

# CIUDAD JUAREZ 2040 VISION

Executive report

 **HABITAT**  
FOR A BETTER URBAN FUTURE



HERÓICA  
**CIUDAD  
JUÁREZ**

Gobierno Municipal 2021-2024

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## FOREWORD MUNICIPALITY OF JUAREZ



**Cruz Pérez Cuellar**  
Mayor of Ciudad Juárez

Friends of Juárez,

Ciudad Juárez is not only the most fabulous and beautiful border in the world. The city of Juárez is a city with tremendous potential, recognized for the quality and warmth of its citizens, which contributes to its strategic advantages in competing in the world's most important markets, hence making it the largest economic engine in the state and one of the most significant in the country. For this reason it is essential for the city to have a clear path to secure a prosperous future for its citizens. The Ciudad Juárez 2040 Vision is a document that embodies the dreams and desires of its citizens who actively participate, work and value Ciudad Juárez, either because it is their place of birth or have been welcomed with open arms.

This administration's main mission is to bring significant and lasting change to restore the greatness, development and quality of life of our people, particularly by improving the conditions of our most vulnerable population. Change is already here, but also requires a long-term vision for Ciudad Juárez's future development, which will guide policy decision in order to achieve the Sustainable Development Goals of the United Nations 2030 Agenda and place Juárez in the privileged position it deserves in the international community.

It is therefore extremely beneficial to partner with neutral agencies and experts in the field. UN-Habitat is an international agency that works with local governments across the world to achieve prosperity through the promotion of sustainable urban development; by incorporating cross-cutting principles such as gender equality, attention to vulnerable groups, human rights approaches, and climate change.

Ciudad Juárez's greatest asset is its people. This strong and supportive community has been able to overcome adverse circumstances, thanks to their indomitable spirit. We, the people of Juárez, must work tirelessly together as a team to ensure a better quality of life in our city, by making it a safer, cleaner and more environmentally friendly place.

In order for the hard work we are doing on a daily basis to bear fruit and be reflected in overcoming the challenges imposed on us by the past, one of the most important pillars lies in establishing and maintaining a strategy that transcends administrations, as we have described in the Municipal Development Plan 2021-2024.

I am sure that united and hand in hand with strategic alliances we will be able to build the Juárez we wish to have by the year 2040.

## FOREWORD UN-HABITAT



**Elkin Velásquez**

Regional Director of UN-Habitat in Latin America and the Caribbean

As a border city, Ciudad Juarez has unique urban dynamics that set it apart from most other cities. It is not uncommon for thousands of border residents to begin the day in either Ciudad Juarez or El Paso, go to study or work on the other side of the border, and return in the evening to their city of origin.

It is this geographical condition that sets the tone for many of the social, economic, and urban phenomena that are occurring in the city. From the industrial vocation, which has forged together with migratory movements a plural and diverse identity, to the challenges of consolidating urban infrastructure resulting from the rapid growth of recent years, which has generated multiple externalities which Juarenses experience on a daily basis, such as the long distances to be travelled and the lack of quality public spaces, to mention a few everyday urban issues that affect the quality of life.

In an urban context such as that of Ciudad Juarez, the approach of the municipal government headed by Cruz Perez Cuellar sets a path to follow. Since the beginning of the administration, it has been strongly committed to encourage action in daily life, connected by the hope generated by long-term planning based on a proposal of citizen participation of the people of Juarez.

Assuming the challenges from the transforming action and the long term vision can summarize in some way the imprint of Mayor Cruz Perez Cuellar at the head of the Juarez administration. Establishing a process of collective construction of a long-term vision is an essential part of the city's strategy. And in this purpose, the Sustainable Development Goals of the 2030 Agenda and the New Urban Agenda, which runs until 2036, have been chosen as references.

As a result of this combination of circumstance and leadership, the collaboration with UN-Habitat was formalized to contribute to the co-creation process of this key piece for the future of Ciudad Juarez, which, seen from the international scene, becomes a significant case for cities around the world that want to advance along this path of territorial planning for sustainable development in challenging urban contexts.

This piece presents visioning processes and content for Ciudad Juarez. A city vision helps guide planning efforts toward common long-term objectives. To develop it, five relevant factors are usually considered in practice. First, the vision is related to infrastructure planning in the territory. The second factor is oriented toward fostering the city's capacity to generate investments that will create and sustain shared prosperity. The third refers to orienting planning toward strategies and

actions that generate hope for the future of its citizens. The fourth relates to actions implemented to address today's environmental challenges, including climate change. The fifth factor, the most important and determining one, is society's capacity to transform the social variables and dynamics that move the city into an engine of change.

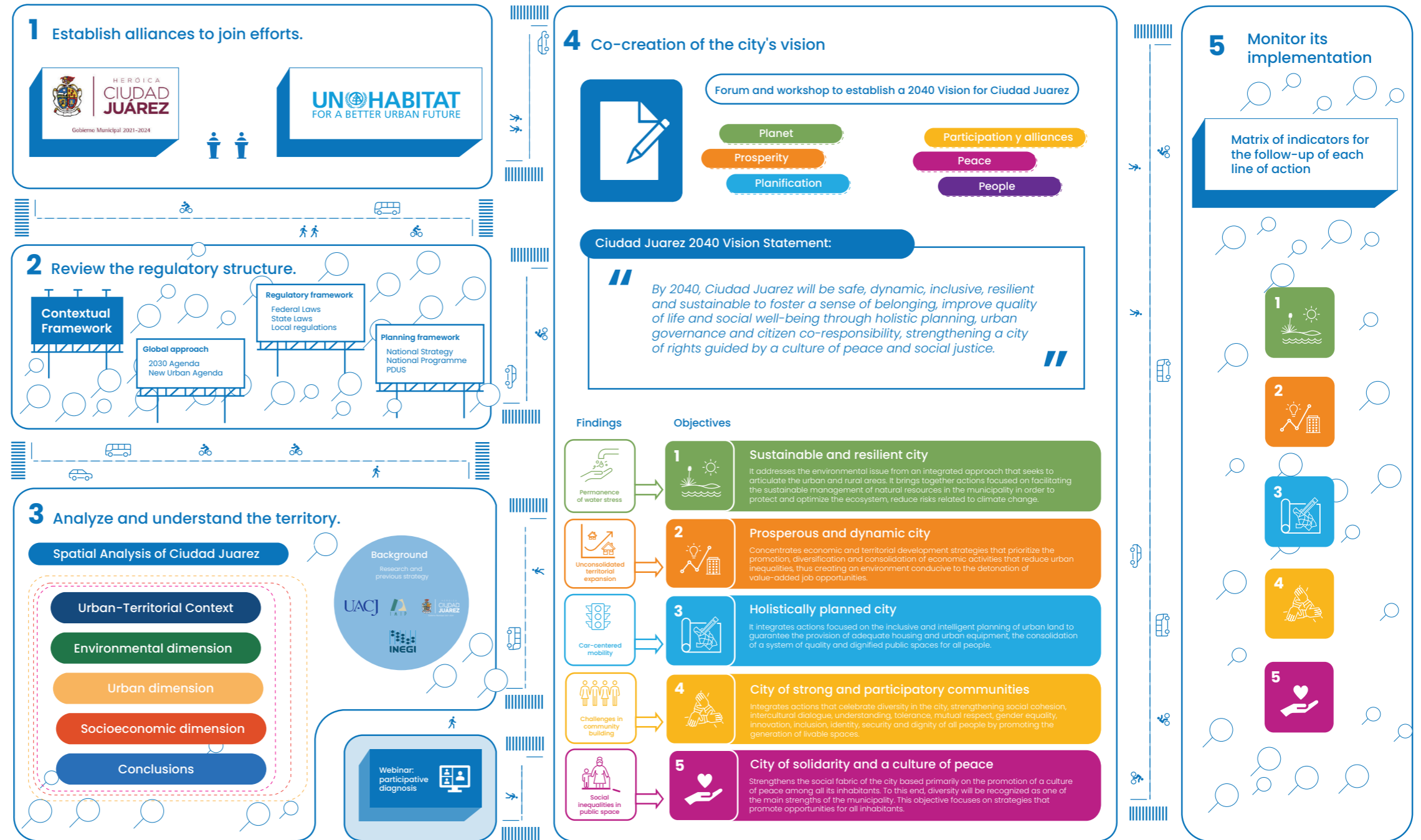
This last factor presents a major opportunity for innovation. Until recently, visions of cities were built on the assumption that improving the physical environment would de facto improve the social environment. But international experience has gradually shown that there is no need to stick to that old order of things.

Several experts in Latin America have said that the focus should be on building citizenship and social fabric in order to build cities. If the vision of infrastructure and investment are not guided by their impact on the quality and dynamics of the social fabric, there will be no social transformation. Therefore, the sustainable transformation of cities presents simultaneously the need and the opportunity to generate alliances between agents and communities, particularly those that have traditionally been excluded from planning processes, to ensure their inclusion in development.

Ciudad Juarez is an exceptional municipality with a thriving and dynamic economy, as well as a strong and resilient community. We are confident that the transformative policies pioneered in the city today are beginning to catalyze change and contribute to improving the quality of life of the people who live in the Municipality of Juarez.

The Ciudad Juarez Vision 2040 is a collective effort of local government, academia, civil associations and citizens in general to integrate a strategic piece that guides public policy and collective action for the long-term development of the city. Built in a participatory manner and ensuring its legitimacy, this strategy is both a guide for short-term action and a legacy for the people of Juarez in the future.

**Figure 1.** Executive summary of the collaborative construction process of the Ciudad Juarez 2040 Vision. Source: UN-Habitat, 2022.



**"By 2040, Ciudad Juarez will be safe, dynamic, inclusive, resilient and sustainable to foster a sense of belonging, improve quality of life and social well-being through holistic planning, urban governance and citizen co-responsibility strengthening a city of rights guided by a culture of peace and social justice"**

Vision Statement – Ciudad Juarez 2040

## INTRODUCTION

This document consists of a summary of Ciudad Juarez 2040 Vision, in which the process of defining the Vision is presented, starting with its foundation, the analysis of the current state of the city, the participatory process for creating the Vision phrase, a strategy for implementing it, and a number of tools for monitoring it. Only the Vision strategy is presented in this version for ease of reading; all information can be found in the full document.

### Background

In April 2022, the United Nations Human Settlement Program (UN-Habitat) and the Municipality of Juarez started a collaboration to develop the Ciudad Juarez 2040 Vision in order to mainstream and guide the implementation of the Sustainable Development Goals and the New Urban Agenda in the municipality by 2040. This collaboration is an opportunity to strengthen local planning instruments in accordance with the principles of sustainable development outlined in global agendas and additionally it contributes to Mexico's international commitment as a UN member state, at a local level.

Jointly developed by the Municipality of Juarez, its citizens and UN-Habitat, this document is intended to serve as a long-term reference and benchmark for the municipality's urban policy. The collaboration materializes into four key components: the Ciudad Juarez 2040 Vision, a Portfolio of Strategic Projects, a Public Space Strategy, and a Tactical Urbanism Plan. For the first component, we defined an aspirational image for the city and proposed a strategy to guide the municipality's efforts to achieve that vision. Consequently, it contains a strong participatory component that brings together the different actors in Juarez for the purpose of defining the direction in which the urban development of Juarez should progress by developing objectives and strategies with the citizens as part of its physical, social, economic, and environmental dimensions.

Furthermore, the remaining three components of this collaboration provide tools for implementing the strategy that has been developed in a participatory manner in this document. The next component is the Portfolio of Strategic Projects which explore the site's opportunities for urban planning interventions. It also provides recommendations on public financing and governance for the implementation of the lines of action that make up the Ciudad Juarez 2040 Vision.

Similarly, the Public Space Strategy and Tactical Urbanism Plan offer concrete tools for the inclusive improvement of public space, which presents a unique opportunity to serve as a vector for integrating urban governance in the design and implementation process. To ensure that these components are properly implemented on a long-term basis, these components present guidelines for design, operation, and capacity building.

### City Vision

Essentially, a city's vision is an aspirational image of the future that its citizens would like to see for their city in the not-too-distant future. Time frames must be defined, and the virtues and challenges must be considered. A series of participatory activities were conducted in order to generate inputs for the situational analysis and subsequently, for the development of the Vision for the year 2040.

Ciudad Juarez Vision 2040 is presented as a long-term guide and a reference for municipal urban policy. In this document, UN-Habitat proposes legitimate foundations for citizen participation, which will influence both urban planning and governance instruments in order to achieve the Sustainable Development Goals at the local level.

As a result from a broad multisectoral participatory process that brought together different actors in order to foster a culture of collaboration and harness synergies to define a desired future for the city; a vision for Ciudad Juarez was established, as well as strategic actions in order to achieve the vision. The process began with the review of current regulations, the development of a situational analysis that resulted from an extensive literature review drafted in recent years by various institutions and organizations within the municipality, as well as analysing statistical and other secondary sources. Following the integration of the analysis, a participatory process was conducted to determine the perception of citizens regarding the problems of the city and to prioritize them according to their interests.

Ciudad Juarez 2040 Vision was developed collaboratively through a face-to-face workshop, generating inputs for the development of a strategic framework composed of five objectives, 16 goals and 66 measurable actions in the short, medium, and long term. Ultimately, a guide was developed for decision-makers within the municipal administration and other stakeholders involved in urban governance.

### STRATEGY

**As a result of the main findings of the situational analysis and following the participatory process previously mentioned, five objectives were established, which outline a structure that encompasses the five fundamental dimensions of the 2030 Agenda through goals and action lines. These goals have been set out in an aspirational manner as the desired components that will describe the city by 2040, in alignment with the SDG targets and the NAU. It is worth mentioning that these goals are not mutually exclusive, allowing for the development of cross-cutting actions that allow several goals to be met at the same time.**

Accordingly, the strategy has been structured to ensure adequate compliance with the Vision by defining (1) objectives that describe Ciudad Juarez as it will be in 2040, (2) targets that define the tasks to be accomplished within a given time frame in order to ensure that the objective is accomplished, and (3) lines of action that describe the tasks to be performed by different actors to achieve the objectives.

As a result, they have been grouped in summary sheets by objective, which also include synthesis maps showing the territorialisation of each objective's actions.

#### Objectives

Each of the goals defines the characteristics the city will have in 2040, and a fact sheet is provided to describe their scope and themes, as well as their alignment with the SDGs and municipal strategies. The goals and actions for each goal are then integrated.

#### Targets

Define how each objective will be met, establishing the specific scopes of each of the objectives. The targets are presented in a sheet that outlines the steps to be taken in order to achieve them.

**Figure 2.**  
Composition of the objective charts.  
Source: UN-Habitat, 2022.

**Lines of action**

These are concrete recommendations that, if implemented, would contribute to the achievement of the target. The following information is included in a sheet indicating the proposed deadline:

- **Short:** for actions whose implementation is unimpeded and can therefore be accomplished within current capacities.
- **Medium:** actions that require prior planning and can be implemented within three years.
- **Long:** refers to actions whose implementation requires prior actions and whose implementation and impact are expected to take more than five years.

**Responsible actors and partners:**

The actors necessary for the implementation of the action are described on the basis of their competences or the extent of their capacities. They are defined as:

- **Responsible parties:** are the actors who must implement the line of action from their direct competence.
- **Collaborators:** those actors proposed to intervene in a complementary way in the follow-up of the line of action or to facilitate actions that require the conciliation of different actors for their implementation.

**Linkage with other products:**

The lines of action that are closely related to the public space strategy are marked out and portfolio of projects under development by UN-Habitat.

**Synthesis maps by objective**

A map is presented that integrates the different goals in a specialised way in the territory of the municipality, thus explaining the proposed location for the implementation of the actions, the relationship between them and their contribution to the urban morphology.

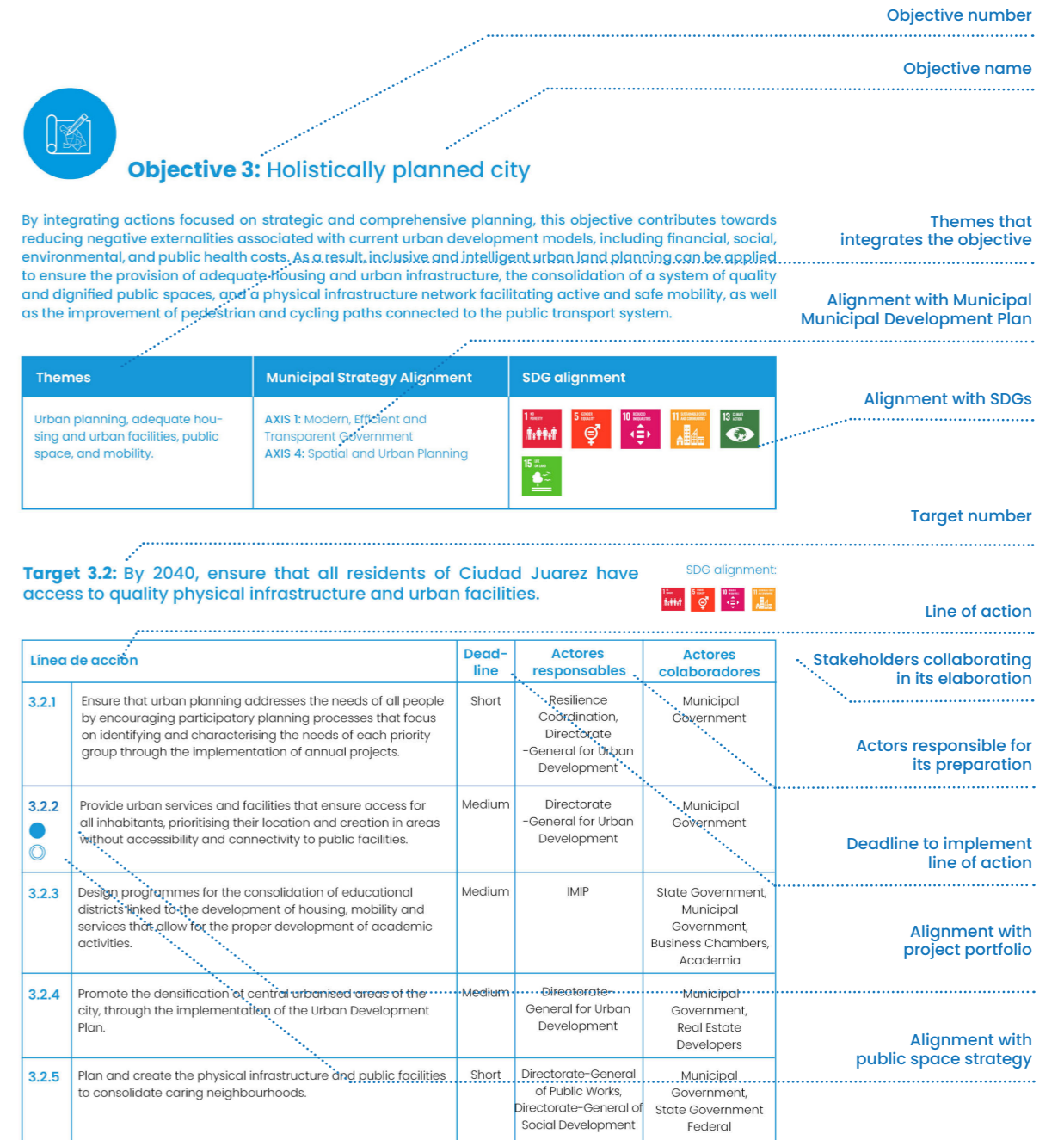






Figure 3. Objectives and targets of the Ciudad Juarez Vision 2040. Source: UN-Habitat, 2022.

Lines of action that are closely related to other products

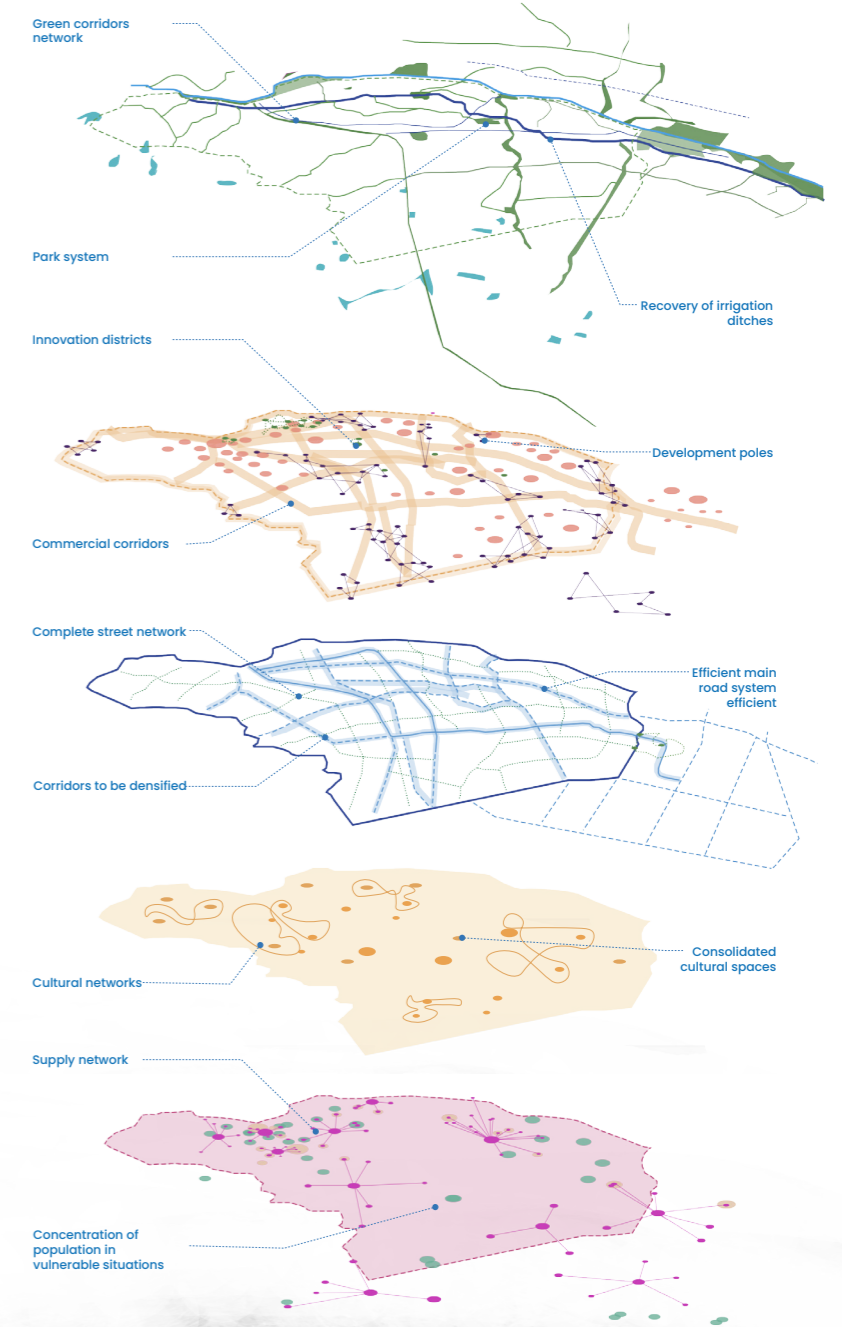
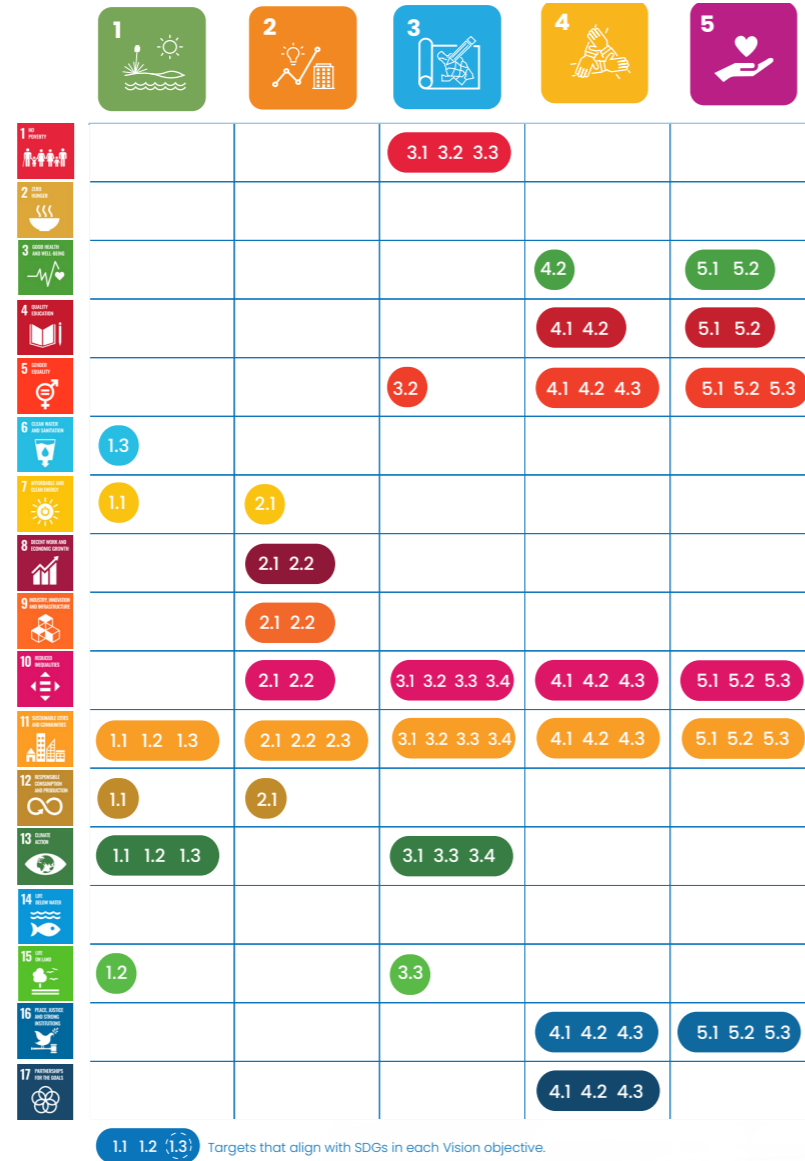
Public Space Strategy

Project portfolio

**Figure 4.** Alignment of the objectives with the SDGs. Source: UN-Habitat, 2022.

**Figure 5.** Actions in the territory by Vision objective. Source: UN-Habitat, 2022.

F4



F5



## Objective 1: Sustainable and resilient city

This objective addresses the environmental issues from an integrated approach that aims to articulate the urban and rural spheres. The objective brings together actions focused on facilitating the sustainable management of natural resources in the municipality in order to protect and optimise the ecosystem, reduce risks related to climate change and consolidate the environmental resilience of Ciudad Juarez.

Themes	Municipal Strategy Alignment	SDG alignment
Environment, climate change, public space, storm drainage, agricultural production.	AXIS 3: Economics for Well-being AXIS 4: Spatial and Urban Planning	

Table 1. Description of Objective 1: Sustainable and resilient city.

### Target 1.1: By 2040, Juarez will be environmentally sustainable



Line of action	Dead-line	Responsible Actor	Collaborating Actors
1.1.1 Strengthen municipal environmental agencies to promote the creation, updating, monitoring and enforcement of environmental strategies, standards, regulations, and laws.	Medium	Council Secretariat, City Council of Ciudad Juarez	Municipal Government
1.1.2 Consolidate tree planting and landscape architecture development projects. Through a programme that encourages the appropriate cultivation of endemic species and promotes the development of municipal nurseries.	Short	Directorate-General for Public Services	Municipal Government, Academy
1.1.3 Increase the number of air quality monitoring stations, mainly PM 10 and PM 2.5 particles.	Medium	Directorate of Ecology	Municipal Government, State Government, Federal Government
1.1.4 Implement an adequate waste management programme in the city, including domestic and industrial waste, including recycling, tyre management and reuse of resources.	Short	Directorate-General for Public Services	Municipal Government, Business Chambers
1.1.5 Promote the use of sustainable energy generated in the municipality for domestic, industrial, or public facilities.	Medium	Resilience Coordination	Municipal Government, Business Chambers

Table 2. Target 1.1.

Lines of action that are closely related to other products

Public space strategy

Project portfolio

### Target 1.2: By 2040, strengthen the resilience of Ciudad Juarez through the network of public spaces, integration with the environment and rural areas.



Line of action	Dead-line	Responsible Actor	Collaborating Actors
1.2.1 Promote urban-rural integration in the municipality by consolidating the integration of the Juarez Valley into the urban dynamic, guaranteeing inter-municipal mobility, consumption of local agricultural production and land use planning.	Medium	Directorate of Rural Development, Directorate General for Urban Development	Municipal Government
1.2.2 Promote the creation, maintenance, and activation of a network of green corridors and green areas that integrate rain gardens, pocket parks, and public spaces that consider nature-based solutions (NBSs).	Short	Directorate General for Public Services, Resilience Coordination	Municipal Government
1.2.3 Develop and implement a strategy for the restoration of the Sierra Juarez and the preservation of the flora and fauna protection area of the Medanos de Samalayuca natural area.	Long	SEMARNAT, CONANP, Coordination of Resilience	Municipal Government, Federal Government
1.2.4 Create a system of municipal parks where landscape development, maintenance of plant species, promotion of a culture of water conservation, installation and maintenance of sports equipment, and promotion of recreation and healthy coexistence are encouraged. The network will include Chamizal Park, Central Park and Borunda Park.	Medium	Resilience Coordination, Directorate General of Public Services	Municipal Government, State Government, Federal Government
1.2.5 Develop a strategy for the recovery and rehabilitation of the municipal irrigation ditch system. To this end, priority will be given to the creation of green-blue corridors along the Acequia Madre, which will promote, on the one hand, environmental recovery and, on the other, access to quality public open spaces for the inhabitants of the municipality.	Long	CONAGUA, Directorate General for Public Services	Municipal Government, Federal Government

Table 3. Target 1.2.

### Target 1.3: By 2040, Ciudad Juarez will have integrated water management.



Line of action	Dead-line	Responsible Actor	Collaborating Actors
1.3.1 Implement and maintain infrastructure for infiltration, collection, and reuse of rainwater through soakaways and, where feasible, treatment, storage, and reuse systems for vegetation.	Medium	Directorate-General for Public Works	Municipal Government, State Government

Line of action	Dead-line	Responsible Actor	Collaborating Actors
1.3.2 Develop an environmental education campaign for water management adapted for all inhabitants of the municipality and the designation of environmental spokespersons by the municipal environmental directorate.	Short	Directorate of Ecology, Directorate of Social Communication	Municipal Government, CSOs
1.3.3 Generate a programme to reduce the amount of water used in agricultural production in the municipality, promote crops in accordance with the availability of water and the environmental characteristics of the region, and implement low-consumption technologies.	Short	Resilience Coordination, Directorate for Rural Development	Municipal Government

Table 4. Target 1.3.


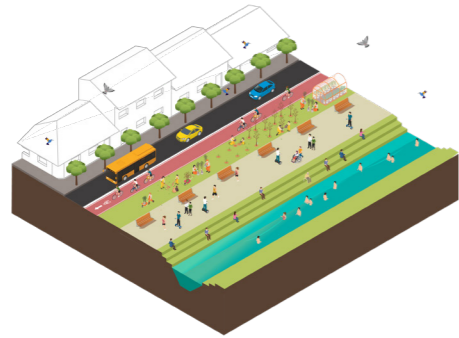
Spatial Analysis Conclusions - Permanence of water stress	
	<p>Water demand in Ciudad Juarez is greater than availability, which is a huge obstacle to the future sustainable development of the city. There is little use of rainwater in the city. Likewise, infiltration capacity is reduced due to the lack of natural infrastructure that allows the definition of localized spaces for this purpose. The implementation of strategies and solutions based on nature that control and improve the water cycle can at the same time be strategies to mitigate the effects of heat islands, as well as important reserves for periods of water scarcity due to the constant increase in temperature.</p>

Table 5. Conclusions of the spatial analysis

"Water availability in Juarez is extremely limited. Economic activities related to agriculture represent less than 0.3% of GDP but consume 57% of available water. To manage water resources efficiently, crops that demand high amounts of water and soil, such as walnut trees, should be limited and diversified towards the cultivation of vegetables in greenhouses, in addition to modernizing the infrastructure to make better use of resources."

- Dr. Gustavo Cordova Bojorquez, researcher and professor in the Department of Urban and Environmental Studies, at El Colegio de la Frontera Norte during the Forum: Ciudad Juarez 2040 Vision on October 10, 2022.

Image. Samalayuca dunes. Source: Municipality of Juarez, 2023



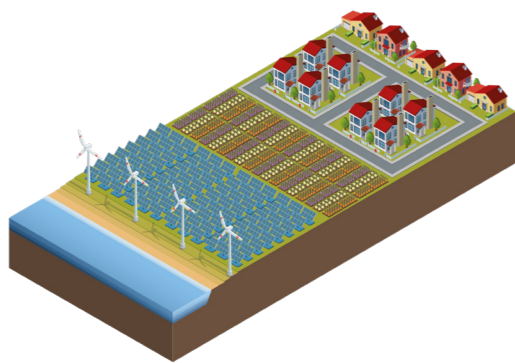
### Network of corridors and green areas in the city

By developing a strategy to promote the creation, maintenance, and activation of a network of corridors and green areas that integrates rain gardens, pocket parks, and public spaces that consider nature-based solutions to recover and rehabilitate the municipality's acequia system, prioritizing the creation of blue-green corridors along the Acequia Madre.



### Restoration of areas of environmental value

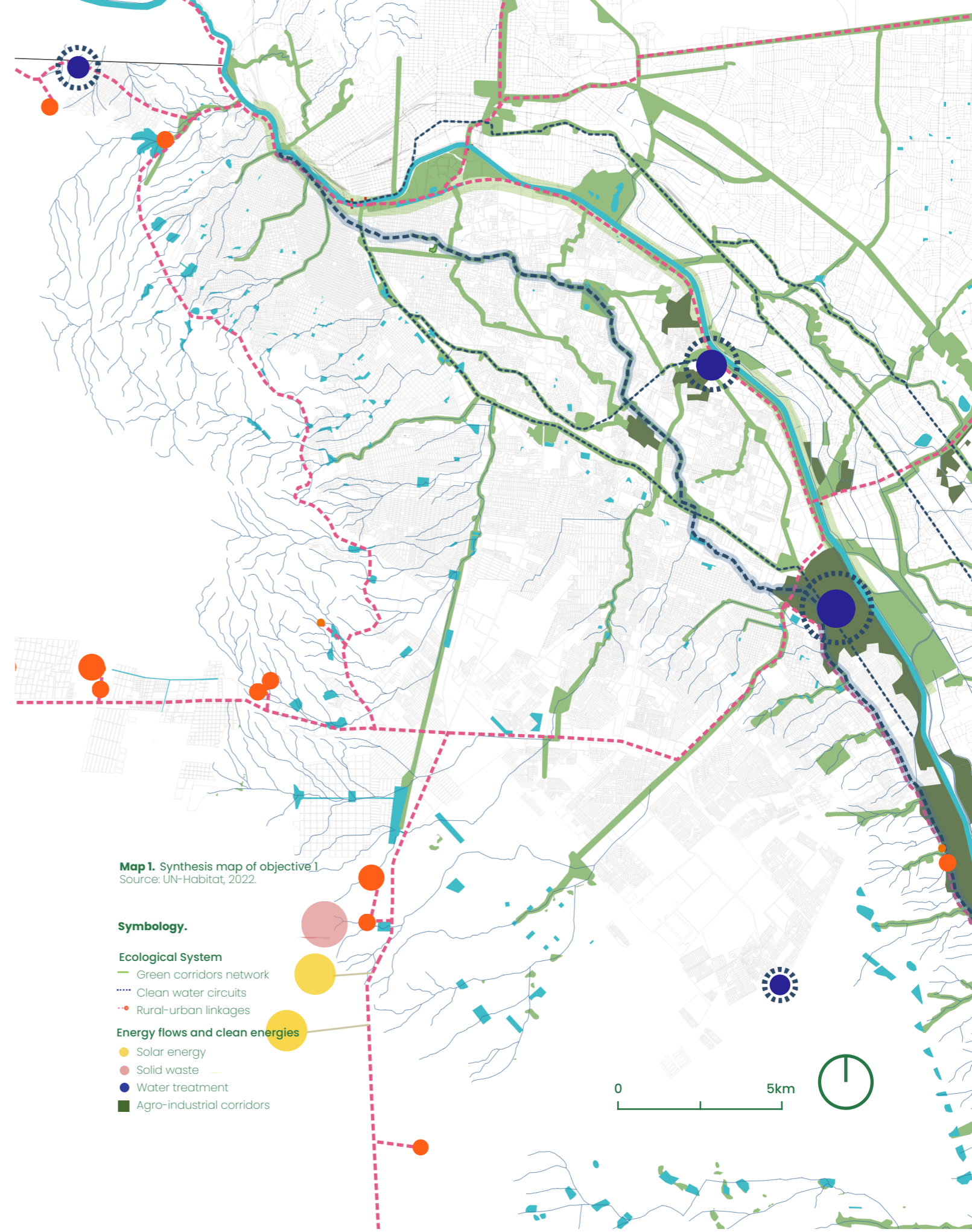
Through an integral strategy, we seek the restoration of the Sierra Juarez and the preservation of the flora and fauna protection area of the natural area of the Medanos de Samalayuca, in addition to promoting the ecological-urban integration of the municipality, integrating infrastructure for the infiltration, collection and reuse of rainwater by means of absorption wells and, where feasible, treatment, storage and reuse systems for vegetation.



### Urban-rural integration

Promote urban-rural integration in the municipality by consolidating the integration of the Juarez Valley into the urban dynamic, guaranteeing intermunicipal mobility, consumption of local agricultural production and land use planning. In addition to promoting the use of sustainable energy generated in the municipality, whether for domestic, industrial or public facilities.

**Figure 6.** Highlighted actions under Objective 1. Source: UN-Habitat, 2022.





## Objective 2: Prosperous and dynamic city

A priority of this objective is to promote, diversify, and consolidate economic activities to reduce urban inequalities, creating an environment conducive to the creation of value-added employment opportunities through economic and territorial development strategies. As well as those activities that contribute to the improvement of infrastructure and the provision of services to visitors, positioning the city as an important centre of attraction for tourists and investors.

Themes	Municipal Strategy Alignment	SDG alignment
Economic activities, capital attraction, tourism, urban planning, and innovation.	AXIS 1: Modern, Efficient and Transparent Government AXIS 3: Economics for Well-being AXIS 4: Spatial and Urban Planning	

Table 6. Description of Objective 2: Prosperous and dynamic city.

**Target 2.1:** By 2040, promote economic and territorial development to reduce inequalities, fostering competitiveness and productivity in the municipality.



Line of action	Dead-line	Responsible Actor	Collaborating Actors
2.1.1 ● Assemble districts with a productive vocation, which integrate the services and uses necessary for specialized industrial activities.	Medium	Directorate-General for Economic Development	Municipal Government, Business Chambers
2.1.2 ● Promote local supply by small and medium-sized enterprises to companies already established in the city, in order to take better advantage of the commercial-industrial logic in which the city finds itself.	Short	Directorate-General for Economic Development	Municipal Government, Business Chambers
2.1.3 ● Regenerate the main corridors and urban sub-centres to include the necessary services, thus optimising the provision of trade, micro-industry, or urban facilities.	Medium	Directorate-General for Urban Development	Municipal Government, Business Chambers
2.1.4 ● Promote the generation and use of sustainable energy in local industry, ensuring a boost to the comparative advantages of local industry and less pollution.	Medium	Directorate-General for Economic Development, Resilience Coordination	Municipal Government, Business Chambers

Table 7. Target 2.1.

Lines of action that are closely related to other products

Public space strategy

Project portfolio

**Target 2.2:** By 2040, guarantee an inclusive and diversified economic model to ensure prosperity for the different sectors of the local economy.



Line of action	Dead-line	Responsible Actor	Collaborating Actors
2.2.1 Develop a strategic programme for diversified economic development and investment attraction from a territorial development perspective to reduce inequalities.	Long	Directorate-General for Economic Development	Municipal Government, Business Chambers, Academia
2.2.2 Promote tourism with a special focus on services that provide greater economic benefits and specialisation of service providers.	Medium	Directorate-General for Economic Development	Municipal Government, State Government, Business Chambers
2.2.3 Carry out a comprehensive strategy to consolidate the physical and logistical infrastructure for the arrival and attention of visitors to the city.	Long	Directorate General for Economic Development	Municipal Government, State Government, Federal Government, Business Chambers
2.2.4 Design and promote models of social and solidarity economy.	Medium	Directorate General for Economic Development	Municipal Government, State Government, Federal Government, Business Chambers,

Table 8. Target 2.2.

**Target 2.3:** By 2040, the municipality will have sound and transparent public finances.



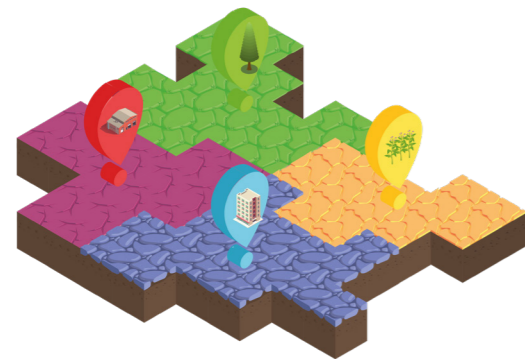
Line of action	Dead-line	Responsible Actor	Collaborating Actors
2.3.1 Ensure sound finances, as a result of proper management of public resources, increased own revenue collection.	Medium	Municipal Treasury	Municipal Government
2.3.2 Implement innovative instruments to achieve greater financial independence.	Medium	Municipal Treasury	Municipal Government
2.3.3 Ensure transparency mechanisms in budget allocation and accountability.	Short	Directorate General for Planning and Evaluation, Coordination of Transparency	Municipal Government, CSOs

Table 9. Target 2.3.



### Urban planning for economic detonation

Establish districts with a productive vocation, integrating the services and uses necessary for specialized industrial activities, as well as to regenerate the main corridors and urban sub-centers to include the necessary services, thus optimizing the provision of commerce, micro-industry or urban facilities.




### Inclusive and diversified economic model

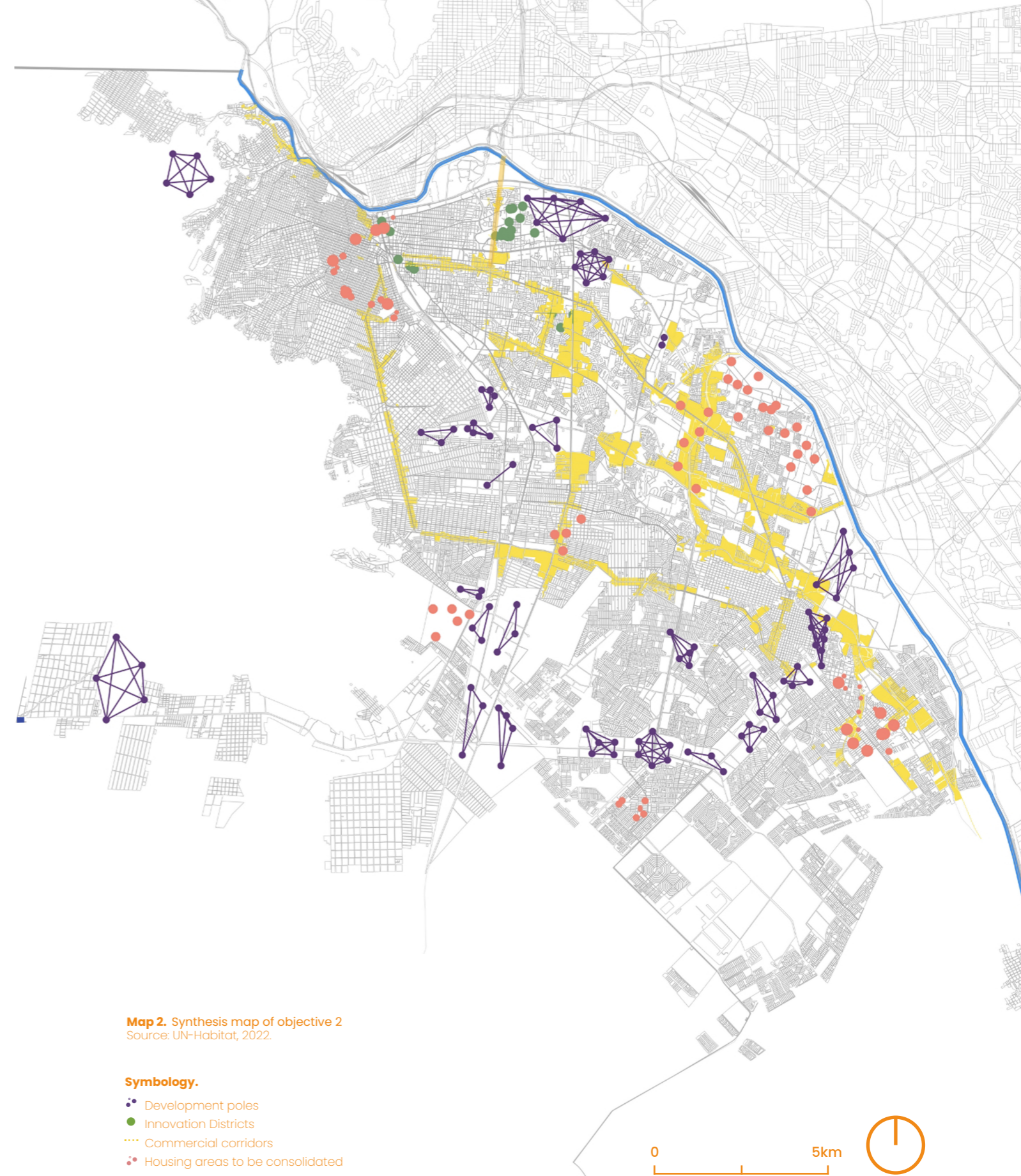
Through a strategic program, diversify economic development and attract investment from a territorial development perspective focused on reducing inequalities.

### Infraestructura para la llegada de

**Figure 7.** Highlighted actions under Objective 2.  
Source: UN-Habitat, 2022.

Spatial Analysis Conclusions - Resilient Economy	
	<p>Industrial dynamics have shaped urban growth and the current population. Although the local economy (mainly manufacturing) is linked to international conditions, it has shown strength in the face of the crises that the city has suffered in recent years and has maintained its growth as the driving force behind the commercial-industrial logic of the metropolitan agglomeration. A strategy aimed at taking advantage of geographic and political advantages can achieve greater economic diversification that attracts more qualified jobs, in addition to promoting innovation and local supply to the installed industry.</p>

**Table 10.** Conclusions of the spatial analysis.





### Objective 3: Holistically planned city

By integrating actions focused on strategic and comprehensive planning, this objective contributes towards reducing negative externalities associated with current urban development models, including financial, social, environmental, and public health costs. As a result, inclusive and intelligent urban land planning can be applied to ensure the provision of adequate housing and urban infrastructure, the consolidation of a system of quality and dignified public spaces, and a physical infrastructure network facilitating active and safe mobility, as well as the improvement of pedestrian and cycling paths connected to the public transport system.

Themes	Municipal Strategy Alignment	SDG alignment
Urban planning, adequate housing and urban facilities, public space, and mobility.	AXIS 1: Modern, Efficient and Transparent Government AXIS 4: Spatial and Urban Planning	

Table 11. Description of Objective 3: Holistically planned city.

#### Target 3.1: By 2040 the city will ensure adequate and affordable housing for all people.



Line of action	Dead-line	Responsible Actor	Actors Partners
3.1.1 Encourage housing development in serviced areas of the city by incentivising densification through implementing regulatory measures such as elevated zoning, density bonuses, inclusionary zoning and/or transfer of rights.	Medium	IMIP, Directorate-General for Urban Development	Municipal Government
3.1.2 Promote smart city growth, linking economic development with urban development, by implementing improvement fees or levies to capture land value and ensure investment in public infrastructure, prioritising mixed-use corridors.	Medium	Directorate-General for Urban Development, Resilience Coordination, Transparency Coordination	Municipal Government
3.1.3 Regularise the land tenure of vacant properties and detonate their development through tax incentives and elevated zoning, prioritising those properties located in the municipality's peri-urban housing areas.	Medium	Directorate-General of Human Settlements, Directorate-General of Urban Development	Municipal Government
3.1.4 Encourage progressive housing models that respond to the future and diverse needs of its inhabitants, through the creation of tailor-made housing programmes, financing options and/or zoning incentives.	Medium	Directorate-General for Urban Development	Municipal Government, Real Estate Developers

Table 12. Target 3.1.

Lines of action that are closely related to other products

Public space strategy

Project portfolio

#### Target 3.2: By 2040, ensure that all residents of Ciudad Juarez have access to quality physical infrastructure and urban facilities.

SDG alignment:



Línea de acción	Dead-line	Actores responsables	Actores colaboradores
3.2.1 Ensure that urban planning addresses the needs of all people by encouraging participatory planning processes that focus on identifying and characterising the needs of each priority group through the implementation of annual projects.	Short	Resilience Coordination, Directorate-General for Urban Development	Municipal Government
3.2.2 Provide urban services and facilities that ensure access for all inhabitants, prioritising their location and creation in areas without accessibility and connectivity to public facilities.	Medium	Directorate-General for Urban Development	Municipal Government
3.2.3 Design programmes for the consolidation of educational districts linked to the development of housing, mobility and services that allow for the proper development of academic activities.	Medium	IMIP	State Government, Municipal Government, Business Chambers, Academia
3.2.4 Promote the densification of central urbanised areas of the city, through the implementation of the Urban Development Plan.	Medium	Directorate-General for Urban Development	Municipal Government, Real Estate Developers
3.2.5 Plan and create the physical infrastructure and public facilities to consolidate caring neighbourhoods.	Short	Directorate-General of Public Works, Directorate-General of Social Development	Municipal Government, State Government Federal

Table 13. Target 3.2.

#### Target 3.3: By 2040, all Juarez residents enjoy quality, safe, inclusive, and sustainable public spaces.

SDG alignment:



Line of action	Dead-line	Responsible Actor	Actors Partners
3.3.1 Ensure the connectivity of public spaces by creating a network of complete streets that facilitate mobility at the neighbourhood level, reduce car dependency and promote active mobility.	Short	IMIP	Municipal Government
3.3.2 Design public space from a rights-based and intercultural perspective to foster an inclusive city for migrants, ethnic minorities, and people with disabilities.	Short	IMIP, Directorate-General of Public Works	Municipal Government, CSOs





Line of action	Dead-line	Responsible Actor	Actors Partners
<b>3.3.3</b>  Design, implement and maintain resilient public spaces that integrate blue and green infrastructure (BGI) to help mitigate and adapt to the effects of climate change and enhance the ecological system of the municipality.	Medium	Resilience Coordination, Directorate-General for Urban Development	Municipal Government, Federal
<b>3.3.4</b>  Ensure the maintenance and cleanliness of the city's public spaces and promote public space adoption partnership programmes for maintenance and cleanliness campaigns.	Short	General Directorate of Municipal Public Services, General Directorate of Urban Development	Municipal Government, CSOs, Business Chambers

Table 14. Target 3.3.

**Target 3.4:** By 2040, the city has a comprehensive mobility system.

SDG alignment:



Line of action	Dead-line	Responsible Actor	Collaborating Actors
<b>3.4.1</b> Strengthen infrastructure for active mobility by investing in the construction of safe crossings, cycle paths, rest, and repair stations for bicycles, as well as comprehensive road improvements.	Medium	Coordination of Resilience, IMIP, General-Directorate of Urban Development, General Coordination of Road Safety	Municipal Government
<b>3.4.2</b> Improve the safety and connectivity of public and staff transport to the city's workplaces and residential neighbourhoods.	Medium	General Coordination of Road Safety	Municipal Government, State Government

Table 15. Target 3.4.


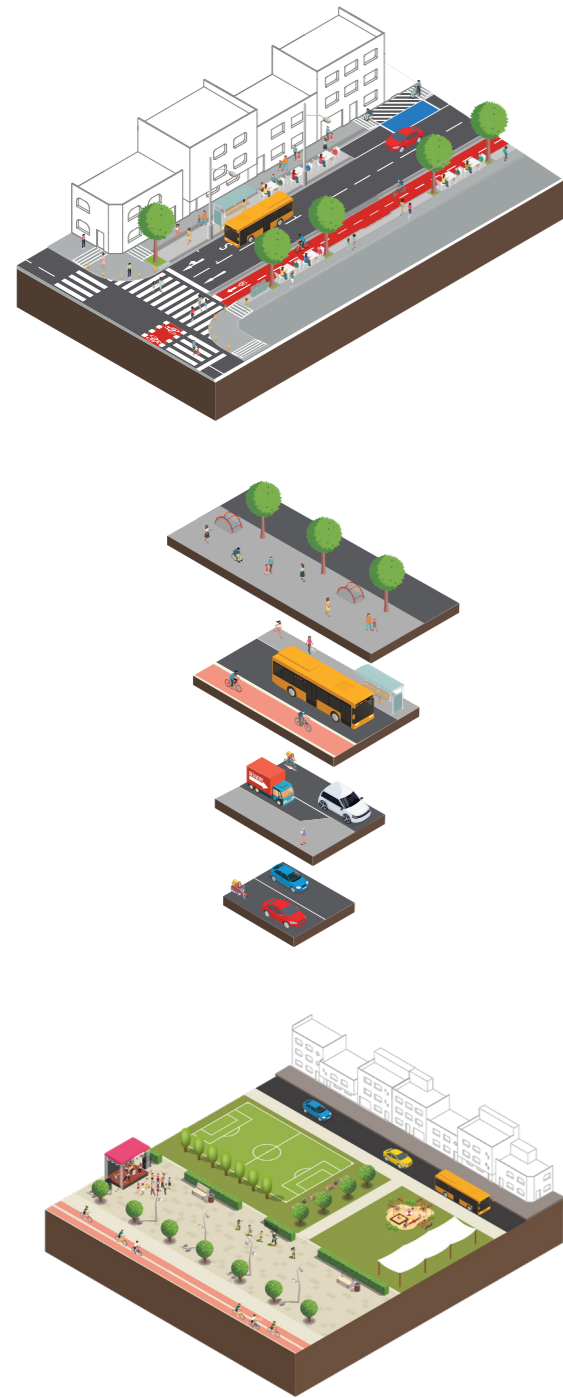
Spatial Analysis Conclusions - Unconsolidated territorial expansion	
	The physical expansion of the urban sprawl frames the current problems in terms of mobility, quality of public space, socio-spatial segregation of housing and the provision of public services ranging from street cleaning, traffic control and public lighting to public safety and adequate provision of facilities. The proper implementation of a coordinated strategy between the private sector and the municipal administration can guide the booming dynamism of construction towards the large urban voids to achieve a consolidation that promotes greater density and the improvement of the built environment.

Table 16. Spatial Analysis conclusions.

"In Juarez there are 338 hectares of vacant land suitable for sustainable and habitable densification. In order to promote density, high-rise buildings are not necessarily required, since two-story or duplex family housing becomes compact if properly designed, since 60 or more dwellings per hectare is considered compact. In addition, the compact structure facilitates access to public spaces, safe mobility, as well as adequate housing and basic services."

- Dr. Marisol Rodriguez Sosa, Professor and researcher in the Department of Architecture at the Universidad Autónoma de Ciudad Juarez during the Forum: Ciudad Juarez Vision 2040 on October 10, 2022.

Image: Aerial view of Chamizal park. Source: Municipality of Juarez, 2023.



### Complete Streets Network

Ensure the connectivity of public spaces through the creation of a network of complete streets that facilitate mobility at the neighborhood level, reduce dependence on automobiles and promote active mobility.

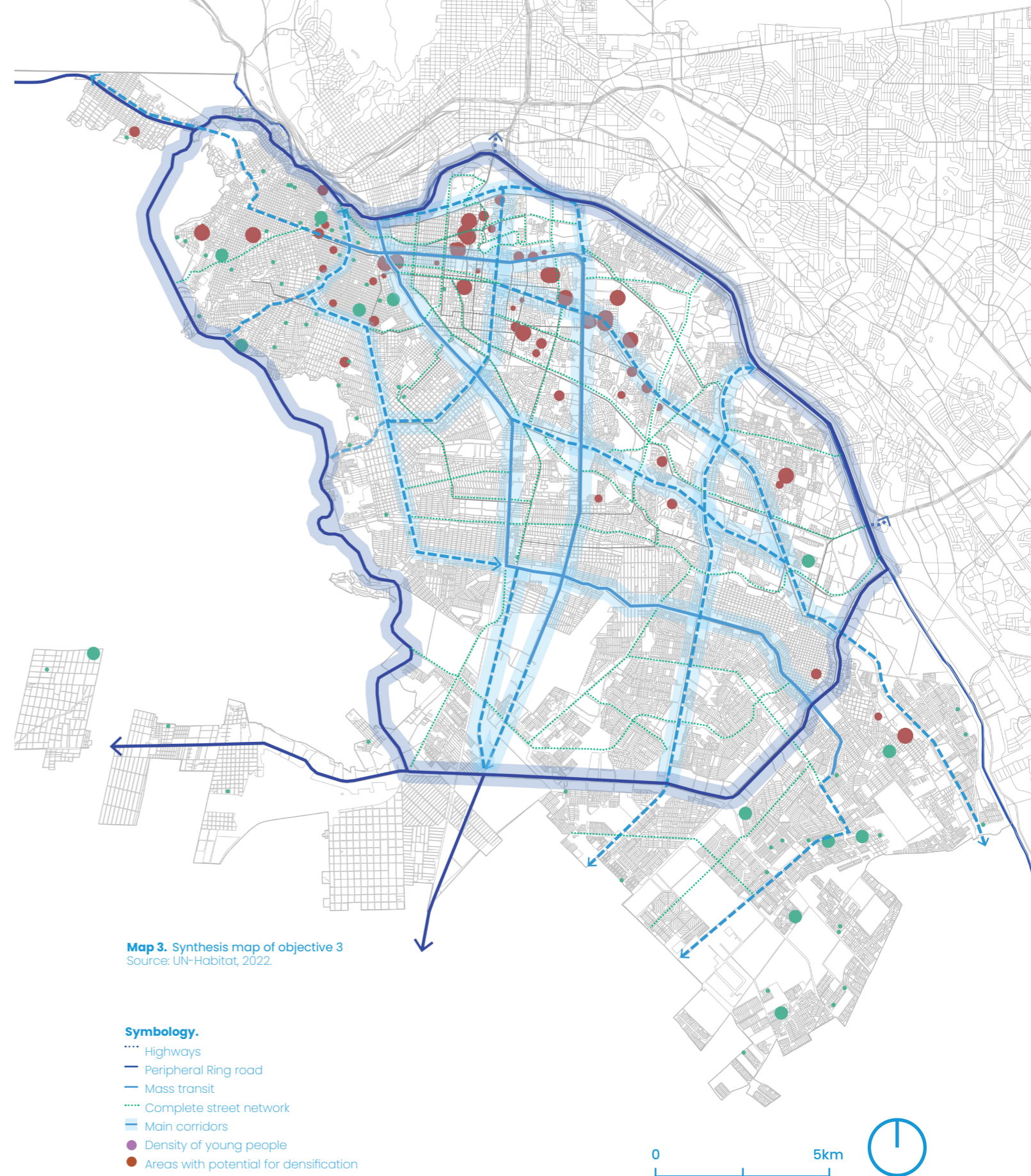
### Integrated mobility system

Strengthen the infrastructure for active mobility by investing in the construction of safe crossings, bicycle lanes, rest and repair stations for bicycles, as well as in the integral improvement of roads to improve the safety and connectivity of public transportation.

### Quality, safe, inclusive and sustainable public spaces

Ensure that public spaces are designed from a rights-based and intercultural perspective to promote an inclusive city for migrants, ethnic minorities and people with disabilities.

**Figure 8.** Highlighted actions under Objective 3.  
Source: UN-Habitat, 2022.





## Objective 4: City of strong and participatory communities

This objective integrates actions that celebrate diversity in the city, strengthen social cohesion, intercultural dialogue, understanding, tolerance, mutual respect, gender equality, innovation, inclusion, identity, safety, and dignity of all people by fostering the generation of liveable spaces.

Themes	Municipal Strategy Alignment	SDG alignment
Citizen participation, local roots and identity, community cohesion, arts and culture, sport.	<p><b>AXIS 1:</b> Modern, Efficient and Effective Government Transparent</p> <p><b>AXIS 5:</b> Social Justice and Gender Equity</p>	

Table 17. Description of Objective 4: City of strong and participatory communities.

### Target 4.1: By 2040, citizens are participatory and engaged.



Line of action	Dead-line	Responsible Actor	Collaborating Actors
4.1.1 Implement mechanisms for citizen participation that integrate different citizen observatories, with the objective of organising permanent monthly information forums in different parts of the municipality, including rural populations.	Short	Coordination of Citizen Participation	Municipal Government, CSOs
4.1.2 Ensure the implementation of educational programmes on ethics, civics, violence prevention in all educational schools and spaces managed by civil associations, focusing on covering all population groups.	Short	Directorate of Education, Municipal Public Security Secretariat, Municipal Women's Institute	Municipal Government, State Government, CSOs,
4.1.3 Provide citizens with training for citizen leadership through knowledge, granting scholarships for diploma courses and workshops.	Short	Coordination of Citizen Participation	Municipal Government, CSOs, Academia
4.1.4 Strengthen collaborative networks between government and civil society.	Short	Coordination of Citizen Participation	Municipal Government, CSOs, Academia

Table 18. Target 4.1.

Lines of action that are closely related to other products

Public space strategy

Project portfolio

### Target 4.2: By 2040, there is a strengthened sense of rootedness and culture.



Line of action	Dead-line	Responsible Actor	Collaborating Actors
4.2.1 Increase the intervention of parks and public spaces with the participation of young people, children, and older adults to strengthen the sense of belonging.	Short	General Directorate of Municipal Public Services, Secretariat of Municipal Public Security	Municipal Government, CSOs
4.2.2 Strengthen Juarenses roots and identity through citizen participation programmes.	Medium	General Coordination of Directors, Resilience Coordination	Municipal Government, CSOs
4.2.3 Launch a permanent cultural programme in different neighbourhoods to hold events considering all population groups. Programmes such as: public libraries, workshops and skills development and sports activities.	Short	IPACULT, Municipal Institute of Sport	Municipal Government, CSOs, Academia

Table 19. Target 4.2.

### Target 4.3: By 2040, governance is effective, articulated and involves all groups in vulnerable situations.



Line of action	Plazo	Responsible Actor	Collaborating Actors
4.3.1 Promote initiatives to ensure transparency in public administration decision-making, as well as in citizen consultations on priority issues.	Short	Coordination of Citizen Participation, Town Hall Secretariat	Municipal Government, CSOs, Academia
4.3.2 Promote effective governance through inter-institutional and intersectional agreements, active citizen listening programmes and continuity agreements between administrations.	Medium	Town Hall Secretariat	Municipal Government, CSOs, Academia
4.3.3 Ensure the dissemination and social communication of the actions implemented by the government in terms of public policy.	Medium	General Coordination of Social Communication	Municipal Government, CSOs, Academia
4.3.4 Encourage programmes to monitor urban improvement actions through citizen committees.	Short	Coordination of Citizen Participation	Municipal Government, CSOs

Table 20. Target 4.3.



### Informed and organized community

Strengthen citizen participation through different citizen observatories, which will have the objective of organizing monthly informative forums on topics of community interest in different parts of the municipality, including rural populations.



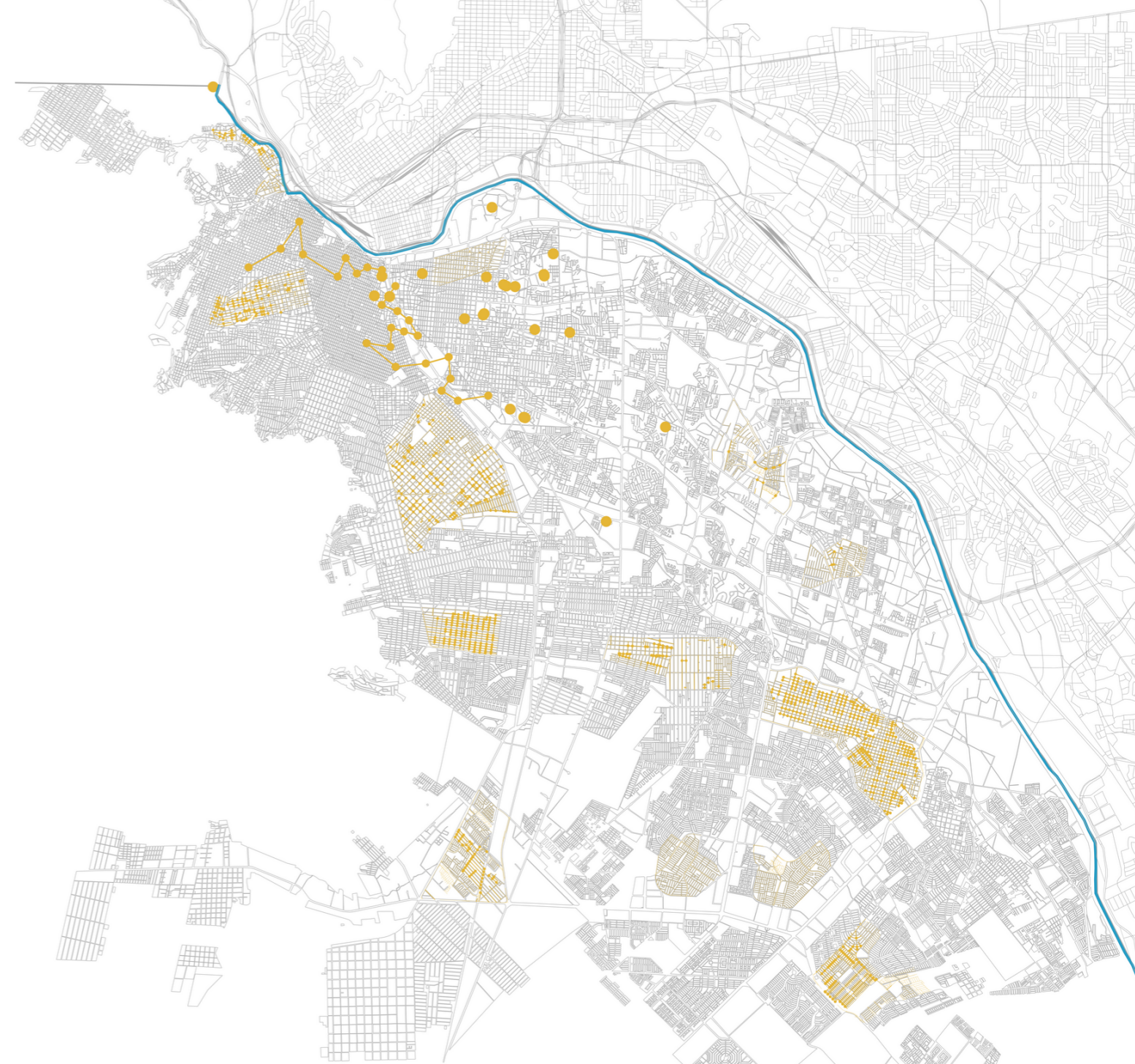
### Strengthened roots

Increase the intervention of parks and public spaces with the participation of young people, children and the elderly to strengthen the sense of belonging.

Figure 9. Highlighted actions under Objective 4.  
Source: UN-Habitat, 2022.

Spatial analysis conclusions - Challenges in community building	
	<p>The border nature of Ciudad Juarez maintains particularities such as its high migrant population and continuous social mobility, flows for which the city has not traditionally been prepared, thus causing a lack of security and inadequate conditions for vulnerable groups such as women, migrants and people with disabilities. Faced with scenarios that pose continuous population growth and the arrival of migratory flows, the city has the opportunity to generate the conditions to build a stronger and more diversified community that provides security and transit conditions for all people, in addition to strengthening the roots and identity of Juarenses.</p>

Table 21. Spatial Analysis conclusions.



Map 4. Synthesis map of objective 4  
Source: UN-Habitat, 2022.

#### Symbology.

- Areas to reinforce identity and social participation
- Consolidated cultural spaces
- Cultural networks

0 5km





## Objective 5: City of solidarity and a culture of peace

The purpose of this objective is to strengthen the social fabric of the city through the promotion of a culture of peace among its residents. Diversity will be recognized as one of the main strengths of the municipality in this regard. This objective focuses on strategies that promote opportunities for all Juarez residents, regardless of their origin, ethnicity, or social status, on promoting healthy coexistence, and on restoring trust in institutions in the community.

Themes	Municipal Strategy Alignment	SDG alignment
Culture of peace, vulnerability, health, migration, carers, social marginalisation, cultural diversity, and security.	<p><b>AXIS 1:</b> Modern, Efficient and Transparent Government</p> <p><b>AXIS 2:</b> Community Security</p> <p><b>AXIS 5:</b> Social Justice and Equity Gender</p>	

Table 22. Description of Objective 5: City of solidarity and a culture of peace.

**Target 5.1:** By 2040, all people have opportunities to develop their potential, regardless of their origin, ethnicity, or social status.

SDG alignment:



Line of action	Dead-line	Responsible Actor	Collaborating Actors
<b>5.1.1</b> Strengthen activities in safe, equipped, and innovative community and cultural centres and sports facilities that promote healthy recreation, community empowerment and a culture of peace throughout the territory.	Short	Directorate of Community Centres, IPACULT, Municipal Institute of Sport and Physical Culture	Municipal Government, State Government, Federal
<b>5.1.2</b> Guarantee access to safe and dignified day care centres and childcare close to home for all children, regardless of nationality, ethnicity, migration status or disability.	Medium	DIF	Municipal Government
<b>5.1.3</b> Promote access to full-time basic education schools.	Medium	Directorate of Education, Directorate of Community Centres, DIF	Municipal Government, State Government,
<b>5.1.4</b> Encourage basic education schools to provide quality facilities, healthy eating plans and internet access close to home for all children and young people.	Medium	Directorate of Education, Directorate of Community Centres, DIF	Municipal Government, State Government,

Lines of action that are closely related to other products

Public space strategy

Project portfolio

Line of action	Dead-line	Responsible Actor	Collaborating Actors
<b>5.1.5</b> Promote access to higher secondary education for all young people in the city through economic, sporting, and cultural incentives and training for employment and higher education.	Medium	Directorate of Education, Municipal Institute of Youth, Municipal Institute of Sport and Physical Culture	Municipal Government, State Government,

Table 23. Target 5.1.

**Target 5.2:** By 2040, Juarez will have a comprehensive system of care to provide care services.

SDG alignment:



Line of action	Dead-line	Responsible Actor	Collaborating Actors
<b>5.2.1</b> Develop and implement a comprehensive care plan for older persons that addresses physical, recreational, housing, and mental health needs.	Short	Directorate General for Social Development	Municipal Government
<b>5.2.2</b> Develop and implement a comprehensive care plan for persons with disabilities, including physical and emotional rehabilitation, healthy recreation and social coexistence, training, and integration into the labour market.	Short	Directorate of Community Centres, Directorate General of Social Development	Municipal Government
<b>5.2.3</b> Promote universal accessibility in all the municipality's social facilities, workplaces, and publicly accessible buildings.	Short	Directorate General for Public Works, Directorate for Urban Development	Municipal Government, Academia, CSOs
<b>5.2.4</b> Promote close, affordable, and quality access to health services for all inhabitants regardless of their nationality, ethnicity, migratory status, or disabilities, where priority will be given to preventive health, mental health, and physical activation through sport.	Medium	Directorate of Community Centres, Directorate of Municipal Health, Municipal Institute of Sport and Physical Culture, DIF	Municipal Government
<b>5.2.5</b> Develop and implement a model of comprehensive care for women and sexual diversity that includes legal, financial, and psychological accompaniment and, where appropriate, temporary shelter for victims of domestic violence.	Short	Municipal Women's Institute	Municipal Government, CSOs

Table 24. Target 5.2.

**Target 5.3:** By 2040, the social fabric of Juarez will be strengthened based on a culture of peace and the richness of its diversity.



Line of action	Dead-line	Responsible Actor	Collaborating Actors
<b>5.3.1</b> Promote and strengthen cycles of intercultural activities in public spaces, schools and workplaces that promote respectful and tolerant coexistence between different population groups and education in human rights and the culture of peace.	Short	General Directorate of Social Development, Coordination of Citizen Attention, Coordination of Directors	Municipal Government, State Government, CSOs
<b>5.3.2</b> Encourage the creation of a care system to link migrants with the availability of adequate, affordable housing connected to the municipality's workplaces.	Medium	Human Rights Directorate	Municipal Government, CSOs
<b>5.3.3</b> Promote labour inclusion programmes aimed at youth, people with disabilities, migrants, and women heads of household, including paid training for employment, in cultural development and trades, labour rights, entrepreneurship and, if necessary, language.	Short	Directorate General for Economic Development	Municipal Government, CSOs, Business Chambers, Academia
<b>5.3.4</b> Promote social development through economic support for children and young people, people with disabilities and the elderly.	Short	Directorate General for Social Development	Municipal Government, CSOs, Business Chambers
<b>5.3.5</b> Strengthen special units of municipal proximity policing with a social perspective focused on strengthening bonds of trust with the population.	Short	Municipal Public Security Secretariat	Municipal Government, CSOs
<b>5.3.6</b> Train public servants, mainly municipal police, in human rights and non-discrimination.	Short	Municipal Public Security Secretariat	Municipal Government, CSOs

**Table 25.** Target 5.3.

Spatial Analysis Conclusions - Inappropriate public space	
	<p>One of the main challenges being faced is ensuring accessibility to quality public spaces for the poorest sectors of Ciudad Juarez. Limiting the extensive growth of the city could have an impact on improving the government's capacity to equip and maintain existing public spaces and, at the same time, prevent the population from having to move to other areas of the city to make use of urban parks. It is also necessary to propose strategies to improve public space by rescuing the historic center, maintaining urban parks, consolidating central areas, and improving neighborhood and neighborhood parks as centers of interaction and community life.</p>

**Table 26.** Spatial Analysis conclusions.



"The sustainable transformation of cities presents simultaneously the need and the opportunity to generate alliances between agents and communities, particularly those that have traditionally been excluded from planning processes, to ensure their inclusion in development as well."

- Elkin Velásquez, UN-Habitat Regional Director for Latin America and the Caribbean

Image. Cordova Americas International Bridge. Source: Municipality of Juarez, 2023



### Comprehensive care system

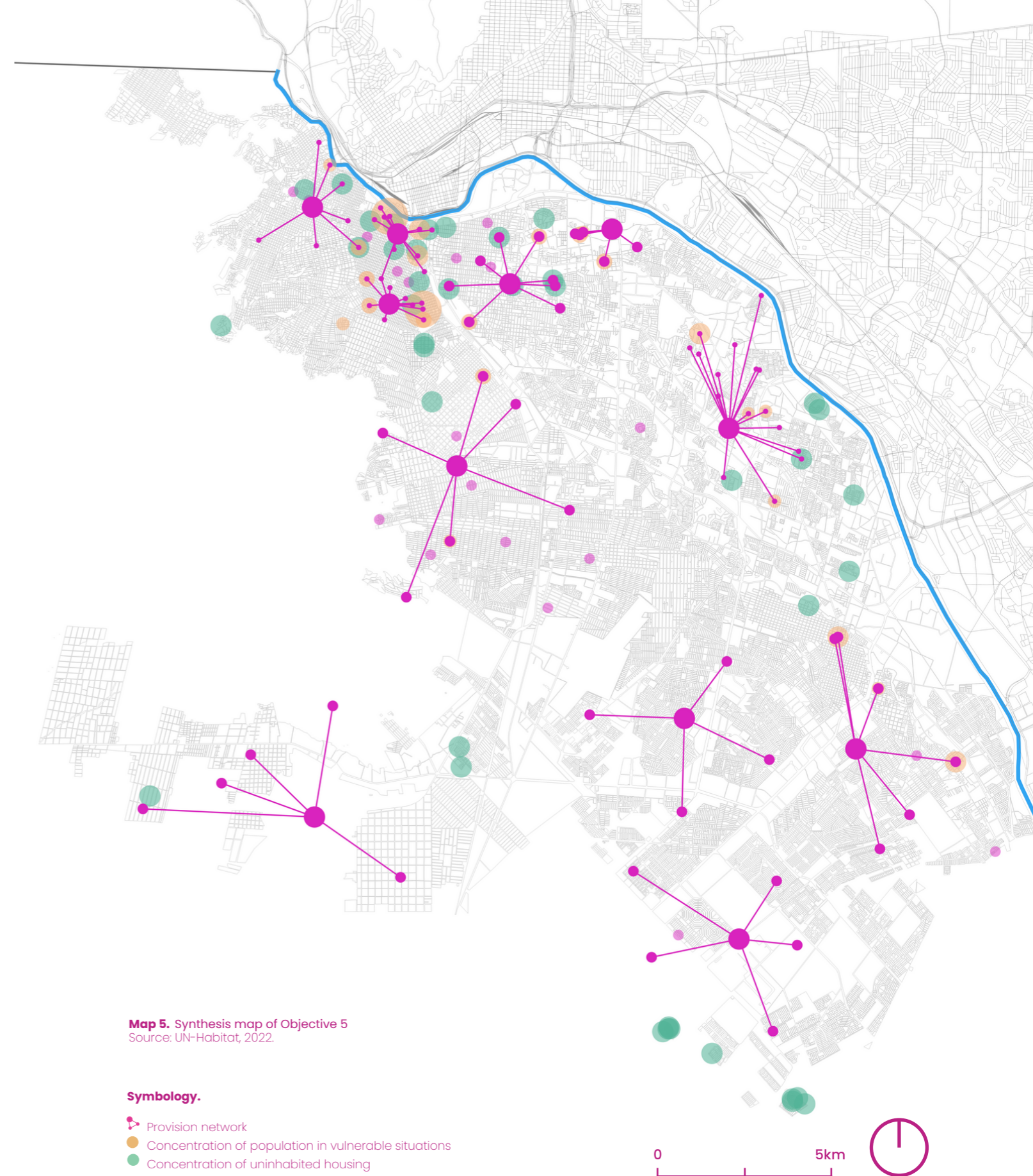
Based on a comprehensive care plan for people with disabilities, including physical and emotional rehabilitation, healthy recreation and social coexistence, training and integration into the labor market. Taking into account the needs of women and sexual diversity, including legal, financial and psychological support and, if necessary, temporary shelter for victims of domestic violence.



### Accessibility for all

Promote universal accessibility in all of the municipality's social facilities, workplaces and public access buildings.

**Figure 10.** Highlighted actions under Objective 5.  
Source: UN-Habitat, 2022.



## MONITORING

**Image.** Night panorama of Ciudad Juárez. Source: Municipality of Juárez, 2023

Last but not least, a series of monitoring tools are proposed for the municipality to implement and closely follow its progress in achieving the five objectives of the vision. These tools are based on current technical capabilities and could be regarded as a periodic self-assessment of the performance of the municipality.

The municipal government is responsible for integrating the necessary data to monitor the progress of the strategy's objectives from the following sources:

**a) National official statistics indicators** – These indicators are collected by various national and state institutions on a periodic basis. Through its different areas, the Municipal Government of Juárez will be responsible for collecting the information from the appropriate sources, processing it if necessary, incorporating it into the monitoring matrix, and reporting it to the designated liaison agency.

**b) Indicators generated by the municipality itself** – These types of indicators should be measured directly by the Municipal Government through the appropriate areas. As part of their responsibilities, they will keep a record of information that will allow them to calculate the indicators in accordance with the defined methodology, as well as report the results to the designated monitoring liaison.

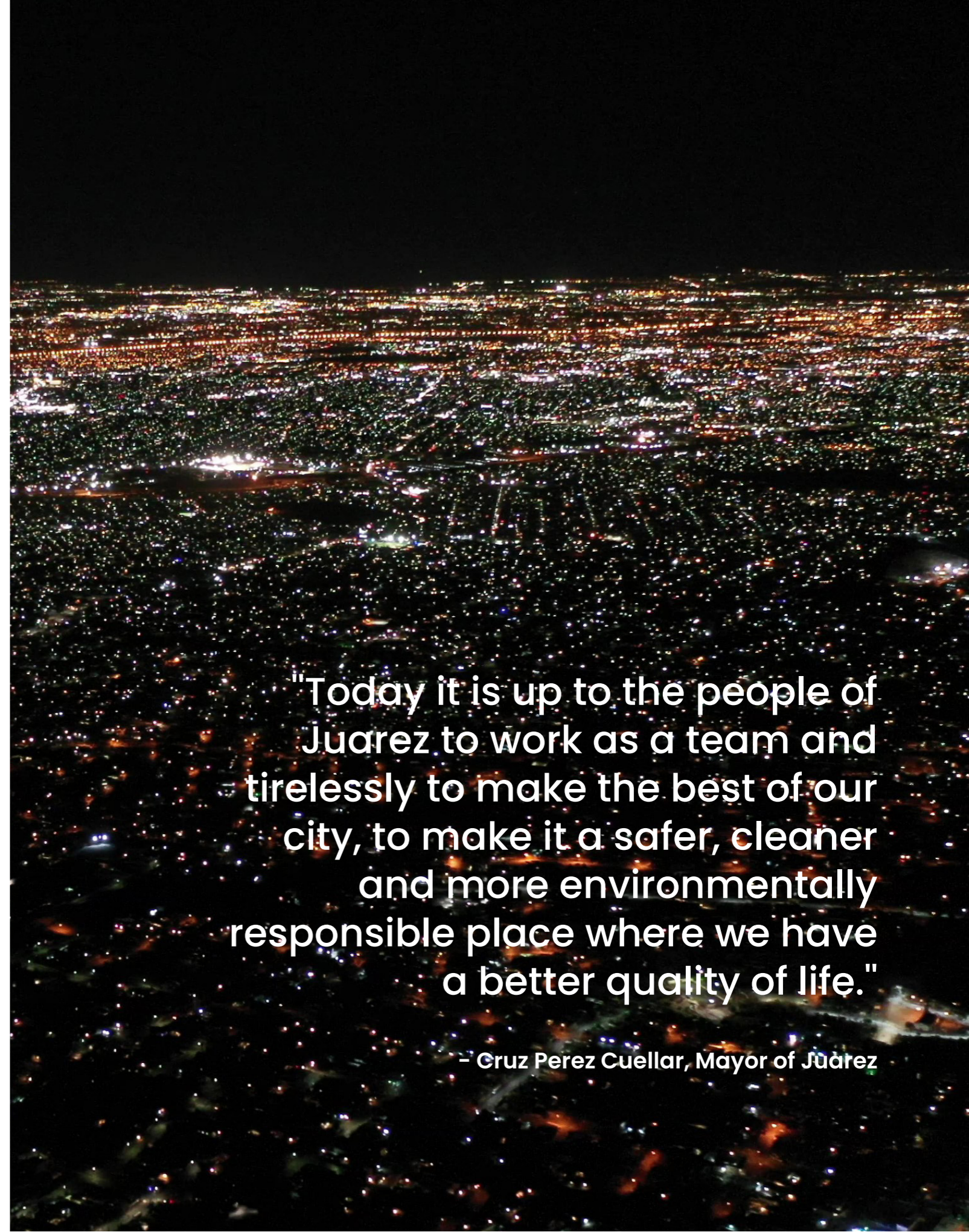
**c) Indicators provided by citizen sources, academia, and other existing monitoring platforms** – These types of indicators are generated by sources external to the government that are currently involved in monitoring and evaluating government actions and citizen perceptions.

### Structure of the indicative results matrix

Based on the above, the indicative results matrix proposed for internal monitoring by the municipality includes a series of columns indicating the line of action to which the indicator corresponds, its dimension, the corresponding source of information and the frequency with which it is updated. It is possible to consult the full matrix of indicators for each of the goals in the Vision Ciudad Juárez 2040 document.



**Find out more on our site!**



**"Today it is up to the people of Juárez to work as a team and tirelessly to make the best of our city, to make it a safer, cleaner and more environmentally responsible place where we have a better quality of life."**

**– Cruz Perez Cuellar, Mayor of Juárez**





**Find out more on our site!**

