

# HUMANITARIAN REPORT 2024 MEXICO





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#### INTRODUCTION **MEXICO AND CENTRAL AMERICA: THE URGENT NEED** FOR A COORDINATED RESPONSE TO SILENT VIOLENCE



By Olivier Dubois, head of the ICRC's regional delegation for Mexico and Central America

A young man disappears on the migration route almost without a trace. A teenage girl survives a sexual assault and is too afraid to seek help. A family suddenly decides to leave their home to flee from violence. The common denominator: silence.

It is this silent violence that worries us the most, because whole families and communities are no longer able to live in peace and follow their dreams, but this violence may go unnoticed. Only those who sit at a comfortable distance can act like nothing is happening and convince themselves that this silence is peaceful rather than fearful.

In Mexico and Central America, where thousands of people suffer every day from the visible and invisible consequences of constant violence, the International Committee of the Red Cross (ICRC) strives to listen to and support victims of this violence and work with them to best respond to their needs and ultimately protect them. Our mission is unwavering: to do everything in our power to alleviate and prevent human suffering.

We know that to be effective in supporting people affected by violence, the humanitarian response must be coordinated. It is the obligation of governments, the international community and society as a whole to try to understand what these people go through, to recognize and make their needs visible, and to make every effort to alleviate their suffering. Regardless of their origin, gender, sexual orientation or migration status, all those affected by the human consequences of violence must be protected and treated with respect.

Diplomacy and international cooperation are key to putting effective measures in place to protect these people. The human cost of violence must not go unnoticed, and the stories of thousands of people must not be forgotten. The region must raise awareness of this violence, rather than becoming indifferent to or accustomed to violence and its consequences. Treating victims with respect is one way of helping to find solutions to the humanitarian problems affecting the region; problems such as migration, disappearances, forced displacement and deprivation of liberty.

As a neutral party, we get involved by promoting and supporting humanitarian actions that allow us to address key issues of protection and we encourage regional cooperation to respond to them.

We work with the region's governments to develop or strengthen protection mechanisms, build and implement regulatory frameworks in accordance with international law and standards, and promote international humanitarian law and international human rights law. In a turbulent, increasingly fragmented world, it is crucial that we protect these actions, because in doing so we are protecting humanity itself.

We get involved in initiatives that bring hope. In 2023, alongside the Mexican Ministry of Foreign Affairs, the National Search Commission and Mexican, Honduran, Salvadoran, Guatemalan and Panamanian authorities, we held a regional forum to explore how information could be legally exchanged to support the work of searching for, locating and identifying missing migrants.

The systematic exchange of standardized information is a step forwards in the search for missing people, and gives us a better chance of locating and identifying them if they have passed away. We are convinced that this significant regional effort is a big step in supporting the thousands of families who are searching for their loved ones.

These actions are key to continued protection of the rights of missing and deceased people and their relatives.

The suffering of all those affected by violence should not be ignored. We cannot afford to be indifferent to the pain and uncertainty faced by those who are deprived of their loved ones, their homes, their safety and their peace of mind.

#### **EDITORIAL MEXICO: THE FACE OF VIOLENCE IS CHANGING, BUT** HUMAN NEED IS EVER-PRESENT



By Miguel Ramírez, head of operations of the ICRC in Mexico

Diana Gutiérrez's mother Adulfa is 81 years old and disappeared on 13 September 2016 in the State of Mexico. Her daughter and other relatives have been searching for her ever since. They treasure their memories of Adulfa and remember her as a loving woman who enjoyed a cup of coffee and a good film.

It is very hard for the relatives of missing people, says Nailea Carreño, from Guanajuato, who is looking for her sister Sharon, who disappeared on 21 June 2020. Before she disappeared, Sharon would come home and go straight to bed with her dinner. "I used to find that annoying, but now I miss it," admits Nailea, whose daily routine is now focused around getting involved in search parties and praying that her sister will be found.

In Mexico, the scourge of violence is ever-present, complex and constantly changing. The number of violent deaths in Mexico is at a critical level, with 23 homicides per 100,000 inhabitants in 2023, according to calculations based on official data.<sup>1</sup> Violence breaks down the fabric of society, leaving a trail of missing people, unmarked graves, forced migration, broken families, mental health problems and more. It restricts mobility and access to basic services such as education and health.

At the same time, Mexico, like many other countries, is experiencing a rapidly changing political and social scene. Diana and Nailea, and thousands of others like them, are witnesses to the fact that despite the changes, violence is still affecting many lives and is evidently at a critical level. Regardless of the circumstances, these people need our help.

The work of aid agencies is constantly evolving. International aid budgets are likely to shrink in the coming years, so in 2023 the ICRC implemented global measures designed to adjust to this while ensuring its work is still as effective as possible. These measures have meant significant challenges, both globally and in Mexico, where we are seeking to alleviate the consequences of violence and provide help and protection to those affected by it, including to the relatives of missing people, migrants, communities and people deprived of their liberty.

However, our work never stops, and thanks to the adaptability of ICRC humanitarian staff in the country, we are continuing to find creative and innovative ways of dealing with internal change, the changing face of violence, and movement within the country's institutions.

The ICRC believes that innovation means being flexible. We must adapt and improve, meet new needs, anticipate challenges and support national institutions. To respond effectively, we are constantly implementing new solutions in key areas, whether it be adopting new technology, creating adapted products or restructuring processes. We also explore innovative collaboration and referral mechanisms, proposing ways we can gradually improve or laying the groundwork for broader initiatives such as digitization and data management.

Our innovation is reflected in technological solutions such as the <u>Resolve</u> platform, which helps the country use scientific methods to identify people, and <u>RedSafe</u>, which provides migrants with timely, useful and accurate information on how to prevent and mitigate the risks they face along their journey and on how to access essential services in Mexico and Central America.

Innovation is also evident in collaboration mechanisms and face-to-face meetings to support people affected by violence. Such meetings might take the form of dialogue with the authorities, or workshops on forensic identification for people searching for a loved one that equip them with tools to support them in their search. "It's important to keep on studying, because technology is constantly changing, and we need to make sure our searches are more than just superficial. What we learn at these classes is very important," one workshop participant commented.

In 2023, the ICRC held an in-person and virtual International Conference for Families of Missing Persons. This event brought together 700 people from over 50 countries in 44 locations to exchange ideas, challenges and lessons learned in their searches, raise awareness, learn strategies for coping with the emotional strain of the situation and commemorate their loved ones. This network of solidarity has been a great tool in inspiring and supporting the relatives of missing people.

"There are no limits and no borders, nor should there be for missing people, because we're all working together towards finding these people (...) We're not authorities, but we can lend our support (...) Here, we're in the spotlight, we're not invisible," Diana commented at the 2023 conference. For her part, Nailea shared her admiration for the persistence shown by relatives of missing people all over the world.

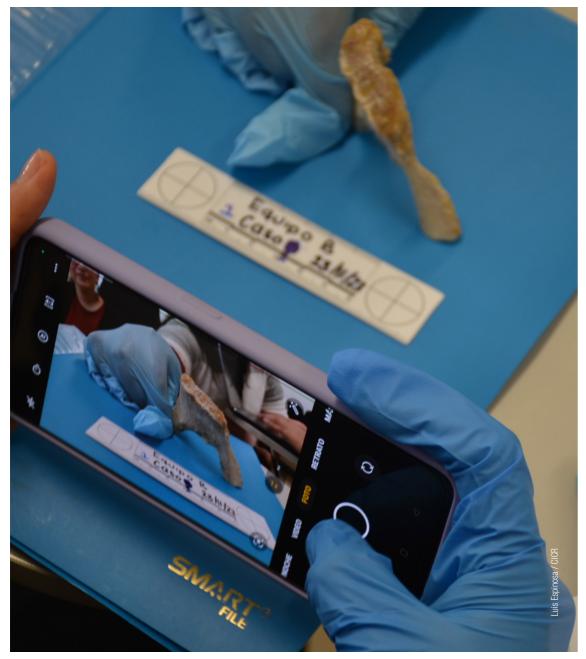
In 2023, we continued to protect migrants by conducting confidential bilateral dialogues with authorities and supporting institutions and shelters. We worked hard to provide migrants with useful information to help protect them against risks along the route, and we referred people to institutions working to protect them, respect them and keep them safe. One example is that of the Morales family, who are asylum seekers in Mexico.

The family found themselves homeless in a southern city. They had no idea where to turn and appeared to be malnourished. Our team provided the family with information about aid services so that they could make informed decisions, and helped them move into a safe shelter where they could stay together.

The Executive Secretariat of the National Public Security System reported that in 2023 there were 29,675 victims of intentional homicide.

Amid the complex reality facing Mexico, the stories of Adulfa, Diana, Sharon, Nailea, the Morales family and so many others reflect just some of the profound damage that violence has on our communities.

Despite the challenges and constraints, the ICRC continues to be committed to supporting these people, and is constantly innovating and adapting so that it can provide support and protection to those who need it most. Our commitment is clear: no matter what changes in the country, or how bad the violence gets, we will continue to work to alleviate human suffering.



High-quality forensic work can help address the uncertainty and pain of those who are grieving missing loved ones.

### **MIGRANTS AND INTERNALLY DISPLACED PEOPLE**

According to official data, in 2023 the number of migrants in an irregular situation transiting through Mexico increased by 74.5 per cent compared with 2022. There was a notable presence of people from other continents, mainly Asia and Africa, and an increase in family groups with children and adolescents, who had very specific protection needs.

Because of their migratory status and the fear of being detected by the authorities, people resort to dangerous means and routes that expose them to various risks, from the loss or destruction of identity documents, robbery, kidnapping and extortion, to mistreatment and sexual violence. Many migrants disappear or die along the way.

In turn, changes in migration policies and management in the region have increased the risk of families getting separated and people who are in need of international protection being arrested or deported.

These same changes have led to accommodation spaces becoming full to the brim and migrants accumulating in various areas of the country. "Migrant caravans" have become a common feature of migration, but they often occur in precarious conditions and present particular risks for vulnerable groups.

Available services (whether public or provided by aid agencies) are insufficient to meet the growing and complex aid and protection needs of migrants, displaced people, asylum seekers and refugees.

In this context, information that helps people to prevent risks and to access rights and protection mechanisms has become essential to the work of saving lives.

To that end, in 2023 we focused our efforts on listening to, and really understanding, the specific needs of migrants. We kept up a permanent, confidential and bilateral dialogue with the relevant authorities in order to better protect migrants and help them access essential services and rights, both along the migration route and at migration stations and temporary shelters.

Without either encouraging or discouraging migration, we provided people with useful information to help prevent and mitigate risks on their journey and to help them locate aid services. We also launched <u>RedSafe</u>, a digital humanitarian platform that provides information on self-care and access to aid services in Mexico and Central America, as well as secure services, such as messaging and a vault to store digital documents.

We also worked with the Casa Betania shelter in Chiapas and the Las Patronas dining hall for migrants in Veracruz to ensure they had adequate infrastructure to provide primary health care and food to migrants. In La Gloria, Chiapas, we restored a well for the benefit of locals and migrants.

We also collaborated with congressional committees and the Unit for Migration Policy, Registration and Identity of Persons of the Ministry of the Interior to strengthen the regulatory framework for migration in accordance with international human rights law.

Together with United Nations agencies and the general directorates for human rights in Guerrero and Chiapas, we provided technical support for reforming regulatory frameworks and recognizing the needs of displaced people and host communities.



In Veracruz, we supported the Las Patronas collective by remodelling the roof of their dining room, thus helping them have adequate infrastructure for providing food services to migrants.

# SEPARATED, MISSING, DECEASED PEOPLE AND THEIR RELATIVES

During 2023, Mexico faced an increasingly complex and challenging humanitarian situation regarding missing people and unidentified bodies and their relatives. The number of disappearances continued to increase, with 11,923 new cases compared with 9,077 the previous year, according to the <u>National Registry of Disappeared and Missing</u> <u>People</u>. In contrast, the number of people located, identified and returned to their families did not advance at the same pace.

With a daily average of more than 80 intentional homicides, the continued violence increased the challenges faced by medical legal institutions. Lack of personnel and inadequate infrastructure contributed to a backlog in the management and identification of the deceased. According to the Government of Mexico, at least 52,000 deceased people remain unidentified, which shows the magnitude of this challenge for the country.

The risk of families being separated, people disappearing and migrants dying also increased, especially on the northern and southern borders, as a result of changes in migration policies and violence that forced migrants to take more dangerous routes.

Despite the efforts and participation of numerous public institutions in responding to the emergency situation regarding missing people and unidentified deceased people, coordinating and unifying initiatives continues to be a problem. Meanwhile, thousands of families continue to live with the uncertainty of not having news of their loved ones and are looking for answers.

Women have taken a leading role in the search, which comes with emotional and physical risks, including forced displacement and even murder, the most extreme form of violence against them. They also face limited access to relief measures, aid and emergency care. These rights should be available to all families from the time the search is initiated, to when the person is located and identified and the investigation is legally closed.

In response to these challenges, we focused on supporting the families of missing people by providing them with training about their rights and about search mechanisms, as well as by promoting meetings at which experiences are shared and lessons learned are discussed. One such meeting is the International Conference for Families of Missing Persons, which counted El Salvador among its multiple locations.

We also facilitated dialogue between authorities at the municipal, state and federal levels. At the federal level, we promoted the implementation of the standardized protocol for the search for missing people, issued as part of the country's General Law on Missing Persons. We provided training for forensic personnel throughout the country, thus helping Mexico's institutions in facilitating the right to dignified treatment of deceased people.

In collaboration with the Attorney General's Office, we started implementing the Resolve platform, which seeks to more efficiently manage data on missing and deceased people throughout Mexico and support search and identification processes. Resolve will replace the ante mortem/post mortem database system, which was donated to the national authorities in 2015. In collaboration with federal and state authorities, and in coordination with authorities from other Central American countries, we set up a project to share the fingerprints of unidentified people.



We supported families to commemorate their loved ones and we developed psychological and social care programmes. We participated in training programmes for mental health professionals and helped strengthen care for people affected by violence and disappearances in states such as Guerrero, Guanajuato and Baja California.

In collaboration with the Guanajuato authorities, the network of psychologists and thanatologists, and the Human Rights Ombudsman's Office, we helped improve mental health care and psychosocial support for relatives of missing people. We held six group workshops to support children, adolescents and caregivers, and created a guide with tools for dealing with disappearances, which will be delivered this year (2024).

For migrants, our humanitarian action focused on preventing disappearances and family separation through creating and disseminating useful information for migrants, particularly for children and adolescents. We facilitated collaboration between authorities, civil organizations and shelters to support strategies to search for missing migrants.

Given the increase in deaths along the migratory route, we encouraged dialogue on improving coordination and response in the mental health and psychosocial care provided to the relatives of migrants. This included creating protocols on the proper notification of relatives and dignified delivery of corpses.

We supported the Mexican Red Cross, which provides free services aimed at reestablishing contact between family members, as well as shelters with connectivity points offering phone calls, free phone charging, and internet along the migratory route.



Families are not waiting; they're trying to find their loved ones. We support the families of missing people and help respond to their various needs.

#### **PEOPLE DEPRIVED OF THEIR LIBERTY**

As part of our humanitarian action, we promote the respectful treatment of people deprived of their liberty and aim to ensure that their living conditions are in accordance with international standards. To this end, we hold confidential dialogue with the relevant authorities.

In 2023, we organized regional workshops and training activities on prison infrastructure issues within the framework of the <u>Criteria for Technical Standards</u> for Prison Infrastructure (CETIP) project, whose objective is to support countries in developing architectural design models that guarantee adequate, functional and dignified infrastructure for prisoners. The project also considers fundamental aspects such as procedures, flows and personnel management in prisons.

We also promoted the participation of prison officials from 11 countries – including Mexico's decentralized agency responsible for prevention and social rehabilitation (OADPRS in Spanish) – in the VIII CETIP workshop held in San José, Costa Rica, in April 2023.

As part of our response after Hurricane Otis in Guerrero, we coordinated actions together with the Mexican Red Cross so that people deprived of their liberty at the Las Cruces social reinsertion centre in Acapulco could communicate with their relatives. This included temporary provision of satellite and cell phones, and the Red Cross messages system. Priority was given to people in especially vulnerable situations, such as women, older people, foreigners and members of the LGBTIQ+ community.

#### ACTIONS TO PROMOTE AN ENVIRONMENT THAT IS MORE RESPECTFUL OF LIFE AND HUMAN DIGNITY

In 2023, we worked in Mexico to mitigate the human consequences of armed violence through dialogue with government authorities and institutions at all three levels. We also facilitated spaces for discussion with officials, civil organizations and academics around issues related to respect for human life and dignity, including in the context of human mobility.

We held dialogues with authorities from the National Guard and the Secretariat of National Defense on their powers and responsibilities in terms of protecting people during law enforcement operations. Together with the Secretariat of the Navy, we held training sessions for the Naval Police on maintaining public order.

We participated in conferences for Mexico's Joint Training Centre for Peace Operations, which trains military and police personnel in peacekeeping operations within the framework of the UN Security Council.

At the regional level, we took part in activities with the Latin American Armed Forces in spaces such as the Inter-American Defense Board, the Inter-American Defense College, the Human Rights Initiative of the Southern Command and the Conference of Central American Armed Forces. These activities were an opportunity to reflect on the global situation, challenges and military participation in security operations, the importance of having legal advisers to guide them on the legal framework applicable to the planning and execution of their operations, and the relevance of integrating into their doctrine, education, training, equipment and investigation systems the international standards applicable to the military operations they carry out.

At the local level, we promoted dialogue with security forces in the countries in which we operate, with an emphasis on respecting health-care services and protecting migrants.

Equally important were various activities designed to encourage reflection on the humanitarian consequences of human mobility in Mexico and the region, which include disappearances. We trained local authorities and collaborated with the Grupo Interagencial de Desplazamiento Interno [Inter-agency Group on Internal Displacement] to run virtual courses. We took part in the regional 2023 Judgments Award: access to justice for migrants, refugees, and other persons subject to international protection. As part of this event we, together with civil society organizations, coordinated a forum to reflect on the impact of judgments that had previously won this award.

We also organized an event called Legal Strategies for the Exchange of Information on Missing Persons between Mexico, Honduras, Guatemala and El Salvador, which explored systems for exchanging information on missing migrants, aimed at increasing the likelihood of locating and identifying them in the event of death. We also consolidated academic ties with the Inter-American Human Rights System diploma and the Endless Diasporas Colloquium: Exodus, Displacement and Mobility, organized by the National Autonomous University of Mexico (UNAM).

As guardians of international humanitarian law (IHL), we promoted initiatives for the dissemination of, and discussion about, this law. This included two panel presentations on the "Organized Crime" edition of the *International Review of the Red Cross*, in association with the Autonomous Technological Institute of Mexico and the National Autonomous University of Mexico.

In addition, Mexico's Interministerial Committee on International Humanitarian Law held its annual course for civil servants. We also supported the participation of this committee in the Regional Meeting of National Committees on IHL and Other Similar Entities of the Americas.

We organized a talk on the challenges and contemporary aspects of IHL in association with the Universidad de las Américas Puebla (UDLAP). We also coordinated consultation events to explain an initiative to create a "digital emblem" to signal the protection of civilians and civilian property in military cyber operations during armed conflicts.



Maintaining a dialogue with the armed forces is an integral part of our operations in Mexico. We discuss with them the international regulatory framework applicable to their powers and operations.

#### **COOPERATION WITH THE MEXICAN RED CROSS**

We work hand in hand with the Mexican Red Cross to provide a more relevant and sustainable humanitarian response. In 2023, the impact of Hurricane Otis in Guerrero was a clear example of the potential for natural disasters to leave hundreds of people incommunicado, missing and dead, and to cause considerable material damage.

To help families affected by the hurricane to stay together or to find each other, an ICRC team supported the Mexican Red Cross family reconnection services. These services included calls, satellite internet connection, battery charging, tracing and written messages.

We supported six national assistance points operated by the Mexican Red Cross to provide pre-hospital medical care and communication services to migrants, aimed at reducing the risks of families getting separated and people disappearing during their passage through Mexico.

In 2023, we supported the Restoring Family Links (RFL) network by training Mexican RedCrossvolunteersinGuanajuato, MexicoCity and Veracruz to respond to emergencies throughout the country.

To build the capacities of the Mexican Red Cross in the management of deceased persons in disaster situations, we assisted public institutions by training volunteers from the Red Cross National Team for the Rescue of Persons in Collapsed Structures (Urban Search and Rescue).

Simultaneously, to help make sure that Mexican Red Cross actions were accepted, understood and able to be carried out safely, we supported their staff in charge of the Safer Access programme and helped to improve the signage and identification of their vehicles.



Following Hurricane Otis in Acapulco, and in support of the Mexican Red Cross, we helped affected families reestablish contact. Communication during emergencies is essential to reconnecting with, and supporting, loved ones.

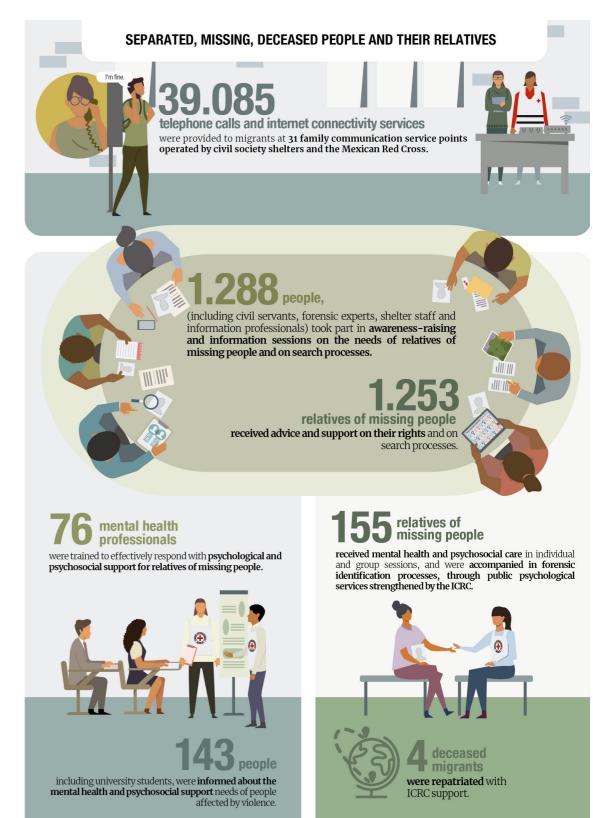


#### **OUR WORK IN NUMBERS**

#### MIGRANTS AND INTERNALLY DISPLACED PEOPLE downloads of the RedSafe app were registered in Mexico between 16 June and 31 December 2023. This tool gives information on **Q** aid services for migrants in Mexico, Honduras, Guatemala, El Salvador and Costa Rica. migrants following an accident or a violent incident along the route were supported in accessing physical rehabilitation therapies, prostheses, orthotics, and orthopaedic articles and derivers printed and digital self-care me were shared with migrants. devices. received medical care at six assistance points operated by the Mexican Red Cross supported by the ICRO **34** injured or sick migrants received support with osteosynthesis materials, medicines and medical studies as part of their hospital care. At least people benefited from 16 visits to six migration stations **J** migrants and temporary shelters, and 305 of them accessed their rights benefited from donations of construction materials or and services inside these facilities, thanks to our work. from infrastructure projects in six civil society shelters.

migrants in vulnerable family groups were referred from the Central de Autobuses del Norte bus station in Mexico City to public shelters, in coordination with local authorities.







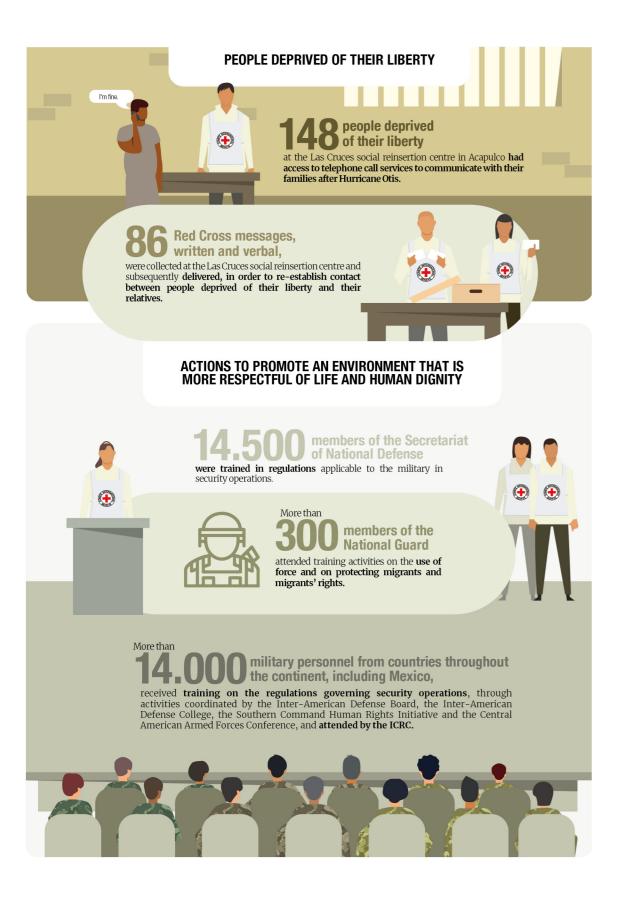


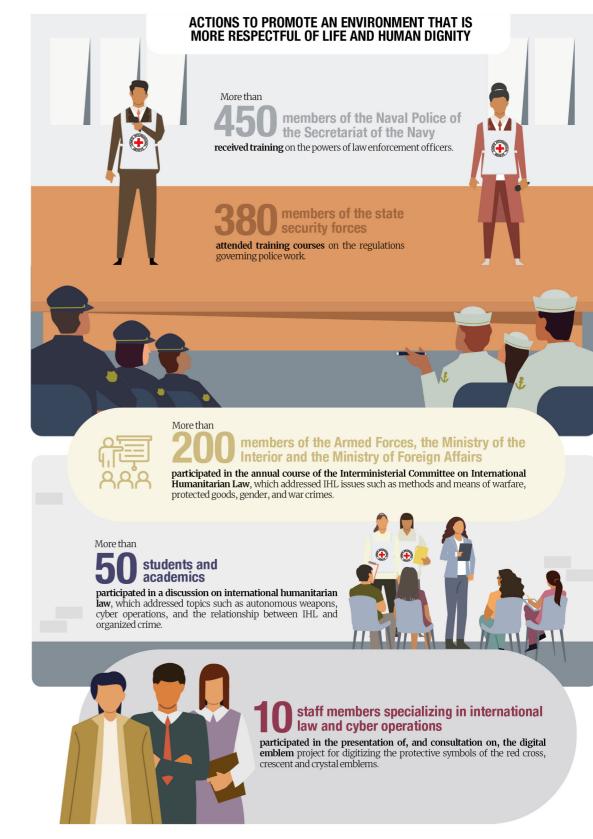
#### **OUR WORK IN NUMBERS**



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#### **PERSONAL STORIES**

#### Rosa de Belén González has been searching for her son Jacob Vicente Jiménez since 25 September 2015. She is a leader of the Madres en Búsqueda Belén González [Belén González Mothers' Search] collective.

"The little knowledge I've gained in these long eight years all contributes to making sure this doesn't happen to anyone else... because none of us asked to be here. We were put here.

We were forced to learn something we didn't want to learn. We left our brooms behind to pick up shovels and our mops behind to pick up pickaxes, all for the sake of going out and searching for our children.

Don't give up, comrades, because it's not over until we find them."

## Adriana Baena has been searching for her husband Saulo Rodríguez since 7 January 2011. She is general director of the Los Otros Desaparecidos collective.



But over time, their grief and courage causes deep emotional damage."

Complete testimonial in QR code







"Mental health is a very pressing issue. Los Otros Desaparecidos [The Other Disappearances] has helped me see the emotional damage caused to families. At the beginning, they are just brave, angry and frustrated at not finding their family member.





#### **PERSONAL STORIES**

#### Migrant from Honduras. Albergue Casa Betania in Salto de Agua, Chiapas.

"I've been walking for eight days. I arrived here (at this shelter) the day before yesterday. We're treated well here. They feed you and let you phone your family. I've also received medical care.

The shelters are very important because sometimes you're very tired and your feet are sore. Migrants need these shelters, where someone is there to help you."

Complete testimonial in QR code







We accompany relatives of missing people in the search for their loved ones. In 2023 we worked with groups of relatives of missing people from Guerrero to develop commemoration events and psychosocial care programs.

At the same time, we advised groups and authorities to promote a Disappearance Law in the state.

#### MISSION

We help people around the world affected by armed conflict and other violence, doing everything we can to protect their lives and dignity and to relieve their suffering, often with our Red Cross and Red Crescent partners. We also seek to prevent hardship by promoting and strengthening humanitarian law and championing universal humanitarian principles.

People know they can count on us to carry out a range of lifesaving activities in conflict zones and to work closely with the communities there to understand and meet their needs. Our experience and expertise enable us to respond quickly and effectively, without taking sides.









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