

Mexico City | PROFILE 2022

MIGRATION GOVERNANCE INDICATORS LOCAL



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MIGRATION GOVERNANCE INDICATORS LOCAL



GOBIERNO DE LA
CIUDAD DE MÉXICO

SECRETARÍA DE INCLUSIÓN
Y BIENESTAR SOCIAL



Migration
Multi-Partner
Trust Fund



NACIONES UNIDAS
MÉXICO

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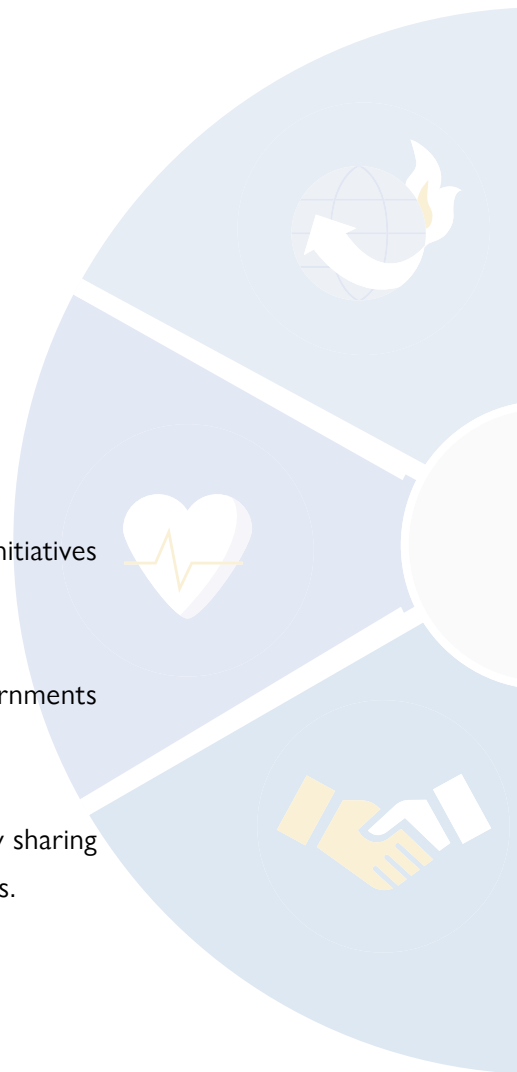
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OBJECTIVES

- 1 Help local authorities take stock of the migration initiatives they have in place.
- 2 Foster dialogue on migration between national governments and local authorities.
- 3 Enable local authorities to learn from one another by sharing common challenges and identifying potential solutions.



“Rapid urbanization continues to transform the demographic landscape of many countries around the world. Cities are already home to the majority of international migrants, driven by opportunity as well as necessity, and local authorities are becoming leaders in finding creative solutions for rapid social change, supporting communities through innovation.”¹

¹ António Vitorino, IOM Director General, Report to the 109th Session of the IOM Council (November 2018). Available at www.iom.int/speeches-and-talks/director-general-report-109th-session-council.

INTRODUCTION

The Migration Governance Indicators

In 2015, the International Organization for Migration (IOM) developed the Migration Governance Framework (MiGOF). This Framework offers a concise view of an ideal approach that allows a State to determine what it might need to govern migration well and in a way that suits its circumstances. That same year, IOM in collaboration with Economist Impact developed the Migration Governance Indicators (MGI), a set of 90 indicators that help States assess the comprehensiveness of their migration governance structures.

The indicators constitute a starting point to engage governments in a consultative process that allows them to identify areas that are well-developed and others that would benefit from further development, and most importantly priorities that are in line with the specific challenges and opportunities a given country is facing.

The MGI is characterized by three main fundamental attributes:

1. The MGI is a **voluntary** exercise: The MGI is conducted in countries that have requested to be part of the process.
2. The MGI is **sensitive to national** specificities: The MGI recognizes the different challenges and opportunities of each context, and therefore, does not propose a one-size-fits-all solution, but rather spark a discussion on what well-governed migration can mean.
3. The MGI is a **process**: The MGI is not a static tool to collect data on countries' migration frameworks. It is rather the first step of a dynamic process that can enable governments to identify areas of their migration policy in need of further development, or that could benefit from capacity-building.

Migration Governance Indicators: From national to local

The role of cities and municipalities in migration governance² has grown significantly in recent decades, given the rapid pace of urbanization and the importance of cities as destinations for all forms of migration and displacement. Researchers, policymakers and international development agencies have all highlighted the crucial role of cities and municipalities in both accommodating migrants and formulating sustainable responses to migration-related matters.

In 2016, United Nations member States adopted the New Urban Agenda at the Habitat III Conference in Quito (Ecuador). This was the first time that a United Nations framework fully integrated migration into the strategic planning and management of cities and urban systems. Its adoption was a significant recognition of the role of local governments not only in the management of migration at the local level but also in realizing the urban dimensions of the 2030 Agenda for Sustainable Development. This includes, but is not limited to, Sustainable Development Goal 11, which has been designed to make cities and human settlements inclusive, safe, resilient and sustainable.

To support the discussion between levels of governments on migration governance, IOM has adapted the MGI³ to the local level. The Local MGI seeks to offer a more comprehensive picture of a country's migration governance landscape by juxtaposing a local dimension to MGI national assessments. Like its national equivalent, the Local MGI⁴ is based on a set of about 80 indicators helping local authorities take stock of local migration strategies or initiatives in place and identify good practices as well as areas with potential for further development.

² "Migration governance" refers to the system of institutions, legal frameworks, mechanisms and practices aimed at regulating migration and protecting migrants. It is used almost synonymously with the term "migration management", although the latter is also sometimes used to refer to the narrow act of regulating cross-border movement at the State level.

³ The Migration Governance Indicators were developed in 2015 by IOM in collaboration with Economist Impact. More information is available at www.migrationdataportal.org/overviews/mgi.

⁴ More information is available at <https://migrationdataportal.org/local-mgi>.

The aim of the exercise is to foster dialogue on migration between national governments and local authorities and enable local authorities to learn from one another by discussing common challenges and identifying potential solutions.

While the Local MGI retains the attributes of the National MGI, it is also anchored in the notion that cities and local authorities have different capacities, competencies and added value when it comes to governing migration. Therefore, the methodology has been adapted to reflect that the degree of fiscal and political autonomy of participating cities influences the kind of migration governance they can practically and legally engage in. Furthermore, new indicators of the level of autonomy and capacities have been added to give some context to the results of the assessment.

Given the differences outlined between the MGI at the national and local levels, the purpose of the Local MGI is not to provide a baseline, but rather to be a tool for government authorities to have an introspective look at the measures they have in place to manage migration, as well as to share their experiences. Furthermore, it recognizes that good practices can take different forms depending on the division of competencies between local and national authorities. Therefore, the Local MGI analysis should not be interpreted as an invitation to change the division of competencies, but rather be understood as a tool to spark a discussion on what cities can do with regard to migration within the scope of their mandate.

For the first time in 2020, Mexico implemented this methodology at the subnational level for the states of Oaxaca⁵ and Chihuahua.⁶ Two more states were added in 2021, namely Guanajuato⁷ and Tamaulipas,⁸ as part of the Strategy to Strengthen Local Governance and under the IOM Regional Programme on Migration. In 2022, Mexico City and the states of Durango, Guerrero and Michoacán are implementing the MGI process locally.

This report is the result of the implementation of the Local MGI in Mexico City.⁹ This profile summarizes key examples of well-developed areas as well as areas with potential for further development of local migration governance.

⁵ *Indicadores de Gobernanza de la Migración a Nivel Local Perfil 2020 – Estado de Oaxaca* is available at www.migrationdataportal.org/es/overviews/mgi/oaxaca.

⁶ *Indicadores de Gobernanza de la Migración a Nivel Local Perfil 2020 – Estado de Chihuahua* is available at www.migrationdataportal.org/es/overviews/mgi/chihuahua.

⁷ *Indicadores de Gobernanza de la Migración a Nivel Local Perfil 2021 – Estado de Guanajuato* is available at www.migrationdataportal.org/es/overviews/mgi/guanajuato-mexico.

⁸ *Indicadores de Gobernanza de la Migración a Nivel Local Perfil 2021 – Estado de Tamaulipas* is available at www.migrationdataportal.org/es/overviews/mgi/estado-de-tamaulipas-mexico.

⁹ This includes participatory evaluation conducted together with state authorities, and the outcome of desk research, interviews with key players, and consultation and validation exercises.



CONTEXT

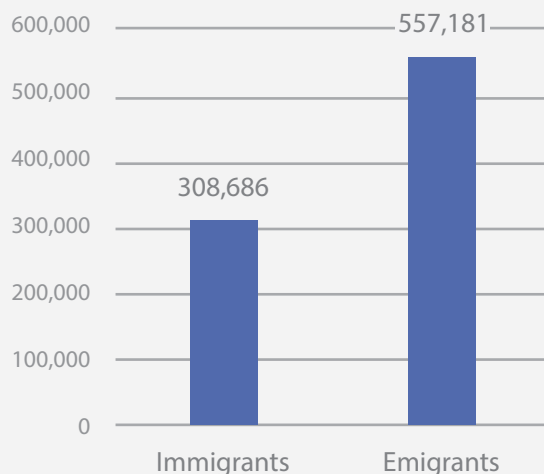
Migration trends

Although Mexico is witnessing the four dimensions of international migration, namely emigration, immigration, return migration and transit migration, Mexico City is considered to be experiencing net emigration. The figures of the National Institute of Statistics and Geography (*Instituto Nacional de Estadística y Geografía*, INEGI) show that the number of emigrants has outstripped the number of immigrants since the year 2000. Conducted in 2020, the latest INEGI Population and Housing Census shows that between 2015 and 2020, internal emigrants at the federal level (residents of Mexico City migrating to other parts of the federation) numbered 557,181, while internal immigrants (residents of other federal entities migrating to Mexico City)¹⁰ numbered 308,686 (see Figure 1). According to this census, the population born in another country and residing in Mexico City in 2020 represented 9 per cent of the total resident population of foreign nationals nationwide, coming mainly from the United States of America (18%), the Bolivarian Republic of Venezuela (14%), Colombia (10%) and other non-specified nationalities (58%) (see Figure 2).

Mexico City ranks second among federal entities for the greatest number of residents born abroad, after Baja California, followed by Chihuahua, Jalisco and Tamaulipas. By sex, the foreign population in Mexico City breaks down into 49.5 per cent men (51,793) and 50.4 per cent women (52,836) (BBVA and CONAPO, 2020).

Figure 1.

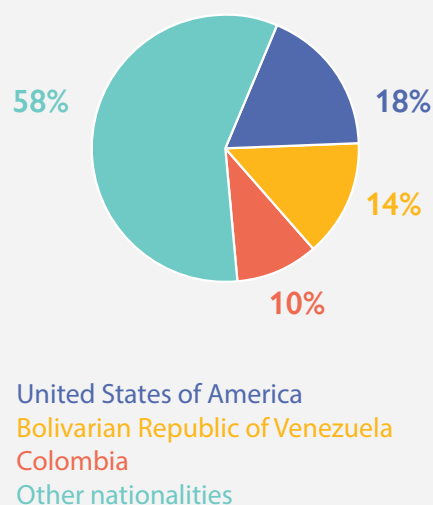
Internal migration to and from Mexico City (2015–2020)



Source: INEGI, 2020a.

Figure 2.

Origin of people born in another country and residing in Mexico City (2020)



Source: BBVA and CONAPO, 2021.

¹⁰ The INEGI data refer to foreign nationals who have lived in the country in the last five years and whose immigration status is regular. However, there are no official data on irregular migratory flows.

Of the international emigrants recorded by the 2020 INEGI Population Census, 43,329 persons left Mexico City for another country, and 4 in every 10 of them went to the United States. In that same year, Mexico City recorded a negative net migration balance of 3.3 million persons (INEGI, 2020b, 2020c).

At the national level, the past five years have witnessed the return of a substantial number of Mexicans from the United States. According to the Migration Policy, Registration and Personal Identity Unit (UPMRIP), the 2018 and 2019 records show 203,669 and 211,241 cases, respectively,¹¹ of Mexicans returning from the United States. The year 2020 witnessed a slight decline in the cases of repatriation, amounting to 184,402 (owing to COVID-19), while in 2021, the trend increased, with 225,955 Mexicans repatriated (88.7% men, as against 11.3% women) (UPMRIP, 2021). Cases of repatriation to Mexico City for 2020 and 2021 amounted to 7,738 and 4,266, respectively.

Competencies of the City of Mexico

Level of decentralization of state authorities

In terms of its territorial subdivision and political and administrative organization, Mexico is a federation, and powers, functions and responsibilities are therefore distributed among the various levels of government (federal, state and municipal). Article 1 of the Political Constitution of Mexico City (2017) provides that Mexico City is an autonomous entity within the federation, the seat of the Powers of the Union, and the capital of the United Mexican States; however, it is linked to the Powers of the Union (national legislation) as a federal entity in all that is expressly laid down in the Political Constitution of the United Mexican States (*Constitución Política de los Estados Unidos Mexicanos*, CPEUM) (1917).

Article 73 of the CPEUM has concentrated several powers in the Federal Congress, including matters relating to nationality, emigration and immigration (Section XVI); economic affairs (Section XXIX-E); and the rights of children and adolescents (Section XXIX-P), among other things. Consequently, the level of decentralization varies as regards the provision of services at the local level, based on provisions laid down in federal laws. In the health and education sector, there is greater government management and responsibility at the local level. As pertains to health, Article 13(B)(I) of the General Health Law (1984) assigns power to state governments, within their territorial jurisdictions, to organize, operate, oversee and evaluate the delivery of public health services. In respect of education, Article 2 of the General Law on Education (2019) establishes that everyone has the right to receive quality education under equitable conditions, while Article 13 invests the local authorities with the exclusive responsibility of providing basic education services (preschool, primary and secondary). In Mexico City, the federal education authority is responsible for providing early, basic, special, normal and adult education in public schools, and for supervising the operation of private schools.¹²

¹¹ As the same person could have been repatriated more than once, repatriation figures take account of events rather than people.

¹² More information is available at www.aefcm.gob.mx/quienes_somos/aefcm/index.html.

The competencies of cities in relation to migration

The Federal Government has the power to formulate Mexico's national migration policy. Nevertheless, state authorities are empowered to enact laws determining the involvement of the Federal Government, federal entities, and municipalities, and to lay down the bases of coordination among these bodies, within their own spheres of competence. The foregoing may not contravene the principles of the Constitution and must therefore comply with the international treaties to which Mexico is party.

The Law on Migration (2011), the Law on Refugees, Additional Protection and Political Asylum (2011) and the General Population Law (1974) are the main instruments regulating matters of migration and asylum at the national level, and which empower the Ministry of the Interior (*Secretaría de Gobernación, SEGOB*) to formulate and manage the country's policies on migration, population and asylum. While this power is not delegated to state authorities, the states have parallel obligations to ensure respect for the rights of every person, including migrants. Pursuant to Mexican laws and international treaties, the Migration Law provides facilities enabling all foreign persons to initiate migration procedures for entering and remaining in the national territory, and this is in strict adherence to the principle of the protection of human rights.

In the case of Mexico City, the government body expressly empowered to assist migrants is the Ministry of Inclusion and Social Welfare (*Secretaría de Inclusión y Bienestar Social, SIBISO*).¹³ Other government bodies such as SEGOB, the Ministry of Labour and Employment Promotion (*Secretaría de Trabajo y Fomento al Empleo, STYFE*), the Council for the Prevention and Elimination of Discrimination of Mexico City (*Consejo para Prevenir y Eliminar la Discriminación*), the Body for the Implementation of the Integral Human Rights System, and the Human Rights Commission of Mexico City (autonomous body) execute programmes and initiatives that directly impact people in situations of human mobility.

¹³ More information is available at <https://sibiso.cdmx.gob.mx/a-quienes-atendemos>.

Local financing mechanisms and the restrictions on their use

The main funding mechanisms for programmes are the general budget lines, through which federal spending is channelled to state and municipal governments. While some, such as line 33, allow states to plan their expenditure without political negotiations, much of the funding that is allocated to states and municipalities is based on federal guidelines that leave little room for manoeuvre.

The 2022 budgetary projections announced by the Government of Mexico City amount to 23,000,875,723 Mexican pesos (11,700,043,786 United States dollars).¹⁴ More than 90 per cent of this projected revenue comes from federal spending. In addition, roughly 1.7 per cent of the budget for the year corresponds to the ministries involved with migration-related issues: 1.1 per cent to SIBISO (Government of Mexico City, 2022), 0.4 per cent to STYFE, 0.2 per cent to the Human Rights Commission of Mexico City, and 0.005 per cent to the Body for the Implementation of the Integral Human Rights System. It should be underlined, however, that these figures do not reflect Mexico City's cumulative investment in the realm of migration, as there are programmes and projects in other ministries that also target or assist migrants.

Local participation in the formulation of migration policy

Migration and asylum management is the responsibility of SEGOB (federal entity), with the Undersecretariat for Human Rights, Population and Migration being tasked with developing Mexico's migration policies. UPMRIP is charged with devising and promoting migration policy strategies, programmes and actions. The National Migration Institute, for its part, is responsible for implementing migration policies, while the Mexican Commission for Refugee Assistance (*Comisión Mexicana de Ayuda a Refugiados*) has functions relating to asylum and additional protection.

Article 55(V) of the Internal Regulations of SEGOB stipulates that the functions of UPMRIP include receiving requests and viewpoints from the Powers of the Union, state governments, and organized civil society relating to migration policy formulation, and also coordinating the mechanisms and task forces needed for this purpose.

To factor in the opinions of various authorities, governments of federal entities, municipalities and mayoral offices, organized civil society, and academia when formulating and managing Mexico's migration policy, SEGOB receives requests from these entities through the Migration Policy Consultation Council (*Consejo Consultivo de Política Migratoria, CCPM*) (Official Journal of the Federation, 2021a). The purpose of CCPM is to establish inter-institutional dialogue and issue recommendations on the

¹⁴ On 12 November 2021, 1 MXN was worth 0.499 USD. Available at www.banxico.org.mx/tipcamb/main.do?page=tip.

matter; it comprises mainly players of central importance. Permanent, non-voting guests include representatives of various federal authorities, academic institutions, civil society organizations and the Migration Commission of the National Conference of Governors (*Conferencia Nacional de Gobernadores*, CONAGO). Based on its powers and functions, CCPM examines programmes, projects and activities in this domain so as to propose initiatives to promote and safeguard migrants' rights.

CCPM is expected to meet formally at least three times per year. The most recent record identified corresponds to the March 2022 session, at which the Ministry of the Interior of Mexico City was represented. The aim being pursued is to give effect to the power of SEGOB to formulate and manage the country's migration policy.

Furthermore, the federal executive coordinates with the states on an ad hoc basis through the National Coordination Entity for State Offices Responsible for Migrant Support (*Coordinación Nacional de Oficinas Estatales de Atención a Migrantes*).



KEY FINDINGS

The Local MGI is composed of approximately 80 indicators grouped under the six different dimensions of migration governance that draw upon the MiGOF categories:



MIGRANTS' RIGHTS
PAGE 18

Indicators in this category look at the extent to which migrants have access to certain social services such as health, education and social security. They also examine measures to ensure integration and access to work.



WHOLE-OF-GOVERNMENT
APPROACH
PAGE 22

Indicators in this category assess the institutional frameworks of cities, municipalities or states for migration. This area also examines the existence of migration strategies consistent with development objectives, as well as institutional transparency and coherence in migration management.



PARTNERSHIPS
PAGE 24

Indicators in this category focus on cities', municipalities' or states' efforts to cooperate on migration issues with the national government as well as other cities and relevant non-governmental actors, including civil society organizations and the private sector.



WELL-BEING
OF MIGRANTS
PAGE 26

Indicators in this category assess cities', municipalities' or states' initiatives in terms of international student mobility, access to the labour market and decent working conditions for migrant workers. Aspects related to diaspora engagement and migrant remittances are also included in this domain.



MOBILITY DIMENSION
OF CRISES
PAGE 28

Indicators in this category examine the type and level of readiness of cities, municipalities or states to deal with aspects of mobility crises. The questions focus on the processes in place for citizens and non-citizens both during and after disasters, especially if humanitarian assistance is available for migrants and citizens.



SAFE, ORDERLY AND
REGULAR MIGRATION
PAGE 30

Indicators in this category look at the cities', municipalities' or states' approaches to migrant safety as well as return and reintegration policies and the fight against trafficking in persons.



1

ADHERENCE TO INTERNATIONAL STANDARDS
AND FULFILMENT OF MIGRANTS' RIGHTS

1.1. Migration governance: Examples of well-developed areas

Mexico City's Political Constitution (2017) is the most recent of the entities making up the Mexican Republic. In Article 2, it recognizes that Mexico City is enriched by national and international migration, whether as an area of transit or destination or from the presence of returnees, as it is a space open to internally displaced persons and to foreign persons who have been recognized as refugees by the Mexican State or granted political asylum or additional protection. In recognition of social inequalities, Article 11 defines groups eligible for priority attention as people who, owing to structural inequality, are facing major obstacles to the full exercise of their fundamental rights and freedoms. Accordingly, "the city's authorities shall take the steps necessary to promote, respect, protect and guarantee their rights, and gradually remove the barriers to the complete fulfilment of the rights of groups deserving priority attention and to achieve their effective inclusion in the society".

Article 11(I) addresses the rights of migrants and persons subject to international protection as follows: "Migrants and persons subject to international protection and in other situations of human mobility, as well as their relatives, irrespective of their legal status, shall enjoy the protection of the law and shall not be criminalized based on their migrant status. The authorities shall take the necessary steps for the effective protection of their rights, guided by the criteria of hospitality, solidarity, interculturality and inclusion."

Lastly, Article 20 of the same Constitution prescribes the following: "The Government of Mexico City and all local authorities shall, within their spheres of competence, promote, respect, safeguard and guarantee the human rights of migrants, whether they are transiting through or returning to Mexico City, or Mexico City is their destination, and also of persons who have been recognized as refugees or granted political asylum or additional protection, pursuant to the Political Constitution of the United Mexican States, international treaties and federal laws on the matter. The Government of Mexico City, in coordination with the mayoral offices, shall implement policies to receive migrants as well as people seeking and obtaining asylum and international protection in Mexico."

Specifically, Mexico City has the Law on Interculturality, Migrant Support and Human Mobility of the Federal District (2011), Article 5 of which provides that "human mobility is the exercise of the right of each person to migrate, which includes positive changes that reduce inequalities, inequities and discrimination. No human being shall be identified or recognized as illegal by virtue of their migration status." As regards access to government benefits and support for persons in situations of human mobility, Article 7 of the law states: "In Mexico City, no person shall be subject to discrimination or exclusion owing to their migration status. The public administration shall guarantee the implementation of programmes and services designed to facilitate access and the universal enjoyment of human rights."

The local government has measures in place to facilitate the access of migrants to health services. The Health Law of Mexico City (2021) prescribes the provision, free of charge, of public health services, medicines and associated supplies to the entire population, including migrants. The Political Constitution of Mexico City also stipulates that all persons shall enjoy the right to the highest possible level of physical and mental health, and to emergency medical care. The Law on Interculturality, Migrant Support and Human Mobility establishes the right of access to health care for migrants in Mexico City, irrespective of their migration status. To ensure this, Mexico City has general hospitals (*hospitales de salubridad*) run by the Ministry of Health (*Secretaría de Salud*), which provide access to first aid, emergency medical care and general medical care for this segment of the population.

Article 3 of the Political Constitution of the United Mexican States (1917) prescribes that education is a universal right, which means that the State has the duty to ensure the provision of compulsory basic education, free of cost, at the three levels of government (federal, state and municipal). Accordingly, Article 13 of the General Law on Education (2019) invests the local authorities with the exclusive responsibility of providing basic education services (preschool, primary and secondary). The national Law on Migration (2011) addresses the right to education, regardless of migration status (regular or irregular). The Law on Interculturality, Migrant Support and Human Mobility and the Political Constitution of Mexico City stipulate the right of all persons, including migrants, to all levels of education, in keeping with the principle of non-discrimination.

At the federal level, the strategy of Education without Borders promoted by the National Institute for Adult Education (*Instituto Nacional para la Educación de los Adultos*) enables Mexican returnees, asylum seekers, refugees, beneficiaries of additional protection, or foreign nationals residing in Mexico to learn to read and write, or to continue their basic education. In Mexico City, all migrants may access this service through the module of the Mexican Commission for Refugee Assistance and the National Migration Institute (*Instituto Nacional de Migración*, INM). Likewise, the Vocational Training Institute (*Instituto de Capacitación para el Trabajo*), which is attached to the Ministry of Labour and Employment Promotion (STYFE) of Mexico City, offers officially recognized courses and workshops that provide official diplomas designed to ensure that all migrants are integrated into the education system.¹⁵

At the local level, STYFE offers unemployment insurance, to which migrants have access. The same applies to the Programme for the Promotion of Decent Work (*Programa de Fomento al Trabajo Digno*), the 2021 Operating Rules of which provide for assistance to “members of groups entitled to priority attention, namely, indigenous people, repatriated people, victims of trafficking, persons released or about to be released from the penal justice system of Mexico City, persons seeking recognition as refugees, recognized refugees, and beneficiaries of additional protection, and also other priority attention groups recognized by the Political Constitution of Mexico City (Article 11)”. Article 25 of the Law on Interculturality, Migrant Support and Human Mobility prescribes that the Ministry of Inclusion and Social Welfare (SIBISO) is empowered to “formulate programmes of assistance, support and subsidies in respect of hospitality, interculturality, human mobility and assistance to migrants and their families” and to “empower social and civil society organizations to take part in caring for guests, migrants and their families, and communities of different national origins”.

Migrants may access Mexico City’s municipal services irrespective of their migration status. The Law on Interculturality, Migrant Support and Human Mobility promotes universal access to services and ensures fulfilment of the human rights of all persons. Irrespective of their status, migrants may access services such as health care, community kitchens and community centres. SIBISO provides guidance, assistance and direction, in cooperation with United Nations agencies such as IOM and the Office of the United Nations High Commissioner for Refugees, and with civilian associations. It also issues proof of identity and residence to all persons in situations of human mobility who apply to sign up with the *Padrón de Huéspedes y Migrantes en Retorno de la Ciudad de México*, a register of international migrants and Mexican returnees in Mexico City.

This register was set up under the Law on Interculturality, Migrant Support and Human Mobility, and the revised formalities were published in the *Official Gazette of Mexico City* at the end of 2020. It allows for the keeping of a record of migrants in Mexico City, and also serves as a public policy tool for support

¹⁵ The requirements of the National Population Register refer to the Unique Population Registry Code (*Clave Única de Registro de Población*, CURP), which can be obtained only by regular migrants. However, some of the following may also be presented as official identification: valid credential or proof of registration in the guest register (*padrón de huéspedes*) of Mexico City, proof of an asylum application, proof of identity issued by the country of origin’s consulate, naturalization card, passport, visitor’s card issued on humanitarian grounds, permanent resident card, temporary resident card, immigrant card, or any photo ID issued in Mexico or abroad.

and follow-up, for the purposes of promoting the exercise of their human rights, including the right to an identity. The registry paves the way for the fulfilment of the constitutional mandate by speeding up access to social programmes offered by the Government, and have been helping migrants to be recognized as residents of Mexico City, irrespective of their migration status.

Mexico City organizes information and awareness-raising campaigns around xenophobia and exclusion. The Council for the Prevention and Elimination of Discrimination (*Consejo para Prevenir y Eliminar la Discriminación*, COPRED) has mounted campaigns in favour of migrants' rights and against xenophobia, such as the Latin American and Caribbean Coalition of Cities against Racism, Discrimination and Xenophobia established in 2006.¹⁶ The Coalition takes part in events relating to campaigns to protect the rights of vulnerable communities, such as migrants. In early 2022, for example, a meeting was held by the Global Working Group on Migration in cities, with shared initiatives being spearheaded by local governments on the matter. COPRED works regularly with INM to train government and private-sector officers in matters of non-discrimination with regard to migrants.

In Mexico City, there are agreements between the local authorities and non-governmental organizations (NGOs) to provide services to migrants. The Law on Interculturality, Migrant Support and Human Mobility stipulates that SIBISO is in charge of signing agreements with other levels of government on human mobility and support for migrants. Since 2016, STYFE has been collaborating with the NGOs Without Borders – Private Assistance Institution (*Sin Fronteras IAP*) and *Programa Casa Refugiados A.C.* to ease access of migrants to the labour market and assist them in regularizing their situation in the country. In 2019, Mexico City's Human Rights Commission established a protocol for supporting migrant caravans that may reach the national territory, involving a role for NGOs. SIBISO's Sub-directorate for Migrants heads a task force comprising more than 30 organizations working to assist migrants, asylum seekers and returnees in Mexico City.

Mexico City implements specific national guidelines to ensure the protection of migrant children, unaccompanied minors and children who are left behind. The Law on the Rights of Children and Adolescents in Mexico City (2015) creates mechanisms to protect this population group, including their care and protection under the National System for Integral Family Development (*Sistema Nacional para el Desarrollo Integral de la Familia*, DIF), and the prioritization of children's best interests. The Migration Law stipulates that DIF is responsible for the guardianship of migrant minors, and it grants visitor status to migrant minors on humanitarian grounds so as to ensure their protection. Moreover, INM is required to notify the Office of the Ombudsman for the Defence of Children and Adolescents so as to enable DIF to arrange for their protection and care. SIBISO of Mexico City also directs minors towards the said Office.

The Sub-directorate for Migrants of SIBISO operates a service that offers guidance, counselling and direction to international migrants, people under international protection, Mexican returnees to the capital, internally displaced migrants who live in or are transiting through Mexico City, and persons from the capital and their families who are migrants abroad. In 2019, this Ministry adopted the model of the information window provided by IOM, for the purpose of guiding migrants. The window offers services such as the issuance of documents and assistance with health, employment, justice, education and migration formalities. It also directs people towards temporary accommodations available for all migrants, irrespective of their migration status.

The Organic Law on the Executive Power and Public Administration of Mexico City (2018) and the Internal Regulations of the Executive Power and Public Administration of Mexico City task SIBISO with formulating and implementing policies, programmes, and actions to promote equality and fight discrimination, social exclusion, violence, ill-treatment and abuse of social groups requiring priority

¹⁶ The Coalition is led by the Montevideo municipal government (*Intendencia de Montevideo*) and has more than 60 member cities. Its purpose is to combat manifestations of racism, discrimination and xenophobia in cities, and also to help safeguard and promote human rights and respect for diversity in Latin America and the Caribbean.

attention, such as migrants. The Migration Law prescribes that migrants are entitled to the provision of social services regardless of the situation. At the national level, the National Council for the Prevention of Discrimination (*Consejo Nacional para Prevenir La Discriminación*) and the National Human Rights Commission provide advice about the filing of complaints of discrimination. Locally, COPRED of Mexico City collaborates with UNESCO (2021) in the framework of the Latin American and Caribbean Coalition of Cities against Racism, Discrimination and Xenophobia to provide manuals, guidebooks, protocols and checklists as references for tackling some of the challenges posed by human mobility, and also shares experiences with other cities so as to inspire the implementation of initiatives.

1.2. Areas with potential for further development

In Mexico City, there are shelters or homes for migrants, but access to social housing is available only to resident migrants, pursuant to the Law on the National Workers' Housing Fund Institute (1972). Social housing is a labour benefit provided by the social security service through the National Workers' Housing Fund Institute. Accessing it requires registration with the social security system, which itself requires regular migration status and formal employment.

Cultural mediation services in Mexico City are limited. SIBISO and the Office of the Attorney General of Mexico City have no records of specific local cultural mediation services. At the national level, the National Human Rights Commission offers assistance in legal processes through its local offices. In parallel, the Supreme Court of Justice of the Nation has an action protocol for those imparting justice throughout the territory in cases that affect migrants and persons subject to international protection. The Federal Institute of Public Defence has lawyers who assist migrants in coordination with SIBISO.



2

FORMULATES POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

2.1. Migration governance: Examples of well-developed areas

The National Migration Institute (INM) has a central office and representative offices in the country's 32 federal entities. Mexico City therefore has an INM office responsible for implementing migration policy and strategic plans relating to migration, which is a federal matter.

In parallel, the Ministry of Inclusion and Social Welfare (SIBISO), working through the Sub-directorate for Migrants, provides migrants with guidance, advice and referrals in human rights matters, such as identity, family, health, justice, education, employment and temporary accommodation. Under Article 1 of the Law on Interculturality, Migrant Support and Human Mobility of the Federal District (2011), SIBISO is tasked with coordinating the implementation and management of migrant services. Similarly, Mexico City has a Commission on Interculturality and Human Mobility,¹⁷ chaired by SIBISO, while the Sub-directorate for Migrants operates as the technical secretariat. This Commission makes for efficient coordination in providing migrants with the necessary assistance and services they may require.

Locally, public officers receive regular cultural awareness training. The Council for the Prevention and Elimination of Discrimination in Mexico City (COPRED) holds regular workshops to build cultural awareness among public officials. SIBISO also takes part in the planning of training for public servants, chiefly to familiarize them with the Law on Interculturality, Migrant Support and Human Mobility. Since 2019, SIBISO has been collaborating with IOM in the training of public servants on migration procedures, job placement, migrant services, the regulation of migration status, and safeguarding the rights of migrants.

Mexico City provides clear and transparent information regarding the rights and duties of migrants. Information regarding municipal services is available online and directly at the offices of SIBISO and INM. Since 2018, the Office of the United Nations High Commissioner for Refugees in Mexico City has had an online leaflet setting out the services available to migrants.¹⁸ In addition, COPRED provides posters and pamphlets at migration holding centres, containing information intended to provide assistance in filing a complaint about acts of discrimination or xenophobia.

In late 2020, SIBISO established the *Padrón de Huéspedes y Migrantes en Retorno de la Ciudad de México* (register of migrants and returnees in Mexico City), making it possible to maintain a record of migrants in the city. Furthermore, at the national level, the National Institute of Statistics and Geography compiles and publishes migration-related data, broken down by federal entity. In 2021, SIBISO participated in the initiative called *4Mi Cities: Data Collection on Urban Mixed Migration – Mexico City Report*. It was coordinated by the Mixed Migration Centre¹⁹ and designed to collect quantitative information on global migration flows, to be made available to governments to serve as a tool for the design of policies, programmes and services for people on the move.

¹⁷ The Commission brings together 11 branches of the state's public administration. In addition, 2 autonomous bodies and the 16 mayoral offices (*alcaldías*) participate as permanent guests. Among them are the National Migration Institute (*Instituto Nacional de Migración*), the Mexican Commission for Refugee Assistance (*Comisión Mexicana de Ayuda a Refugiados*), the General Directorate of Sexual Diversity and Human Rights (*Dirección General de Diversidad Sexual y Derechos Humanos*) of SIBISO, the General Coordination of International Affairs of the Chief of Government (*Coordinación General de Asuntos Internacionales de la Jefatura de Gobierno*), the Secretariat of Citizen Security of Mexico City (*Secretaría de Seguridad Ciudadana de la Ciudad de México*), the Mexico City Youth Institute (*Instituto de la Juventud de la Ciudad de México*) and IOM.

¹⁸ See: UNHCR, 2018.

¹⁹ The MMC is a global network of centres dedicated to collecting, researching, analysing and developing migration policy. For more information, see: MMC and MMC, 2022.

Steps have been taken in Mexico City to promote the integration of migrants. Article 15 of the Law on Interculturality, Migrant Support and Human Mobility stipulates that “the Ministry [of Inclusion and Social Welfare], in cooperation with the public administration, shall encourage intercultural interaction as an institutional responsibility in developing public programmes and services”. As of 2022, SIBISO is generalizing the use of the proof of registration in the *Padrón de Huéspedes* of Mexico City.

In 2021, the Government of Mexico City also mounted the social action programme “Emerging support for migrants, refugees and/or internally displaced persons who, owing to the impacts of the health crisis caused by the SARS-CoV-2 virus (COVID-19), are in need of support in obtaining identity documents, and in matters of health and employment”.²⁰ The assistance entailed providing migrants with institutional services to make it easier for them to enter the job market and obtain identity documents, health assessments and care, as well as financial support to cover basic needs.

2.2. Areas with potential for further development

Although Mexico City’s Government Programme (2019–2024) does mention migrants, there is no programme document laying out a migration strategy. Similarly, the local government still lacks a department responsible for formulating migration policies or migration-related strategic plans. Article 27 of the Organic Law of the Federal Public Administration (1976) stipulates that the formulation of migration policy is within the purview of the Ministry of the Interior (SEGOB), while migration policy is the responsibility of the Federal Government. SEGOB has an inter-institutional forum – the Advisory Council on Migration Policy – through which local governments, such as that of Mexico City, can make comments or recommendations on migration policy.

Locally, there are ad hoc coordination endeavours to involve groups in the diaspora. The Sub-directorate for Migrants maintains ties with organizations in the Mexico City diaspora residing in the United States, such as the Association of Mexicans in North Carolina (*Asociación de Mexicanos en Carolina del Norte*), the Mexican Migrants’ Coalition (*Coalición de Migrantes Mexicanos*) and the Binational Development Council of California (*Consejo de Desarrollo Binacional de California*). SIBISO is in contact, on an ad hoc basis, with associations of returnees, such as Other Dreams in Action (*Otros Dreams en Acción*), and non-profits such as *Chicanos Por La Causa*. They cooperate on matters of job opportunities for repatriated migrants and support for deported Mexicans, among other things.

²⁰ More information is available at https://data.consejeria.cdmx.gob.mx/portal_old/uploads/gacetas/78f7dd8ec75eb6f131d131e4c245f034.pdf.

3

ENGAGES WITH PARTNERS TO ADDRESS
MIGRATION AND RELATED ISSUES

3.1. Migration governance: Examples of well-developed areas

The authorities of Mexico City collaborate with civil society organizations (CSOs) in setting the agenda and implementing migration-related policies and programmes. The Law on Interculturality, Migrant Support and Human Mobility of the Federal District (2011) underlines the importance of cooperating with the private sector and civil society for the sake of enhancing policies and programmes. The Ministry of Labour and Employment Promotion of Mexico City (STYFE) cooperates with civil society entities on the strategy for the Identification of Best Practices and Recommendations for the Job Market Integration of Migrants (2018). In parallel, the Commission on Interculturality and Human Mobility of Mexico City makes contact with civil society in relation to cases and projects that so require, and the Sub-directorate for Migrants in the Ministry of Inclusion and Social Welfare (SIBISO) maintains a task force comprising more than 30 organizations engaged in activities to assist migrants, asylum seekers and returnees in Mexico City.

In 2019 and 2020, SIBISO launched joint venture programmes with CSOs, the beneficiaries of which included entities providing support to people in situations of human mobility. Since January 2020, SIBISO has supplied warm meals every day at two migrant hostels operated by civil society entities as part of the Community Kitchens programme in Mexico City (*Comedores Sociales en la Ciudad de México*).²¹

Mexico City is part of international city networks, which comprise a framework in which to share migration-related expertise and best practices. The networks include²² (a) United Cities and Local Governments (UCLG), in which the Mayor of Mexico City is Co-President of the Commission on Social Inclusion, Participatory Democracy and Human Rights; (b) the Mayors Migration Council,²³ which provides the cities with material wherewithal and expertise in migration matters; (c) the Latin American and Caribbean Coalition of Cities against Racism, Discrimination and Xenophobia, set up in 2006 to advance the interests of its members vis-à-vis international bodies with competence in human rights matters; and (d) the Council of Europe's Intercultural Cities programme, established in 2007 and which encourages intercultural diversity in the formulation of public policies. Mexico City has been a sanctuary city since 2017. These local government programmes and networks have paved the way for specific actions that benefit migrants, including the social action called Emerging Action (*Acción Social de Apoyo Emergente*) in 2021, and for webinars on inclusion for people in situations of human mobility.²⁴

Mexico City cooperates actively with IOM and other United Nations agencies on matters of migration. Instances of this cooperation include a Joint Programme for Migrants (*Programa Conjunto de Migrantes*) launched in 2018, designed to provide legal aid services, assistance with student transfers, and counselling for returnees and migrants in transit; and since 2019, an agreement with SIBISO to improve migration management and make more information available for migrant communities in Mexico City.

Similarly, there are links with the local private sector. Through the Great Agreement for Equal Treatment (*Gran Acuerdo por el Trato Igualitario*), the Council for the Prevention and Elimination of Discrimination in Mexico City (COPRED)²⁵ undertakes policy analyses within companies and trains decision makers in the adoption of inclusive policies. Up to June 2022, 34 companies had signed up for this initiative.

²¹ This activity is a component of the Community Kitchens programme in Mexico City, in December 2019. More information is available at <https://sibiso.cdmx.gob.mx/storage/app/media/uploaded-files/reglas-de-operacion-comedores-sociales-2021.pdf>.

²² Besides these networks, CDMX (acronym for *Ciudad de México*) is also a member of Metropolis, the Union of Ibero-American Capital Cities (UCCI), the Euro-Latin American Cooperation Alliance Between Cities (AL-LAs), the Brookings Institution, Urban20 (U20), the Global Fund for Cities Development (FMDV), 100 Resilient Cities, C40 Cities, Local Governments for Sustainability (ICLEI), the World Smart Sustainable Cities Organization (WeGO) and Mayors for Peace. More information is available at www.cgaai.cdmx.gob.mx/ciudad-de-mexico-ciudad-global/redes-internacionales-de-ciudades.

²³ An international network of mayors established in 2018.

²⁴ More information is available at <https://coalicionlac.org/node/195>.

²⁵ More information is available at www.copred.cdmx.gob.mx/acciones-estrategicas/gran-acuerdo-por-el-trato-igualitario.

Locally, there is cooperation with academia on migration-related issues, as the Law on Interculturality, Migrant Support and Human Mobility enshrines the importance of such collaboration. It includes, for example, the INMIMEX project titled “Integration, human rights and access to urban resources for foreign migrants in Mexico City: Current context, needs and challenges” (*Integración, derechos humanos y acceso a recursos urbanos de personas migrantes extranjeras en la Ciudad de México: contexto actual, necesidades y retos*). It was conducted in 2020 from several academic centres (such as the Colegio de México (COLMEX) and the National Autonomous University of Mexico), in conjunction with the Ministry of Education, Science, Technology and Innovation (*Secretaría de Educación, Ciencia, Tecnología e Innovación*). Similarly, the Sub-directorate for Migrants maintains close communication with the National Institute of Psychiatry (*Instituto Nacional de Psiquiatría*), the Migration Policy Unit of the Ministry of the Interior, and the COLMEX Network of Studies on Inequalities.

3.2. Areas with potential for further development

The Government of Mexico City cooperates to a limited extent with the private sector in matters of implementing migration-related policies and programmes. COPRED maintains links with the private sector by providing corporate advisory services. The strategy for the Identification of Best Practices and Recommendations for the Job Market Integration of Migrants, implemented by STYFE, contains proposals and programmes for incorporating migrants into the labour market by helping them to regularize their migration status and providing them with job-seeking advice. Since 2017, participants in this initiative have included the private sector, federal authorities (National Migration Institute), civil organizations (*Sin Fronteras*, *Casa Refugiados*) and intergovernmental organizations (Office of the United Nations High Commissioner for Refugees and the International Labour Organization).

Mexico City also forms part of the Sister Cities (*Ciudades Hermanas*) initiative within Mexico, which covers cooperation in educational and cultural matters, among other things, but does not address cooperation on international migration or internal, federation-wide migration.



4

ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Migration governance: Examples of well-developed areas

In Mexico City, the local authorities are implementing programmes to promote and facilitate the integration of migrant workers into the workforce. Meant for young people aged 18 to 29 years, including migrants, the JuventusMx²⁶ programme was set up in 2020 to promote social and occupational inclusion for young people through strategies for capacity-building, training, and the involvement of and coordination between civil society organizations, local government and the private sector. Since 2019, Mexico City has had a Promotion of Decent Work (*Fomento al Trabajo Digno*) programme, which is open to migrants and designed to enhance the working capacity and productivity of unemployed people who are finding it difficult to enter the formal sector. The Ministry of Economic Development (*Secretaría de Desarrollo Económico*) of Mexico City organizes courses on entrepreneurship, which are open to migrants and free of cost, with very low threshold requirements for entry. Some of these courses are also offered online.

There are local measures in place to promote gender equality for migrants in the workforce. The strategy for the Identification of Best Practices and Recommendations for the Job Market Integration of Migrants (2018) deployed by the Ministry of Labour and Employment Promotion (STYFE) is intended to ease access to formal employment for vulnerable groups, including migrant women. STYFE also runs job integration programmes, such as the Promotion of Decent Work programme, under which women have been deemed a priority group since 2019. Furthermore, since 2020, the Ministry for Women's Affairs (*Secretaría de las Mujeres*) has been running a programme called Welfare for Women Facing Violence (*Bienestar para las mujeres en situación de violencia*), which offers economic, psychosocial and legal resources to all women confronting gender-based violence and economic vulnerability.

There are local measures in place in Mexico City to promote the ethical hiring of migrant workers. Between 2014 and 2018, STYFE provided guidance on access to decent work for migrants. STYFE also organized job fairs in 2016 and 2017 as part of the Special Migration Programme (*Programa Especial de Migración*) (run by the Federal Government between 2014 and 2018). STYFE organizes regular training and awareness-raising courses for companies on the hiring of persons from the most vulnerable sectors, such as migrants. The STYFE strategy titled Opening Spaces (*Abriendo Espacios*) has been deployed since 2018 and entails job placement for persons from vulnerable groups such as migrants and older adults, as well as the running of workshops on the topic of inclusiveness in companies.

Another example of STYFE initiatives relating to the economic well-being of the population in general, including migrants, is the Decent Work Country Programme established jointly with the International Labour Organization in 2019, to promote decent work especially for priority groups, including migrants, and the strengthening of social dialogue. Similarly, the Unemployment Insurance (*Seguro de Desempleo*) programme set up in 2007 is meant to offer basic economic protection to residents of Mexico City who have involuntarily lost their formal job, and also to groups with priority needs (repatriated Mexican migrants and/or voluntary returnees, guests of Mexico City of different nationalities who have lost their jobs, and refugees or persons benefiting from additional protection). Yet another is the Social Economy Programme (*Programa de Fomento a la Economía Social*), established in 2022 to help ensure everyone's enjoyment of social rights recognized internationally and under the laws that apply in Mexico City.

²⁶ A project funded by the European Union and run by the *Iniciativa Ciudadana para la Promoción de la Cultura del Diálogo A.C.*, a citizens' initiative to encourage dialogue.

4.2. Areas with potential for further development

No local assessments are undertaken in Mexico City to gauge the labour market demand for immigrants. The weekly job offers consist of vacancies available on the labour exchange run by the National Employment Service (*Servicio Nacional de Empleo*). The Ministry of Foreign Affairs (*Secretaría de Relaciones Exteriores*) transmits this information to the Sub-directorate for Migrants with a view to tapping into the community of returnees. Furthermore, the document on the identification of job placement best practices (STYFE, 2018) contains a short section on the profile of job-seeking migrants in Mexico City. The migration statistics section on the web page of the National Institute of Statistics and Geography also fails to provide any indicators or information regarding the labour market demand for immigrants or emigrants.

Similarly, there are no reports of any local assessments designed to gauge the labour supply and the impacts of outmigration on the local labour market. STYFE has general employment assessments covering Mexico City's working population, levels of employment by production sector, and the number of persons registered with the Mexican Social Security Institute, but it does not take the migration variable into account. Nor does Mexico City's Open Data Portal (*Portal de Datos Abiertos*) offer any information on this subject.

Access to employment schemes requires proof of identity in Mexico (such as the Unique Population Registry Code (CURP) or the identification card issued by the National Electoral Institute to legal residents); no other type of identification may be used, however, such as a passport or an identity document from a third country. In specific cases, such as the *Acción Social de Apoyo Emergente*, in which STYFE itself undertakes the employment mediation, the CURP is a prerequisite for being hired by companies, though the latter may recruit migrants who are in possession of a visitor's card issued on humanitarian grounds (*tarjeta de visitante por razones humanitarias*), a work permit or a permanent resident card.

Mexico City has no programmes to promote financial inclusion for foreign migrants and their families. Moreover, the Banco del Bienestar and the National Commission for the Protection and Defence of Users of Financial Services (*Comisión Nacional para la Protección y Defensa de los Usuarios de Servicios Financieros*) tailor their services to Mexican nationals sending remittances from the United States, and they do not take groups of foreign nationals into account.



5

EFFECTIVELY ADDRESSES THE MOBILITY DIMENSIONS OF CRISES

5.1. Migration governance: Examples of well-developed areas

The Ministry of Integral Risk Management and Civil Protection (*Secretaría de Gestión Integral de Riesgos y Protección Civil*, SGIRPC) of Mexico City is the institution responsible for crisis management and the prevention of disasters and emergencies. SGIRPC has strategic plans for guiding the population in the event of emergencies or disasters, including the Family Plan for Risk Prevention (2022),²⁷ which is available in Spanish, Náhuatl, Triqui, Mixteco and English, as well as the Mexico City Risk Atlas.²⁸ These documents are available on the Internet.

Article 20 of the Constitution of Mexico City (2017) provides that “Mexico City shall maintain cooperative relations with embassies, consulates, representations of international organizations, chambers of industry and or commerce and foreign cultural institutions ... within its territory, in order to promote cooperation and social and cultural exchange”. Accordingly, the capital’s authorities communicate with the 86 embassies and their respective consulates present in its territory, and which keep the public informed by various channels in times of crisis or disaster. Within the Ministry of Inclusion and Social Welfare, the Sub-directorate for Migrants maintains close relations with the Consulates General of Colombia, El Salvador, Guatemala, Honduras, Ecuador, Peru and Argentina, as the countries from which the most migrants originate, and with the Embassy of the United States.

There are local communications systems for receiving information about the evolving nature of crises and regarding ways of accessing assistance; there is also a way for the public to communicate its needs to the local authorities. The Law on Integral Risk Management and Civil Protection of Mexico City (2019) stipulates that in order to inform the public, the local government must convene the communications media so that they cooperate in transmitting and disseminating information. Should they require help or assistance, the public can reach the authorities by phone, as the local government sets up special lines in cases of emergency. The information is addressed to the entire population of Mexico City and some areas with large concentrations of migrants; it is available in other languages too, including English.

The Human Rights Commission of Mexico City has a protocol on the provision of emergency humanitarian aid to migrants and/or persons subject to international protection, and it contains an action plan and recommendations in the event of their mass influx into Mexico City. The protocol includes information on the establishment of committees, inter-institutional coordination and the management of temporary accommodations.

5.2. Areas with potential for further development

The Law on Integral Risk Management and Civil Protection does not specifically mention migrants, nor is it gender sensitive. At the federal level, the Ministry of National Defence (*Secretaría de la Defensa Nacional*) has the Disaster Relief Plan for the Civilian Population (2019), Plan DNIIE, which encompasses the entire population but does not contain special measures for migrants.

Mexico City has no established strategies for dealing with migration flows triggered by environmental degradation and the adverse impacts of climate change. The Climate Action Strategy (2021–2030) makes no specific mention of migrants or displaced persons. Similarly, the Law on Integral Risk Management and Civil Protection fails to address migration movements caused by environmental degradation. SGIRPC of Mexico

²⁷ More information is available at www.proteccioncivil.cdmx.gob.mx/programas.

²⁸ More information is available at www.atlas.cdmx.gob.mx/principal/inicio. The page was updated in 1986 and again, most recently, in August 2022.

City relies on the Law on Climate Change Mitigation and Adaptation and Sustainable Development for the Federal District (2011), which also lacks specific guidelines in this regard.

Mexico City's current Government Programme includes no provision regarding the movement of refugees or migrants in times of crisis. There are only general plans for the population as a whole, under the responsibility of local and federal civil defence bodies. There are only ad hoc crisis recovery strategies, and they are designed as circumstances evolve. When there are migrants involved in a crisis situation, the responsibility for managing it is transferred to the National Migration Institute.



6

ENSURES THAT MIGRATION TAKES PLACE IN A SAFE, ORDERLY AND REGULAR MANNER

6.1. Migration governance: Examples of well-developed areas

In Mexico City, migrants have the right to access the justice system, and to legal guidance or any type of legal assistance, irrespective of their migration status. At the local level, the Law on Interculturality, Migrant Support and Human Mobility of the Federal District (2011) provides that all migrants enjoy the same entitlement as Mexican nationals to the same legal guarantees and certainty. Article 6 of the Constitution of Mexico City (2017) also provides for access to justice, while Article 14 provides for the right of public safety for all migrants. Likewise, under the Human Rights Programme of Mexico City (2016–2021), the local state is required to “respect, promote and guarantee access to justice for all people residing in and transiting through Mexico City.”²⁹ All migrants may have recourse to judicial bodies, such as the Migrant Crime Investigation Unit (*Unidad de Investigación de Delitos para Personas Migrantes*) – which forms part of the Office of the Attorney General of the Republic – or to the Federal Institute of Public Defence (part of the Council of the Judiciary).

The Attorney General of Mexico City and the Ombudsman for the Defence of Children and Adolescents handle cases of human trafficking in Mexico City. Under the Organic Law on the Office of the Attorney General of Mexico City (2019), the Attorney General is responsible for prosecuting offenses, investigating crimes and ensuring the dispensation of justice. In 2020, it staged a series of activities to mark the World Day against Trafficking in Persons, including the conference entitled “Human trafficking: Between risks and new challenges”, which took a critical look at trafficking in Mexico and mechanisms of prevention.

In parallel, Article 28 of the Law on the Rights of Children and Adolescents in Mexico City (2015) tasks the Ombudsman for the Defence of Children and Adolescents with protecting children and adolescents during judicial procedures and with safeguarding their best interests. The above-mentioned bodies have mounted information campaigns (the most recent in 2020) offering guidance on where to file complaints and how to identify cases of trafficking, along with providing hotlines.

The local government facilitates integration and reintegration of migrants through various programmes, including the aforementioned JuventusMx programme; the PILARES programme set up in 2019 by the Ministry of Culture (*Secretaría de Cultura*) and the Ministry of Education, Science, Technology and Innovation, which offers training courses, workshops, and basic and higher education in order to create integration pathways; and also the aforementioned Emerging Social Action (*Acción Social de Apoyo Emergente*) programme, implemented in 2021.

The authorities of Mexico City implement national guidelines on dealing with cases of disappearance or death occurring during migration. At the national level, the Attorney General of the Republic has the Migrant Crime Investigation Unit, which operates an External Support Mechanism for Search and Investigation (*Mecanismo de Apoyo Exterior de Búsqueda e Investigación*). This mechanism encompasses the local authorities (in the case of Mexico City, its Attorney General), operations personnel (police, forensic experts) and the head of the Migrant Crime Investigation Unit, and attachés and offices for the coordination of international affairs. The mechanism is a tool for investigation, search and redress in cases of disappearance or death during the migration process, and it is guided by the principles of non-discrimination, gratuity and avoidance of revictimization.

²⁹ Mexico City's 2016–2021 Human Rights Programme ceased to have effect with the introduction of new legislation – the Law on the Integral System of Rights, dated 1 December 2019 and effective as of 2 January 2020 – providing for the creation of a new programme. The new Human Rights Programme must be aligned with the General Development Plan for Mexico City, and at the time of writing of this report, it has not been approved.

6.2. Areas with potential for further development

Mexico City works with the Federal Government to implement national measures to facilitate the arrival of asylum seekers, but so far it has not developed its own measures in this regard. The body tasked by law to grant recognition of refugee status is the Mexican Commission for Refugee Assistance, which is headquartered in Mexico City. This institution provides assistance in supporting asylum applicants and refugees.

The local authorities provide ad hoc reporting on their activities to combat human trafficking. The Office of the Attorney General of Mexico City reports occasionally on its activities, when it undertakes operations against human trafficking or arrests persons associated with this activity. The Human Rights Commission of Mexico City publishes an annual report on human trafficking and abuses of authority in Mexico City.

Police training in Mexico City is intermittent. The Law on Public Safety of the Federal District (1993) recognizes the importance of this training, without stipulating its frequency. Mexico City has a specialized force – the Tourism Police of the Ministry of Public Security (*Secretaría de Seguridad Pública*) – which receives ongoing training on ways of providing guidance about services, procedures and medical assistance, and offering support in the event of crimes such as extortion, kidnapping and human trafficking. There is a General Police Training Programme, designed for the professional, technical, scientific, physical, humanistic and cultural advancement of members of the public security forces, within a framework of respect for human rights and the rule of law. The programme does not, however, establish specific training mechanisms in regard to the rights of migrants.



PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

This annex summarizes key national COVID-19 policy responses in Mexico City from a migration governance perspective. It is based on 11 questions that were added to the standard Migration Governance Indicators (MGI) assessment in Mexico City in order to effectively assess state migration governance in the context of the COVID-19 pandemic.¹



Under the Operational Plan for Migrant Support in Response to COVID-19 (*Plan Operativo de Atención a la Población Migrante ante COVID-19*), drawn up by the Ministry of Health in April 2020, COVID-19 management plans and strategies in Mexico City cover access to health services for the entire population, including migrants. Since the onset of the pandemic, Mexico City has been providing guidance on available COVID-19 hospitals, COVID-19 testing, vaccination services and medical home visits.^{2,3}

Migrants are entitled to the COVID-19 vaccine, subject to prior registration through the portal of the Ministry of Health.⁴ The vaccines are free of charge for migrants, as they are for Mexican nationals, and vaccination dates for migrants, refugees and persons subject to additional protection are set by age group. Irrespective of their migration status, migrants may get vaccinated upon presentation of some form of official identification; those not in possession of such identification may turn to the Roadrunner Brigades (*Brigadas Correccaminos*),⁵ which are present at vaccination centres.



The fiscal and social security measures brought in by Mexico City in response to COVID-19 are available on the same basis to migrants and Mexican nationals alike. Among other things, the “Programme of loans to micro, small and medium-sized enterprises” (*Programa de créditos a micro, medianas y pequeñas empresas*) organized by the Fund for the Social Development of Emerging Financing (*Fondo para el Desarrollo Social de Financiamiento Emergente*),⁶ which was set up in 2021, can be accessed by all migrants with an established business. The programme called “Emerging support for persons working in formal and informal restaurants” (*Apoyo emergente a personas que trabajan en restaurantes formales y no formales*), created in 2019 under the auspices of the Ministry of Labour and Employment Promotion and the Ministry of Economic Development, is available to foreign nationals formally employed by businesses in Mexico City.⁷

¹ It is to be noted that COVID-19 measures have been implemented at the national level, with local authorities playing their part in making their hospital facilities (Wilkins Hospital and Beatrice Road Infectious Diseases Hospital) available as quarantine centres for patients.

² Ministry of Health of Mexico City, COVID-19 portal. Available at <https://covid19.cdmx.gob.mx/>.

³ Ministry of Health of Mexico, Plan operativo de atención a la población migrante ante COVID-19 (2020). Available at https://coronavirus.gob.mx/wp-content/uploads/2020/05/Plan_Operativo_Atencion_Poblacion_Migrante_COVID-19.pdf.

⁴ Ministry of Health of Mexico, Personas migrantes en territorio mexicano también recibirán vacuna contra COVID-19. 21 February 2021. Available at www.gob.mx/salud/prensa/079-personas-migrantes-en-territorio-mexicano-tambien-recibiran-vacuna-contra-covid-19.

⁵ These are special brigades operating under the federal strategy called *Operativo Correccaminos* (Operation Roadrunner), aimed at full vaccine coverage against the SARS-CoV-2 virus for the entire Mexican population. The Office of the President of the Republic is responsible for the overall coordination of this Operation. The brigades are part of a multisectoral strategy launched by the Government of Mexico to coordinate vaccination against the SARS-CoV-2 virus in the country. More information is available at https://coronavirus.gob.mx/wp-content/uploads/2021/02/Operativo_Correccaminos_19feb2021.pdf.

⁶ More information is available at www.fondeso.cdmx.gob.mx/credito_covid_19.

⁷ More information is available at <https://tramites.cdmx.gob.mx/fondeso/> and <https://apoyoemergente.covid19.cdmx.gob.mx/>.



PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)



In taking measures to deal with COVID-19, the Government of Mexico City has been mindful of the specific needs of migrants. In August 2021, it launched the Social Action for Emerging Support (*Acción Social de Apoyo Emergente*), a scheme targeting migrants, refugees and internally displaced persons to assist them in obtaining identity documents and give advice regarding access to health and employment services in Mexico City, and also to offer financial support worth 5,600 Mexican pesos.⁸ At the federal level, the Operational Plan for Migrant Support in Response to COVID-19 establishes a mechanism through which to connect with local health jurisdictions, and thanks to which, Mexico City has public health facilities where migrants can receive attention.



In Mexico City, migration status is not recorded as a separate variable in data collection and dissemination for the purposes of COVID-19 statistics. Only the total number of cases is recorded, including active cases and deaths, by mayoral district and neighbourhood, and broken down by sex.⁹ In a similar vein, the administration has also not undertaken any socioeconomic analysis of the impacts of the pandemic, though organizations like the International Labour Organization¹⁰ and IOM¹¹ have conducted studies on its socioeconomic impacts on migration in Mexico.



In coordination with federal authorities, Mexico City developed and implemented measures to aid and facilitate the long-term reintegration of nationals and residents so that they could return to the area in the context of COVID-19. Between 2019 and 2020, the Ministry of Foreign Affairs, working through the network of embassies and consulates, planned the repatriation of Mexicans stranded abroad because of the pandemic. Up to 2021, the Ministry also provided updates as to when and under what conditions Mexican emigrants could return to their respective countries of residence.¹²

⁸ More information is available at https://data.consejeria.cdmx.gob.mx/portal_old/uploads/gacetas/78f7dd8ec75eb6f131d131e4c245f034.pdf.

⁹ Ministry of Health of Mexico City, COVID-19 portal. Available at <https://covid19.cdmx.gob.mx/>.

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MIGRATION
GOVERNANCE
INDICATORS

LOCAL



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ANNEXES

MiGOF: Migration Governance Framework³⁰

In an attempt to define the concept of “well-managed migration policies”, the International Organization for Migration (IOM) devised a Migration Governance Framework (MiGOF), which was welcomed by the IOM Council in November 2015. For the purposes of the Migration Governance Framework, IOM defines governance as “the traditions and institutions by which authority on migration, mobility and nationality in a country is exercised, including the capacity of the government to effectively formulate and implement sound policies in these areas”.

The Framework sets out the essential elements of “good migration governance” – three principles and three objectives which, if respected and fulfilled, would ensure that migration is humane, safe and orderly, and that it provides benefits for migrants and societies.³¹ IOM’s view is that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society:

When it:

- (i) Adheres to international standards and fulfils migrants’ rights;
- (ii) Formulates policy using evidence and a “whole-of-government” approach;
- (iii) Engages with partners to address migration and related issues;

As it seeks to:

- (i) Advance the socioeconomic well-being of migrants and society;
- (ii) Effectively address the mobility dimensions of crises;
- (iii) Ensure that migration takes place in a safe, orderly and dignified manner.

The MiGOF does NOT create new standards or norms. In drafting the Framework, IOM relied on its expertise and analytical work, as well as on existing commitments, non-binding declarations and statements. It does NOT address global migration governance that is the international architecture for dealing with issues related to migration and human mobility. Instead, the focus is on the governance and management of migration from the point of view of the State as the primary actor. It does NOT propose one model for all States. The Framework presents a “high road” or ideal version of migration governance, to which States can aspire.

The MiGOF is based on the understanding that, as the primary actor in migration, mobility and nationality affairs, a State retains the sovereign right to determine who enters and stays in its territory and under what conditions, within the framework of international law. Other actors – citizens, migrants, international organizations, the private sector, unions, non-governmental organizations, community organizations, religious organizations and academia – contribute to migration governance through their interaction with States and each other.

³⁰ IOM Council, Migration Governance Framework, 106th Session, C/106/40 (4 November 2015). Available at <https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf>.

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The MGI process



1 Launch of the Local MGI process

The first step of the process is to explain to key national and local government officials what the Local MGI entails, in order to ensure full understanding of the project and complete buy-in at both levels.



2 Data collection

The second step of the process is to start the collection and analysis of data based on adapted indicators from the MGI. A draft local migration governance profile based on analysis of the findings is then shared with the government counterparts.



3 Multi-stakeholder discussions on the results of the MGI

The third step of the process is to convene a consultation where local and national government officials and other stakeholders discuss the good practices and main gaps identified in the draft local migration governance profile. It is also an opportunity for them to comment on and provide suggestions to the draft profile.



4 Final report

The last step is to finalize the local migration governance profile, obtain final validation from the local authorities, and publish a printed version of the report as well as an online version on the Global Migration Data Portal¹⁶ and upload it on the IOM Publications Platform.¹⁷

¹⁶ You can find the profiles at www.migrationdataportal.org/overviews/mgi.

¹⁷ Please see <https://publications.iom.int/>.



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