and high vulnerability are observed.

In the southwestern zone, the situation is intermediate, with the majority of the population at low risk, but a significant proportion of people at medium and high risk (41.2%). In the southeastern zone, although the majority also have low vulnerability, older adults stand out, with 33.3% at medium risk and 26.7% at high risk.

These results highlight the need to strengthen food support networks, with special attention to specific age groups and areas with less food stability. Specific indicators are analyzed below to illustrate these territorial differences.

The northwest region has the highest percentage of households whose income is never enough (7.1%), and where 39.8% face recurring economic insecurity. This is also due to high levels of food insecurity. 10.1% of families sometimes do not eat three meals a day (the highest rate), and 46.5%, do not receive food aid despite needing it (second place in this category). In addition, only 5.1% have access to food assistance, highlighting a gap between need and access to support.

The southeastern area of the city, although with less extreme economic insufficiency (3.2%), stands out for being the worst in terms of access to quality food (38.3%) and where half of the needy families do not receive aid (50%), despite having the highest percentage of aid recipients (9.4%), which suggests insufficient coverage.

Clusters of Food Security Indicators

Exposure to threats

- Risk of malnutrition due to lack of income, inflation or shortages.
- Risks to the generation of basic income.

Access to protection

- Access to food supply sites for vulnerable groups.
- Access to economic protection mechanisms.

Freedom to exercise rights

- Access to food and water in the quantity and quality necessary for a healthy life.

The southwest zone has the highest percentage of people who do not have sufficient stable income (44.5%) and 33.6% with limitations in the type of food they have access to, in addition to 45.4% of those who need help not receiving it.

In contrast, the northeast zone proves to be the least vulnerable area, where only 2.5% suffer from chronic economic insufficiency, 28.9% do not receive aid despite needing it (the lowest percentage) and has the lowest rates of food shortages (2.6%).

These data reflect a clear disparity, with the northwest requiring urgent intervention due to its combination of extreme poverty, hunger, and lack of access to aid, followed by the southeast, characterized by high unmet demand for food, and the southeast zone, characterized by economic and food instability.

The northeast zone, with marginal vulnerability, could serve as a reference for food policy design. Overall, the data reveal an unequal distribution of food security across the territory, with certain sectors, such as the northwest and southeast, facing greater difficulties both economically and in terms of real access to sufficient and adequate food.

These differences reflect not only unequal material conditions but also the need to design targeted intervention strategies to reduce food vulnerability in specific contexts.

Reflections on Food Security in Ciudad Juárez

The index shows that, while the majority of the population in Ciudad Juárez enjoys relatively stable conditions regarding access to food, a significant proportion faces some degree of food insecurity, including people exposed to multiple threats to their livelihoods and without adequate means of protection. Among the identified causes are structural failures in the coverage and targeting of food support, a lack of economic resilience, and a worrying disconnect between the real needs of the population in the most critical situation (9.9%) and the response of the social protection system.

To guarantee the effective right to sufficient and nutritious food, comprehensive food strategies with a regional and population-based approach are needed. It is a priority to strengthen and expand food aid programs in highly vulnerable areas, such as the northwest and southeast, with an emphasis on households with older adults and those without access to drinking water. The aid could also be better coordinated with community mechanisms and trusted networks to improve coverage. Furthermore, it is urgent to design policies that increase household economic stability, reduce dependence on informal income, and generate resilience mechanisms—such as access to savings or microcredit—to address food emergencies without compromising people's health or dignity.

4.4 Health Security

Health Security

What do we measure in this dimension?

This dimension assessed people's vulnerability to multiple factors and situations that threaten their right to physical and mental health. To do so, we considered their access to services and resources that allow them to stay healthy, recover from illness, and cope with the effects of adverse contexts and situations on their health.

How do we measure health security?

Health security was measured using various indicators that reflect the social, economic, political, and environmental conditions in which people live and that profoundly influence their health and quality of life. These indicators included, first and foremost, those related to access to health services. The indicators assessed whether people were able to access medical care, treatments, and medicines, whether they had access to hospitals and mental health services, and their perceptions of the quality of these services.

We also considered indicators that allow us to understand the degree of exposure to factors that increase people's health vulnerability. This included aspects such as the presence of chronic diseases, the risk of malnutrition, stress levels experienced over the past year, the ability to manage difficult emotions, and the frequency of alcohol or drug use.

Furthermore, the impact of housing conditions and the community environment was taken into account. Factors assessed included access to basic services such as drinking water and garbage collection, the health and cleanliness of their environment, and their exposure to environmental risks or natural disasters. Their access to adequate spaces for physical activity and recreation, essential elements for maintaining overall health, was also analyzed.

The index also included indicators on violence and traumatic situations. It analyzed whether people had experienced events such as the loss of loved ones or lived in fear in everyday environments —such as home,

school, work, or digital environments— within the past year. Their exposure to physical or psychological violence and the impact of experiences of discrimination and social exclusion linked to identity, gender, socioeconomic status, or other factors were also recorded.

Finally, socioeconomic conditions and access to social support networks were assessed. For example, job stability and income sufficiency to cover basic needs such as food and housing were assessed, as well as whether individuals had family, friends, or other trusted individuals to provide emotional and material support.

The indicators were grouped into three main categories:

- Exposure to factors that threaten physical and mental health, such as chronic illness, stress, alcohol and drug use, violence, discrimination, and other socio-environmental factors.

- Access to timely, efficient, and affordable health services.

- Exercise and enjoyment of the right to the highest possible level of physical, mental, and emotional health.

Health Security Indicator Clusters

Exposure to threats

- Exposure to threats to physical and mental health (chronic illnesses, stress, alcohol and drug use, etc.)
- Fear of moving around and using public spaces.
- Exposure to physical and psychological violence (at home, school, public places, at work, online/social media).
- Exposure to police violence.
- Victimization.
- Perception of security.
- Risk of malnutrition due to lack of income, inflation or shortages.
- Risk of seeing income and livelihoods arbitrarily, suddenly, or violently reduced.
- Exposure to negative stereotypes, devaluation, dehumanization, or stigmatization.
- Exposure to threats to social identity / limits to identity / discrimination.
- Exposure to environments that are adverse to health and a dignified life.
- Access to housing that allows for healthy living conditions.
- Risks to the generation of basic income.
- Sufficiency of current income.
- Access to jobs and decent livelihoods.
- Exposure to negative effects of social media.

Access to protection

- Access to health services (timely, efficient and affordable).
- Access to urban spaces that allow for a healthy life.
- Access to reliable support networks.
- Access to information and guidance for healthy use of technology.

Freedom to exercise rights

- Freedom to enjoy the highest possible level of physical, mental and emotional health

How vulnerable were people to factors that threatened their health?

The index reveals that 57.5% of the population experiences medium to high vulnerability in their health security. Of these, the largest group (43.5%) faces significant threats to their health, but only has limited resources, strategies, or ways to address them and therefore experiences a medium level of vulnerability.

On the other hand, 13.8% of the city's population faces high vulnerability, meaning they face serious challenges to their physical and mental health and are facing significant difficulties accessing health services. This should be a priority for intervention policies.

The index shows that vulnerability levels in this dimension are primarily due to the difficulties faced by large segments of the population in accessing physical and mental health protection services.

Regarding access to and quality of health services, the index reveals that more than half of the population (52.9%) has limited access to hospitals and health centers. Nearly one in two people rely on services that are distant or of uncertain quality: 28.4% indicated that hospitals are very far away, which directly affects emergency response capacity, and 24.5% indicated that they rely on one that is not far away, which implies dependence on transportation.
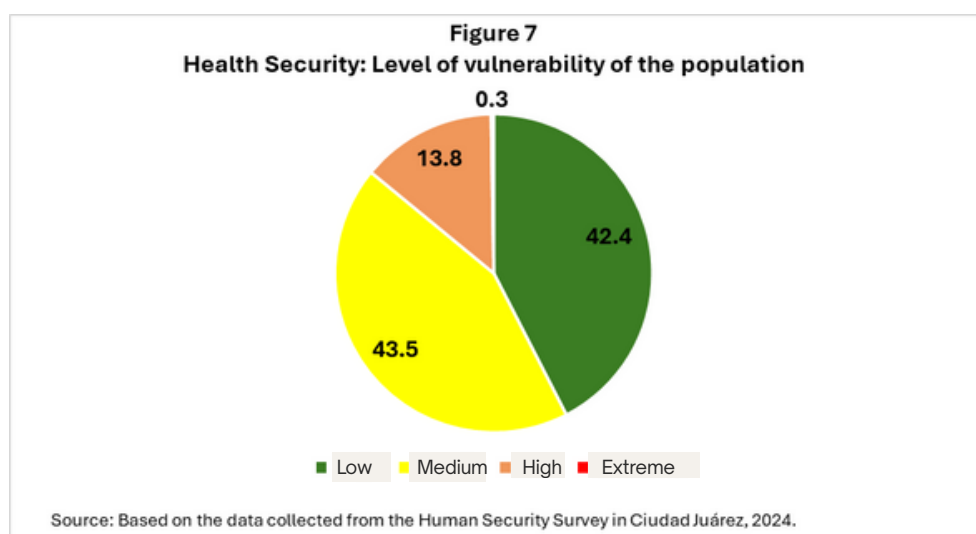
Another factor highlighting structural deficiencies in access to health services is that, although more than half of those surveyed have a positive perception of the service, 46.5% report dissatisfaction: 32.6% rate it as "fair" and 13.9% as "poor" or "very poor."

A key indicator is access to treatments, medications, and medical care in the past year: approximately 30% reported inability or difficulty accessing what they needed. This suggests coverage issues and partial availability that affect the care experience and highlight significant gaps that must be addressed to guarantee the right to health. These difficulties may be due to limited availability of medications, unaffordable costs, or logistical barriers to accessing services.

Access to reproductive health services is also limited: nearly 4 in 10 people (38.4%) report not having access to these services, which include family planning, gynecological check ups, sexual health information, among others. This gap represents a significant violation of sexual and reproductive rights. The causes may be related to the lack of service availability, costs, administrative barriers, stigma, or cultural restrictions. The consequences include an increased risk of unwanted pregnancies, illnesses, loss of autonomy, and greater gender inequality, especially among young women.

Regarding access to mental health services, almost half of the population (50.9%) reports not having access, which is alarming considering the growing impact of mental health on quality of life. This lack may be associated with a lack of infrastructure, high costs, or stigmas that prevent people from seeking help.

These results should be analyzed considering the diversity of factors to which the population is exposed and which also affect their physical and mental health. In terms of mental health, 21.6% report that their health status during the last year was "fair," indicating mild or sporadic emotional distress. 6.0% indicated that their mental health was "bad" or "very bad," possibly linked

Figure 7
Health Security: Level of vulnerability of the population

0.3
13.8
42.4
43.5

■ Low ■ Medium ■ High ■ Extreme

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

to undiagnosed anxiety or depression, chronic stress, or traumatic experiences.

Stress is a widespread condition, with more than 70% of people reporting it, 40.3% of them experiencing high levels and 24% experiencing very high levels that severely impact their health. These levels can be associated with various factors, including economic insecurity, violence, job insecurity, and overburdened responsibilities.

Stress and difficulty managing emotions can translate into general health problems and risky behaviors, such as problematic substance use. In the city, nearly 37% of respondents reported difficulty managing their emotions over the past year, indicating significant vulnerability. Exposure to violence, the loss of loved ones, and constant fear can increase the risk of disorders such as depression, chronic anxiety, and somatization, as well as the use of alcohol, drugs, or non-prescription anti-anxiety medications as escape mechanisms.

Regarding alcohol consumption that can pose a health threat, 38.1% of people reported occasional alcohol consumption, and 7.3% reported very frequent consumption. Although a minority, this latter group is at high risk and requires priority attention. Young people show the highest levels of occasional and frequent consumption, possibly due to social dynamics, recent independence, and a lower perception of risk. Among adolescents, 34.7% reported occasional alcohol consumption.

Regarding drug use, although the majority of the population does not report it, 2% of adolescents and young adults admitted to using drugs. The fact that 4% of adolescents preferred not to answer this question suggests underreporting due to fear, stigma, or social pressure.

Given the difficulty in recognizing these problems, another indicator considered in the index was the perception of drug dealing in nearby places like schools and near their homes: 14.3% stated that drugs are indeed sold in these immediate surroundings. This is a cause for alarm for local institutions and services. Adolescents are the group most likely to recognize this situation (24.5%), probably due to greater exposure in school settings and greater sensitivity to the environment.

Instability and precariousness in socioeconomic conditions also affect health. In 2024, nearly 40% of the city's population feared losing their jobs, reflecting widespread concerns about job stability, possibly influenced by precarious contracts, informality, and lack

of social protection. This fear has an impact on mental health, stress, and family planning.

Regarding general health conditions, while the majority perceived their health positively, the index shows that there are vulnerable groups: 21% suffer from chronic illnesses such as diabetes, hypertension, or respiratory diseases, which require ongoing medical care. Furthermore, 25.1% rated their physical health as "fair," and 5% as "poor" or "very poor" over the past year.

Housing conditions and the environment also affect health. Nearly half of the population (47.2%) believes their environment does not support healthy living, and 13.2% describe it as neither clean nor healthy. This may be related to pollution, urban decay, or insecurity. The southwestern region shows the highest rates of dissatisfaction (21%). Furthermore, more than 50% of the surveyed population lacks adequate spaces for sports and recreation, which affects physical health, free time, and social cohesion.
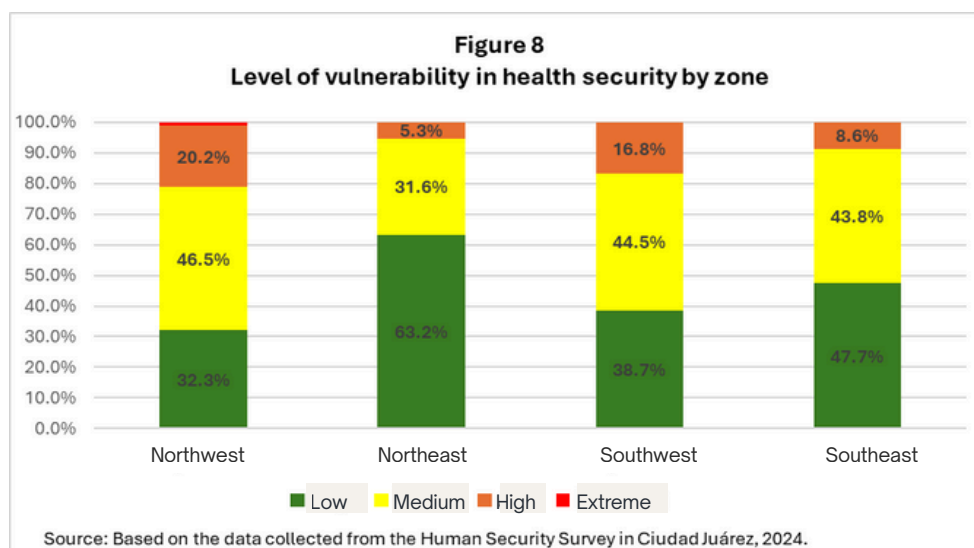
Where are people most vulnerable to factors and situations that threaten their health?

The index reveals marked territorial differences in vulnerability levels for multiple factors that affect the physical and mental health of the population in Ciudad Juárez.

The northeast zone stands out as the territory with the lowest health vulnerability, with 63.2% of its population in the low vulnerability category. Its inhabitants report better overall health (no one rated their health as poor or very poor; 78.9% said they enjoyed very good health over the past year). This area is also where the most people report having a nearby hospital (68.4%). However, it also has the greatest shortage of sports facilities (44.7% say they do not exist).

At the other extreme, the northwest shows the most critical situation, as it concentrates the highest levels of people in medium (46.5%) and high (20.2%) vulnerability. Furthermore, it is where the most people lack access to mental health care (61.2%) and where the highest perception of drug dealing in the immediate surroundings is recorded (20.2%). It is also the area with the highest proportion of people who rate their health as very poor (7.1%), revealing severe internal inequalities.

The southwest and southeast have intermediate profiles. Both are predominantly medium vulnerability,

Figure 8
Level of vulnerability in health security by zone

Zone	Low	Medium	High	Extreme
Northwest	32.3%	46.5%	20.2%	
Northeast	63.2%	31.6%	5.3%	
Southwest	38.7%	44.5%	16.8%	
Southeast	47.7%	43.8%	8.6%	

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

but with significant pockets of high vulnerability (16.8% and 8.6% respectively). The southeast reports the highest prevalence of chronic diseases (25.7%), while the southwest stands out for its limited mental health coverage (54% without access). Both zones also show significant levels of perceived environmental unhealthiness and a lack of recreational spaces.

Finally, although the northeast shows favorable conditions in terms of general health and medical access, the other zones present complex combinations of deficiencies and risks that must be addressed with differentiated strategies. These territorial differences underscore the urgency of designing tailored responses for each zone, integrating improvements in health infrastructure, mental health, community safety, and well-being promotion.

Reflections on health security in Ciudad Juárez

The index reveals structural deficiencies in the coverage and quality of medical services and an accumulation of risks related to the urban environment, emotional health, economic hardship, and constant exposure to violence.

Territorial disparities, especially in the northwestern zone, underscore the need for a differentiated response that considers the multiple dimensions affecting the health and well-being of the population.

To effectively improve health security, a comprehensive strategy is required that combines investment in health infrastructure, expansion of mental health services, health prevention and promotion policies, and improvements in the urban environment. It is essential to guarantee timely, free, and dignified access to physical and mental health services, with special emphasis on historically underserved groups such as women, adolescents, youth, and the elderly.

Likewise, it is vital to adopt an intersectoral approach that addresses the structural conditions that generate stress, emotional deterioration, and chronic diseases. Institutionalizing a human security approach will allow for the design of sustainable responses that integrate health care, psychosocial well-being, and community participation, helping to reduce access gaps and improve the overall health of the entire population.

Photo: Joice Rivas / Pexels

4.5 Political Security

Political Security

What do we measure in this dimension?

This dimension assessed how vulnerable people are to factors that threaten the exercise of democratic rights, such as participation. The results were grouped into three categories of indicators:

- Indicators that measure exposure to specific threats that deprive people of equal treatment under the law and hinder the right to freedom and participation in public affairs.

- Indicators that evaluate access to protection services provided by public institutions.

- Indicators that measure people's freedom to exercise their right to effective political and community participation, with the ability to influence decision-making.

How do we measure political security?

Political security was measured by considering the population's exposure to assault or arbitrary arrest by police officers in the past year; their ability to freely express opinions without fear of reprisal; and their perceived risks when participating in elections, protests, or joining unions.

Regarding protection mechanisms, we assessed citizen confidence in the police's ability to effectively perform their duties; the likelihood of reporting a crime they experience to the appropriate authorities; trust in services for women victims of violence; and trust in institutions and public officials. Finally, regarding the exercise of rights, we measured aspects related to the ability to participate in public affairs and in decisions that affect their lives or their communities.

Clusters of Political Security Indicators

Exposure to threats

- Exposure to forms of repression and limits to participation.
- Exposure to police violence.

Access to protection

- Perception of the protection service offered by public institutions.
- Confidence in the capacity of institutions to act in accordance with democratic principles.

Freedom to exercise rights

- Freedom to exercise the right to free expression and participation in public affairs and community decisions.

How vulnerable are people in this dimension and why?

Political security was the dimension in which the city's population registered the second greatest vulnerability level in 2024. The index reveals that only 21.4% of the population is at a low level of vulnerability in this dimension of security, while 40.6% presents medium vulnerability, indicating that a significant portion of people faces threats or partial restrictions in the exercise of their civil and political rights (see Figure 9).

It is noteworthy that 31.5% of the population is highly vulnerable, and 6.5% is in an extreme situation, which implies a serious lack of access to effective participation mechanisms and a deep distrust in public institutions.

These results underscore the need to strengthen channels for citizen participation and ensure conditions that allow everyone to influence public decisions. Furthermore, responding effectively to citizens' demands for justice is essential to rebuilding institutional trust and fostering more active political participation around the main challenges facing the city.

Analysis of exposure to threats to political security

The results of the indicators used to measure political security are analyzed below. Data on exposure to threats in this dimension reveal a complex situation regarding the full exercise of civil and political rights.

When asked whether they had been assaulted or arbitrarily detained by police officers in the past year, 9.4% stated that this had happened to them on some occasion. This percentage is not insignificant considering the seriousness of the violation involved: it is a direct experience of institutional abuse that violates fundamental rights such as personal liberty, the presumption of innocence, and due process. This figure is even more significant when interpreted in relation to the general context of distrust toward public security institutions.

Another important indicator of this political dimension is the free expression of opinions without fear of reprisal; in this case, almost a third of the population (28.4%) indicated that they cannot express their opinions for fear of reprisals.

Figure 9
Political Security: Level of vulnerability of the population

Low · Medium · High · Extreme
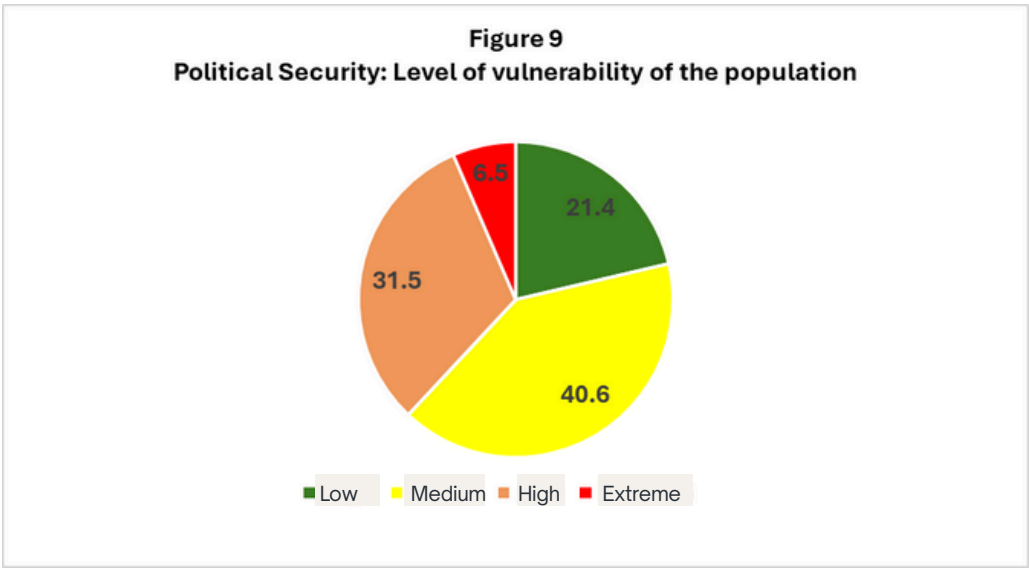
Added to this problem of limited freedom of expression, which restricts citizen participation in public affairs and undermines democratic debate, is the fact that 34.5% of respondents considered it risky to participate in elections, protests, or join associations or unions.

The prevalence of attacks or arbitrary arrests by police officers, as well as the fear of reprisals, severely limits freedom of expression and citizen participation. These practices can create a silent and apathetic society, where critical and dissenting voices are silenced, thus weakening democracy and justice. Citizens deserve to be treated with respect and dignity, and it is essential that institutions actively work to protect and promote human rights and fundamental freedoms.

Access to protection mechanisms

Among the protective factors, which are of great importance to the political dimension, very low institutional trust was found, weakening democratic legitimacy. Only 14.6% of the population fully trusts the police's ability to perform their duties effectively; while 22.5% of respondents gave them the lowest score on the scale (ranging from 1 to 5).

Despite this level of distrust, the population is still willing to report a crime to the authorities if they are the victim of a crime (80.3%). This distrust in the main institution responsible for ensuring security and law enforcement demonstrates a disconnect between citizens' willingness to act and the credibility of the police forces.

On the other hand, confidence in services for women victims of violence is higher, with only 10.9% at the lowest level, and 23.4% having full confidence. Meanwhile, confidence in the performance of public institutions and officials was at the lowest level, with 15.4% at the intermediate level (3), and only 11.7% with full confidence.

The lack of citizen trust in the police, public institutions, and public officials represents a serious problem that affects social cohesion and political stability. This lack of trust is generally linked to perceptions of corruption, abuse of power, and a lack of transparency, which hinders cooperation between citizens and authorities to jointly solve community problems, such as crime.

Freedom to exercise the right to participation

A determining factor in the high levels of vulnerability in the political dimension is the population's limited capacity to fully exercise their rights. 72.9% of those surveyed indicated that, during the last year, they have not had the opportunity to participate in public affairs or in decisions that affect their lives or their community. This lack of participation generates a feeling of exclusion and political disaffection that weakens trust in institutions and in democracy itself.
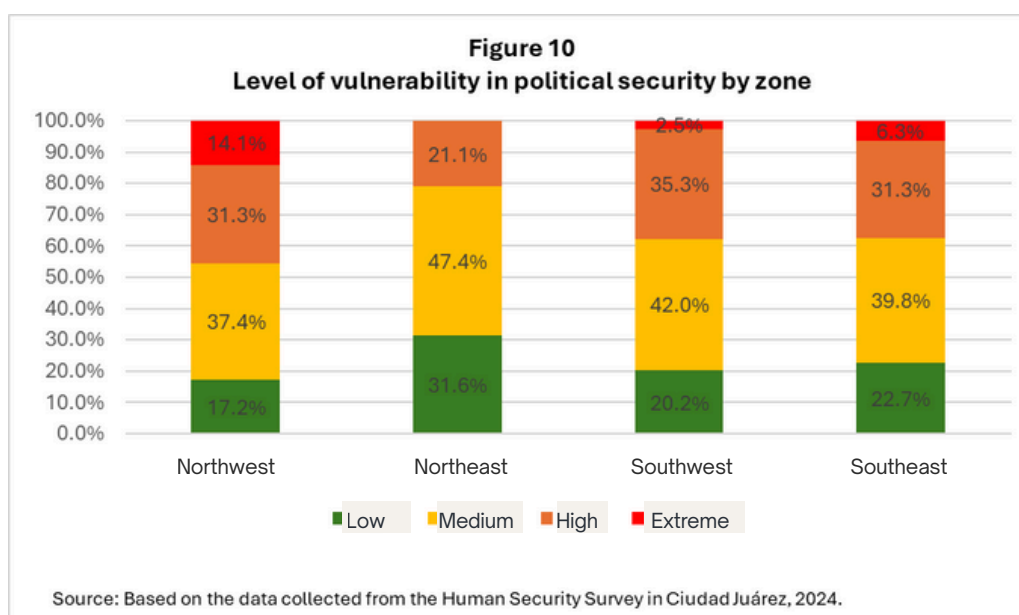
When people perceive they have no voice or influence in their environment, the risk of apathy, disenchantment, and social demobilization increases. Faced with this scenario, it is essential that authorities and institutions promote meaningful citizen participation by creating accessible, inclusive, and effective spaces where people can express their opinions, influence decision-making, and exercise their civic rights in conditions of equality and dignity.

Where are the most vulnerable people?

The level of political vulnerability varies significantly across the different areas of Ciudad Juárez. The northwest region of Juárez showed the highest percentage of extreme vulnerability, reaching 14.1%. In contrast, the northeast region—an area characterized by better social and economic conditions, as well as a lower proportion of young people—recorded no cases of extreme vulnerability and had the highest percentage of the population with low political vulnerability (31.6%). Likewise, high political vulnerability was most present in the southwest region, with 35.3%, followed by the northwest and southeast regions, with similar percentages (31.3%). These results demonstrate a correlation between the structural conditions of each area and the ability of its inhabitants to exercise their political rights freely and safely.

Below are disaggregated results that explain differences in political vulnerability in each area. Indicators related to risk factors—which represent threats to the population depending on the city's area—showed different percentages of severity. In the case of attacks or arbitrary arrests in the last year, the area with the highest percentage was the southeast with 14.1%, while the northeast had the lowest percentage, with 2.6% of people reporting having been attacked at some point.

Regarding the ability to freely express opinions, the northwest region had the worst conditions for this indicator, with 41.4% of people over the age of 15 saying they did not feel free to express themselves without fear of reprisal. In contrast, and again, respondents in the northeast region had the lowest percentage (15.8%).

Figure 10
Level of vulnerability in political security by zone

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

When asked whether they perceive risks in participating in elections, protests, or other forms of expression, 41.4% of respondents in the northwest indicated that they do consider this type of political participation risky. Notably, in the southeast, the percentage was significant at 38.3%.

The protection mechanisms available to citizens are crucial to their political presence in the community, as security determines activism and participation. One way to identify these protection mechanisms is through the public's trust in their authorities and institutions (such as the police). Public trust in the police was measured using a scale of values ranging from 1 to 5 (the higher the value, the greater the trust). In the southeast region, the survey identified lower perceptions of the police's capacity to effectively fulfill its role, giving it an average score of 2.7; in the northwest region, the average was 2.8, and the southwest region gave the police force a relatively higher rating, with an average of 3.

Regarding whether the population would report a crime if they suffered one, the highest probability of reporting it was in the northeast region, with 94.7%, and to a lesser extent in the northwest region, with 69.1% of respondents choosing this option.

Regarding citizens' perceptions of the care services for women victims, there were no differences in the averages by region. In fact, the average rating rose to 3.3. Finally, in the ratings for public institutions and officials, the population of the northwest gave them the lowest average (2.7), while, in contrast, the inhabitants of the northeast gave them the highest average (3.2).

Regarding the right to participate in public affairs and decisions affecting the community, it was found that in the northwest, 80.8% of residents felt they had not had the opportunity; in the southwest, the percentage was 77.3%; and in the southeast, it reached 68%. This indicator suggests immediate actions to promote mechanisms for greater citizen participation and involvement in public affairs.

Reflections on political security and recommendations

The results in the political security dimension revealed a lack of conditions that foster political participation among the population, and therefore any meaningful transformation of their communities. Some aspects to consider for improving this dimension include:

- Strengthen trust in institutions and public officials. It is imperative that authorities and public officials promote transparency and accountability in their actions and decisions. A possible initial course of action could be greater implementation of citizen participation mechanisms and the dissemination of public information in a clear and accessible manner.

- Promote citizen participation. Decision-makers can involve citizens in the implementation of public programs and policies; this could be done through discussion forums, citizen surveys and consultations, more participatory budgeting events and projects, and volunteer and community service programs.

- Improve communication channels between authorities and citizens. Citizens' voices must be heard where pressing needs arise; dissemination on social media, digital platforms, meetings, and public hearings, among others.

- Increased training for public servants and public security officials. Important topics in this type of training should include, at a minimum: citizen participation and governance, transparency and accountability, effective communication with citizens, and the protection of human rights.

- Periodic evaluation of public policies. It is advisable to improve the processes for evaluating and adjusting public policies based on evidence so that they respond to the needs of citizens and the specificities of each area. Impact assessments that take into account the experiences of residents in different areas are required.

4.6 Community Security

Community Security

What do we measure in this dimension?

This dimension assessed people's level of vulnerability to factors and situations that threaten the community's social fabric: that is, the ties of support, identity, trust, and organization, as well as the communities' capacity to manage their differences and conflicts peacefully. Community insecurity is expressed in fear among neighbors, mistrust, exclusion, and the absence of safe spaces for participation, dialogue, and agreement-building.

How do we measure Community Safety?

To measure community safety, we considered whether people relied on their community to address difficulties, resolve tensions, or live peacefully. We observed how they related to their neighbors, whether there were bonds of trust and respect, whether they perceived the community as an environment of mutual support, and whether there were collective forms of organization to address common problems or improve coexistence.

Elements that strengthen or weaken community cohesion were also considered, such as the presence of neighborhood violence, the existence of citizen protection networks, participation in local organizations

or initiatives, and the possibility of accessing peacebuilding resources such as mediators or conciliation centers to address disputes between neighbors. These aspects allow us to identify whether communities function as safe, constructive, and supportive spaces, or whether, on the contrary, they are fragmented, marked by mistrust and poorly managed conflict.

The indicators were grouped into three categories:

- Exposure to factors that threaten coexistence and weaken the community's social fabric, such as neighborhood violence, mistrust between residents, and the perception of a deterioration in standards of respect and mutual aid.

- Organizational capacity and access to conflict resolution mechanisms, including the existence of organized forms of community protection, care networks, mediators, and conciliation centers.

- Existence of environments of trust and enjoyment of the community. These indicators allow us to evaluate whether people perceive their environment as a safe, trustworthy and conducive place for coexistence, based on their relationships with neighbors.

Clusters of community security indicators

Exposure to threats

- Exposure to physical and/or psychological violence in the community environment.
- Exposure to factors that weaken the social fabric.

Access to protection

- Community capacity to resolve conflicts
- Community organization capacity

Freedom to exercise rights

- Freedom to live in a community that functions as a support system

How vulnerable were people to factors that affect community coexistence and the social fabric?

Community security is a key dimension for understanding the state of the social fabric—that is, the bonds of trust, a community's collective capacity to confront conflict and build agreements, the mechanisms for caring for its members, and creating environments where people can develop a sense of belonging.

This dimension assesses the extent to which people can count on their community to resolve differences, support each other in difficult times, or simply live with peace of mind. It therefore includes both perceptions of mutual support and the existence of organized structures that promote coexistence.

The Index results show that 70% of the population experiences varying degrees of vulnerability in their community settings. More than half of the population (57.3%) is at a medium level of vulnerability, indicating that while people maintain certain ties of support and spaces for interaction, these are unstable, partial, or intermittent, which reduces their ability to confront collective threats, manage conflict, or participate in meaningful community processes.

Furthermore, 11.7% of people are highly vulnerable, meaning they face mistrust, exclusion, and a lack of

Figure 11
Community Security: Level of vulnerability of the population

1.3
11.7
29.7
57.3

■ Low ■ Medium ■ High ■ Extreme
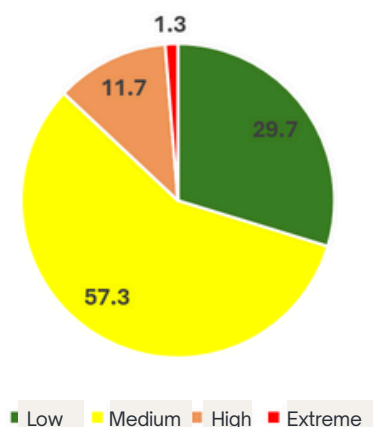
Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

safe spaces, with very little access to organizational or community mechanisms that allow them to protect their rights. Although this proportion is smaller, 1.3% are extremely vulnerable, reflecting severe conditions of social isolation or a breakdown in community fabric, with no effective means to address local conflicts or threats.

On the other hand, only 29.7% of the population shows low vulnerability, meaning they enjoy safe, participatory, and cohesive community environments. This group represents a minority, underscoring that the majority of the city lives with considerable risks in their close social relationships, which are fundamental to collective resilience and peacebuilding.

When disaggregating the results by population group, it is observed that all sectors show low levels of vulnerability in terms of exposure to threats and freedom to exercise their rights. However, the vast majority show high vulnerability in accessing protection mechanisms, suggesting a worrying lack of community infrastructure for collective care.

Older adults are the most vulnerable group in this dimension. Although they report a low level of vulnerability to threats and in the exercise of rights, their level of access to protection mechanisms is very low in this dimension. This pattern is repeated among adolescents, who also face a higher incidence of direct conflicts with neighbors and a weaker perception of trust and mutual respect. Women, for their part, also had many limitations in accessing community protection mechanisms and reported less trust in their neighborhoods and less participation in community organizations.

Threats to community security and risks that weaken the social fabric

While the data show that direct violence between neighbors is not a widespread phenomenon, there are worrying signs in certain groups and territories. 91.53% of the population reports not having had problems with neighbors that resulted in threats or physical aggression in the past year. However, 6.08% say they experience them "rarely" and 2.38% "often," which represents nearly one in ten people who have experienced neighborhood conflict with some degree of violence.

In this sense, adolescents appear to be the most exposed group: 18.36% report having had this type of experience, and an alarming 10.2% experienced it frequently. Among adolescent girls, the figure increases to 21.74%, which suggests a special exposure to conflictive community environments. In contrast, 95.65% of older adults did not report having had this type of conflict.

Regarding trust among neighbors, although 86.42% of the population reports trust to some degree, this trust is fragile, as more than half (55.87%) trust only "a few," while 13.58% trust no one. This pattern reflects selective coexistence and a fragile or deterritorialized concept of community. The southeast, for example, has the highest levels of mistrust (18.75% trust no one), and among adolescents, 18.37% also do not trust anyone in their immediate circle. By gender, women report higher levels of mistrust (16.04%, compared to 10.82% of men). While older adults are the most likely to report "trusting a lot" (42.55%), this could be related to more traditional, longer-standing networks and a more shared identity.

Regarding respect, solidarity, and mutual support, the picture is mixed. Although 85.38% of people responded positively, only 46.74% of them considered that people support each other "a lot," while 38.64% perceived it "only on certain occasions," suggesting that neighborly solidarity is selective or contextual.

Taken together, the data reveal a community fabric marked by functional, but not necessarily supportive, relationships, with conflicts that, despite not always escalating into violence, generate tension, mistrust, and unrest. Differences by age, gender, and region indicate that the weakening of the social fabric is not uniform: it most severely affects adolescents, older adults, those in the northwest and southeast, and women, who report higher levels of mistrust and lower perceptions of mutual respect.

Organizational capacity and conflict resolution mechanisms

Another fundamental pillar of community security is the existence of collective structures and shared resources that allow for the prevention, management, or transformation of community conflicts and promote peaceful coexistence. In this dimension, the results paint a worrying picture: 65.97% of those surveyed stated that community security networks do not exist in their neighborhood, and an additional 17.54% indicated they are unaware of them. In other words, more than 83% of the population lacks neighborhood protection, organization, or surveillance mechanisms. Even among the small percentage who identified their existence (16.5%), almost a third believe they do not function adequately. This reflects a widespread lack of community infrastructure for risk containment and social prevention of violence.

Regarding institutional mechanisms for peaceful conflict resolution, such as community mediators or conciliation centers, the picture is even more limited.

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³ These data contrast with the ENSU (4th Quarter 2024), where 77.2% reported at least one conflict with neighbors and 25.1% suffered shouting or insults. The difference is due to the fact that the ENSU includes all types of confrontations, while the Glocal Index only considers those that escalated to threats or physical violence.

85.08% of respondents indicated that such spaces do not exist or are unaware of them in their neighborhood, and only 9.42% stated they are aware of them and value them positively. The lack of visibility or existence of these mechanisms weakens the possibilities of transforming everyday conflicts without escalating into violence and reduces local capacities to sustain coexistence in contexts of tension.

Community organization is also scarce. 81.77% of the population reports not knowing about or having no community groups, citizen collectives, or youth groups in their area, and only 3.65% actively participate in any of them. Low citizen participation indicates a weakness in the channels for collective action, which reduces the potential for an organized response to common problems or emergency situations. Although some initiatives are known (14.58%), the lack of direct involvement also highlights barriers such as mistrust, lack of time, a shortage of community leaders, and a lack of inclusive convenings.

Overall, the Index shows that the capacity for collective conflict management in Ciudad Juárez is limited and unevenly distributed. Care networks, mediation bodies, and participatory spaces are not only rare, but are also not perceived as effective by the majority of the population. This organizational gap represents a critical opportunity to promote policies to strengthen the community fabric based on local mechanisms for prevention, mediation, and collective action that respond to the specific needs of each territory.

Environments of trust and enjoyment of the community

The index reveals that a large majority of people in Ciudad Juárez perceive their neighborhood as a relatively favorable space for daily living. 72.66% of those surveyed consider their neighborhood a good place to live, while 19.79% believe it is a good place to live most of the time. Only 2.08% expressed an openly negative opinion, stating that it is a bad place to live, and 5.47% rated it as average.

It is worth noting that this overall positive balance occurs despite previous indicators of low community organization, limited participation, even with objectively precarious conditions. However, the strong identity and high levels of attachment to the city are possibly expressions of the resilience of the citizens of Juarez, as well as their strong sense of belonging to the territory.

Where are people most vulnerable to factors that threaten their economic security?

The territorial analysis of community security reveals significant differences between areas in terms of social

cohesion, organizational capacity, and perception of the environment as a safe and supportive space. While all areas show some signs of community fragmentation, the northwestern and southeastern regions show greater signs of accumulated vulnerability.

The northwest zone has the highest levels of high (20.2%) and extreme (3.0%) vulnerability in the entire city, making it the area of greatest concern in this dimension. In addition, more than half of the population (53.5%) is also in the medium vulnerability category. This is a clear sign of a breakdown in the social fabric and a lack of community protection.

The southeast zone also shows high levels of vulnerability: 7.8% are highly vulnerable and 1.6% are extremely vulnerable, with an additional 55.5% at a medium level. This indicates considerable community precariousness, although slightly less than in the northwest.
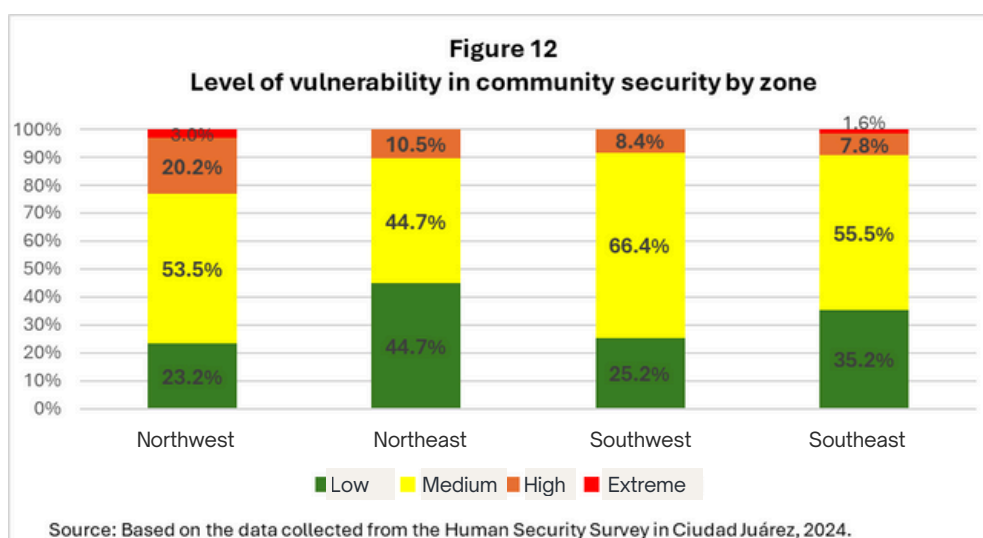
The southwestern zone, while not experiencing extreme vulnerability, has a 66.4% medium vulnerability rate and an 8.4% high vulnerability rate, which indicates a weakened, but less extreme, social fabric.

The northeast zone is the one with the best relative conditions: only 10.5% in high vulnerability and 0% in extreme vulnerability, in addition to having the highest percentage in low vulnerability (44.7%).

The results of specific indicators illustrate the differences in vulnerability levels by area. For example, the northwest is the area with the greatest deterioration of community fabric. This area has the highest levels of neighborhood conflict: 13.69% of people have had problems with neighbors that resulted in threats or aggression, well above the general average. Furthermore, 15.31% stated they do not trust any of their neighbors, and 23.47% perceive that there is a lack of respect or mutual support in their neighborhood.

At the organizational level, the northwest is also the weakest: 88.78% state that community safety networks do not exist or that they are unaware of them, and 92.78% state that there are no mediators or community conciliation centers. Only 6.19% believe that mediators help, highlighting the lack of social capital and institutional infrastructure for peaceful conflict management.

Regarding the perception of the environment, although 88.89% consider their community a good place to live, it is the area with the highest percentage who perceive it as a bad place to live (5.05%), in addition to the 6.06% who rate it as "fair."

Figure 12
Level of vulnerability in community security by zone

Zone	Low	Medium	High	Extreme
Northwest	23.2%	53.5%	20.2%	3.0%
Northeast	44.7%	44.7%	10.5%	
Southwest	25.2%	66.4%	8.4%	
Southeast	35.2%	55.5%	7.8%	1.6%

The northeast is the area with the most positive indicators in all categories. In terms of coexistence, only 7.89% believe there is no respect or mutual support in their neighborhood, and 36.84% say they trust their neighbors a lot. It is also the area where 65.79% consider their neighborhood a good place to live, and only 2.63% express any doubts or criticisms.

In terms of organization, 21.05% acknowledge the existence of community protection networks, and it is the only area where more than 15% recognize neighborhood mediation centers that function adequately. Furthermore, 7.89% participate in some community organization, making it the area with the highest level of citizen involvement.

The southwest has a low level of neighborhood conflict (only 5.88% have experienced serious problems) and a positive view of mutual respect (more than 90% believe there is support and respect in their neighborhood). Also, 94.12% claim to have had no problems with neighbors, making it the area with the lowest level of conflict. However, at the organizational level, it shows marked weakness: 84.87% do not identify community groups, and although 15.13% identify them, only 1.68% actively participate. The identification of resources for positive conflict management is also low, with only 5.88% positively evaluating mediation centers.

The southeastern area presents worrying levels of distrust: 18.75% of its inhabitants say they do not trust anyone in their community, and 17.19% acknowledge the existence of organizations, but they do not participate in any. While 75.78% report having support networks, this is the lowest figure among the areas. Regarding organizational status, 85.04% do not identify community protection networks, and 43.75% claim to have no access to loans (in the economic dimension), which intersects with low community capital. In terms of

perception, the majority consider themselves to be living in a good place (94.53%), but a greater number of people rate their situation as "fair" (4.69%) or doubtful.

Which sectors of the population experience the most community insecurity?

The Index results allow us to identify distinct patterns of community vulnerability by population group. While some sectors have stronger community ties and access to support mechanisms, others face more hostile, fragmented environments or lack effective community protection.

Adolescents are the group with the highest level of exposure to neighborhood conflicts and the least access to community support resources. 18.36% reported having had conflicts with neighbors, double the general average, and 10.20% stated that these situations occurred frequently. Furthermore, 18.37% do not trust anyone in their community, and only 8.16% acknowledge the existence of community organizations (although none participate in them). They also have low recognition of safety nets (8.16%) and mediators or conciliation centers (2.04%), which reflects an impoverished environment in terms of coexistence, dialogue, and mutual care. Despite these conditions, 89.80% consider themselves to live in a "good" community, although 24.49% indicate that this is not always the case.

Young people face a paradox: high levels of interpersonal trust, but limited access to organized support. 87.8% trust their neighbors to some degree, and 92.77% consider their community a good place to live. However, 87.95% are unaware of or deny the existence of community networks; only 8.43% value mediation centers positively, and participation in organized groups is low (3.61%).

Adults are the most likely to identify community organizations (20.98%) and participate actively in them (5.85%), especially adult men (8.82%). Although 84.67% do not recognize community networks and most are also unaware of mediators, this group demonstrates a greater capacity to connect, coordinate, and generate collective solutions. They also maintain a positive assessment of the environment (more than 90% consider it a good place to live), reflecting community strengths that could be leveraged in processes to strengthen the social fabric.

Older adults face a distinct form of vulnerability. Although they show higher levels of trust and appreciation for their surroundings (93.62% consider their neighborhood a good place to live, and 42.55% have a lot of trust in their neighbors), they also have few protective mechanisms. 93.62% are unaware of or deny the existence of mediation centers, and only 4.26% value them positively. Regarding community networks, 89.13% report not having them or not knowing if they exist. Although 19.15% identify local organizations, none report actively participating.

Reflections on the state of community security

Although there is a largely positive perception of community environments in Ciudad Juárez—based on trust between neighbors and the appreciation of living space—the collective and organized capacity to address everyday challenges is limited or virtually nonexistent in many neighborhoods. This gap demonstrates that relational social capital does not necessarily translate into effective community action structures to resolve conflicts, contain neighborhood violence, or build lasting agreements.

The analysis confirms a troubling dissociation: communities in Ciudad Juárez have a strong sense of belonging and identity, but lack a real capacity for collective action. While people value the idea of community and report feelings of belonging, there are no solid networks, neighborhood organizations, or sustained spaces for participation that allow them to act collectively in the face of conflict, violence, or common needs. This community vulnerability—less visible but equally urgent—must be addressed with strategies that strengthen both social cohesion and local organizational capacities. In this sense, restoring spaces for coexistence, developing community leaders, and promoting practices for peaceful resolution of tensions are key actions for rebuilding the social fabric and everyday peace.

These findings must also be interpreted in light of the structural conditions that shape community life in Juárez: a border city marked by the logic of maquila labor, with long hours and limited social time, which limits citizen engagement in collective initiatives. Added to this, are

extreme weather conditions, which restrict the use of public spaces and displace neighborhood interaction to private or commercial settings, often inaccessible to vulnerable groups. Strengthening community security therefore requires designing public policies that recognize these structural barriers and promote more active, equitable, and resilient community life.

It is essential that the State and other social actors actively prioritize community strengthening. This entails developing policies and programs that foster community encounters, promote healthy social interaction (beyond spaces focused on consumption), and recognize the diverse ways in which to leverage community, such as neighborhood celebrations, artistic processes, collective care, community gardens, among others.

Possible avenues to strengthen community security and the social fabric include:

- Promote community strengthening programs with an area-based and cultural focus that stimulate neighborhood life, reactivate public spaces, and generate opportunities for daily encounters. These initiatives must be based on recognition of existing ties, however weak, and of Juárez's significant symbolic and cultural capital.

- Promote intergenerational processes that repair the social fabric, creating spaces for dialogue and collaboration between youth, adults, and seniors. Shared community activities—such as celebrations, collective murals, walks, speaking circles, or historical memory projects—can rebuild a sense of shared belonging.

- Promote art and culture as tools for community transformation, especially those urban, youth, and peripheral expressions that have deep roots in the city's recent history. These practices should be supported as strategies for prevention, identity reconstruction, and symbolic security promotion.

- Develop and institutionalize community conflict resolution mechanisms, such as neighborhood mediation centers, community promoters, or restorative circles that are accessible, culturally relevant, and sustainable. These mechanisms should be strengthened with training and resources from local government and community organizations.

- Create spaces for healthy social interaction by promoting community recreational, cultural, or educational activities that do not revolve exclusively around consumption (for example, community fairs, movie nights, family gatherings, sports activities, or collective care), with priority given to areas of high social fragmentation.

- Encourage citizen participation with a focus on inclusion and mutual recognition, strengthening the capacity of community actors to influence local decisions, access resources, and sustain long-term community projects. This requires accessible mechanisms, institutional support, and participatory budgeting.

- Recognize, articulate, and support grassroots organizations and informal networks, which already play a key role in the daily sustenance of communities. These organizations are strategic allies for building human security, rebuilding the social fabric, and protecting rights.

Photo: Pavel Vallejo / City of Juarez

4.7 Environmental Security

Environmental Security

What do we measure in this dimension?

This dimension measured people's vulnerability to disasters, environmental hazards, and hazardous conditions in the built environment, such as poor infrastructure and failures in the provision of essential services such as water, sewage, electricity, and garbage and waste collection. To this end, the results were evaluated, yielding indicators in three categories:

- Exposure to specific environmental hazards that prevent people from living in safe and healthy environments.

- Protection from environmental hazards that challenge the quality of community infrastructure and the structural conditions of homes.

- Access to people's right to live in safe and sustainable environments.

How do we measure environmental safety?

To measure environmental safety, we considered exposure in the past year to situations that compromise access to a safe and healthy environment, such as poor garbage collection in the neighborhood, the perception of an unsafe, unhealthy, or dirty environment, the presence of risks or hazards associated with natural disasters such as floods or landslides, and poor physical condition of the home, including deteriorating roofs, walls, and floors. We also assessed the perception of the immediate environment in terms of cleanliness and safety as a reflection of environmental deterioration.

Regarding protection mechanisms, the quality of urban infrastructure was examined over the past year, considering aspects such as the condition of streets, lighting, and sidewalks, as well as the availability of adequate public spaces for sports and recreation, which act as protective barriers against environmental risks.

Finally, the exercise of the right to live in a healthy environment was analyzed through the real possibility of living in a clean, safe, and dignified environment, as well as the availability of sufficient space in the home for adequate coexistence among its inhabitants, which reflects the minimum structural conditions to guarantee environmental well-being. This approach allows for a comprehensive understanding of the environmental conditions that affect the quality of life in urban contexts.

How vulnerable are people in this dimension and why?

The index reveals that 8 out of 10 people faced environmental vulnerability with varying degrees of impact, and only 19.3% of people are at a low level of vulnerability, meaning they live in relatively safe environments and have adequate services and infrastructure (see Figure 13).

56% of the population is classified as moderately vulnerable, indicating that while they have access to some basic services, these are partial, unstable, or intermittent, and that they face environmental threats that could worsen. Another 24.2% are highly vulnerable, meaning they live in hazardous environments—for example, with deficient infrastructure, garbage collection, or access to drinking water—and have only limited mechanisms for protection. This situation highlights a structural deficit in guaranteeing the right to a safe environment, where factors such as territorial marginalization, urban precariousness, and the lack of effective public policies converge to perpetuate avoidable risks.

Indicators on exposure to threats related to the environment and the built environment reveal a marked polarization in the environmental conditions of Ciudad Juárez. While 70% of the population reports having efficient garbage collection services and 52.6% perceive their surroundings as safe, healthy, and clean, significant vulnerabilities remain, affecting large sectors of the city.

Nearly 30% face deficiencies in waste management, 47.4% live in environments perceived as unsafe or unhealthy, and 23% reside in areas exposed to natural disaster risks or in homes with average physical conditions.

These figures reflect profound territorial inequality, where areas with adequate environmental services coexist with marginalized sectors that concentrate multiple deficiencies —from deficient urban infrastructure to high exposure to environmental threats — underscoring the urgency of implementing targeted interventions in the most vulnerable areas to close the city's environmental gaps.

Clusters of Environmental Security Indicators

Exposure to threats

- Risk of being affected as a result of an emergency or natural disaster
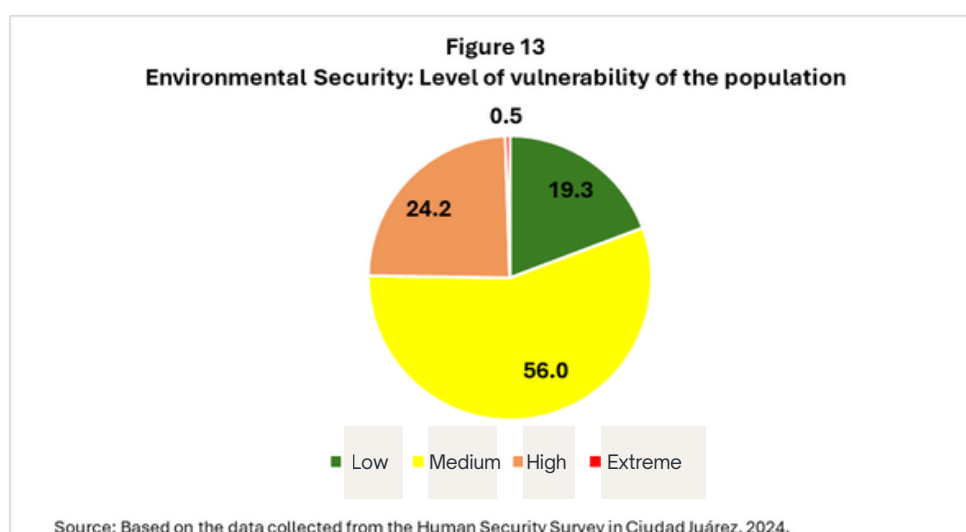- Exposure to environments adverse to health and a dignified life

Access to protection

- Access to urban spaces that allow for a healthy life

Freedom to exercise rights

- Freedom to enjoy a clean, healthy and sustainable environment

Figure 13
Environmental Security: Level of vulnerability of the population

0.5

24.2

19.3

56.0

■ Low ■ Medium ■ High ■ Extreme

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.
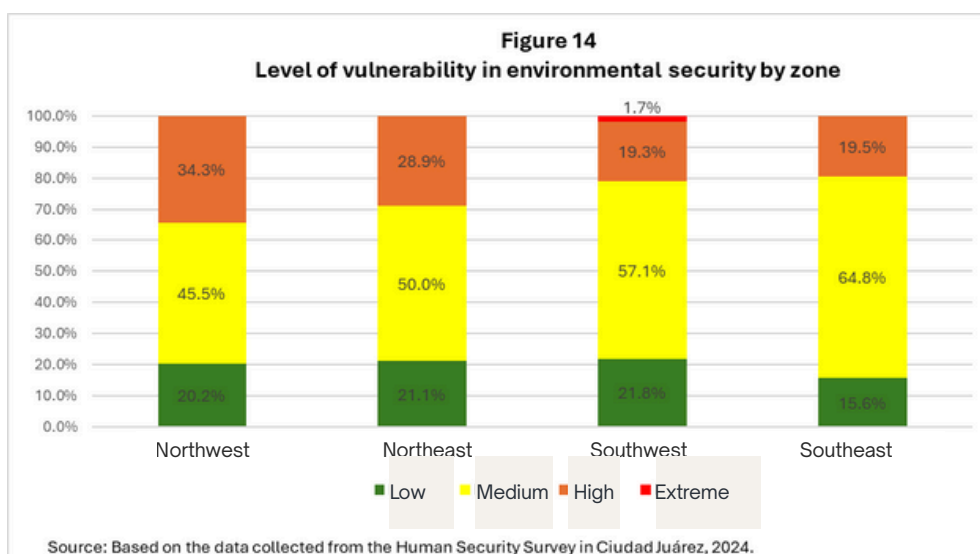
Furthermore, the data reveal critical deficiencies in threat protection mechanisms, with 70.6% of the population facing poor infrastructure conditions (27.6% rating them as "very poor" and 43% as "fair"), limiting their ability to prevent or respond to emergencies. Furthermore, more than half of the residents surveyed (52.6%) stated that they lack adequate public spaces for recreation and sports (32.6% without access and 20% with infrastructure in poor condition), which not only affects their quality of life but also reduces shelter options and community resilience in the face of crises. These combined deficiencies—precarious urban infrastructure and a lack of functional public spaces—constitute a scenario of systemic vulnerability, where protection and adaptation capacities to environmental or social threats are severely compromised, demanding urgent interventions that prioritize the improvement of basic infrastructure and the creation of safe and accessible common areas.

Regarding the right to a safe and healthy environment, the figures reflect a divided perception of environmental and housing conditions. Thus, 52.6% of the population considers their environment safe, healthy, and clean, while 47.4% (combining the responses "no" and "somewhat") identify deficiencies in at least one of these aspects. In another indicator, a large majority (91.6%) indicates that their home has sufficient space for dignified coexistence, while the remaining 8.4% live in overcrowded conditions, posing an additional risk to physical and mental health, particularly in contexts of prolonged crises or exposure to environmental or health threats (such as the pandemic). These results suggest that, in the short and medium term, actions or public policies should be implemented to objectively improve environmental conditions so that residents' perceptions also improve.

Where are the most vulnerable people?

This section reviews environmental vulnerability by geographic area. Vulnerability levels in this dimension reveal significant differences between the city's zones. The southwest zone presents the most critical situation, with 1.7% of its population in extreme vulnerability —the only one with this level— and 19.3% in high environmental vulnerability, indicating acute environmental problems such as possible exposure to risks of natural disasters or pollution. This is followed by the northwest, where 34.3% of those surveyed face high vulnerability, the highest proportion in this category among all zones.

In contrast, the southeast and northeast regions show more balanced, albeit complex, patterns. For example, the former has the highest concentration of the population in a situation of medium vulnerability, at 64.8%, indicating widespread exposure to precarious environmental conditions, although not reaching critical levels. The northeast, in turn, combines 50% with medium vulnerability and 28.9% with high vulnerability. These results suggest that, although these areas do not reach extreme levels, more than half of their residents face moderate environmental challenges, such as poor infrastructure or a lack of green spaces. In this sense, the approach to environmental issues must be comprehensive, depending on the area and type of impact, involving the community, authorities, and other relevant stakeholders such as civil society organizations. In this way, environmental vulnerability can be reduced and a more sustainable future promoted for the different areas of Juárez and its inhabitants.

Figure 14
Level of vulnerability in environmental security by zone

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Looking more specifically at the indicators, the survey revealed that the northwest corner of Ciudad Juárez is experiencing a troubling environmental duality: although most residents have acceptable basic services, there are critical pockets of vulnerability that require urgent attention. Nearly 40% of the population perceives their environment as unsafe or unhealthy, while one in four residents (25.5%) lives in areas at risk of natural disasters. This situation is exacerbated by the precarious urban infrastructure —77.8% of residents consider their neighborhood to be in fair or poor condition— and the lack of adequate public recreational spaces, which affects more than half of residents (52.1%).

Added to this is the fact that 10.1% of the population faces overcrowding in their homes, magnifying their exposure to risks. These findings suggest government interventions to improve urban infrastructure, mitigate risks, and ensure equitable access to healthy and safe environments.

In the southwest corner of Ciudad Juárez, 47% of residents report poor or barely acceptable environmental conditions; exposure to natural hazards is worrying, 24.4% live in areas susceptible to disasters such as floods or landslides, and 26% live in homes with "fair" structural conditions, which reduces their emergency response capacity. Likewise, weaknesses in protection mechanisms are evident: 62.3% of residents report deficient urban infrastructure in streets, lighting, or sidewalks, and 56.6% lack adequate public spaces for recreation, either due to their absence or their poor condition.

In the southeast, although 77.3% report good garbage collection service, more than half of the inhabitants (55.5%) perceive their environment as unsafe or

unhealthy, and 18.9% face risks of natural disasters, a situation aggravated by the precarious infrastructure (71.9% with regular or poor conditions) and the lack of adequate public spaces (50.8% absent or insufficient).

In contrast, the northeast region shows better overall conditions: 92.1% consider their homes to be in very good condition, and only 10.5% report problems with garbage collection. However, significant challenges persist, such as 47.3% perceiving unhealthy environments, 31.6% living in at-risk areas, and 84.2% experiencing average or poor infrastructure, in addition to an alarming lack of recreational spaces (44.7% without access). These disparities demonstrate that while the southeast region has acute vulnerabilities in health and civil protection, the northeast region, despite its better housing situation, suffers from critical deficiencies in basic infrastructure and urban facilities. Both territories require specific interventions to address their specific problems and guarantee safe and dignified environments.

Reflections on the state of environmental security

The Index results show that 8 out of 10 people in Ciudad Juárez lack adequate conditions to exercise their right to environmental security, which constitutes an urgent structural challenge.

This type of security goes beyond physical infrastructure: it is related to social justice, territorial equity, and ensuring a safe and healthy habitat. Exposure to environmental risks disproportionately impacts the poorest and most vulnerable sectors of society, deepening existing inequalities.

To reverse this situation, a comprehensive, multisectoral, and territorially focused response is required. Strengthening environmental security is not only about protecting the environment, but also about ensuring decent, equitable, and sustainable living conditions for all people in Ciudad Juárez. This effort must be collective, planned, and sustained over time. Below are some recommendations:

- Prioritize sustained public investment in essential basic services such as drinking water, sewage, waste collection, and street lighting, especially in areas with greater urban decay such as the northwest, southwest, and southeast.

- Implement environmental risk management plans in the most vulnerable areas, incorporating risk maps, community disaster response protocols, and educational prevention and preparedness campaigns.

- Improve urban infrastructure by developing safe and functional public spaces —such as parks, benches, sidewalks, gardens, and recreational areas— that respond to the needs and experiences of diverse groups, foster coexistence, and help mitigate the effects of urban sprawl.

- Promote community participation in environmental management by creating neighborhood committees, training workshops, and consultation mechanisms that allow people to influence decisions that affect their environment.

- Promote partnerships between government, civil society, and the private sector to implement sustainable, innovative, and evidence-based solutions, with an emphasis on environmental justice.

- Strengthen ongoing monitoring and evaluation systems to measure the impact of implemented policies and programs, ensuring transparency, effectiveness, and continuous improvement.

Photo: Adrián Alfredo Blanco / Ciudad Juárez

4.8 Ontological Security

Ontological Security

What do we measure in this dimension?

This dimension assessed people's degree of vulnerability to factors and situations that threaten their dignity and sense of social relevance. The latter refers to the perception that their existence is important to others and to society, and that it has value and impact on their environment.

How do we measure ontological security?

This dimension was measured using various indicators related to people's daily experiences over the past year. It took into account their exposure to degrading, violent, or abusive treatment, as well as negative stereotypes, stigmatization, or discrimination related to their identity.

In addition, we considered whether people felt they were treated with respect by those around them—including public officials and police officers—whether they had been able to freely express their opinions, and whether they felt they were valued and treated with dignity.

The index also included aspects related to social and institutional support: the existence of friends, family, or trusted individuals to turn to in case of problems; trust in institutions and their commitment to meeting basic needs; and the perception of living in spaces that convey the idea that their lives, their well-being, and that of their community are important and deserve to be protected.

The indicators were grouped into three main categories:

- Exposure to factors that affect dignity, such as discrimination, dehumanization, and social exclusion.

- Access to support networks and essential services that enable people to live with dignity.

- Exercise and enjoyment of the right to human dignity and to participate in social and political life, including the ability to influence the destiny of one's community.

Clusters of ontological security indicators

Exposure to threats

- Exposure to negative stereotypes, devaluation, dehumanization, or stigmatization
- Exposure to threats to social identity (identity boundaries and discrimination)
- Exposure to physical and psychological violence (at home, school, public places, or work, online/social media)
- Exposure to violence or degrading treatment by public officials and/or police officers
- Confidence in the ability to influence public issues that affect one's life and community

Access to protection

- Access to support networks
- Perception of the importance that public institutions give to their needs
- Access to urban environments that allow for a dignified life
- Access to health services (timely, efficient and affordable)

Freedom to exercise rights

- Freedom to enjoy the right to dignity
- Freedom to enjoy a sense of social significance

How vulnerable were people to factors affecting their dignity and why?

The index reveals that two out of three people (66%) live in a high-risk environment for protecting their dignity and social relevance in Ciudad Juárez. Another 56% face medium vulnerability, suggesting that a significant portion of the population experiences some degree of exclusion, devaluation, or stigmatization in their daily lives.

Furthermore, 9.11% of the population is highly vulnerable, which implies a severe lack of recognition, dignity, and social validation, as well as limited access to protection mechanisms against these threats. Only 28.75% of the population is considered to experience low vulnerability, indicating that less than a third have adequate conditions to fully exercise their dignity and sense of belonging in society.

These high levels of ontological insecurity can have significant impacts on people's self-esteem, social participation, and sense of belonging, especially in contexts marked by structural discrimination and symbolic violence.
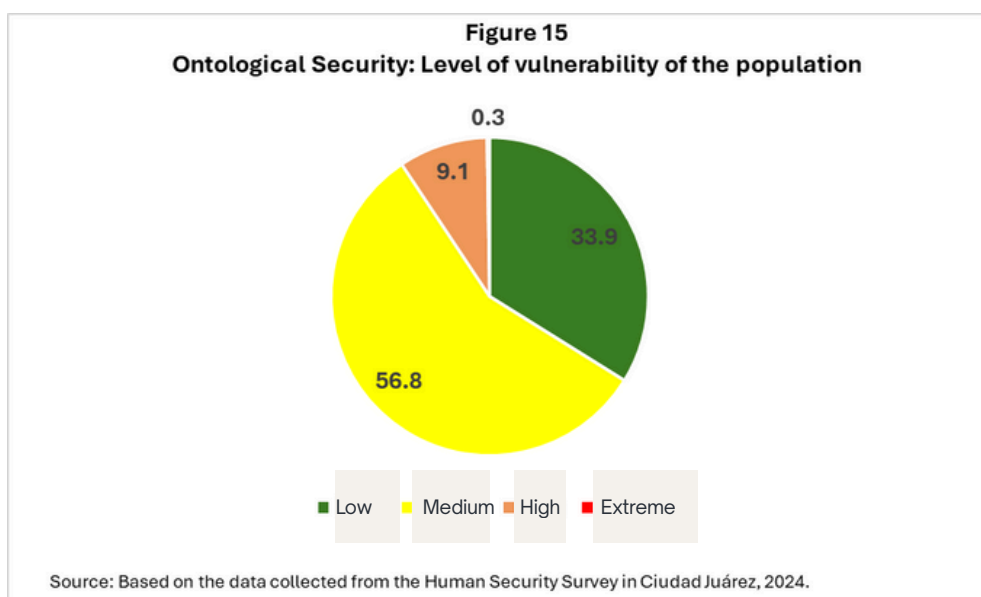
The index assessed exposure to factors such as discrimination, exclusion, and abuse. Although the vast majority reported having been treated with respect and not having suffered threats or attacks in the last year, a

significant group was identified that was subjected to exclusion or degrading treatment in key spaces. For example:

- 14% of the population experienced stigmatization, feeling perceived negatively by others.

- 11.4% reported discrimination due to their identity, socioeconomic status, or sexual orientation.

These phenomena are especially relevant because they foster social exclusion and affect collective well-being. Adolescents and young people in particular were the group most exposed to these experiences, which requires special attention to prevent negative impacts on their social and emotional development (see section 5.2 of this report).

Feeling important and capable of influencing one's environment is crucial for ontological security. The data reveal a significant deficit in this area. 72.7% of people felt they had no real impact on public decisions that affect their lives and communities. This perception of a lack of agency and social relevance reinforces feelings of exclusion and insignificance.

Figure 15
Ontological Security: Level of vulnerability of the population

■ Low ■ Medium ■ High ■ Extreme

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Relations with public officials and law enforcement are another factor that impacts people's dignity and sense of social relevance. In this regard:

- 19.5% of people who interacted with these actors did not feel they were treated with respect.

- 11.3% reported having suffered assaults or arbitrary arrests in recent years, with higher rates among younger populations.

These negative interactions not only affect trust in institutions, but also reinforce perceptions of discrimination and exclusion. Furthermore, 27.5% of the population expressed little or no confidence that institutions and their staff will work to meet their basic needs, which exacerbates the perception of lack of protection and institutional neglect.

Urban environmental conditions, access to vital services and support networks

Living in precarious urban contexts impacts people's dignity, both materially and symbolically. Infrastructure deficiencies reinforce the perception of exclusion and affect self-esteem by conveying the idea of second-class citizens. In this context, it is significant that almost half of the people (42.9%) rated the conditions of their neighborhood as average, and 27.5% considered them very poor due to problems with streets, lighting, drainage, parks, and other essential services. In total, approximately 7 out of 10 people live in areas with significant deficiencies, which contributes to the feeling of abandonment and exclusion from the benefits of urban development.
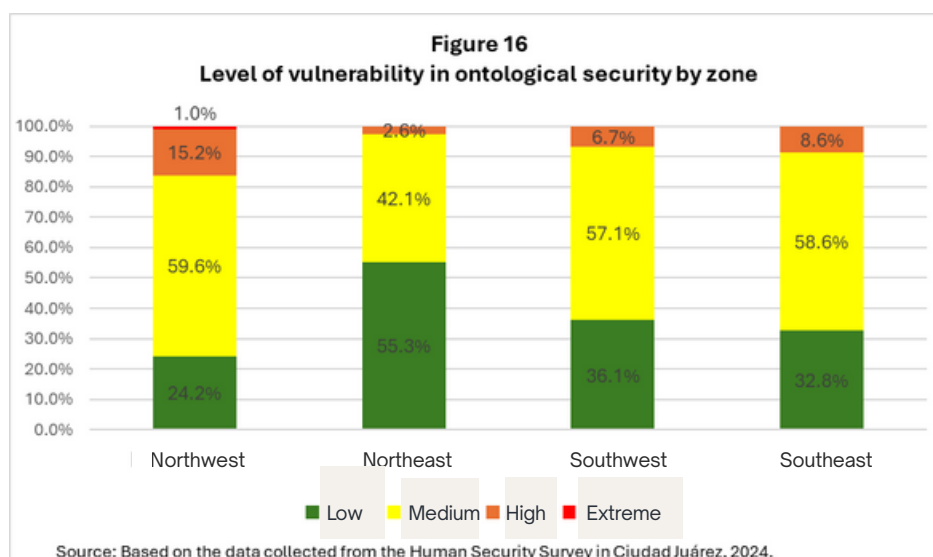
Another factor that increases ontological vulnerability is the lack of access to mental health services, which are essential for processing the emotions associated with exclusion and precarious living conditions. A worrying 50.9% of people reported not having access to mental health services. The lack of these services can lead people to internalize feelings of hopelessness and insignificance. This limits their ability to develop strategies that allow them to overcome adverse situations.

An important protective factor for ontological security is having strong family and friendship networks. A positive finding is that in the city, 8 out of 10 people (80.8%) reported having reliable support networks they can turn to in difficult times. These networks play an essential role in mitigating the effects of exclusion.

Where are people most vulnerable to factors that threaten their dignity?

The index shows significant territorial differences in levels of vulnerability to factors that affect human dignity in different areas of the city. These inequalities are expressed both in access to the right to dignity and in its effective protection.

The northwest zone has the highest percentages of people in situations of high vulnerability (15.2%) and medium vulnerability (59.6%) in terms of ontological security. This makes it the area with the highest cumulative risk in terms of threats to dignity and difficulties in addressing them.

Figure 16
Level of vulnerability in ontological security by zone

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

The southwestern and southeastern regions also have high percentages of people living in medium vulnerability. This underscores the need to strengthen strategies and measures aimed at supporting people living in these areas, especially in addressing situations of exclusion and discrimination.

The differences in experiences of discrimination and exclusion are clear across regions. For example, the northwest and southeast regions reported the highest percentages of victims of stigmatization and discrimination, with 19% and 20% respectively. In contrast, in the northeast, 97% of people reported not having experienced these types of situations, which shows a markedly different reality.

Significant disparities were also observed in the treatment received by public officials and police officers, which directly impacts people's perceptions of dignity. The worst perception of treatment was reported in the southwestern region. 29.4% of people reported not having received respectful treatment when interacting with authorities, and only 39.5% considered they had been treated with respect. This was the lowest percentage. In contrast, in the northwestern region, 62.6% reported having received respectful treatment, while in the northeastern region, this proportion was 55.3%. These figures reflect inequalities in everyday relationships between the population and public institutions.

Finally, trust in institutions and their officials working to meet basic needs also varies significantly by region. The northeast region presents the strongest institutional perception. In contrast, in the northwest (41.4%) and southwest (39.5%) regions, a high percentage of people reported having very little or no trust in institutions. These perceptions not only affect the relationship between citizens and the state, but also reinforce the sense of exclusion and vulnerability in these territories.

Reflections on ontological security: a key dimension for well-being and dignity

In Ciudad Juárez, ontological security—understood as the guarantee of being recognized, valued, and respected as a person with dignity—represents a fragile area of human security. Although this dimension is often absent from traditional conversations about security, its effects are profound and structural: they affect self-esteem, sense of belonging, institutional trust, and citizen participation. Therefore, the Glocal Human Security Index has included this dimension explicitly and measurably, which constitutes an innovation compared to other instruments that tend to limit themselves to physical, economic, or institutional indicators.

The data is overwhelming: two out of three people face some degree of ontological insecurity, with 9% experiencing high vulnerability and only 33% experiencing low vulnerability. This reveals a silent crisis of recognition and respect that permeates the daily lives of many people in the city. Experiences of discrimination, mistreatment by public officials, exclusion from decision-making spaces, and urban precariousness shape environments where people feel not only ignored but also disposable.

Recommendations to dignify everyday life

- Recognize dignity as a cornerstone of public policy. Every urban, social, or institutional intervention must assess its impact on people's perceptions of respect, relevance, and belonging, especially in historically excluded contexts.

- Combat structural discrimination and symbolic violence. It is necessary to strengthen inclusion policies with an intersectional approach, ensuring

that adolescents, young people, LGBTIQ+ people, migrants, and marginalized communities are not subject to stigmatization or exclusion.

- Improve institutional treatment. Relationships with public servants should be guided by respect and empathy. Ethics training programs and dignified treatment protocols can make a significant difference in citizens' daily experiences.

- Reduce the precariousness of the urban environment. The conditions of the space also communicate value. Improving infrastructure in declining neighborhoods—streets, lighting, parks, drainage—symbolically contributes to the recognition of people as full citizens.

- Strengthen community networks and psychosocial services. Support networks are a protective shield against exclusion. Promoting spaces for meeting, listening, and support can strengthen ontological security from the community perspective.

- Include this dimension in public policy monitoring. Ontological security should be an integral part of well-being assessment systems, as it measures invisible but crucial dimensions of everyday life.

Including ontological security in this index is a fundamental methodological and ethical advance: it allows us to see and address forms of violence and exclusion that, while not always translated into crime rates, erode the social fabric and people's emotional health. Caring for dignity means caring for the foundation upon which safe, just, and resilient communities are built.
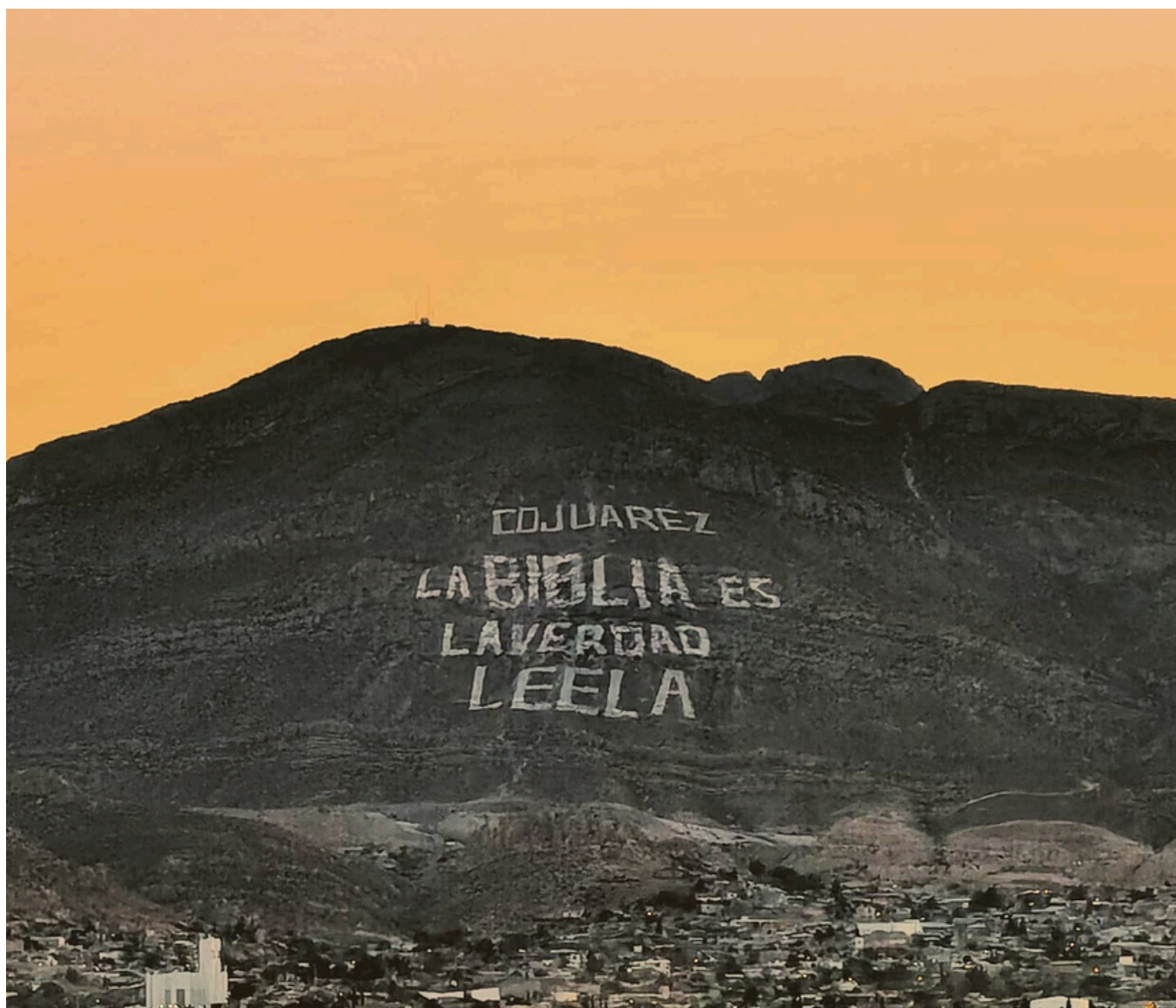

Photo: Adrián Alfredo Blanco / Ciudad Juárez

4.9 Technological Security

Technological Security

What do we measure in this dimension?

This dimension assessed how vulnerable people are to different forms of exclusion, technological risks, and lack of access to the benefits of digitalization. The results were computed, yielding indicators in three categories:

- Exposure to specific threats that limit access to essential technologies or expose people to risks such as cybercrime.

- Access to protection and resilience mechanisms against the negative effects of the use of digital technologies.

- People's freedom and ability to exercise their digital rights, including privacy, online security, and equal participation in technological advances without suffering physical, psychological, or socioeconomic harm.

How do we measure technological security?

To measure technological security, we considered exposure in the last year to situations that violate safe and equitable access to technology, such as violence in virtual media (cyberbullying, grooming), the negative effects of social media (addiction, misinformation), digital risks (fraud, data theft) and the adverse impacts of new technologies on work (technostress, invasive workplace surveillance).

Access to protection mechanisms, such as information and guidance for the responsible use of technology, was also assessed, as well as the availability of programs that provide tools to address digital threats.

Finally, the exercise of the right to technological access was analyzed, considering the real possibility of benefiting from digital advances, the autonomy to use them without discrimination or exclusion, and the guarantee of structural conditions such as infrastructure and digital literacy that allow for safe and dignified participation in the digital environment.

How vulnerable are people in this dimension?

Based on the results of the index for the technological security dimension, it is observed that a significant percentage of the population of Ciudad Juárez (46.4%) is at a low level of vulnerability, which indicates that these people have adequate, constant and reliable access to technological means, and have conditions that allow them to exercise their rights and protect their well-being in the digital environment (Figure 17).

Clusters of indicators linked to technological security

Exposure to threats

- Exposure to violence through virtual media
- Exposure to negative effects of social media
- Exposure to digital risks
- Exposure to negative effects of using new technologies at work

Access to protection

- Access to information and guidance for the proper use of technology

Freedom to exercise rights

- Access to the benefits of technology

However, a significant proportion (31.8%) presents medium vulnerability, suggesting that while they have access to certain digital resources, this may be partial or unstable, limiting their ability to use technology safely and meaningfully. Worryingly, 21.4% of the population faces high vulnerability, which implies considerable exposure to risks such as precarious connectivity, limited access to devices, or lack of knowledge to protect themselves against online threats. These results underscore the urgent need to close digital divides and promote equitable and safe access to technologies, especially for the city's most vulnerable sectors.

Data on exposure to threats in the technological field reveal significant vulnerabilities on several fronts. On the one hand, 25.59% of the population has been exposed to violent content on social media involving acquaintances

or neighbors, while 4.94% have received threatening messages or videos directly, highlighting psychosocial and personal safety risks in digital environments.

Added to this is the fact that 12.47% have suffered hacking or identity theft, reflecting failures in personal data protection. In the workplace, 11.07% report that technology has reduced their employment opportunities, demonstrating economic vulnerability. Finally, 32.73% spend more than three hours a day on social media, a group at risk of developing digital dependency.

These percentages, although not the majority, represent critical areas that require specific interventions, such as digital education to identify and report threats, strengthening cybersecurity measures,

Figure 17
Technological Security: Level of vulnerability of the population

0.5

21.4

46.4

31.8

■ Low ■ Medium ■ High ■ Extreme
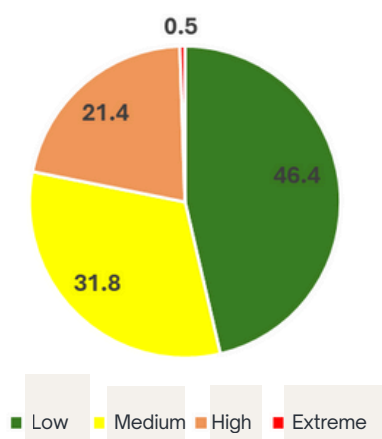
Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

technological job training programs and the promotion of healthy digital habits. The convergence of these vulnerabilities demands a comprehensive technological security policy that protects both the digital rights and the psychosocial well-being of the population.

Regarding access to protection mechanisms against digital threats, the data reveal a critical gap: 51.05% of respondents have not received information on the safe and healthy use of the internet and social media, which leaves them vulnerable because they lack basic tools to identify risks such as cyberbullying, fraud, or exposure to harmful content.

The lack of guidance increases passive exposure to threats and limits the capacity for autonomous response. Strategies are urgently needed that combine massive digital literacy campaigns focused on high-risk groups (adolescents and adults with high technological exposure), integration of this content into institutional and school programs, and collaboration with digital platforms to promote accessible alerts and guides.

Data on the exercise of digital rights reveal widespread internet access. 88.02% of the population has a regular connection—guaranteeing access to information, education, and online services. However, 11.98% remain vulnerable (2.60% "only have internet occasionally" and 9.38% "do not have it"). This group faces exclusion in a world where digital access is a requirement for exercising fundamental rights, from government procedures to job opportunities or distance learning. Although this percentage appears to be a minority, its impact is significant.

Without the internet, this segment is excluded from social protection systems, early warnings, and digital support networks. Policies are urgently needed to recognize internet access as a human right, through infrastructure in underserved areas, subsidies for devices and data plans, and digital literacy programs that empower the chronically disconnected (9.38%).

Where are the most vulnerable people?

The analysis reveals marked differences in the level of technological vulnerability between the city's zones. The northeast zone stands out as the least vulnerable, with 50% of its population experiencing low levels of technological vulnerability, indicating adequate and reliable access to digital technologies and resources. The southeast follows with 57.8% of people experiencing low vulnerability, although it presents areas of concern, such as the 6.3% among adolescents experiencing extreme vulnerability.

In contrast, the northwest and southwest present more critical scenarios: in the northwest, only 34.3% have low vulnerability, while 25.3% face high levels, reflecting significant gaps in connectivity, access to devices, or digital skills. The southwest, although with better figures than the northwest, also shows that 27.7% of the population presents high vulnerability, suggesting difficulties in functioning safely and fully in digital environments. These results highlight the need for targeted territorial interventions to reduce digital divides, especially among older adults and groups with less access to technological tools.

Figure 18
Level of vulnerability in technological security by zone

Zone	Low	Medium	High	Extreme
Northwest	34.3%	39.4%	25.3%	1.0%
Northeast	50.0%	26.3%	23.7%	
Southwest	42.9%	29.4%	27.7%	
Southeast	57.8%	29.7%	11.7%	0.8%

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.
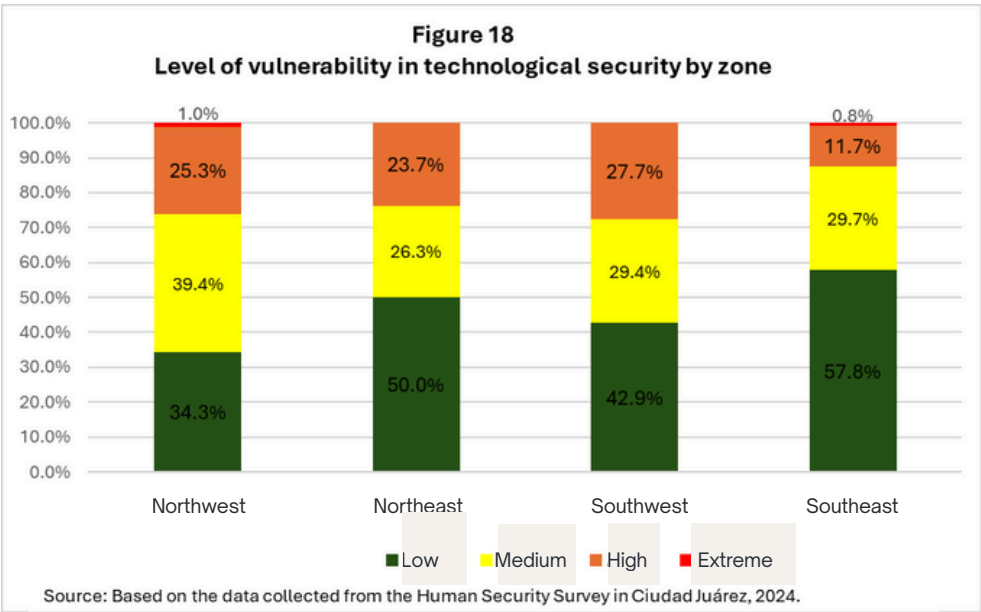
Figure 18 shows differences between zones, analyzed using specific indicators. The northwest not only has the lowest internet access (12.1% offline) and the greatest exposure to violent content (7.1% have received threats a couple of times and constant threats), but also has the highest percentage of job displacement due to technology (14.0%) and an alarming lack of digital security training (63.6% have received no guidance). In addition, 34.6% of its inhabitants spend more than three hours a day on social media, demonstrating a combination of digital exclusion and psychosocial risks.

In contrast, the northeast has the best internet access (94.7% connected), the lowest incidence of hacking (5.3%) and job displacement (4.0%), as well as more moderate digital habits (only 28.1% use social networks for 3 to 4 hours).

The southeastern colonies, although performing well in connectivity (92.2% have internet access) and training (59.1% informed), face important specific challenges, as it is the area with the highest percentage of hacks (16.1%) and a 12.8% reduction in employment due to technology.

Meanwhile, in the southwest, there are critical hotspots, with 10.3% of people experiencing hacking, 38.5% spending more than three hours a day on social media, and 15.1% lacking regular internet access. These data reflect a persistent vulnerability that, although less extreme than in the northwest, requires attention to prevent it from deteriorating further.

These results show a clear territorial disparity in technological security. The northwest region demands urgent and multi-phased interventions, including the expansion of digital infrastructure, job training programs, and cybersecurity education campaigns. The southeast region needs to strengthen protection against cyberthreats and mitigate the impact of automation on the workplace. The southwest region requires hybrid strategies that combine improved access with the promotion of healthy digital habits.

Reflections on technological security

While nearly half of the population in Ciudad Juárez has adequate conditions to navigate digital environments safely, a significant proportion (more than 50%) still faces varying levels of technological insecurity.

These risks are not limited to internet access, but include threats such as exposure to digital violence, hacking, loss of job opportunities due to lack of digital skills, and excessive use of social media without guidance on safe practices.

This panorama demonstrates that the digital environment is not neutral, but rather a space that also reflects and amplifies pre-existing social inequalities, most severely affecting young people, older adults, and residents of areas with poor infrastructure.

The analysis underscores the need for differentiated policies that address the specificities of each region, ensuring that technological advancement does not deepen existing inequalities.

Three lines of action in this dimension are priority:

- Guarantee universal, secure, and high-quality access to the internet and technological devices as a fundamental right, with emphasis on the most disadvantaged areas such as the northwest and southwest.

- Strengthen digital literacy through mass campaigns and educational interventions aimed at preventing psychosocial risks, fraud, and cyberbullying, especially among adolescents and older adults.

- Promote digital workforce inclusion through technical training programs that prevent displacement due to automation and reduce the skills gap.

These actions must consider territorial differences and be accompanied by community mechanisms for digital protection and psychosocial well-being so that the technological environment functions as a tool for inclusion, not as a new form of exclusion.

5. Human Insecurity: Multidimensional and Population-Specific Perspective

Photo: Adrián Alfredo Blanco / Ciudad Juárez

Human Insecurity from a Multidimensional and Population-Specific Perspective

This section presents an analysis of the levels of human insecurity experienced by the population of Ciudad Juárez, based on a calculation of the intensity of such insecurity. The index classifies each person according to the number and type of dimensions in which they have experienced vulnerability during the past year.

The analysis considers that the more dimensions affected, the greater the intensity of human insecurity, especially in the priority dimensions—personal, economic, food, and health security—which are more significant because they are essential conditions for survival and the full exercise of rights.

This approach allows us to recognize human insecurity as a complex, everyday, and multidimensional phenomenon, which is not limited to a single threat, but rather reflects the way in which various forms of vulnerability accumulate and intersect in people's lives.

As seen in the Figure 19, the index results reveal a worrying situation. Nearly half of the population (47.1%) is at the highest level of human insecurity, meaning they present a combination of vulnerabilities that, when combined, are equivalent to having all four priority dimensions (such as personal, health, economic, and food security, for example) severely affected. This group lives in conditions of structural risk, with deep and systematic deficiencies that require urgent and comprehensive attention.

An additional 19% face substantial insecurity, with multiple dimensions affected, although not all of them are priorities. Although their situation is slightly less critical than the previous group, these individuals still

have profoundly affected living conditions, requiring specific public policies to mitigate risks and facilitate social reparation and access to rights.
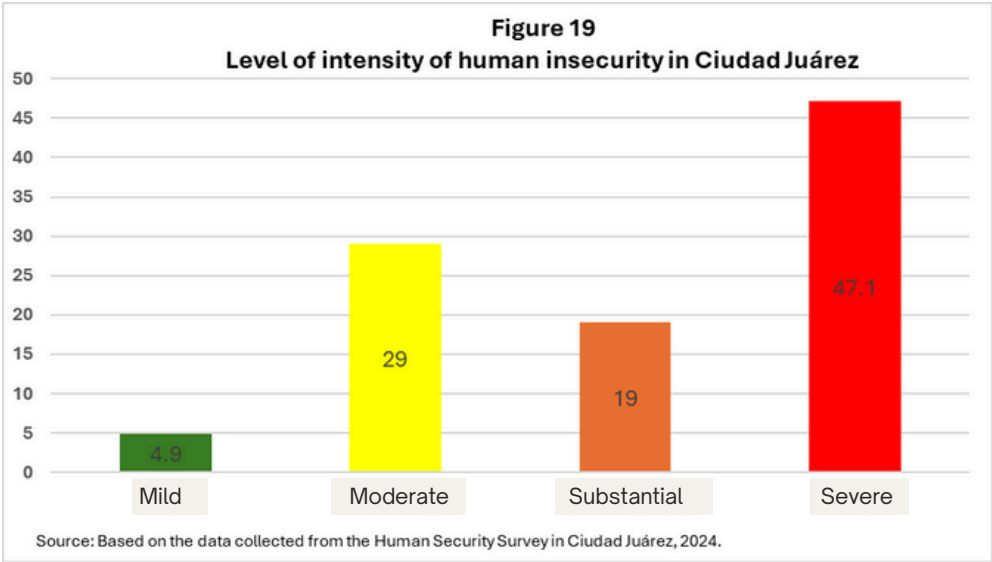
Nearly a third of the population (29%) experiences a moderate level of human insecurity. These individuals are vulnerable in several dimensions—up to six—but with no more than two being priority. This group could be considered at risk of falling into more critical levels if timely interventions are not taken to ensure stable conditions of protection and well-being.

Only a small group (4.95%) is experiencing mild insecurity. That is, they have no priority area violated, and at most one complementary area affected. This group represents a minority with relatively stable conditions, which underscores the depth and extent of the problem in the rest of the city.

These data show that more than two-thirds of the population experience a form of intense or critical human insecurity, which requires comprehensive, targeted responses that are sensitive to the cumulative nature of the vulnerabilities they face.

Inequalities in the experience of human insecurity

The Glocal Human Security Index reveals that insecurity is not experienced equally throughout the city or among all population groups. Living conditions, access to services, and the level of exposure to threats vary across areas—such as the northwest, northeast, southeast, and southwest—and also by social characteristics such as gender and age.

Figure 19
Level of intensity of human insecurity in Ciudad Juárez

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Differences by Zone

The index results show significant differences in the intensity of human insecurity across the different zones of Ciudad Juárez. The northwest presents the most critical situation, with 48.5% of its population experiencing severe insecurity and only 4% experiencing mild insecurity, suggesting a deep accumulation of vulnerabilities. Similarly, the southwest and southeast also show high levels of severe insecurity (51.3% and 48.4% respectively), with a small proportion of the population experiencing mild conditions.

In contrast, the northeast has the lowest percentage of severe insecurity (26.3%) and the highest proportion of people in moderate (42.1%) and mild (10.5%) insecurity, which positions it as the territory with the lowest overall intensity of insecurity.

These territorial variations reflect structural differences in access to services, living conditions, and exposure to risks, and reinforce the need for differentiated responses by area, recognizing the specific realities of each territory.
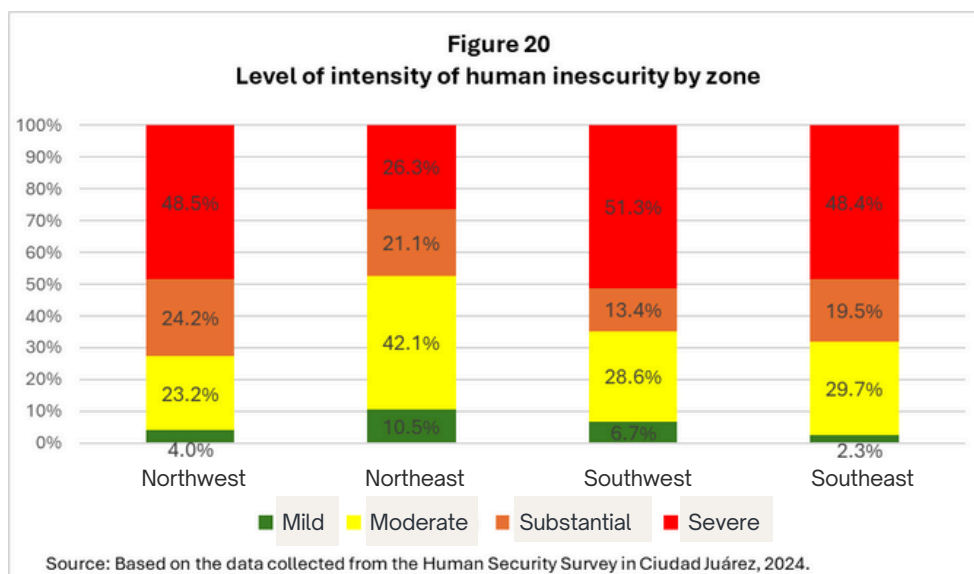
These differences help explain the scores obtained on the Human Security Index for each of the city's zones.

The index assigns a score between 0 and 1, based on the proportion of people experiencing insecurity and its intensity. A score of 0 represents the worst possible situation, in which the entire population experiences severe insecurity, while a score of 1 indicates an optimal state, where no one experiences levels of insecurity above the mild level.

Based on this methodology, the results for Ciudad Juárez reveal substantial levels of human insecurity in general, with significant differences between areas.

The northeast obtained the highest score (0.5), indicating that, although significant levels of insecurity remain, a larger proportion of its population experiences more moderate and less intense vulnerability. The southwest followed, with a score of 0.4, representing an intermediate situation.

In contrast, both the northwest and the southeast achieved a score of just 0.3, reflecting more severe and widespread conditions of human insecurity in these areas. These results suggest an accumulation of deficiencies and threats that are steadily affecting significant sectors of the population.

Figure 20
Level of intensity of human inescurity by zone

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.
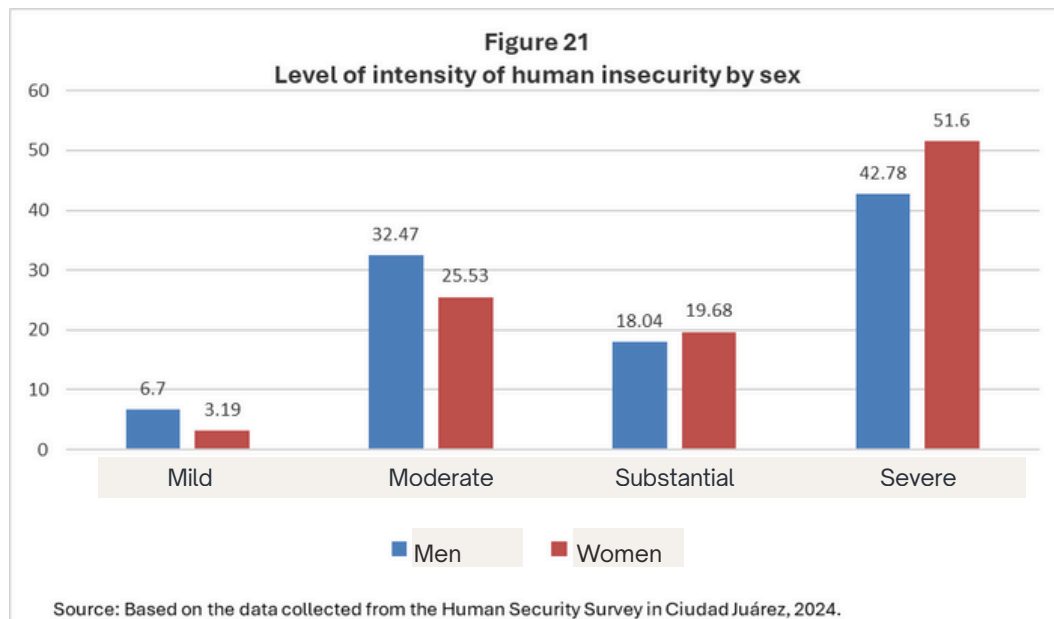
Differences by Sex

The Index also identifies significant variations in the experience of insecurity by sex, highlighting structural inequalities that differentially affect men and women. As the figure shows, women experience higher levels of severe insecurity (51.6%) compared to men (42.8%), indicating a higher cumulative burden of vulnerability across multiple priority dimensions such as economic security, personal security, health security, and food security.

Furthermore, women report a lower percentage at the lower levels of the index: only 3.2% of them are classified as mildly insecure, compared to 6.7% of men. Although men have a higher proportion of moderate insecurity (32.5% compared to 25.5% for women), this can be interpreted as a greater concentration of women at the extremes of the insecurity scale, particularly at the severe and substantial levels.

These data reaffirm the need to address human security from a gender perspective, recognizing that women face particular obstacles to the full exercise of their rights and that the insecurity they experience is more intense and structural. This perspective is key to designing fairer public policies that not only guarantee formal equality but also real conditions of well-being and protection.

Figure 21
Level of intensity of human insecurity by sex

	Mild	Moderate	Substantial	Severe
Men	6.7	32.47	18.04	42.78
Women	3.19	25.53	19.68	51.6

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.
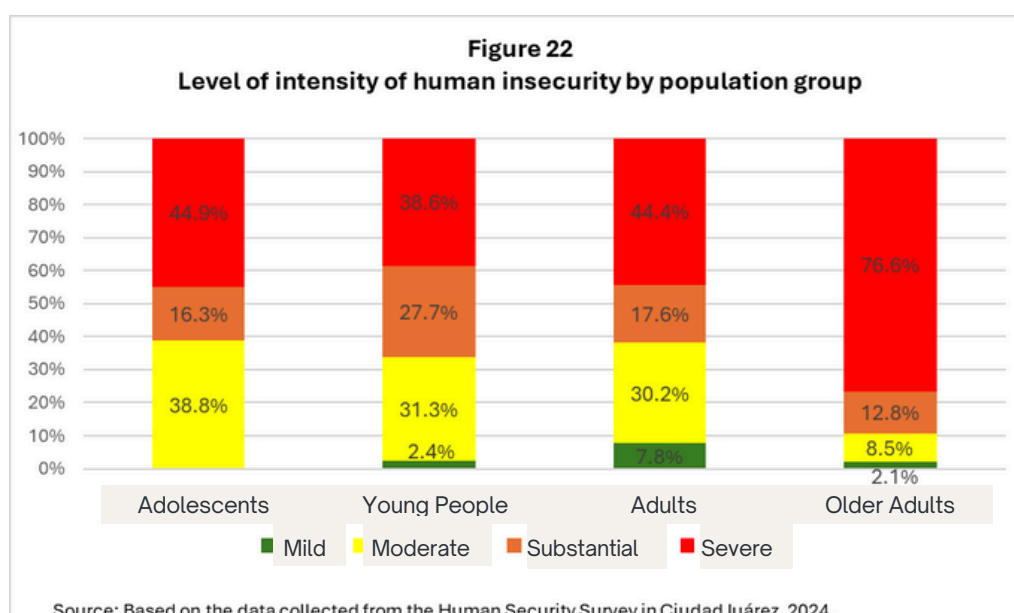
Differences by Age

The data show that age also significantly influences how human insecurity is experienced, and that certain groups—such as older adults—require more urgent and specialized responses. This group is by far the most affected: more than 76% face severe insecurity, and only 2.1% experience mild insecurity, suggesting that they are consistently in critical conditions across multiple dimensions.

At the same time, a very significant proportion of adolescents, young people and adults live in conditions of sustained risk. Around 44% of adolescents and

adults, and 38.6% of young people, face severe insecurity. Young people also have the highest percentage of substantial insecurity (27.7%), indicating that several of their priority areas —such as personal, economic, and health security— are affected. This situation reflects an accumulated vulnerability, which, while not yet extreme, could worsen if its structural causes are not addressed.

Figure 22
Level of intensity of human insecurity by population group

Population group	Mild	Moderate	Substantial	Severe
Adolescents		38.8%	16.3%	44.9%
Young People	2.4%	31.3%	27.7%	38.6%
Adults	7.8%	30.2%	17.6%	44.4%
Older Adults	2.1%	8.5%	12.8%	76.6%

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Why is it important to analyze levels of human insecurity by group?

All population groups—regardless of age, gender, or social status—have the right to live free from threats and with the necessary conditions to fully exercise their rights. From this perspective, human insecurity is a matter of dignity, justice, and universal rights.

However, in addition to being a right, human security also has profound implications for social functioning, community cohesion, and the sustainability of cities. Therefore, understanding how different forms of insecurity are distributed among different population groups is key not only to guaranteeing rights but also to anticipating and preventing structural consequences that can affect the entire community.

For example, when adolescents face high levels of insecurity—with multiple aspects of their lives affected and limited access to protective factors—there is a greater risk that these conditions will translate into cycles of exclusion, educational dropout, mental health problems, or risky behaviors.

In urban contexts marked by multiple forms of accumulated vulnerability, this can even escalate into dynamics of interpersonal violence, participation in illicit economies, or community breakdowns.

In contrast, the severe insecurity faced by older adults, although less visible in terms of conflict, can mean loneliness, lack of protection, dependency, and accelerated deterioration of their physical and emotional health, affecting not only their quality of life but also the ability of their family and social networks to sustain themselves.

Thus, understanding differences doesn't mean ranking who "deserves" more attention, but rather recognizing that the forms that human insecurity takes in each group can have different repercussions, both on individual trajectories and on the well-being of the entire city. This approach seeks to promote differentiated, fair, and more transformative responses.

5.1 Human Security of Women

Human Security of Women
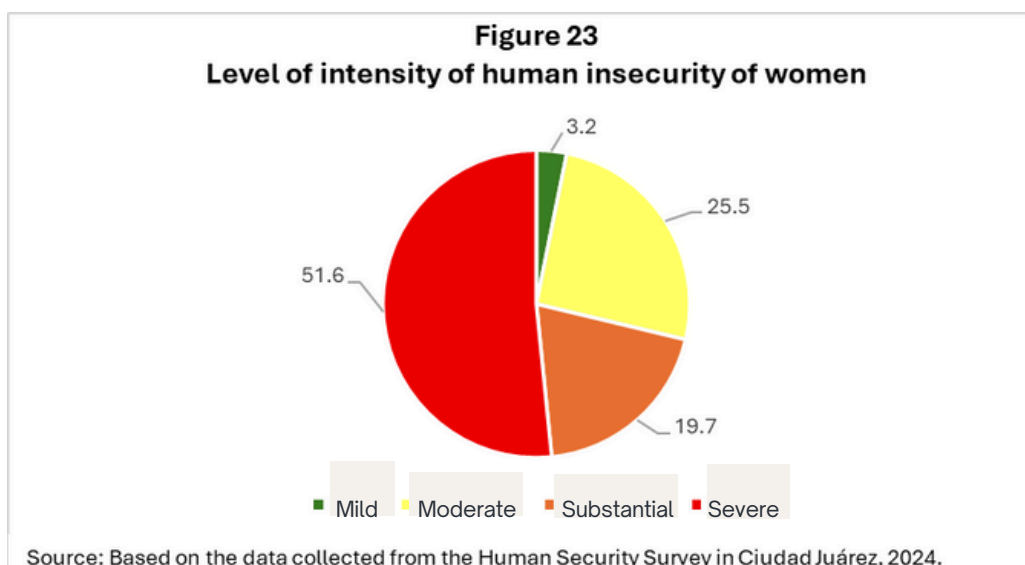
How is women's human security in Juárez?

The index assessed the level of human insecurity faced by women in a context marked by structural violence and gender inequality. The data reveal an alarming human security situation for women in Juárez, where more than half (51.6%) face severe insecurity (vs. 42.8% of men). This means that multiple aspects of their lives —especially priority areas such as health, economic, food, and personal security—are simultaneously affected.

This result indicates a critical accumulation of vulnerabilities and a clear absence of effective protection mechanisms or conditions to fully exercise their rights, which suggests that women face more serious threats (gender violence, harassment, mobility restrictions, economic precariousness linked to care).
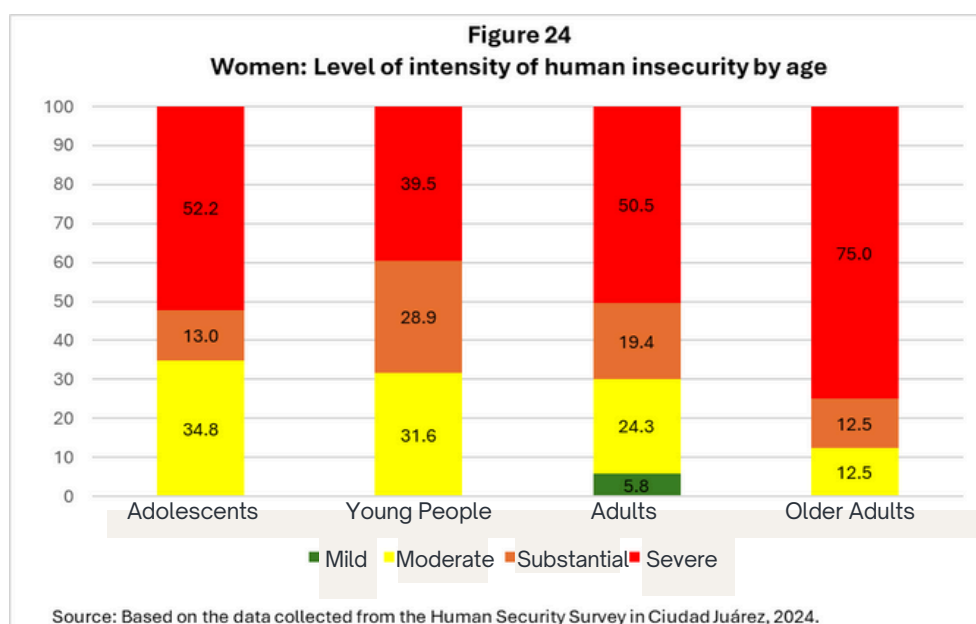
Added to this group is 19.7% with substantial insecurity, meaning that 71.3% of women (adding both categories) experience serious violations in multiple dimensions of human security.

On the other hand, 25.5% face a moderate level, which, although less extreme, still indicates significant risks, while only 3.2% are at a mild level, confirming that human insecurity is a widespread problem.

Figure 23
Level of intensity of human insecurity of women

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Examining the data by age group, it becomes evident how the life cycle deepens vulnerabilities. The data reveal that older women constitute the group that experiences insecurity most intensely, with 75% experiencing severe insecurity—the highest figure among all groups—and 12.5% experiencing substantial insecurity, meaning that 87.5% face serious or very serious conditions of insecurity. This situation reflects a systemic neglect in critical areas such as access to healthcare, economic protection, and social support networks.

Adolescent girls present the second most critical condition, with 52.2% in severe insecurity and 13% in substantial insecurity (totaling 65.2% in severe levels). The complete absence of cases at the mild level is particularly notable. Similarly, adult women show a similar but less extreme pattern, with 50.5% in severe levels and 19.4% substantial, while young women report 39.5% severe and 28.9% substantial.

Figure 24
Women: Level of intensity of human insecurity by age

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

How vulnerable are women in the nine dimensions?

Below is a detailed analysis of the dimensions of human security that allows us to see where the greatest vulnerabilities for women in Juárez are concentrated. This allows us to identify whether the risks are economic, related to physical violence, political exclusion, or lack of access to health care, among others. This reveals patterns that might go unnoticed in general assessments.

The data show a multifactorial picture of vulnerability among women in Juárez, highlighting critical risks in key areas. Regarding **economic security**, 30.9% of women experienced high vulnerability, exacerbated by 46.8% experiencing medium vulnerability, reflecting precariousness and a lack of financial autonomy.

We can see this precarious situation in the 31.4% of women who are predominantly engaged in domestic and care work, activities that are invisible and unpaid but remain fundamental to family well-being and economic sustainability. We observe the lack of financial autonomy among women in the labor force as employees, self-employed workers, or employers.
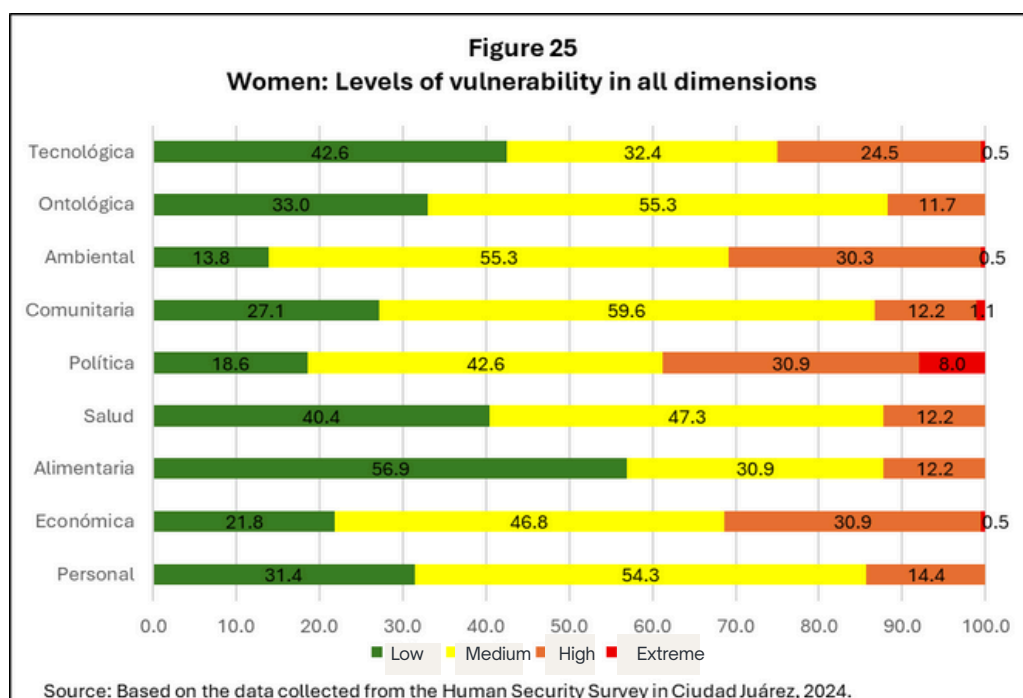
This panorama, which reflects persistent barriers such as the overload of unpaid domestic work, workplace discrimination, and limited access to economic opportunities, is compounded by disparities in access to economic protection mechanisms.

For example, women in the city report lower savings capacity (47.9% vs. 58.38% of men) and less access to unemployment insurance (9.45% vs. 18.11%). While 29.26% believe there are no job opportunities for them (vs. 16.58% of men), 40.32% report having no access to training (vs. 30.05% of men). In general, women face more unfavorable conditions in terms of income, stability, access to employment, training, and institutional support.

Regarding **political security**, 38.8% (including high and extreme vulnerability) report exclusion from decision-making spaces. For example, the survey data reveals an alarming exclusion of Juárez women from public participation and community decision-making, with 74.5% stating they have not had the opportunity to get involved in these matters during the last year, while 5.9% did so intermittently ("sometimes"), reflecting a significant gap in female civic inclusion.

The proportion of women who responded that they did not have the opportunity to participate in public affairs was three percentage points higher than that of men, demonstrating gender differences in public participation and inequalities in the exercise of the right to participation.

Additionally, **environmental security** affects 30.9% of women with high or extreme vulnerability, linked to risks in marginalized territories. For example, in specific indicators of this dimension, we find that 26.2% of women in Juárez report living in areas at risk of disasters such as floods or landslides, which exposes them to recurring emergencies and forced displacement.

Figure 25
Women: Levels of vulnerability in all dimensions

Dimension	Low	Medium	High	Extreme
Tecnológica	42.6	32.4	24.5	0.5
Ontológica	33.0	55.3	11.7	
Ambiental	13.8	55.3	30.3	0.5
Comunitaria	27.1	59.6	12.2	1.1
Política	18.6	42.6	30.9	8.0
Salud	40.4	47.3	12.2	
Alimentaria	56.9	30.9	12.2	
Económica	21.8	46.8	30.9	0.5
Personal	31.4	54.3	14.4	

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Furthermore, 14.9% consider their environment to be unsafe, unhealthy, and unclean, reflecting critical environmental conditions that affect their well-being, while 38.3% rate their environment as "more or less" acceptable, suggesting a perception of latent vulnerability to pollution, lack of infrastructure, or the degradation of basic resources. These data show that environmental insecurity is a widespread problem, with differentiated impacts on women, especially those in marginalized areas, where the combination of climate risks and unhealthy environments increases their caregiving burden and limits their development opportunities.

Although **food security** shows greater resilience (56.9% in low vulnerability), 43.1% of women still experience deficiencies (high or medium vulnerability). Women's **health security** presents a mixed profile: while 40.4% are low-vulnerability (indicating basic access to services), 47.3% are at a medium level, and 12.2% are at a high level, suggesting that more than half (59.5%) face significant challenges in this area. This high percentage highlights a system that, while not collapsed, operates with fragility, leaving many women in situations of preventable risk.

In terms of **physical, mental, and emotional health**, the index reveals a significant gender gap, highlighting women's overexposure to psychosocial burdens, chronic stressors, and greater difficulties accessing health services. While men more frequently report high levels of health, women tend to concentrate in the medium and low ranges. For example, in physical health, 34.26% of men rated their condition as "very good," compared to 24.46% of women.

In terms of mental health, the difference is also notable: 24.5% of men ranked at the highest level, while only 17.6% of women did. Furthermore, 26.66% of women rated their physical health as "fair" and 9.72% as "very poor", compared to 19.25% and 4.11% of men, respectively. These data demonstrate a greater burden of accumulated distress among women and reinforce the need for gender-sensitive policies to address health inequalities.

On the other hand, **personal security** reveals that 14.4% of women face high risks of violence, although the majority (54.3%) are at a medium level, suggesting latent threats. Data on exposure to threats in this dimension reveal that 40.1% of women experienced fear for their personal safety or that of their loved ones, reflecting a widespread perception of vulnerability to possible attacks.

This indicator goes beyond direct victimization, showing how fear shapes their daily lives, limiting their mobility and social participation. In this regard, women perceive their home as the safest space (65.4% "very safe"), followed by school (51.4%), while neighborhood streets and public transportation are identified as the riskiest places, with 16.5% and 26.6% reporting insecurity ("very unsafe" or "unsafe"), respectively. This hierarchy of security demonstrates how fear shapes their mobility, restricting activities in public spaces.

On the other hand, 9.6% of women reported having experienced sexual harassment or violence, compared to 2.6% of men. Adolescents report the highest percentage of sexual harassment victimization, at 12.2%. This data confirms the materialization of women's fears of being victims of a crime, although this figure should be clarified, as it is likely underestimated due to the normalization of this violence and the barriers to reporting it.

This fear is reflected in the 11.2% of women who avoid going out during the day for fear of being a victim of crime, a situation that almost quadruples among women who report avoiding going out at night (41%) for the same reasons. Compared to men, women face greater restrictions on their right to the city, autonomy, and freedom of movement, associated with the risks they face in public spaces. This is reflected in the higher percentage of women who stopped leaving home compared to men (11.2% vs. only 5.67% of men).

An analysis of the protection mechanisms available to women in Juárez reveals a worrying picture of systemic lack of protection, where almost a third of women (29.3%) are unaware of the channels of help available for cases of gender violence, a situation that is aggravated by the deep distrust in institutions, since 38.9% of women report having little or no confidence in the police (26.1% "none" and 12.8% "little"), while a quarter (25%) express equal skepticism towards specialized services for victims of violence.

These data reveal a triple barrier to accessing justice and protection: on the one hand, a lack of information about available resources, and on the other, a lack of trust in the police as the first responders and in mechanisms specifically designed for women, creating a vicious cycle of impunity and revictimization.

The magnitude of this institutional mistrust not only reflects operational failures within institutions, but also a structural legitimacy problem that discourages victims from seeking formal help, increasing their vulnerability in contexts already high levels of violence.

In terms of **technological security**, 25% of women experience high or extreme vulnerability, exposing them to digital breaches and risks of online violence. Although the differences are not vast, the fact that women report greater exposure to hacking (13.51% compared to 11.58% of men) highlights the importance of recognizing gender-specific forms of digital violence and technological vulnerabilities. This can range from unauthorized access to personal accounts to harassment on digital platforms or identity theft, phenomena that typically disproportionately affect women and people with a public presence or activism on social media.

In dimensions such as **community security** (13.3% of women are highly and extremely vulnerable, and 59.6% are at a medium level of vulnerability) and **ontological security** (11.7% are highly vulnerable and 55.3% are at a medium level of vulnerability), access to protection mechanisms and support networks is fragile. This situation highlights the lack of safe and stable environments that guarantee minimum conditions for daily well-being.

The figures suggest the urgent need to strengthen public policies aimed at rebuilding the social fabric, institutional presence in the territories, and the creation of community spaces that promote mutual care, psychosocial support, and effective access to justice.

Where are the women who experience the greatest vulnerability?

This section analyzes women's vulnerability levels by geographic area within the city. This segmentation allows for the identification of distinct patterns of territorial inequality that require specific interventions. Figure 26 summarizes the situation of women living in the northwest zone of Juárez. In this area, the critical conditions experienced by women in the economic (32.6% high level) and political (28.3% high and 19.6% extreme) dimensions are evident, aggravated by environmental risks (39.1% high).

Specifically in the economic area, we found that only 23.9% of women are incorporated as part of the labor force (as employers, self-employed workers, or employees with a contract), which suggests that women in this area face obstacles in accessing employment opportunities, while 34.8% are responsible for the home, reflecting an additional burden in contexts of precariousness.
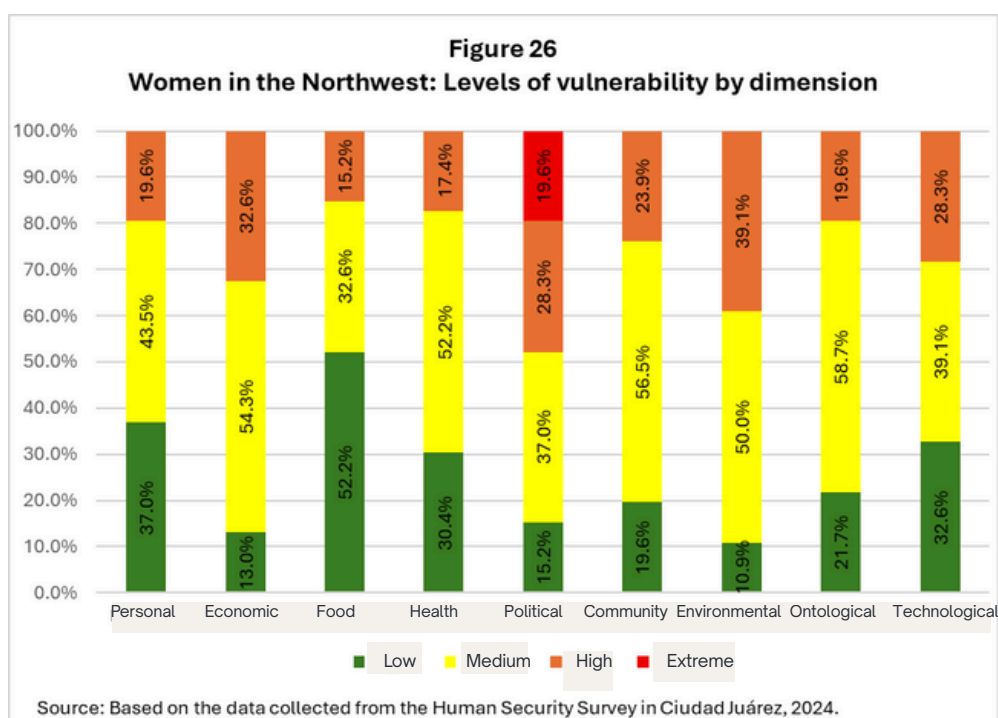
Added to this situation is the fact that recurring economic insecurity affects more than half (52.2%) of women in these neighborhoods, and 6.5% feel they are never able to cover their basic needs with their disposable income.
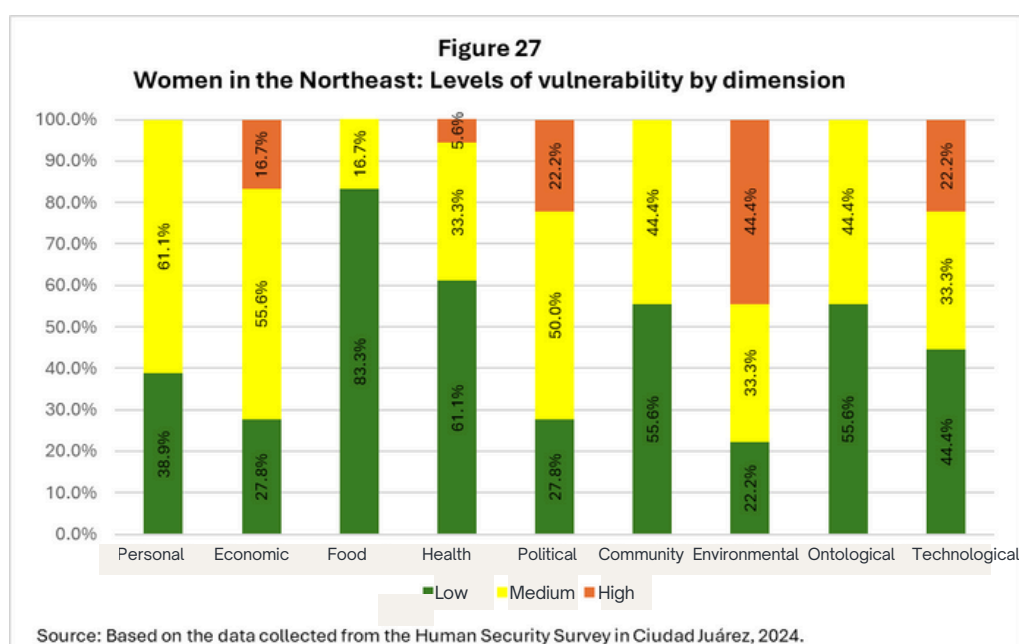
Situations like these, along with the lack of access to formal financial systems, have forced 34.8% of women to resort to informal loans to cover essential expenses.

Regarding the political dimension, the survey shows that 39.1% of women in the sector do not feel free to express their opinions for fear of reprisals, and an alarming 82.6% feel they have not been involved in decisions that affect their lives or communities, which denotes exclusion and marginalization in democratic processes.

Regarding the environmental dimension, we found that 47.8% of women describe their living environment as deficient and unsafe, and 26.7% identify disaster risks such as floods or landslides, which exacerbate their vulnerability. These results reveal a scenario of multidimensional precariousness that demands urgent interventions in employment, citizen participation, and environmental risk mitigation.

The situation of women in the northeastern colonies is summarized in Figure 27. The data reveals that women residing in this geographic area show greater resilience, with 83.3% of women experiencing food security (low vulnerability) and strong community networks (55.6% low vulnerability), although economic challenges persist for 16.7% of the female population.

Figure 26
Women in the Northwest: Levels of vulnerability by dimension

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Figure 27
Women in the Northeast: Levels of vulnerability by dimension

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.
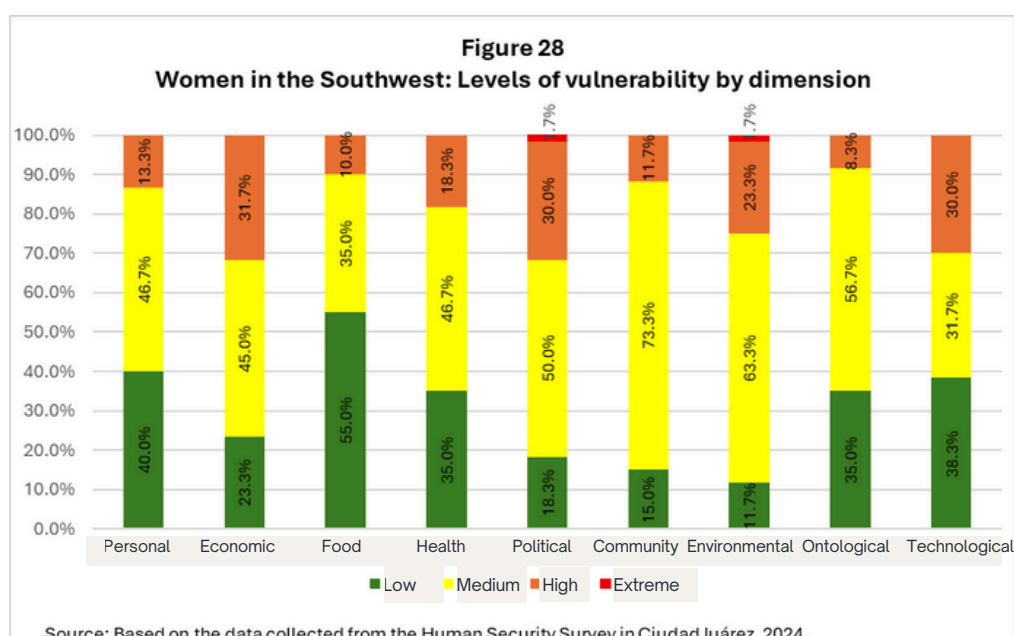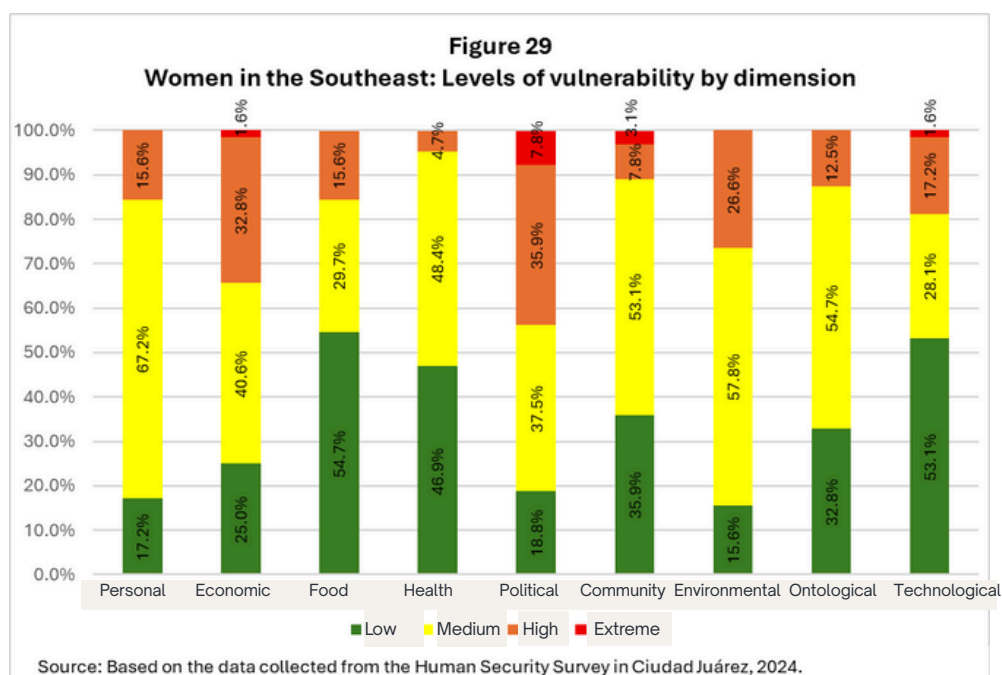
In the food dimension, 72.2% have sufficient income to cover daily needs, and a high percentage (88.9%) report not having experienced food shortages. Furthermore, universal access (100%) to drinking water reflects a solid foundation in water security. However, 28.8% face intermittent economic problems, which indicates specific vulnerabilities in financial stability.

At the community level, the results are notably positive. For example, 100% of women living in the area report no neighborhood conflicts, 94.4% express trust in their neighbors, and 83.3% perceive an environment of respect and mutual support, indicating social cohesion and effective solidarity networks.

These data suggest that, despite occasional economic hardships, the northeast region stands out for its food security and community strength, key factors in reducing social vulnerability.

On the other hand, women in households in the southwest zone experience economic precariousness (31.7% high) and the fragility of community networks (73.3% medium vulnerability), along with environmental risks (23.3% high). The outlook facing women in the southwest speaks to a multidimensional phenomenon with critical advances and challenges (see Figure 28).

Figure 28
Women in the Southwest: Levels of vulnerability by dimension

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Figure 29
Women in the Southeast: Levels of vulnerability by dimension

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

In the economic dimension, while 48.3% of women participate in the labor force—indicating a degree of autonomy—45% face recurring economic insecurity, and 38.4% depend on informal loans to cover basic needs, demonstrating financial fragility exacerbated by the fact that 25% of them are solely responsible for households.

At the community level, although the majority of women (93.3%) do not report neighborhood conflicts, only 20% fully trust their neighbors and 45.3% perceive mutual help, revealing limited support networks and fragmented social cohesion, where selective trust predominates (66.7%).

The environmental dimension adds another layer of vulnerability, with 43.3% of women considering their environment deficient and unsafe, and 28.3% identifying disaster risks such as floods or landslides, which not only threaten their immediate well-being but also deepen structural inequalities.

These results underscore a scenario where women, despite their labor market integration and peaceful coexistence, experience economic insecurity, community mistrust, and environmental risks. This requires intersectoral policies with a gender perspective that comprehensively address these vulnerabilities.

Finally, in Figure 29 there is data that describes the reality faced by women who live in the southeastern colonies. The data outlines compelling evidence where it can be seen that women face more critical situations in the political (35.9% high and 7.8% extreme), economic (32.8% in high vulnerability and 1.6% in extreme), and

environmental dimensions (26.6% in high vulnerability and 57.8% at the middle level), which limit their full participation in society.

In the political sphere, 25% of women report fear of expressing their opinions freely due to possible reprisals, while 75% feel they have not had opportunities to participate in decisions that affect their lives or communities, reflecting a serious exclusion from democratic and decision-making processes.

Economic security indicators reveal a critical situation for women in the southeast, where only 32.8% have formal employment, while 29.7% assume full responsibility for the household, combining job insecurity with caregiving overload. The lack of income is alarming—46% acknowledge that they sometimes do not cover their basic needs and 56.3% are unable to save—forcing them to resort to informal loans (50%) and maintaining them in a cycle of vulnerability, aggravated by financial exclusion (42.2% without access to bank loans) and the failure of safety nets (53% did not receive government aid despite needing it). This combination of unstable employment, dependence on informal mechanisms, and institutional inadequacy creates a scenario of economic insecurity.

In the environmental dimension, the survey data reveal a complex situation for women living in the southeast, as 25% of them perceive their environment as unsafe, unhealthy, or dirty, reflecting living conditions that undermine their daily well-being. Likewise, 22% of women identify as living in a disaster-risk zone, whether due to flooding, landslides, or other environmental hazards, increasing their vulnerability to emergencies.

The precarious situation is exacerbated by the poor infrastructure in some neighborhoods. For example, 37.5% rate the conditions of their neighborhood as "very poor," citing serious deficiencies in basic services and urban maintenance. Furthermore, the lack of adequate public spaces is alarming. While 26.6% acknowledge the existence of recreational areas, these are deteriorated or insufficient, and another 25% directly report their absence, which limits their access to safe recreational environments and affects their quality of life.

These indicators, taken together, provide a picture of structural neglect and environmental marginalization, where the combination of poor infrastructure, latent risks, and a lack of decent public spaces not only exacerbates women's daily insecurity but also deepens gender inequalities by restricting their opportunities for community development and autonomy.

Reflections on women's human security in Ciudad Juárez

The results of the Glocal Human Security Index clearly show that women in Ciudad Juárez face a multidimensional crisis of insecurity, marked by accumulated vulnerabilities across all the dimensions assessed. This situation is neither coincidental nor isolated: it responds to structural patterns of lack of protection that are intensified by gender, generating a systemic reality that limits the full exercise of their rights, autonomy, and well-being.

- **A comprehensive protection strategy with a gender perspective is urgently needed:** The magnitude and complexity of the insecurity faced by women demands a coordinated response across levels of government and social sectors. A public policy that combines economic protection (formal employment, targeted subsidies, training), guaranteed access to health, justice, and technology, effective participation of women in decision-making spaces, and targeted interventions in high-risk areas is recommended. Women's voices must be central to the design, implementation, and evaluation of these actions.

- **Life cycle and gender: two intertwined dimensions of vulnerability:** Age analysis shows that human insecurity particularly affects adolescent and older adult women. For adolescent girls, the lack of protective environments, comprehensive sexuality education, and development opportunities generates exclusion and risk. For older women, structural neglect in health, income, and care networks leaves them exposed to critical conditions.

It is recommended to expand and strengthen programs such as universal pensions with a gender perspective, deploy geriatric health brigades, create community support networks, and design "Protection Schools" programs with comprehensive sexual health education, reproductive health clinics in schools, and scholarships linked to life projects that prevent school dropouts and promote self-sufficiency.

- **The territorial dimension exacerbates gender inequalities:** Territory acts as an amplifier of exclusion. Peripheral areas such as the northwest, southwest, and southeast —the so-called "half moon"— concentrate the greatest deficiencies in employment, services, mobility, participation, and access to rights for women. In contrast, the northeast presents a relative stability. It is recommended to adopt an area-based approach in all public policies, with vulnerability maps that guide resource allocation and allow for differentiated interventions. Peripheral areas should prioritize gender-sensitive employment, improve basic infrastructure, and guarantee accessible services. In the northeast, progress must be consolidated by strengthening social networks, community organizations, and social cohesion programs.

- **Persistent gaps across all dimensions:** In each of the index's dimensions—from health to environmental issues to political participation—women present higher levels of vulnerability than men. This trend demands an intersectoral policy that combines economic development, equality policies, and risk reduction strategies. Strengthening community networks, generating economic autonomy, and equal access to services are key to breaking the cycle of insecurity that plagues the lives of many women in Ciudad Juárez.

5.2 Human Security of Adolescents and Young People

Human Security for Adolescents and Young People

How is the human security of the city's younger population?

The index provides a deeper understanding of the experiences of the city's youngest population by measuring the level of insecurity faced by adolescents (ages 15 to 19) and young people (ages 20 to 29) based on their level of vulnerability across the nine dimensions of human security. The results demonstrate the persistence of accumulated vulnerabilities throughout the youth life cycle and underscore the urgent need to design effective policies that support the transition from adolescence to adulthood, ensuring greater levels of protection and well-being.
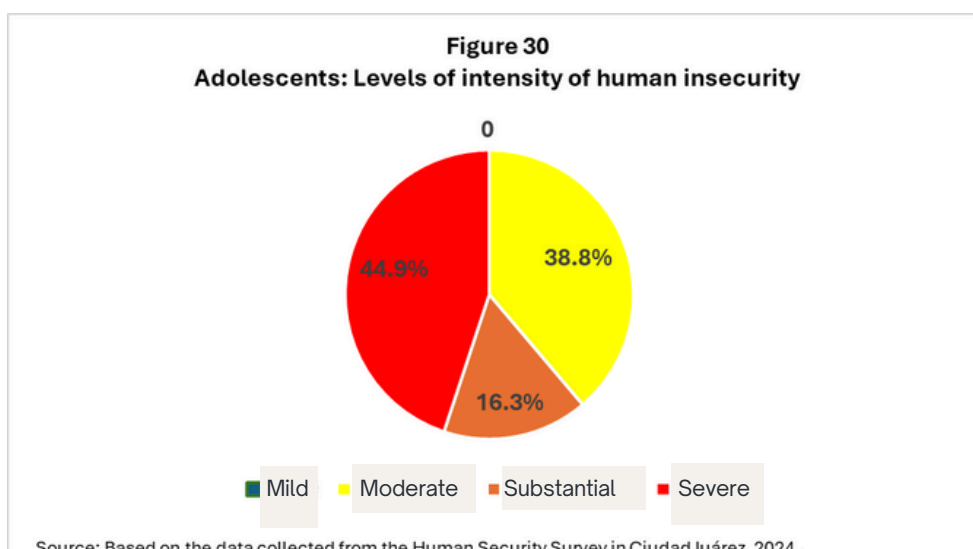
The results show that adolescents in Juárez face a worrying situation. 45% are facing severe insecurity, indicating that they are simultaneously vulnerable in most areas, including the four priority areas: personal, economic, food, and health security. Furthermore, an additional 16.3% are at the substantial level, meaning they are affected in multiple areas, including up to three priority areas.
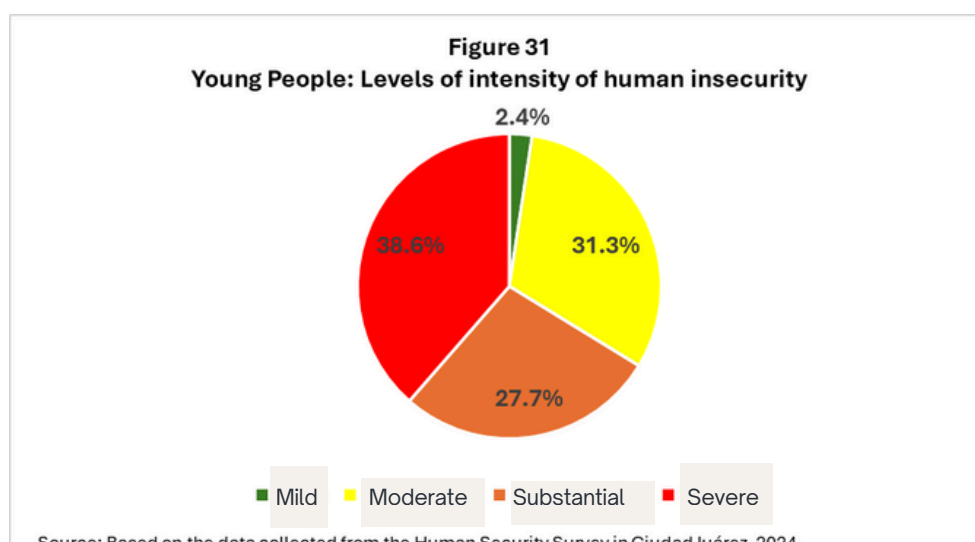
This means that more than 60% of adolescents live in conditions of intense insecurity, with significant impacts

on their well-being, development, and exercise of rights. Furthermore, the fact that none of them fall into the mild insecurity category highlights the urgency of strengthening protection mechanisms and expanding development opportunities for this age group, in order to create real conditions for comprehensive protection.

Data from the young people reveal a continuing trend of human insecurity among the youth population of Juárez. Although a slight decrease is observed in the most critical level of insecurity —39% of youth face severe insecurity, compared to 45% of adolescents— this remains an alarming proportion, indicating that 4 out of 10 youth face simultaneous vulnerability in most areas, including the four priority areas.

Added to this is the fact that 27% are at a substantial level and 32% at a moderate level, meaning that more than 97% of young people continue to live with significant forms of insecurity, although these may vary in intensity and composition. Only 2.4% of young people managed to reach the mild level of insecurity, reinforcing the idea that minimum conditions of well-being and protection remain the exception rather than the norm.

Figure 30
Adolescents: Levels of intensity of human insecurity

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Figure 31
Young People: Levels of intensity of human insecurity

2.4%

38.6%   31.3%

27.7%

■ Mild   ■ Moderate   ■ Substantial   ■ Severe

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

How vulnerable are adolescents and young people in the nine dimensions of human security?

The analysis of vulnerability levels by dimension shows that adolescents and young people in Juárez face significant risks in most dimensions of human security, including those considered priority. Specifically, the political, economic, personal, community, environmental, ontological, and health dimensions reflect particularly critical situations.

Political insecurity is notable for its severity. Among adolescents, 41% are highly vulnerable in this dimension, while among young people (20 to 29 years old), 33.7% are at high and extreme levels (27.7% high and 6% extreme). These data reflect an alarming reality of exclusion, lack of representation, and exposure to institutional risks.

The index shows that levels of participation in public affairs and decisions that affect their lives and those of their communities are remarkably low, especially among adolescents: only 8.16% report having actively participated in public or community spaces.

Among young people, participation is higher, but still limited: only 21.95% participate actively, compared to 69.51% who do not, and 8.54% who do so occasionally.
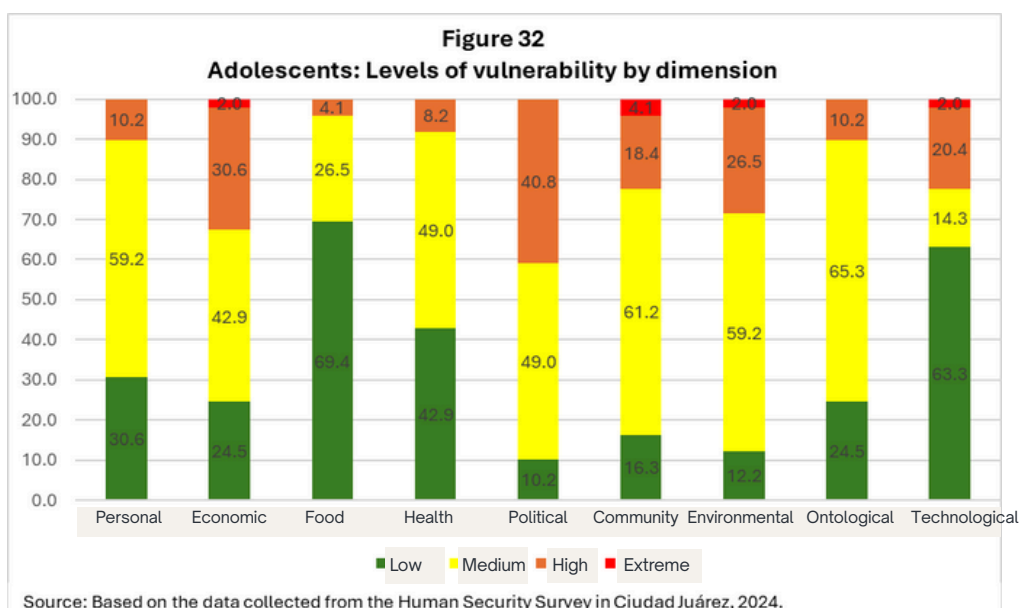
These data reflect a deep divide between youth and decision-making structures, as well as the importance of creating spaces and processes that encourage citizen participation from an early age. Adding to this exclusion is the direct experience of institutional

violence, which erodes adolescents' and young people's trust in public institutions and affects both their political and personal security. A revealing fact is that adolescents reported the highest incidence of assaults and arbitrary arrests by police officers in the past year: 10.2% said they had been victims at some point, and 2.04% said this occurred frequently. Compared to other age groups, adolescents and young people experienced the highest level of impact.

Among young people, 16.05% reported having been assaulted or arbitrarily detained at some point in the past year, reinforcing the perception of widespread vulnerability, even if not permanent. This differential exposure of young people to assaults by officers is influenced by factors such as the criminalization and social stigmatization of youth, which is influenced by gender, place of residence, and socioeconomic status.

Juárez's younger population also experienced a critical situation in terms of **economic security**. 30.6% of adolescents and 22.9% of young adults are at a high level of economic vulnerability, while an additional 42.9% of adolescents and 43.4% of young adults are at a medium level.

Taken together, this means that more than 73% of adolescents and 66% of young people face fragile economic conditions, which limit their access to basic resources, restrict their development opportunities, and increase their exposure to exclusion. The figure of 2% of adolescents experiencing extreme levels of economic insecurity reinforces the urgency of addressing situations of severe poverty and structural deprivation.

Figure 32
Adolescents: Levels of vulnerability by dimension

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

A key factor determining both the current situation and future prospects for development and economic security for this population is their access to education. The index results show that more than half (53.06%) of adolescents identified themselves as students, indicating that a significant majority are continuing their academic education. Furthermore, 14.29% reported studying and working at the same time, revealing a double burden of responsibilities that can compromise their academic performance, mental health, and overall well-being.

However, it is worrying that 28.57% of adolescents are not currently in school. Of this group, 18.37% already participate in the formal labor market as contract employees, while 4.08% reported having dropped out of school in the last year, reflecting ongoing processes of educational exclusion. Added to this is another 4.08% who identified themselves as responsible for the home, reflecting that some adolescents take on caregiving or household management tasks as their primary occupation from an early age, which can seriously limit their personal, educational, and social development.

One of the main factors driving economic insecurity among young people is the difficulty in exercising their right to access decent jobs and stable sources of income, as well as the general precariousness of available employment opportunities. For example, young people were the population group that most frequently rated employment opportunities as precarious or very scarce (37.35% combined). Furthermore, 18.37% of adolescents and 8.43% of young people reported that, in the past year, they had to accept jobs they would rather not do due to economic necessity.

This suggests that, although 68.42% of young people consider their employment stable and around 63% believe their income is sufficient, this perception of stability coexists with fragile structural conditions. In terms of training, 29.27% reported lacking access to job training opportunities, which limits their future economic mobility.

Furthermore, the lack of access to social protection mechanisms, such as unemployment insurance, leaves both young people and adults exposed to employment crises without institutional support. In short, job insecurity affects even those who report relatively positive conditions, highlighting the structural vulnerability of youth employment in Juárez.

Community safety is another area in which a very large proportion of adolescents experience insecurity. 61.2% are at a medium level of vulnerability, and an additional 22.5% at high or extreme levels, reflecting widespread impact. The situation among young people in this area is similar, although slightly less severe: 64% are at a medium level of vulnerability, while 11% experience high or extreme levels.

While factors such as exposure to community conflict significantly affect community safety, lack of access to community support resources is one of the main determinants of vulnerability among the younger population. Adolescents are the group with the highest level of exposure to neighborhood conflicts and the lowest trust in their surroundings: 18.36% reported having had conflicts with neighbors, double the general average, and a worrying 10.2% stated that these situations occur frequently.

Furthermore, 18.37% of adolescents report not trusting anyone in their community, and only 8.16% acknowledge the existence of community organizations, reflecting limited access to collective networks. This weakness in the social fabric is also reflected in the low recognition of community-level safety nets (8.16% in adolescents) and institutionalized spaces for conciliation or conflict mediation (only 2.04% of adolescents identified them). Among young people, only 8.43% positively valued these centers, reinforcing the idea of an impoverished environment in terms of tools for coexistence and conflict resolution.

Despite these problems, the majority of adolescents and young adults consider their neighborhood a good place to live. However, the percentage of adolescents and young adults who responded negatively to this question is higher than that of adults and older adults: 10.2% of adolescents and 7.3% of young adults, and approximately 24% of them, respectively, indicated that their neighborhood is not a good place to live all the time. This suggests that, although a sense of belonging persists, daily experiences of community conflict and exclusion profoundly impact the quality of life of the younger population.

Regarding **personal security**, the situation of adolescents and young people in Juárez is worrisome and must be addressed as a priority. The index shows a significant level of vulnerability among adolescents, with 59.2% at the medium level and 10.2% at the high level. Only 30.6% report low vulnerability, meaning that nearly 7 out of 10 adolescents are exposed to violence that compromises their physical integrity, well-being, and development, and have limited access to protection mechanisms against these threats.

This trend is also observed among young people (20 to 29 years old), although with slight variations: 53% have a medium level of personal vulnerability, 10.8% have a high level, and only 34.9% report a low level. Overall, these data indicate that more than 63% of young people also experience significant personal insecurity, underscoring the persistence of risk at this stage of the life cycle.

This dimension is especially critical because it encompasses experiences such as interpersonal violence, bullying, and exposure to unsafe environments, both in public spaces and in everyday life. In this sense, it is particularly worrying that adolescents are exposed to situations of violence even in key spaces for their development, such as school.

According to the index data, 14.28% of adolescents reported having been threatened, attacked, or physically or psychologically abused by people they interact with in their school environment, and 6% stated that these situations occur very frequently. This percentage is higher than the general average, reinforcing the need to strengthen comprehensive protection strategies in educational contexts and to build safer, more inclusive, and violence-free environments for adolescents and young people.

Another fact that illustrates the overexposure of the younger population to violence —and that highlights the importance of integrating approaches that address the trauma it generates— is that adolescents are the group with the highest proportion of people directly affected by the loss of a family member due to violence, with 30.61% having experienced this, compared to 18.2% among young people. These data suggest a particularly serious generational experience, deeply marked by violence.

The early experience of losing a loved one can leave profound marks on adolescents' emotional, social, and political development, affecting their trust in their surroundings, their vision of the future, and their relationship with institutions. This reinforces the idea that violence not only leaves direct victims, but also reshapes the relationships and life trajectories of those who survive —and, in this case, those who are just beginning to build them.

Exposure to other forms of violence is also alarming. In the case of sexual violence, the index reveals that in the last year, adolescent girls in the city reported the highest rates of sexual harassment victimization, with 12.2% reporting having been victims. This data reflects a hostile and violent environment for adolescent girls, particularly in public spaces or during everyday interactions.

In the digital environment, exposure to violent messages on social media is also significant. While this experience is common across all age groups, it affects adolescents most intensely, of whom 12.24% reported seeing violent messages frequently and 22.45% indicated they see them "rarely." This makes them the group most consistently exposed, which is worrying given their stage of psychosocial development and their high presence on digital platforms. This exposure can contribute to the normalization of violence, affecting their perception of risk and their social relationships.

Furthermore, adolescents and young adults face a greater risk of being recruited or involved in illicit economies, which further increases their exposure to situations of violence. Although the majority of those surveyed did not report having received offers to participate in illegal activities during the past year, adolescents were the group most at risk, with 6.12% reporting having received this type of offer, followed by 4% of young adults.

It should be noted that these percentages may be underestimated, as admitting to having received such offers can generate fear, stigma, or distrust of institutions. Even so, the data collected are significant and reveal a worrying pattern, especially when considered in conjunction with other structural factors of vulnerability such as economic insecurity, lack of job opportunities, school dropout rates, and limited community protection. These factors make adolescence and early adulthood a period of high vulnerability to organized crime networks.

Furthermore, the distribution of risk is not homogeneous across the region. In 2024, the southwestern and southeastern regions were the most at-risk for adolescents, with 13.3% and 6.25%, respectively, reporting having received offers to participate in illicit activities. Among young people, the northwestern region stood out with a prevalence of nearly 10% who reported having received this type of proposal.

A positive aspect is that despite these challenges, the majority of adolescents (65.4%) and young people (69.2%) perceived their home as a safe place, although there is a small but important group (1 in 10) who said they felt little or not at all safe in this space, which is worrying given that the home should be the place of greatest refuge for this group.

The index also measured exposure to factors that affect the dignity and sense of social significance of adolescents and young people, both elements that directly impact their **ontological security**. This dimension is especially relevant for this population group, as they are at a key stage of identity construction, searching for belonging, and affirming their value in the social world. When these conditions are undermined by experiences of exclusion, discrimination, or lack of recognition, it can profoundly affect their self-esteem, motivation, and sense of future.

In this dimension, the index reveals that more than half of the city's young population—65.3% of adolescents and 55.4% of young adults—are at a medium level of

vulnerability. Even more worrying is that 10.2% of adolescents and 9.6% of young people present high levels of ontological vulnerability, which indicates a severe impact on their dignity, social worth, and recognition as subjects of rights.

One fact that illustrates the widespread impact on the ontological dimension is that, when asked about exposure to threats to dignity—such as whether they have been subjected to stigmatization or contempt, discrimination, or disrespectful treatment by public officials and police—adolescents and young people were the population groups most frequently exposed to negative experiences.

Specifically, 22.4% of adolescents and 13.5% of young adults reported feeling stigmatized in the past year. Furthermore, 16.3% of adolescents indicated they had been victims of discrimination or exclusion, and half of them stated that this occurred very frequently. In comparison, only 6.1% of adults reported having had similar experiences, highlighting the generational gap in terms of recognition and social treatment.

Young people also reported the highest percentage of experiences of disrespectful treatment by public officials and police, at 26.8%, compared to other age groups. This data suggests a conflictive relationship fraught with mistrust toward authorities, as well as negative social perceptions that affect their recognition as rights holders.

These experiences of stigmatization, exclusion, and institutional abuse can have serious psychological and emotional implications, especially during key stages of development when self-image and identity are under construction. These types of experiences weaken self-esteem, undermine trust in social and institutional environments, and can become a source of social anxiety, depression, or withdrawal, as the need for acceptance and recognition is particularly strong during adolescence and young adulthood.

Furthermore, repeated exposure to rejection or discriminatory treatment can lead to the development of defensive mechanisms or reactive behaviors, which manifest themselves in diverse ways: some adolescents may respond with isolation or withdrawal, while others may adopt rebellious or aggressive attitudes as a form of self-protection. These responses not only reflect emotional suffering but can also deepen conflicts with their environment and reinforce patterns of social exclusion.

The **environmental dimension** appears to be one of the most critical for the young population, especially adolescents. In this dimension, both age groups face very high levels of vulnerability: more than 85% of adolescents and more than 80% of young people are in situations of vulnerability (59.2% and 61.4%, respectively with medium vulnerability, and 26.5% and 24.1%, respectively with high/extreme vulnerability). These data indicate that the physical environments in which they live do not guarantee adequate living conditions or protection, which directly affects their physical well-being, health, and daily quality of life.

The index shows that all population groups perceive the infrastructure conditions in their neighborhoods as fair or poor. However, adolescents were the most critical group in their assessment of elements such as streets, sidewalks, and lighting. Indeed, 32.65% of adolescents rated the infrastructure as "very poor" and 47% as "fair," reflecting a widespread perception of urban precariousness.

Young people's perceptions of infrastructure conditions vary significantly by region, with the southeast and southwest regions being the most critical, with a majority of adolescents describing very poor or average conditions. In contrast, the northeast zone stands out for its high prevalence of "average" responses, suggesting persistent deficiencies, although less extreme than those reported in other areas. Even in this region, 50% of adolescents reported lacking access to adequate spaces for sports and recreation, which exacerbates the limitations in terms of well-being, health, and overall development.

These data underscore the importance of developing community infrastructure policies with a territorial focus, which address inequalities between areas and prioritize adolescents and young people's access to safe, dignified, and quality public spaces for recreation, sports, and social interaction.

High levels of vulnerability in the personal, economic, ontological, community, and environmental dimensions have a direct impact on the physical, mental, and emotional health of adolescents and young people, which is reflected in a disturbing pattern of **health insecurity**. This situation is evident, for example, in the high levels of stress reported by this population. According to the index, young people have the highest prevalence of high and very high stress (47%), followed by older adults.

This occurs despite the fact that a significant portion of young people rated their mental health positively, with 42.7% rating it as "very good" and 29.3% as "good."

However, this self-perception coexists with frequent exposure to risk factors for health, such as the presence of drugs in their everyday environments. In this regard, the index reveals that adolescents are the group most likely to recognize the presence of drug dealing in their neighborhood (24.5%), which reveals greater exposure in schools and their immediate surroundings. This represents a significant risk, especially considering their stage of development, emotional vulnerability, and educational context.

The situation is exacerbated by the limited access to mental health services. Adolescents and young adults were the groups with the lowest relative access, with 57.1% and 45%, respectively, reporting no access to mental health services. This is especially concerning, given that adolescence is a stage of heightened emotional sensitivity, and in the case of Ciudad Juárez, the intense identity-building processes of youth occur amid social pressure, precariousness, and exposure to violence, among other factors that increase the need for timely care.

As a result of this combination of factors, adolescents and young people present similar levels of health vulnerability, with nearly half of both groups falling into the medium range (49% adolescents and 48.2% young people), and a significant proportion falling into the low range. However, 8.2% of adolescents and 7.2% of young people fall into the high or extreme range, indicating a critical situation that requires urgent and priority attention.

In contrast to other dimensions, the **food and technology dimensions** appear to be relatively stronger areas in terms of security for the younger population.

Regarding **food security**, 69.4% of adolescents and 60% of young people are at a low level of vulnerability, indicating low exposure to threats related to access to food, as well as the existence of family support networks or social program coverage. However, challenges persist: 26.5% of adolescents and 30.1% of young people are at a medium level, and 4.1% and 8.4%, respectively, are at a high level of food vulnerability, suggesting that food security is not fully guaranteed for all youth.

It is important to highlight that young people in the northwest region have higher levels of vulnerability in this area compared to other areas. This is, for example, the only area in the city where there is a population experiencing extreme food insecurity, and this group is comprised exclusively of young people (4.8%).

Regarding technological security, 63.3% of adolescents and 53% of young people are at low levels of vulnerability, reflecting high connectivity and access to the benefits of digital technologies among younger populations. However, it is important to highlight that a significant proportion of this population faces high vulnerability in this dimension: 20% of adolescents and 15.7% of young people.

This vulnerability is primarily related to a lack of information about the healthy and safe use of digital technologies, as well as exposure to adverse effects resulting from excessive or misinformed use of social media, which can negatively impact emotional health, especially among adolescents. Furthermore, some young people are exposed to harmful content without the tools to filter or process such information.

This situation highlights the importance of strengthening accessible education on the appropriate and critical use of digital technologies, for adolescents, parents, and educators alike. Ensuring a safe, informed, and healthy digital environment is essential to protecting the emotional and cognitive well-being of young people in a context of increasing digitalization.
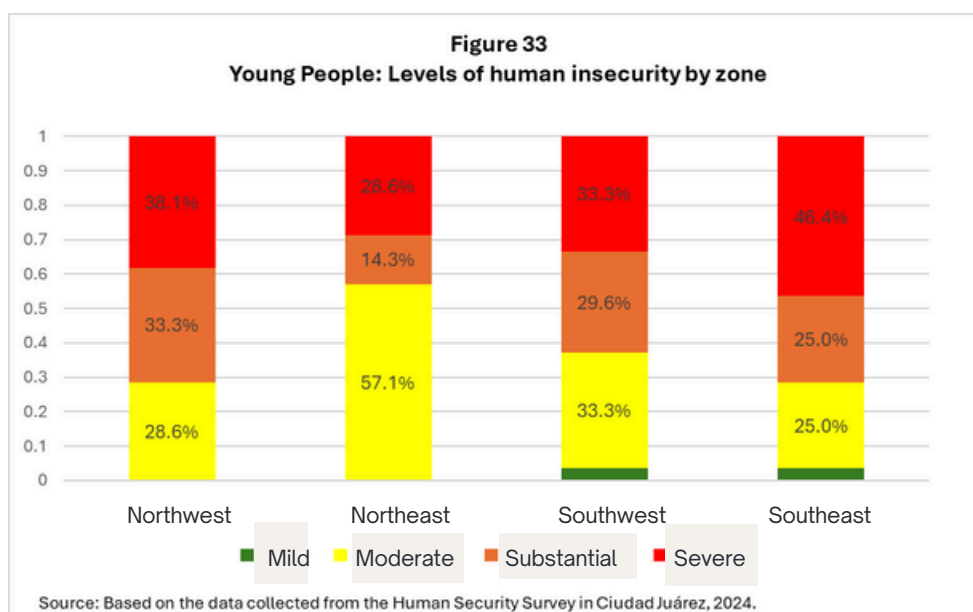
In short, the vulnerability profile of adolescents in Juárez reveals a combination of structural precariousness, political exclusion, and community deterioration, which demands comprehensive responses. It is urgent to strengthen participation, institutional protection, and opportunities for local development, while consolidating existing strengths as resilience mechanisms.

Territorial differences in human insecurity among young people

The Human Insecurity Index reveals that very large proportions of Ciudad Juárez's young population

experience high levels of human insecurity, resulting from the accumulation of violations across multiple dimensions, including priority areas (personal, economic, food, and health). However, the intensity of this insecurity varies considerably across different areas of the city.

- The southeast region presents the most critical situation: 46.4% of young people experience severe insecurity, the highest percentage of all regions. This indicates that almost half of the young people in this area face serious and simultaneous impacts on their well-being, development, and rights.

- The northwest is also a cause for serious concern: although 38.1% of young people live in severe insecurity, another 33.3% who live in substantial insecurity indicate that more than 70% of young people face conditions of high cumulative vulnerability.

- In the southwestern region, the situation is intermediate, with 33.3% of young people experiencing severe insecurity and almost another third experiencing substantial levels of insecurity. This distribution indicates a significant level of risk, although with greater diversity of experiences than in the most critical areas.

- Finally, in the northeast, the majority of cases are at the moderate level (57.1%), and 28.6% are at the severe level, suggesting a less critical situation compared to other areas, although it remains important to improve protection systems for young people and adolescents in the area.

Figure 33
Young People: Levels of human insecurity by zone

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Reflections on the situation of adolescents and young people

The index reveals that adolescents and young people in Juárez not only face high levels of vulnerability in various dimensions, but also often feel marginalized and excluded from social processes and the city's development. This experience is not only an expression of individual distress, but a structural reality that generates broad social and community effects: from isolation and school dropouts to involvement in risky dynamics. In other words, this is a generation that, in addition to feeling invisible, bears the emotional, social, and material consequences of persistent and multidimensional human insecurity.

Youth policies, therefore, cannot be limited to secondary or tertiary prevention programs. It is essential to recognize adolescents and young people as individuals with full rights, whose well-being should not be defined solely in terms of risk control, but in terms of comprehensive protection, justice, opportunities, and dignity.

Youth inclusion and participation: Data show that adolescents and young people continue to be excluded from community and decision-making processes. Adolescents, in particular, are the group most exposed to experiences of severe or recurring discrimination or exclusion. This lack of recognition and participation limits their emotional development, weakens their connection to their surroundings, and can fuel dynamics of social disconnection or even confrontation with community norms. To transform this situation, we propose the following recommendations:

- **Strengthen youth participation:**
  - Create safe and accessible spaces for expression and organization, and strengthen civil society organizations that promote citizen participation and youth empowerment.
  - Promote educational opportunities for active citizenship in schools, neighborhoods, and community centers or youth participation centers.
  - Promote the effective inclusion of their voices in local planning and public policies and strengthen existing youth participation mechanisms.

- **Prevent exclusion and strengthen the social fabric:**
  - Implement social inclusion policies with a territorial and generational focus that transform stereotypes about youth and create intergenerational connections at the community level.

- Invest in support networks, community spaces, and mechanisms for peaceful conflict resolution.

- **Detect and address exclusion early:**
  - Establish alert and support systems for adolescents at risk of isolation or rejection.
  - Prevent impacts on their mental health, academic development, or social behavior.

Education, employment, and life trajectories: Educational inequality and economic insecurity are prematurely and unfairly shaping the life trajectories of young people. Many adolescents have not only dropped out of the education system but also face precarious or unprotected working conditions. This situation makes them more vulnerable to exploitation or recruitment into illegal economies. It is recommended:

- **Ensure access to comprehensive and relevant education:**
  - Design context-sensitive policies that promote educational retention and reentry.
  - Include well-being, mental health, and work-life balance as key educational pillars.

- **Strengthen comprehensive protection strategies in educational environments:**
  - Strengthen programs that promote inclusion, respect, and non-violence in schools to prevent bullying and gender-based violence and strengthen school coexistence.

- **Develop a youth employment policy with a rights-based approach:**
  - Promote decent, stable, and protected jobs for young people.
  - Expand the range of safe and educational employment options for adolescents experiencing high levels of human insecurity and at risk of dropping out.

Violence, trauma, and psychosocial recovery: The impact of violence on the lives of adolescents and young people is profound and lasting. Many have lost close family members, while others live exposed to harassment, threats, or violent environments. This reality affects their emotional development, weakens their confidence in the future, and can leave invisible wounds that affect their relationships with the community and institutions.

- **Incorporate trauma-informed approaches into youth and school programs:**
  - Design interventions that promote empathy, emotional support, and damage repair.

- Integrate these approaches that address individual and collective trauma into education, mental health, community engagement, and violence prevention programs.

- **Expand access to mental health and psychosocial care:**
  - Implement differentiated programs by stage of the life cycle, with an emphasis on early support.
  - Strengthen community-based, free, and timely mental health services.

Safety and well-being in physical and digital environments: The quality of the environment where adolescents and young people live, interact, and interact also determines their well-being. Many live in precarious, unsafe urban spaces or lack access to basic services. Furthermore, they are constantly exposed to violent content on social media, and in many cases, they lack the tools to navigate these digital environments safely. To address this reality, we recommend to:

- **Improve the physical and urban environment with a participatory territorial approach:**
  - Generate localized urban regeneration processes that allow citizen participation and the inclusion of the perspective of adolescents and young people.

- Ensure equitable access to public, sports, and recreational spaces.

- **Provide education in critical digital literacy:**
  - Promote digital literacy for the safe use of technologies, including among adolescents, young people, parents, caregivers, and educators.
  - Design effective communication campaigns with young people that raise awareness about the adverse effects of overexposure to social media, especially among adolescents.

Youth-focused governance: To structurally transform the relationship between youth and cities, it is essential to institutionalize their presence in the design, monitoring, and evaluation of public policies. Integrating a human security perspective into programs targeting this population requires intersectoral commitment, political continuity, and active participation. The following are recommended:

- **Monitor and integrate the youth approach into public policy from a human security perspective:**
  - Establish permanent mechanisms for monitoring, evaluating, and involving youth in decision-making.

Photo: Pavel Vallejo/ Juarez City

Photo: Israel Torres / Pexels

5.3 Human Security of Older Adults

Human Security for Older Adults

How is the human security of older adults in Ciudad Juárez?

Age has a decisive influence on how human insecurity is experienced. In Ciudad Juárez, older adults represent one of the most affected groups, whose critical conditions often go unnoticed in traditional conversations about security. Their situation demands more urgent and specialized responses from public policies.

This section presents the level of human insecurity experienced by older adults in Ciudad Juárez, classified into four levels: Mild, Moderate, Substantial, and Severe. The data reveal a critical human security situation for this population group: more than three-quarters (76.6%) face severe levels of insecurity, reflecting extreme conditions that threaten the well-being and fundamental rights of people aged 60 and over.
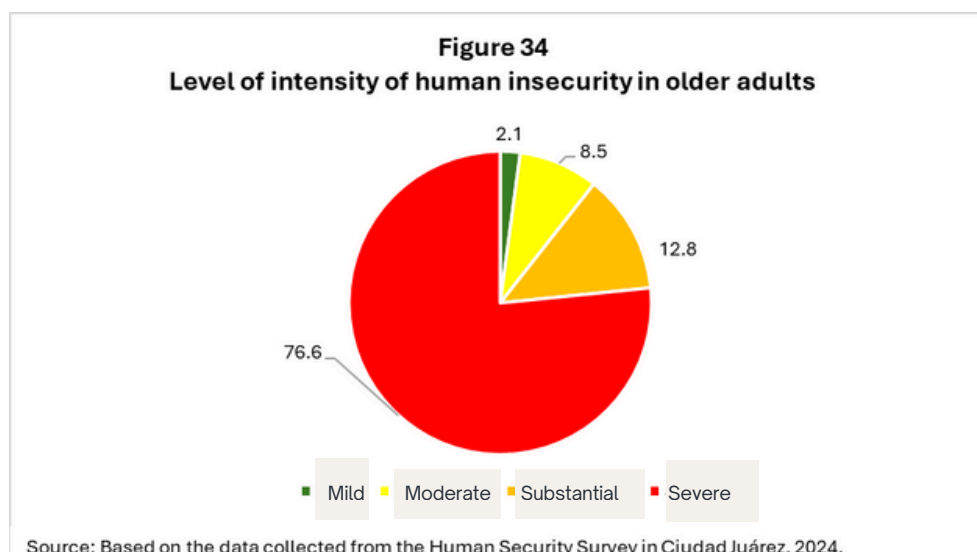
If we add to this category the 12.8% with substantial insecurity, it means that nearly 90% of older adults experience serious or very serious vulnerabilities in the nine dimensions considered in this analysis, including personal, economic, and food security, to name a few.

On the other hand, 8.5% face a moderate level of insecurity, which, while not as severe as the previous categories, still represents considerable risks. Only 2.1% of older adults experience a mild level of insecurity. These data suggest that human insecurity is a widespread condition in this population segment, with profound consequences for their quality of life.

Data on hazard exposure reveal that the severity of the human insecurity experienced by older adults is explained by a critical convergence of economic, physical, and social vulnerabilities. For example, in financial terms, the survey shows that older adults experience precarious conditions, with more than 65% facing insufficient income (51.1% "sometimes" covering their basic needs and 14.9% "never" being able to cover them). This leads 42.6% to resort to informal loans, perpetuating cycles of debt and stress.

This situation is aggravated by the fact that 55.3% of older adults suffer from chronic illnesses, which require medical expenses in contexts of limited resources. Regarding mental health, 23.4% report extreme stress and 21.3% difficulty managing emotions, reflecting the psychological impact of survival in difficult environments such as those experienced on this border, where 29.8% live in disaster-risk areas. These factors of poverty, poor health, and dangerous environments not only explain the severity of insecurity, but also reveal an institutional neglect that demands urgent and multidimensional interventions.

Figure 34
Level of intensity of human insecurity in older adults

2.1 · 8.5 · 12.8 · 76.6

Legend: ■ Mild ■ Moderate ■ Substantial ■ Severe

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Limited access to protection resources or mechanisms exacerbates the vulnerability of older adults in Ciudad Juárez. Although 68% of them have support networks of family or friends, these fail to compensate for institutional shortcomings. The survey data clearly demonstrate this trend, as 44.7% of older adults did not receive financial assistance in the last year despite needing it, and 38.3% did receive it, but in insufficient amounts, reflecting a precarious social and governmental support network. The poor living conditions of older adults add to the problem, as 23.4% rate their living conditions as average, suggesting inadequate physical conditions.

In the health sector, 23.4% of older adults lacked access to medical care, and 63% were unable to access psychological care services, despite the previously identified high levels of stress and emotional difficulties.

The digital divide is especially visible among older adults, as 78.7% of them have not received guidance on the safe use of social media and the internet. This leaves them without access to digital tools that could improve their access to services and support networks, exacerbating social isolation.

This combination of factors—lack of economic resources, limited institutional support, poor access to healthcare, and digital exclusion—not only leaves older adults exposed to threats but also limits their ability to protect themselves, perpetuating a cycle of insecurity and dependency that requires comprehensive interventions.

How vulnerable are older adults across the nine dimensions and why?

Older adults in Juárez face serious vulnerabilities in three key dimensions: **economic security, political security, and health.** In the economic area, 48.9% present high vulnerability and 40.4% medium level, reflecting financial precariousness and dependency in old age. Evidence illustrating this trend is found by analyzing the indicators that make up the dimension. Specifically, 44.7% of older adults have lived the last year with limited income by depending on their pensions in a limited economic context, while 21.3% are responsible for the home, which restricts their economic autonomy. Likewise, as previously mentioned
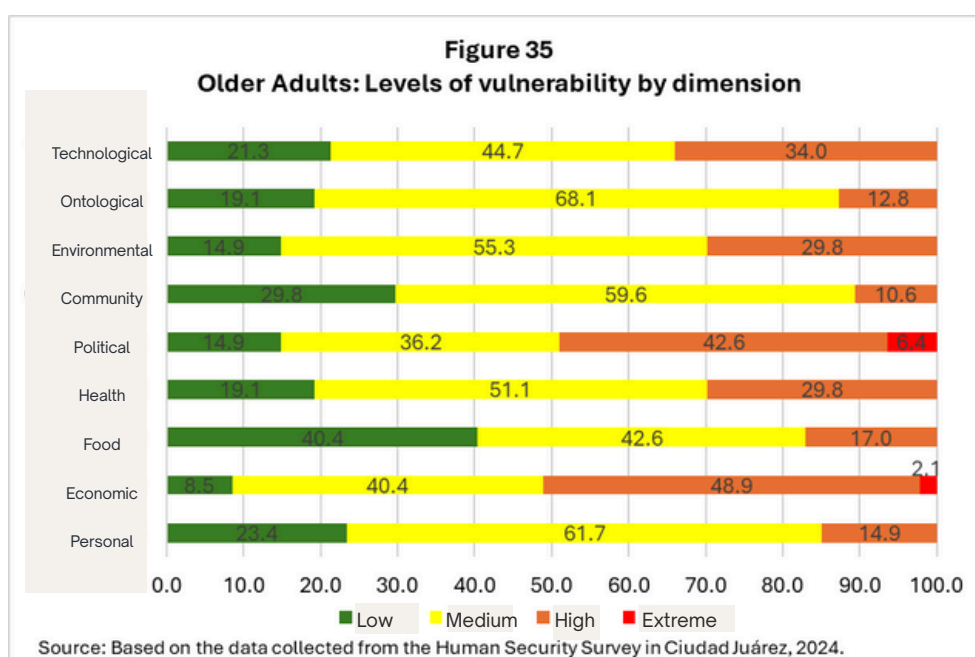
more than 50% report insufficient income (51.1% sometimes have enough to cover their daily needs and 14.9% never have enough) and 48.9% do not have access to bank or cooperative credit, a situation that leads four out of ten older adults (42.6%) to resort to informal loans, limiting their ability to cope with emergencies. This panorama reveals an insufficient social protection system and lack of access to secure financial resources, perpetuating the economic insecurity of older adults.

Political security also stands out for its high level of vulnerability among older adults, with 42.6% in the highly vulnerable range and 36.2% in the medium range. Specific indicators in this dimension show that 38.3% of older adults feel they cannot freely express their opinions without fear of reprisals, and 72.3% report not having had the opportunity to participate in public affairs that affect their lives or their community in the past year. These data reveal a limited exercise of their civil and political rights, which significantly contributes to human insecurity among this population group.

In terms of **health security**, 51.1% of older adults are at a medium level of vulnerability, and 29.8% at a high level. Likewise, 55.3% suffer from chronic illnesses, 36.2% do not receive timely medical care, and 63% lack access to mental health services. This situation is further aggravated by geographical barriers, as 31.9% report that hospitals or medical clinics are very far from their homes, which limits their right to adequate health care.

Technological and environmental security represent medium-level risks, but still concerning. In the case of technological security, 44.7% of older adults are at a medium level of vulnerability, and 34.0% at a high level. Regarding environmental security, 55.3% of older adults are at a medium level of vulnerability, while 29.8% face a high level. This reflects the impact of problems such as pollution, poor urban infrastructure, and exposure to natural hazards on their quality of life.

Finally, **personal, food, community, and ontological security** present less extreme but equally relevant vulnerabilities. Personal security registers a medium level of vulnerability in 61.7% of cases, indicating moderate risks to autonomy and control over one's life. Regarding food security, 40.4% are at a low level of vulnerability, and 42.6% are at a medium level.

Figure 35
Older Adults: Levels of vulnerability by dimension

Dimension	Low	Medium	High	Extreme
Technological	21.3	44.7	34.0	
Ontological	19.1	68.1	12.8	
Environmental	14.9	55.3	29.8	
Community	29.8	59.6	10.6	
Political	14.9	36.2	42.6	6.4
Health	19.1	51.1	29.8	
Food	40.4	42.6	17.0	
Economic	8.5	40.4	48.9	2.1
Personal	23.4	61.7	14.9	

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Community security, with 59.6% at the medium level, suggests the existence of relatively stable support networks, while **ontological security**, with 68.1% also at the medium level, reflects moderate existential concerns related to the meaning of life and a sense of belonging. Although these dimensions do not present critical levels of vulnerability, they do require attention to ensure dignified, comprehensive aging with quality of life.

Where are the older adults who experience the greatest vulnerability?

The levels of vulnerability faced by older adults are closely linked to geographic factors. This finding is highly relevant for understanding the differentiated distribution of impacts in each dimension, which helps guide the search for solutions through more effective public policies. Identifying these territorial variations enables the strategic allocation of resources to the most critical areas and the design of interventions tailored to the specific needs of each local context.

In the northwest of Juárez (see Figure 36), it was found that the dimensions with the greatest vulnerability for older adults are the economic (46.7% medium and 40% high), political (53.3% medium, 20% high, and 13.3% extreme), and the environmental and technological dimensions with the same percentages (53.3% medium and 33.3% high).
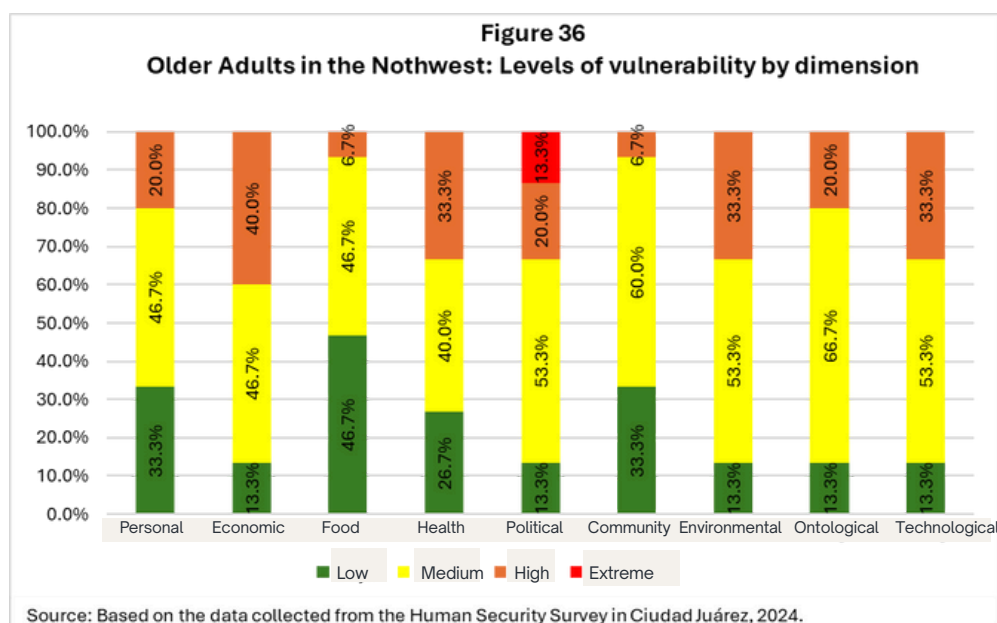
The analysis of the specific indicators of each dimension allows a better understanding of the reality of the colonies that belong to this area of the city, for

example, the results reflect a critical situation regarding the economic security of older adults, where only 40% have a pension, while 53% face insufficient income (33% sometimes and 20% never have enough), aggravated by the fear of losing resources (33%) and the need to resort to informal loans (20%). Likewise, although 26.7% receive aid, it is insufficient, and 60% are unable to save, evidencing structural precariousness.

Regarding political security, 40% of older adults experience censorship when expressing themselves, and 86.7% experience exclusion from public participation, reporting marginalization in community decisions. Environmental security is also fragile, with 26.7% considering their surroundings unsafe and 66.7% identifying disaster risks, which requires urgent measures and interventions.

Finally, regarding technological security, 86.7% of this age group lacks guidance on safe internet use, leaving them exposed to fraud or misinformation. In short, the northwest region is characterized by marked economic hardship, coupled with political deficiencies and environmental and technological risks. The combination of these factors calls for public policies that address access to basic resources, political inclusion, environmental protection, and digital literacy.

On the other hand, older adults in northeastern Juárez show lower levels of vulnerability compared to other geographic areas of the city; this situation is visible in the ontological dimensions (66.7% at a low level of vulnerability) and in the food dimension (33.3% at a low level and 66.7% at a medium level), reflecting a solid

Figure 36
Older Adults in the Nothwest: Levels of vulnerability by dimension

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

perception of identity and purpose, as well as relative stability in access to food. Likewise, in the personal dimension (33.3% at the low level and 66.7% at the medium level), a certain capacity for adaptation is observed, although with moderate challenges. These dimensions contrast with the critical vulnerabilities experienced by older adults in the economic, technological, and environmental spheres, with 66.7% of cases at the high level and 33.3% of older adults experiencing extreme vulnerability in the environmental dimension, which altogether mean marked material precariousness, digital exclusion, and exposure to dangerous or unhealthy physical conditions.

Regarding economic security, 100% of older adults in the northeast identify as responsible for their households and face fluctuations in their income that do not always cover their basic needs. This situation is exacerbated by the fear of losing their resources (66.7%) and the inability to access bank loans (66%). Furthermore, although two-thirds (66.7%) have not resorted to informal loans, the same percentage have not received financial assistance despite needing it.
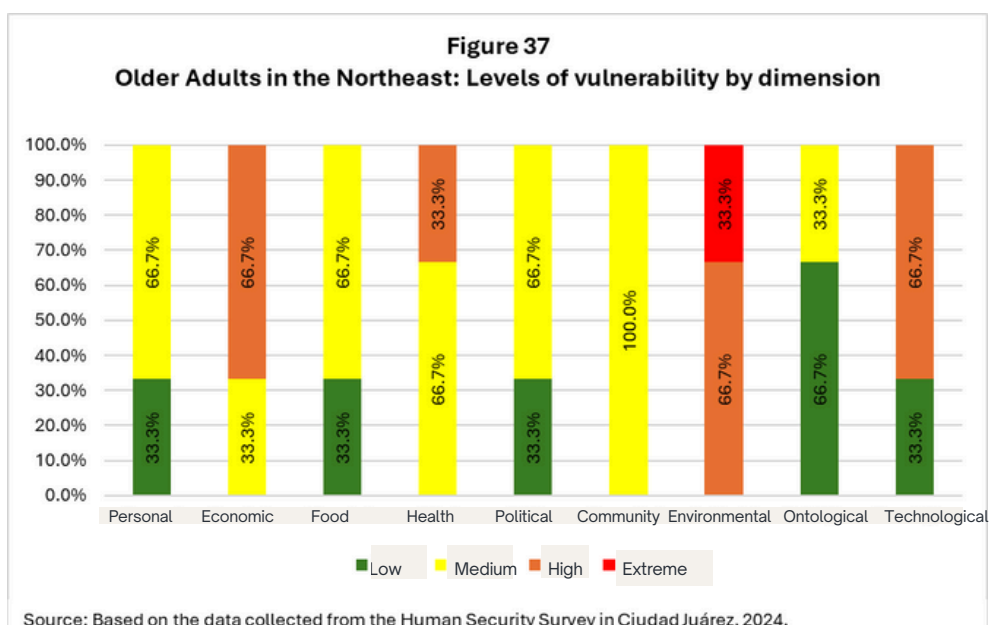
Particularly worrying is that none of those surveyed have the ability to save with their current income, reflecting a widespread financial hardship that severely limits their economic autonomy and quality of life. Regarding environmental safety, 66% of older adults perceive their surroundings as moderately healthy and clean, and 100% identify their area as vulnerable to disasters, underscoring the urgent need for prevention and mitigation measures. Finally, regarding technological security, 66.7% have not received information on the safe use of the internet and social media, which exposes them to risks such as fraud or misinformation.

These findings call for comprehensive interventions that address economic insecurity, improve environmental conditions, and promote digital literacy for the older adult population in this area.

The analysis of vulnerability in older adults in southwest Juárez reveals critical situations in some dimensions. For example, political vulnerability presents the most severe level (71.4% high), followed by economic vulnerability (57.1% high), and technological vulnerability (50% high), identifying these as areas or dimensions requiring priority attention. The health dimension shows 28.6% highly vulnerable, although the medium level predominates (64.3%), while the environmental dimension is predominantly medium and high (35.7% each). In contrast, the community dimension primarily presents medium vulnerability (71.4%), as does the ontological dimension (64.3% medium), suggesting relative support networks.

Food security shows greater stability (35.7% low and 42.9% medium), as does the personal security dimension (50% medium and 28.6% low). Below, we will review in greater detail the dimensions that are most severe and require priority attention due to apparent institutional (political), financial (economic), and digital (technological) deficiencies.

In terms of economic security, we can see a precarious situation in terms of income to guarantee an acceptable quality of life at this stage of the life cycle. Evidence shows that, although 71.4% of older adults are retired, 57.1% report that their income only occasionally (sometimes) covers their daily needs, and 21.4% have been afraid of losing that income. This precariousness is aggravated by the fact that 50% have had to resort to informal loans to cover their daily needs, while 42.9%

Figure 37
Older Adults in the Northeast: Levels of vulnerability by dimension

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.
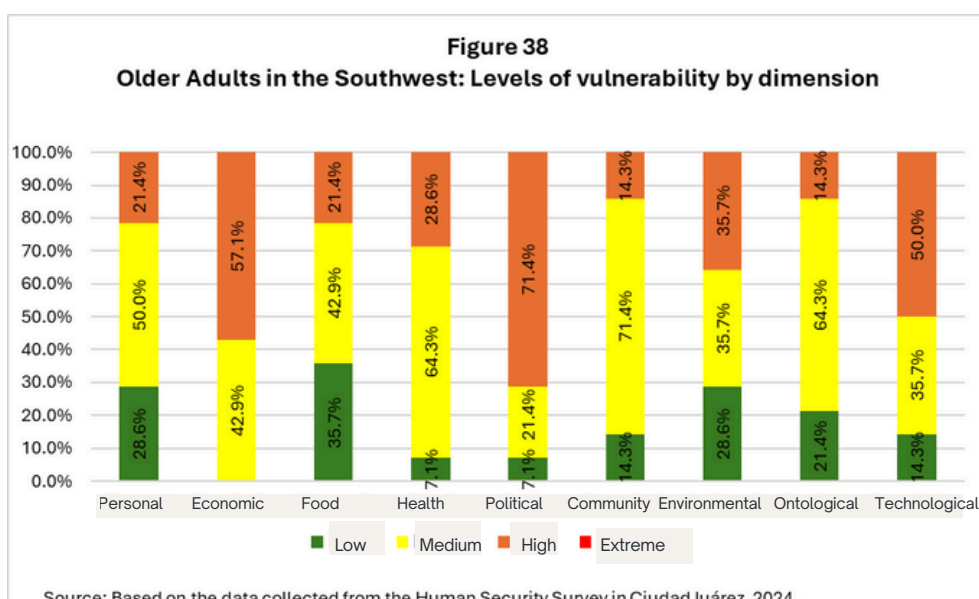
received financial aid or government subsidies that proved insufficient, and 35.7% received no government support despite needing it. Furthermore, 78.6% have no savings with their current income, and half cannot access bank loans.
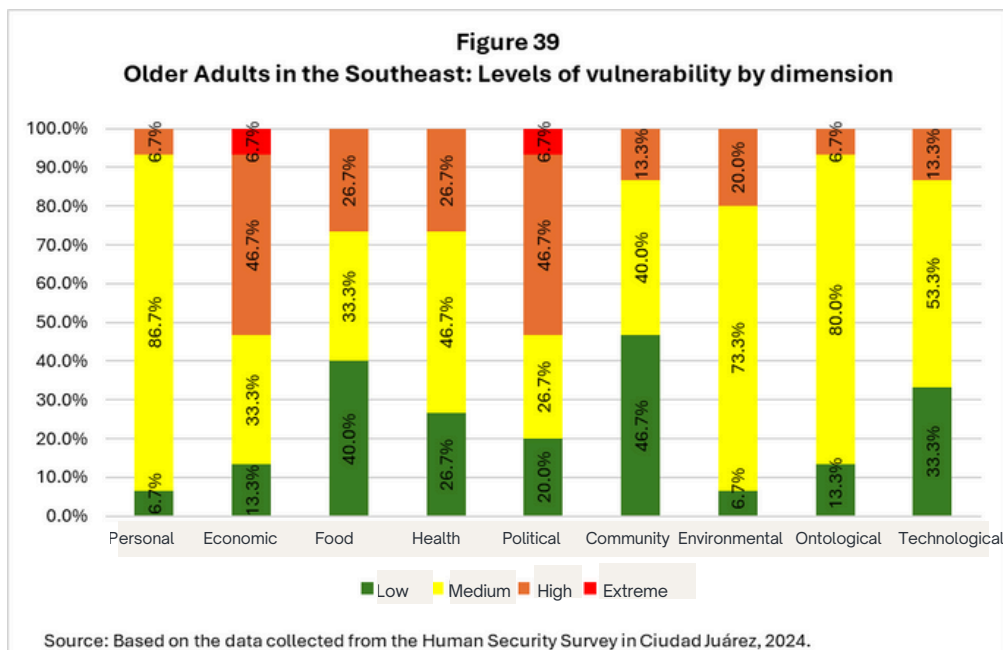
Regarding political security, 42.9% of this population does not feel free to express their opinions without fear of reprisals, and 78.6% has not had the opportunity to participate in public decisions that affect their community, reflecting a high level of institutional marginalization.

Finally, in the technological dimension, 85.7% of older adults in the southwest have not received information on the healthy and safe use of the Internet and social networks, contrasting with the high level of connectivity (71.4%) presented by older adults in this area, which

suggests significant digital exclusion that limits their access to information, services, and emerging forms of participation and exposes them to greater risks of cyber fraud. These data highlight a landscape of triple structural vulnerability for the older adult population, where economic instability combines with political marginalization and technological vulnerability, requiring urgent and comprehensive interventions that simultaneously address access to resources, civic inclusion, and digital literacy.

Regarding the human security situation of older adults in homes in the southeast zone of Juárez, the data point to greater vulnerability in the economic (46.7% in high vulnerability and 6.7% in extreme) and political (46.7% in high level and 26.7% in medium) dimensions, with relative stability in food and community aspects, although with a significant presence of medium

Figure 38
Older Adults in the Southwest: Levels of vulnerability by dimension

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

Figure 39
Older Adults in the Southeast: Levels of vulnerability by dimension

Source: Based on the data collected from the Human Security Survey in Ciudad Juárez, 2024.

vulnerability in most dimensions. Below, we analyze in greater detail the two dimensions that reveal a precarious situation for this population group.

In terms of economic security, the data show that only a third of older adults are retired, while more than a quarter assume household responsibilities, which worsens their economic situation. More than half (53.3%) report that their income is sometimes not enough to cover their basic needs, and a worrying 20% say it is never enough, reflecting a situation of high income insecurity. In addition, 53.3% have felt fear of losing their income, which increases their emotional and financial instability. This situation has led 46.7% of older adults to resort to informal loans to cover basic needs, highlighting their lack of access to formal support mechanisms. While 46.7% received subsidies or financial assistance, these were insufficient. The precarious situation for older adults is aggravated by the impossibility of six out of ten (60%) to save with their current income and with 46.7% who cannot access bank loans, which limits their financial resilience capabilities.

In the political sphere, 40% of older adults in this area of the city feel limited in freely expressing their opinions for fear of reprisals, while 60% report not having had the opportunity to participate in public decisions that affect their lives or community. This political exclusion not only diminishes their capacity for social impact, but also perpetuates their invisibility in community processes that determine access to rights and improvements in

heir living conditions. The combination of these factors creates a cycle of structural vulnerability, where economic precariousness and political marginalization feed off each other, generating a double barrier that compromises both their immediate autonomy and their prospects for medium- and long-term well-being. This network of systemic disadvantages demands effective and comprehensive institutional responses that simultaneously address the economic inclusion and civic participation of this vulnerable group.

Reflections on the situation of older adults

The data from the Glocal Human Security Index are overwhelming: more than 76% of older adults in Ciudad Juárez face severe insecurity, and only 2.1% experience mild insecurity. This situation reveals a structural and persistent impact that compromises the exercise of fundamental rights, as well as autonomy, dignity, and quality of life in old age.

- **A highly vulnerable and priority group:** The human security indicators examined, along with the vulnerability levels of the nine dimensions, reflected unfavorable conditions that jeopardize the satisfaction of priority needs (health, economic, food) and others that are significant for living with dignity, quality of life, inclusion, and happiness at this stage of the life cycle.

- **The challenge of demographic aging:** The current context will worsen in the coming years with the sustained growth of the older adult population as a result of increased life expectancy and declining fertility. This change demands structural responses to strengthen health systems, rethink pension schemes, and create dignified conditions for aging safely, autonomously, and well-being.

- **Public policy with a life-cycle and rights-based approach:** All three levels of government must design and implement comprehensive policies that address the multiple dimensions of human security at this stage. This involves interventions ranging from planning and budget allocation to participatory evaluation of results, with a human rights-based approach and a gerontological perspective.

- **Human security and quality of life as central pillars:** Caring for older persons requires going beyond age thresholds. It is necessary to promote a dignified life based on: autonomous decisions, formal and informal support networks, adequate and safe environments, timely access to health services, institutional recognition, and protection from abuse or neglect. Quality of life should be measured not only by the absence of deprivation, but also by the ability to achieve personal goals, live fulfilling lives, and fully exercise one's rights as a citizen.

6. Conclusions and Recommendations

Photo: Adrián Alfredo Blanco / Ciudad Juárez

Conclusions and Recommendations

Addressing insecurity at the root: Towards multidimensional human security strategies

Data collected through the Glocal Human Security Index in Ciudad Juárez reveal that insecurity is not an isolated or merely criminal phenomenon. It is a structural, multidimensional, and widespread condition that affects multiple aspects of daily life and persistently limits the exercise of rights, well-being, and future opportunities for large segments of the population.

Human insecurity, as this index shows, is a systemic, cumulative, and interconnected phenomenon. It is not a matter of isolated insecurities, but rather a network of threats that interact and reinforce each other, generating persistent conditions of high vulnerability. In other words, what many people in Juárez face are true systems of human insecurity[4]: a set of factors, actors, and processes —economic, ontological, community, environmental, political, and health— that, in their interaction, produce intertwined and sustained threats to life, livelihoods, and human dignity.

The territorial analysis shows that the area of residence profoundly influences well-being. Areas such as the northwest, southwest, and southeast regions concentrate the highest levels of severe insecurity, confirming that territory not only structures exposure to violence, but also access to rights, services, and opportunities.

Historically marginalized groups —women, older adults, adolescents, and youth— face the highest levels of vulnerability in all dimensions of human security, reinforcing cumulative forms of economic, institutional, and symbolic exclusion. Older adults experience invisible but severe insecurity. Their critical situation often goes unnoticed in traditional narratives about security, making it essential to implement differentiated interventions, by population group and by territory, that address their specific needs and recognize their agency.

In the case of youth, the findings indicate a critical disconnection from the institutional and community framework. Young people and adolescents report low participation, frequent exposure to violence, stigmatization, and pessimistic views about the future,

especially in relation to the labor market. This accumulation of exclusions shapes precarious life trajectories from an early age and requires specific strategies for inclusion, protection, and recognition.

A disturbing fact is the deep fracture between citizens and public institutions. Low trust, limited participation in collective decisions, and the perception of institutional ineffectiveness reveal a frayed relationship that limits the possibility of building solid collective responses. In particular, political security concentrates high levels of vulnerability, marked by distrust in authorities, lack of representation, and a weak civic structure.

Environmental security, often understood solely in material or spatial terms, emerges as a strategic dimension and a catalyst for risks in other dimensions. Living in deteriorating environments not only affects health and mobility, but also exacerbates personal, community, and ontological insecurity. Therefore, improving the conditions of the urban environment must be an essential part of any human security strategy.

At the economic level, the index reveals the need to improve institutional, labor, and social protection factors that guarantee medium- and long-term economic security. Not only do people face low incomes or precarious employment, but they do so without adequate support networks, full access to care services, savings mechanisms, or protection against crises.

One of the most critical dimensions is ontological security, understood as the right to be recognized, respected, and valued as a person with dignity. Two out of three people in Ciudad Juárez experience some degree of ontological insecurity, with 9% experiencing severe levels. This silent crisis of recognition is expressed in experiences of discrimination, institutional abuse, social exclusion, and symbolic devaluation, and has profound consequences for collective self-esteem, citizen participation, and institutional trust.

Health insecurity affects all social groups, but it is especially alarming among older adults and young women and men. These groups experience high levels of emotional distress, stress, and lack of access to specialized care. This dimensions is one of the most

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[4] See: Abello Colak (2023) to understand how these systems shape dynamics of urban violence.

interconnected in the index, influenced by economic, environmental, social, and symbolic factors that generate progressive and neglected psychosocial impacts and require urgent and comprehensive responses.

In Ciudad Juárez, although the overall situation is worrisome, one of the most relevant findings is that a large part of the levels of human insecurity are explained by the lack of access to effective protection mechanisms. This means that there are indeed opportunities for improvement. If the various actors — institutions, civil society, the private sector, and citizens — join together and collaborate at the city, regional, and community levels, it is possible to strengthen these protection systems and build safer environments. This effort requires both robust public policies and sustained citizen empowerment processes.

Faced with this reality, human security approaches offer a transformative framework: they promote people-centered, comprehensive, contextualized, and protection-oriented responses, especially for the most vulnerable, as well as the prevention of these vulnerabilities from deepening or widening.

Unlike traditional approaches focused on crime control and prevention, these approaches seek to simultaneously strengthen institutional protection, community empowerment, social solidarity, and the co-construction of safe environments.[5] In this sense, the index results not only allow us to gauge the magnitude of the problem, but also provide practical and measurable evidence for designing more just, effective, and sustainable interventions in Ciudad Juárez.

General recommendation: Address the structural causes of insecurity and violence from a systemic and multidimensional perspective

Given that threats to human security manifest themselves simultaneously in multiple dimensions — economic, environmental, political, personal, community, ontological, among others— responses must also be systemic. It's not about adding fragmented programs, but rather about building interventions that recognize the connections between structural problems and address them transversally.

For example, deficiencies in urban infrastructure not only affect environmental security, but also health security, dignity (ontological security), and even personal security. Similarly, the exclusion of young people and adolescents from participatory and

community processes affects their political security and weakens their sense of belonging and social relevance.

In this context, for example, designing comprehensive strategies and neighborhood improvement programs that combine investment in infrastructure with spaces and activities for substantive participation by women and youth can impact multiple dimensions simultaneously and help rebuild social and institutional ties.

Transforming the systems that produce human insecurity requires changing the paradigms that sustain them. For example, shifting a security approach focused solely on crime control to one oriented toward ensuring conditions for the full exercise of rights constitutes, in itself, a lever for structural change with high potential for profound and lasting transformation.

A concrete step toward this transformation would be to institutionalize a human security approach in the design, implementation, and evaluation of policies and programs, thus ensuring that state responses are aligned with the real and multidimensional needs of the population.

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5. See: UNHSTF (2016) and UNDP (2022)

Case Study: Colonia 16 de Septiembre
Human security applied at the community level

Between 2022 and 2023, within the framework of the UN-Habitat Safer Cities Programme and with support from the United Nations Trust Fund for Human Security (UNTFHS), the municipality of Ciudad Juárez designed a Human Security Plan for the 16 de Septiembre neighborhood. This neighborhood was selected as a pilot project due to its high level of vulnerability, but also due to its institutional and community capacities. The plan was developed through a participatory assessment with residents, children, adolescents, women, and civil society organizations.

The result was a comprehensive five-year action plan, with short-, medium-, and long-term measures, focused on seven dimensions of human security. Its implementation began in 2024 under the leadership of the Social Prevention Directorate of the Municipal Public Security Secretariat, in coordination with community organizations active in the region.

Although the Glocal Index was not designed to directly assess the plan's impact, data collected in this neighborhood show initial signs of improvement: comparatively lower levels of vulnerability in personal, community, political, and ontological security, and higher levels of institutional trust, in contrast to other areas of the city. These advances are significant, as the previous participatory assessment had identified institutional violence, lack of police response, frequent assaults and robberies, violence in family spaces, public harassment, and the stigmatization of young people as priority problems.

While significant economic and environmental challenges remain, requiring medium- and long-term action, initial progress suggests that it is possible to integrate human security into the design of local and community strategies. When a human security approach is adopted as a guiding principle, it is possible to generate more just, contextualized, and sustainable interventions at the sub-local level. The case of the 16 de Septiembre neighborhood is a hopeful example of how co-producing initiatives with the community can foster transformations in complex realities with a focus on rights and shared responsibility.

Specific Recommendations: Key strategies to activate change

Throughout the report, detailed recommendations are presented by dimension of human security and by vulnerable population group. This section, in turn, summarizes a set of key strategies aimed at activating structural, intersectoral, and sustainable transformations that address human insecurity from a systemic and multidimensional perspective.

1. Adopt human security strategies with a territorial approach

Prioritize areas with higher levels of vulnerability (such as the southeast and northwest) through programs that simultaneously address physical (infrastructure, services), social (cohesion, participation), and institutional (state presence, access to justice and health) conditions.

2. Strengthen institutional trust, especially in the police, through approaches of social proximity, social prevention of violence, civic justice and protection of rights

Strengthen and expand outreach policing strategies and integrate trauma-sensitive social services in the most affected areas. It is essential to advance transparency, accountability, and sustained community support, as well as reduce abusive interactions between police and youth, promoting a rights-centered policing approach.

3. Strengthen programs with a generational and intersectional approach to protect the most vulnerable

Recognize that women, adolescents, youth, and older adults face specific patterns of vulnerability. Policies must be adapted to their particular realities and include their active participation in design, implementation, and evaluation.

4. Promote multi-sectoral youth empowerment programs that promote inclusion and guarantee the comprehensive protection of the rights of adolescents and young people

Implement comprehensive programs that, through multisectoral coordination —education, health, urban development, culture, employment, protection, and participation— recognize and empower adolescents and young people as rights-holders and agents of social transformation. These programs must transcend the logic of risk and focus on creating safe, inclusive, and dignified environments for youth, both physical and digital.

6. Incorporate trauma-informed approaches into public and community policies

Recognize and repair the impacts of social trauma caused by violence, considering that approximately one in five people —more than 22% of the population— has lost a loved one to violence in the past five years. These approaches should be integrated into education, mental health, violence prevention, and community engagement programs.

7. Expand universal and dignified access to physical and mental health services

Improve territorial coverage, reduce stigma, and ensure free and timely access, especially in contexts of prolonged exposure to violence and chronic stress. Chronic disease prevention in older adults must be strengthened and community mental health promoted without stigma.

8. Improve the urban environment through participatory interventions

Urban precariousness increases ontological, emotional, and physical insecurity. Investing in infrastructure, lighting, transportation, and green spaces not only improves quality of life but also strengthens dignity and a sense of belonging. These interventions must incorporate citizen participation mechanisms in their design and implementation.

9. Recover public space for community life

Promote urban transformations that facilitate coexistence, nighttime cultural programming, intergenerational coexistence, and community ownership of the environment. This strengthens social cohesion and reduces exposure and perceptions of risk.

10. Strengthen the organizational capacity of communities

Promote social capital through neighborhood networks, community conflict resolution mechanisms, and projects that strengthen identity, ties, and collective action.

## 11. Strengthen participatory governance structures

Reform and revitalize citizen participation mechanisms to enable real impact on decisions affecting the territories. It is essential to actively include young people, women, and older adults in these spaces.

The Glocal Human Security Index is not a tool exclusively for governments or institutions, but rather an instrument for the entire city: civil society, the private sector, the academic community, the media, and organized citizens.

Building human security requires sustained partnerships, social co-responsibility, and collective action. Only then will it be possible to transform the structural conditions that perpetuate insecurity and move toward a more just, dignified, and safe Ciudad Juárez for all.

7. Methodological Notes
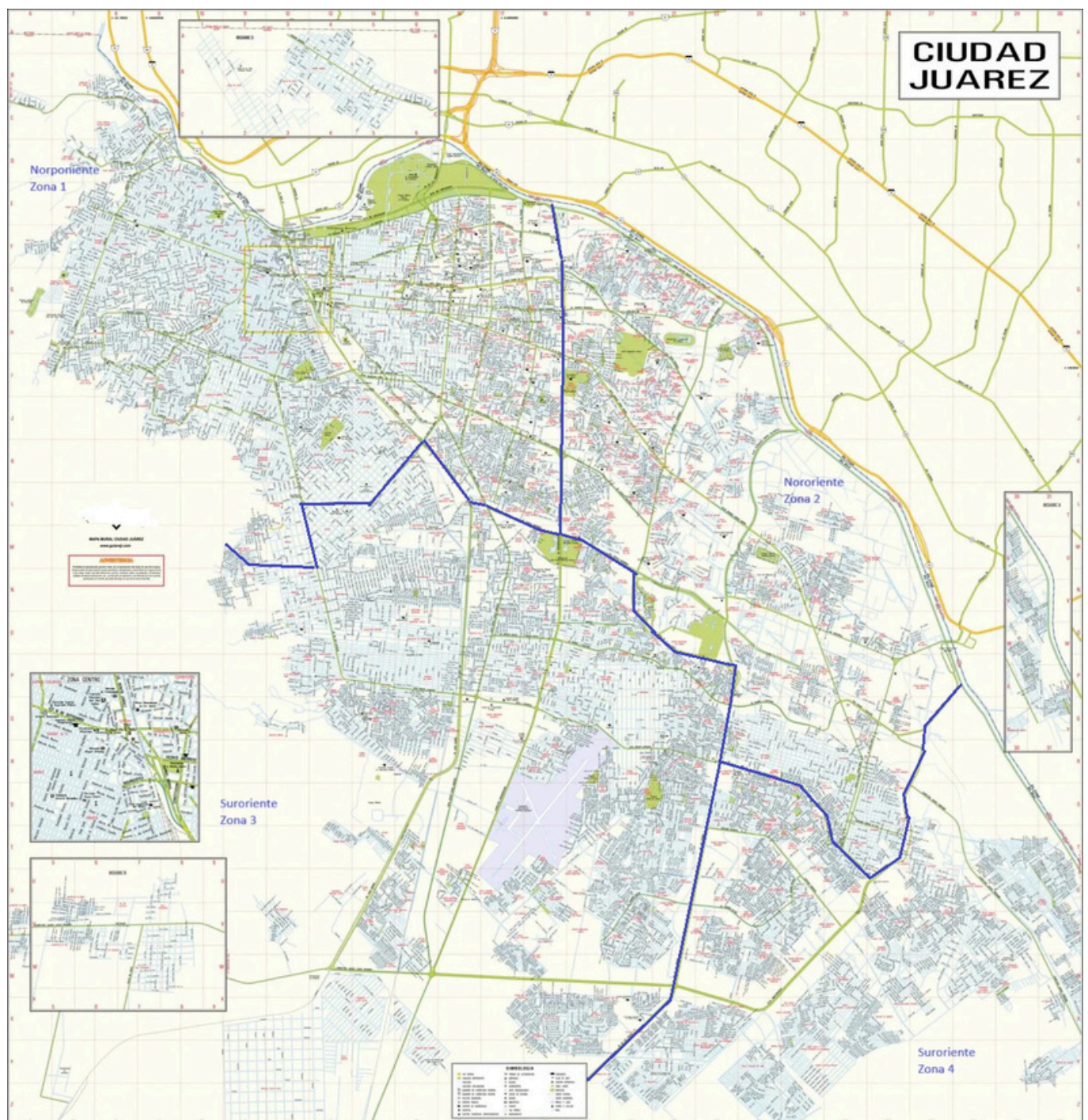
Methodological Notes

Does this index measure the perception of security?

No. The Glocal Human Security Index measures people's comprehensive experience of security, not just their perception of security. This experience is constructed from a combination of objective realities and measurable conditions —such as the degree of exposure to threats, effective access to protection services, or the realistic ability to exercise rights— along with subjective perceptions that reflect how people interpret and feel about their environment. For example, someone may not have suffered a direct attack in the last year but feel insecurity if they perceive that institutions are unable to protect them. The index captures this complexity by assessing how vulnerable people are and feel in the face of different threats, considering both structural conditions and their lived meanings. This perspective allows us to understand human security not only as the absence of risk, but as the active presence of conditions that safeguard life, dignity, and rights.

How does the index allow comparisons between cities with different contexts?

The Glocal Human Security Index is developed using a mixed methodology that combines a qualitative and quantitative approach, allowing the instrument to be adapted to specific contexts without sacrificing its global comparability. The index is composed of clusters of general indicators that cover the different dimensions of human security and can be applied in urban or rural contexts, both in the Global North and the Global South. This structure facilitates comparisons between cities and communities in different countries and continents. However, the indicators are adjusted to the specificities of the local environment through a rigorous and participatory process.

In the first, qualitative stage, a participatory assessment is conducted to understand the local dynamics of human insecurity through qualitative methodologies, systemic analysis, and stakeholder mapping. This phase includes gathering information from residents, community leaders, essential service providers, and

other key stakeholders in the territory, as well as a review of available secondary sources. Based on these inputs, the indicators are adjusted, the survey questions are refined, and the language and examples used are contextualized.

In the second stage, a quantitative approach, a representative survey is designed and administered, and, using specialized software, individual and aggregate scores are generated, enabling a comprehensive analysis of human security. This measurement allows for differentiating conditions of vulnerability by geographic area, population group, and intensity level.

Thanks to this combination of comparative structure and local sensitivity, the index reflects both the structural patterns of human insecurity and the lived experiences in each context, and opens the door to cross-cultural analysis and learning across cities and territories around the world.

Why does the index measure human security focused on nine dimensions?

The index measures human security through a multidimensional approach that allows for a more accurate and in-depth understanding of the diversity of factors and conditions that affect people's well-being, dignity, and autonomy on a daily basis. To this end, it

considers nine dimensions of life —four priority dimensions and five complementary dimensions— to address the need to understand security as a comprehensive, relational, and contextual phenomenon.

Traditional approaches to human security —such as the one proposed by UNDP in 1994— focus on seven dimensions (personal, economic, food, health, environmental, community, and political). This index expands the framework by incorporating technological and ontological security, representing a key conceptual and methodological innovation.

Technological security recognizes that, although technologies are improving aspects of our lives, they also generate new forms of vulnerability: exclusion due to lack of access, violence in digital environments, misinformation, and exposure to surveillance or control systems that can deepen the stigmatization and social discrimination of certain groups. Including this dimension —as suggested by the United Nations Trust Fund for Human Security (UNTFHS)— allows us to reflect on how inequality is also reproduced in virtual spaces.

Additionally, ontological security refers to the protection of people's right to dignity and sense of social relevance: feeling valued, respected, recognized, and with a place in the community. This dimension highlights harms that are not always physical or material, but that profoundly affect people's self-esteem, sense of belonging, and life plans. Various psychological studies have shown that this sense of social significance is a fundamental component of psychological well-being, with proven effects on mental health, emotional resilience, civic participation, and the risk of violence, both in terms of victimization and involvement in violent behavior.[6]

Incorporating both dimensions revises and deepens the approach to human security, adapting it to contemporary challenges and prioritizing not only protection, but also the reconstruction of the social and symbolic fabric.

## Why are four dimensions considered priority?

The Index incorporates a comprehensive approach that recognizes the multiplicity of factors that impact people's well-being. However, within this broad framework, four priority dimensions have been defined: personal, economic, food, and health security. These dimensions not only reflect critical aspects of people's daily experiences but also constitute necessary and interdependent minimum conditions for a dignified life and autonomy.

Personal security guarantees protection from violence and enables free participation in social life. Economic

security provides stable means of subsistence and prevents structural exclusion. Food security ensures regular access to adequate nutrition for physical and emotional development. And health security, both physical and mental, is a basic right that determines overall well-being. Together, these dimensions form the foundation upon which all other forms of human security are built.

These four dimensions are prioritized not only because they summarize vital and immediate needs, but because they are the main breaking points when a crisis or rights violation occurs. In this sense, they are also the first dimensions that must be guaranteed to move toward other more structural and transformative forms of human security, such as community, political, environmental, technological, and ontological security.

Image 3. Dimensions of Human Security measured by the Index with its weights
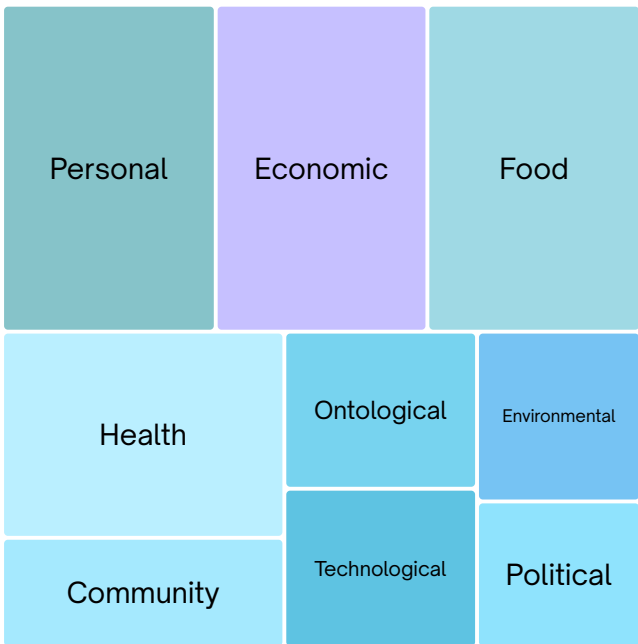
How are index scores generated?

The Glocal Human Security Index is constructed from a combination of objective and subjective indicators (see appendix) designed to capture how people's experience of security varies. This measurement is based on the analysis of three key components in each dimension of human security:

1. Exposure to threats: How exposed was the person during the last year to situations that put their life, livelihood, or rights at risk?

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2. Access to protection mechanisms: How accessible and effective were the resources, services, or supports to protect against or recover from these threats?

3. Freedom to exercise rights: How much liberty did the person have to exercise their rights fully and without restrictions?

Each survey response is assigned a score, and based on each person's responses, their level in each of these three components within each dimension is calculated. Thus, the index allows for a detailed portrait of vulnerability in each of the nine dimensions, integrating these three fundamental components.

Scores are calculated by dimension using a weighted average, with greater weight given to threat exposure, as it is considered the most immediate determinant of security experience. Based on this weighted score, each person is classified into four vulnerability levels: low, medium, high, and extreme.

This analysis is framed within a systemic approach, which recognizes that many factors simultaneously affect multiple dimensions. For example, exposure to violence not only compromises personal security but also impacts health security by generating physical and emotional trauma. Similarly, the risk of losing income not only affects the economic dimension but also food and health security. Similarly, urban environmental conditions —such as lack of infrastructure, environmental deterioration, or institutional neglect— can simultaneously affect environmental security, health security, and ontological security.

These interrelationships are identified based on existing academic evidence and a contextualized systemic analysis conducted in each territory. In the case of Ciudad Juárez, for example, a systemic map was developed that identifies the connections between insecurity phenomena that affect people's daily lives.

Once the scores for each dimension have been calculated for each person, their level of human (in)security is determined by calculating the weighted intensity of insecurity. This is defined as the weighted fraction of dimensions in which a person presents medium, high, or extreme levels of vulnerability. For this calculation, the dimensions are weighted, giving greater weight to the priority ones: personal, economic, food, and health security, as they are directly linked to survival and basic well-being.

Based on this intensity, people are classified into four levels of human insecurity: Mild, Moderate, Substantial, Severe. This type of tiered model for classifying levels of

vulnerability and insecurity has been used in previous work, such as the methodological proposal by Werthes, Heaven, and Vollnhals (2011), which laid important foundations for differentiating degrees of human insecurity using cumulative and combined criteria. This index takes up and develops this line of work, expanding the dimensions considered and incorporating a systemic and glocal approach that allows for its comparative application in diverse local realities.

Finally, to calculate the aggregate human security index by city, zone, or neighborhood, an adaptation of the Alkire-Foster model[7] is used. This model combines two elements:

1. The proportion of people experiencing human insecurity (from the threshold defined as those with moderate, substantial or severe levels), and

2. The average intensity of that insecurity of that group of people.

The product (multiplication) of these two values is subtracted from one to obtain the glocal human security index. The index has a numerical value between 0 and 1, where 0 represents the worst possible situation, i.e., the entire population experiencing severe insecurity, and 1 indicates the optimal state, i.e., perfect human security, in which no one experiences levels of insecurity above the mild level (the lowest level on the index's human insecurity scale).

This method allows for the generation of comparable scores between different geographical areas and between cities, while respecting the specificities of the local context and reflecting the reality experienced by people in their own environment.

Data from the Human Security Survey in Ciudad Juárez

The Glocal Human Security Index was constructed from primary data collected through the 2024 Human Security Survey conducted in Ciudad Juárez. The main methodological details of this exercise are presented in the following fact sheet.

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7. The Alkire-Foster method, developed by Sabina Alkire and James Foster, is a widely used methodology for measuring multidimensional phenomena such as poverty and well-being. It combines an identification process, which determines who experiences multiple deprivations, with an aggregation process that quantifies both the incidence and intensity of those deprivations. This model was adapted to compare security in different cities and urban areas.

Technical Survey Details

Human Security Survey in Ciudad Juárez 2024	
Universo de estudio	People 15 years old or older living in Ciudad Juárez
Sample size	384 surveyed individuals
Geographic coverage	Ciudad Juárez (zones: northwest, northeast, southwest, southeast)
Survey method	Probabilistic multistage (AGEB, block, home, informant)
Confidence level	95%
Margin of error	5%
Variability	pyq=0.5
Survey dates	In person between November 29 and December 1 2024
Survey design	Locally adapted with participatory validation
Survey length	20 minutes per survey

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Ciudad Juárez, November 2024

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9. Appendices

Appendix 1. List of Indicator Clusters

No.	Indicators of Exposure to Threats
1	Exposure to physical and psychological violence (at home, school, public places, or work, online/social media)
2	Exposure to police violence
3	Victimization
4	Risk of recruitment by illegal groups
5	Perception of security
6	Risks to the generation of basic income
7	Sufficiency of current income
8	Access to housing that allows for healthy living conditions
9	Risk of seeing income and livelihoods arbitrarily, suddenly, or violently reduced
10	Risk of malnutrition due to lack of income, inflation or shortages
11	Exposure to threats to physical and mental health
12	Exposure to forms of repression and limits to participation
13	Exposure to factors that weaken the social fabric
14	Exposure to environments adverse to health and a dignified life
15	Risk of being affected as a result of an emergency or natural disaster
16	Exposure to negative stereotypes, devaluation, dehumanization, or stigmatization
17	Exposure to threats to social identity, identity boundaries and discrimination
18	Exposure to digital risks
19	Exposure to negative effects of using new technologies at work
20	Exposure to negative effects of social media

No.	Indicators of Access to Protection
1	Access to public institutions that provide protection
2	Access to community protection mechanisms
3	Perception of the protection service offered by key public institutions
4	Access to emergency financial aid
5	Access to adequate housing
6	Access to legal and safe credit options
7	Access to economic protection mechanisms
8	Access to food supply sites for vulnerable groups
9	Access to health services (timely, efficient and affordable)
10	Confidence in the capacity of institutions to act in accordance with democratic principles
11	Community capacity to resolve conflicts
12	Capacity for community organization
13	Access to urban environments that allow for a healthy life
14	Access to reliable support networks
15	Perception of the importance that public institutions give to their needs
16	Access to information and guidance for the proper use of technology

No.	Indicators of Freedom to Exercise Rights
1	Freedom to move around and use public spaces without fear
2	Freedom to access decent jobs and sources of income
3	Access to food and water in the quantity and quality necessary for a healthy life
4	Access to adequate housing
5	Freedom to enjoy the highest possible level of physical, mental and emotional health
6	Freedom to exercise the right to free expression and participation in public affairs and community decisions
7	Freedom to live in a community that functions as a support system
8	Freedom to enjoy a clean, healthy and sustainable environment
9	Freedom to enjoy a sense of social significance
10	Freedom to enjoy the right to dignity
11	Access to the benefits of technology

10. Team Responsible for the Report

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