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Draft country programme document for Mexico (2014-2018)

Contents

	<i>Page</i>
I. Situation analysis.	2
II. Past cooperation and lessons learned.	3
III. Proposed programme.	4
IV. Programme management, monitoring and evaluation.	5
Annexes	
I. Results and resources framework of the Programme for Mexico (2014-2018).	7
II. List of abbreviations and acronyms	11



I. Situation analysis

1. In 2012, the economy grew at a steady rate (GDP increased by 3.9 per cent). According to the Social Development Policy Evaluation Report, 2011, the international financial crisis and food prices crisis (2007-2008) exacerbated the rate of poverty, which between 2008 and 2010 rose from 44.5 to 46.2 per cent, as the number of poor increased in that period from 48.8 to 52.0 million. The number of persons living under conditions of extreme poverty remained 11.7 million. In response, the Government launched the National Crusade against Hunger and proposes the establishment of the Universal System of Social Protection.

2. Poverty indicators reveal regional and ethnic disparities. In 2010, poverty affected 65 per cent of the rural and 79 per cent of the indigenous-language population (National Council for Social Development Policy Evaluation (CONEVAL)). To achieve the Millennium Development Goals (MDGs) set for 2015, Mexico must redouble its efforts to reduce maternal mortality, close the income and gender gaps and combat preventable diseases (Official Report on Progress, 2010).

3. Between 2010 and 2012, Mexico's Global Competitiveness Index increased from 4.19 to 4.29. The Social Competitiveness Index (published by UNDP and covering the areas of health, education, employment, child labour and income) increased by 2.37 per cent between 2005 and 2010 and by 1.37 per cent between 2010 and 2011.

4. Small and medium-sized enterprises (SMEs) face the following challenges: access to new technologies, competitive financing, enterprise management, specialized human resources and innovative processes. Women are affected by labour market entry barriers twice the scale of those faced by men (National Institute for Statistics, Geography and Informatics (INEGI), 2012), greater unemployment and an informal employment rate of 31 per cent, 3 percentage points higher than men's.

5. In the environmental sector, Mexico has made progress towards meeting local and international-community requirements with regard to the legal framework (for instance, by adopting the Climate Change Act). Through such initiatives as the Special Programme on Climate Change, the country has committed itself to emission reduction targets and adaptation and comprehensive risk-management measures in relation to socioeconomic poverty-reduction policies (mainstreaming of sustainability into other development areas). It is further necessary to build institutional capacities for the establishment of a national system to deal with climate change and to consolidate and develop the poverty reduction criteria related to sustainable natural-resources management and biodiversity conservation programmes.

6. In the area of security, in 2011, 24.5 per cent of the population were victims of some offence (INEGI), over and above organized crime, drug trafficking, illegal possession of weapons and human trafficking. Through the National Strategy for Crime Prevention, the Government endeavours to facilitate the coordination of security policies with social and economic-support programmes in the poorer areas and among the most disadvantaged social groups.

7. Mexico has made progress in promoting citizen involvement and improving the transparency and accessibility of public administration. According to official

data, the 2012 elections scored the highest participation, with most of the resources earmarked for citizen monitoring of the electoral process (through observers estimated at more than 32,000). Women's representation in parliament attained 36 per cent, surpassing the target set in the Peking Platform. At the national level, civil society involvement has been sporadic and of limited long-term effectiveness, while institutional mechanisms for participation must be strengthened.

8. In view of the priority goal of establishing Mexico as a "global actor vested with social responsibility", the Government seeks to expand and consolidate the institutional framework for cooperation and development, providing for, under the Development Cooperation Act, the creation of the Mexican Agency for International Development Cooperation (AMEXCID), the International Development Cooperation Programme, the National Registry for International Development Cooperation (SIMEXCID) and the National Fund for International Development Cooperation. Thus, strengthening the country's role in that area will be a substantial task.

II. Past cooperation and lessons learned

9. The confidence of the United Nations system in Mexico is reaffirmed in the assessment related to the United Nations Development Assistance Framework (UNDAF), 2008-2013, particularly with regard to such aspects as universality, neutrality, multilateralism, mobilization, and creation of South-South partnerships and cooperation schemes.

10. The Country Programme Document (CPD), 2014-2018, will provide for the continuation of UNDP work in the preceding period, based on lessons learned through the UNDAF assessment and three impact assessments regarding the areas of environment protection, democratic governance, poverty and competitiveness. In line with Government priorities, a strategy is being developed for using indicators to focus geographically on shortcomings and areas whose potential needs to be enhanced.

11. UNDP has influenced the public agenda through the Human Development Reports (HDRs), whose ideas have been taken up by President Peña in his political platform. The Human Development Index (HDI) has helped to design a community enhancement policy (*Comunidades en Grande*) targeting low HDI municipalities. The creation of a public information service and the assessment of 23 Government programmes by UNDP have helped to consolidate social programme activities. In that connection, recommendations were formulated to improve effectiveness, efficiency, coordination and gender equity. Translating recommendations based on the relevant reports and assessments into public policy provisions constitutes a challenge to be met during the new programme period.

12. In the area of competitiveness, more than 600 SMEs have been incorporated into productive chains, improving the sector's trade balance and increasing the value of exports. According to the poverty reduction impact assessment, the job preservation and generation rates among enterprises participating in the Supplier Development Programme are, respectively, 100 and 16.8 per cent. Moreover, strategic plans have been drawn up for such key sectors as the aerospace industry. A lesson learned consists in the need to expand activities undertaken in the states with the lowest HDI.

13. UNDP facilitated and provided technical inputs for the formulation and adoption of the Climate Change Act, thereby contributing to reinforcing the adaptation strategy. Technical assistance was made available for the preparation of disaster risk and vulnerability maps and for adaptation to climate change, in support of 37 micro-regions in the south-east of the country. One of the challenges will be to conduct diagnoses and analyses to assess the effectiveness of the policy tools developed.

14. UNDP contributes to the quality of democratic governance by mainstreaming the rights approach into the institutional role of the Electoral Tribunal of the Federal Judiciary (TRIFE), the Federal Electoral Institute (IFE), the Office of the Special Prosecutor for Electoral Offences (FEPADE), civil society and academics; and has promoted accountability by helping to identify institutional strengths and weaknesses through México Estatal (a project for the systematic presentation of statistics and indicators). In connection with the MDG of gender equality, an empowerment index was designed to carry out assessments that were inexistent in the country. Lastly, the exercise of the electoral rights of indigenous peoples was strengthened through the training of 132 leaders.

15. In 2011, the country signed with UNDP a cooperation framework agreement aimed mainly at maximizing Mexico's potential as an international development partner. In that context, note should be made of initiatives related to the MDGs, electoral processes and production competitiveness, such as, for instance, the creation of the International Centre for Electoral Training and Research (CICIE); 140 electoral missions; 30 exchanges in electoral tribunals (for the benefit of 17 countries in four continents); the transfer of risk management systems; and MDG monitoring in Central America. The transfer of supplier development methods to Honduras and El Salvador has shown how important it is to adapt initiatives to the local context. Greater visibility of UNDP contributions to know-how transfer and ownership by the Government are keys to strengthening cooperation.

III. Proposed programme

16. The five agreements of the Pact for Mexico, which aim at a country characterized by, *inter alia*, peace, inclusiveness, quality education, prosperity and the role of a global actor, have been a blueprint for the National Development Plan (NDP), 2013-2018. Based on that document, UNDP has given priority to cooperation in the areas of: (a) equality, inclusion, equity; (b) productive economic development, competitiveness and decent work; (c) environmental sustainability and green economy; (d) citizen security, social cohesion and justice; (e) democratic governance; and (f) partnerships for development.

17. Technical assistance will be provided for the establishment of the Universal System of Social Protection and for the design of programmes targeting the population living above the poverty line but still under conditions of vulnerability. Methodological tools will be made available to analyze the tax reform; its impact on the lower income brackets; and its contribution to promoting trust, conducive to better social relations helpful in resolving shared problems (social capital) and in facilitating the reduction of poverty and inequalities through cooperation and participation. Programme goals and activities will be checked against the updated findings of poverty monitoring; the progressiveness and regressiveness of social

programmes will be compared; and lines of action will be defined in order to improve the distributive effect of such programmes.

18. Capacity-building and technical assistance efforts will focus on the pyramid base (women and young or disabled persons) with a view to promoting integration into the production circuits (particularly in the south and south-east of the country). Rights-based employment and prosperity will be encouraged through access to new technologies, innovative processes and the strategic growth of enterprises. UNDP will follow up on the national policy on entrepreneurial capacities.

19. Low-emission, resilient and environmentally sustainable development strategies will be supported through capacity building, innovative approaches and participatory policies and processes. Linkages of personal capacities and prosperity with the environment will be emphasized and managed so as to coordinate environmental pursuits with social (multicultural and gender) and poverty-reduction approaches to raising the competitiveness of community enterprises (forest certification for instance).

20. The security approach promoted as a response to violence will be based on civic-mindedness, dialogue and observation of the underlying social factors, while institutional capacities will be enhanced with a view to formulating rights- and gender-based public policies aimed at social prevention of such offences and at social cohesion (geographically prioritizing the various states).

21. In the interest of democratic procedure and culture, technical advice will be provided in building and consolidating responsive, transparent and participatory institutions and mechanisms aimed at strengthening civil society bodies, promoting active civic-mindedness, bridging social gaps and highlighting the electoral rights of women, indigenous groups and young persons. In the area of the administration of justice, emphasis will be placed on accessibility, sensitization and reduction of disparities regarding information on legal matters. Dialogue and consensus among the political forces will be facilitated, taking into account the concerns of the country's economic and social sectors.

22. Given Mexico's role as a recipient and provider of international cooperation for development, good practices will be identified, systematized and made public by documenting and assessing experience and by establishing and strengthening centres of excellence for the exchange of know-how and capacities. Contributions will be made to the Post-2015 Development Agenda through support for consultation processes, the definition of indicators, and monitoring and implementation initiatives.

IV. Programme management, monitoring and evaluation

23. The programme will be implemented in cooperation with the Ministry of Foreign Affairs, through AMEXCID, mainly by means of national procedures. Projects will be launched by State institutions and may be carried out by NGOs and organizations of the United Nations system, including UNDP itself.

24. UNDP will undertake to harmonize and align cooperation with the national priorities. The CPD will provide for a monitoring and follow-up plan, combining joint impact assessments (with due consideration for gender variables and

population groups) and including policy-implementation and capacity-building indicators based on the human development approach.

25. For the period 2014-2018, provision is made for US\$ 750,000 from the regular resources of UNDP, while it is estimated that \$100,600,000 will be mobilized, the main funding sources being governmental organizations and international and private sector funds. The Government has shown interest in the country's promotion, by UNDP, as an international development partner through know-how management and the creation of synergies between local and international programmes.

Annex I

Results and resources framework of the Programme for Mexico, 2014-2018

National objective: Ensure that Mexico is an inclusive country

UNDAF outcome No. 1: The Mexican State will have implemented a comprehensive social development strategy ensuring the fulfilment of human development targets by means of coordinated policies conducive to poverty reduction, quality of life improvement and decrease in gender, age, ethnic, economic, geographic and disability-related inequalities through procedures of political dialogue and inclusive social participation. **Outcome indicator:** 1.3 Human Development Index and Gender Development Index. **Strategic plan high-priority areas:** Equality, equity and social inclusion.

<i>Government contribution</i>	<i>Partners</i>	<i>UNDP contribution</i>	<i>Indicators, base line and target for UNDP contribution</i>	<i>Programme outputs</i>	<i>Resources (US \$)</i>
Implementation of social policy programmes and action (through the Social Protection System and the National Crusade against Hunger) that contribute to human development and poverty reduction.	Federal Government and state governments CONEVAL CONAPO INEGI Academics	Provision of technical and procedural advice in mainstreaming the human-development, rights and gender perspectives into social policies.	Indicator: Number of social policies and programmes and System of Social Protection from a gender and human rights perspective. Base line: Zero programmes. Target: Four programmes	- Methods for HDI disaggregation by households and individuals and for monitoring of well-being through employment indicators. - Technical advice in designing and implementing programmes that affect human development.	5,795,000

National objective: Ensure that Mexico is an inclusive country

UNDAF outcome No. 5: The Mexican State will have strengthened and implemented public policies promoting sustained economic growth, competitiveness, decent work and quality of employment, particularly for the benefit of women, young persons, indigenous peoples, rural communities, migrants, older persons and persons with disabilities.

Outcome indicator: 5.2 GDP rate of growth per person employed. **Strategic plan high-priority areas:** Productive economic development, competitiveness and decent work.

Development of capacity-building strategies and methods to ensure access to productive opportunities, quality employment and entrepreneurial capabilities.	Federal Government and state governments INADEM Business organizations Enterprises SCOs Academics	Strengthening of initiatives aimed at the development of strategic sectors, including enterprises and productive chains, through a social competitiveness approach.	Indicator: Rate of women's and adolescent participation in beneficiary community organizations. Base line: Zero. Target: At least 40 % of participants consisting of young persons and/or women.	- Model for incorporation into productive chains, with priority given to the pyramid base.	5,100,000
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National objective: Ensure that Mexico is a prosperous country

UNDAF outcome No. 6: The three branches of Government, the private sector, academics and civil society will have enhanced their capacity to check environmental degradation and use natural resources sustainably and equitably by mainstreaming environmental sustainability, low-emission development and green economy into the legislative process, planning and decision making. **Outcome indicator:** 6.3 Percentage of the public budget allocated to and executed under the environmental sustainability policy. **Strategic plan high-priority areas:** Environmental sustainability and green economy.

Integration of green planning indicators into the NDP, in a manner that states can replicate.	Federal Government (SEMARNAT, CONAFOR, CONANP, CONABIO, INECC, CICC ministries), state governments and IOs (inter alia, FAO, GIZ, IDB and WB), industrial sectors and CSOs.	Promotion of low emission and disaster-risk, resilient and environmentally sustainable development strategies with a gender and multicultural perspective, for poverty reduction.	<p>Indicator: Number of climate change plans, programmes and funds with poverty-reduction, disaster- prevention, mitigation and adaptation criteria.</p> <p>Base line: Zero low-emission development strategies.</p> <p>Target: A regional adaptation strategy and a sectoral low-emission development strategy; at least five programmes for managing protected natural areas.</p> <p>- At least two federal programmes and six state programmes with climate change fund and risk reduction criteria.</p>	<p>- Technical cooperation for dialogue, policy management and regulatory frameworks.</p> <p>- Models for handling ecosystems, POPs, regional action and adaptation to climate change.</p> <p>- Risk analysis for mainstreaming a proactive approach into social programmes.</p> <p>60,000,000</p>
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National objective: Ensure that Mexico is a peaceful country

UNDAF outcome No. 7: The Mexican State will have implemented political public and strategies of public security and citizen security, that guarantee the exercise of the DH, considering the citizen participation, as well as the social prevention of the crime and the violence, with emphasis in the people in situation of vulnerability and discrimination. **Outcome indicator:** 7.7 Level of social capital. **Strategic plan high-priority areas:** Citizen security, social cohesion and justice.

Implementation of the National Programme for the Social Prevention of Violence and Crime.	Federal Government and state governments CSOs Academics	Enhancement of institutional capacities for access to justice and the prevention of crime and violence, on the basis of understanding the underlying social factors and a gender, social-cohesion and citizen-participation approach.	<p>Indicator: Number of local governments implementing citizen security plans within the framework of the National Programme for the Social Prevention of Violence and Crime from a gender perspective.</p> <p>Base line: Zero citizen security plans.</p> <p>Target: At least two states.</p> <p>Indicator: Number of institutions of the judiciary with a rights and gender approach.</p> <p>Base line: Three out of eight judiciary institutions with gender commissions.</p> <p>Target: At least two judiciary institutions with a rights and gender approach.</p>	<ul style="list-style-type: none"> - Monitoring and evaluation of social crime-prevention activities. - Technical assistance regarding access to and administration of justice based on the rights perspective. - Harmonization of criminal codes and regulatory systems. 	6,600,000
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National objective: Ensure that Mexico is a peaceful country

UNDAF outcome No. 11: The Mexican State will have established a government effectively guaranteeing human rights, through strengthened transparency, access to the information and accountability to combat corruption and elimination of all types of discrimination. **Outcome indicator:** 11.1. Index of readily available public information. **Strategic plan high-priority areas:** Democratic governance.

Strengthening of the mechanisms for high-quality democracy, with citizen participation, access to information and transparency.	Federal Government and state governments Congress Political parties TRIFE IFE FEPADE INMUJERES CDI CSOs Academics	Enhancement of State capacities for a citizens' democracy that promotes policies based on a rights approach and regulatory harmonization.	<p>Indicator: Number of programmes for promoting a democratic culture from a rights and gender perspective.</p> <p>Base line: A programme for promoting civic-minded political awareness.</p> <p>Target: At least three programmes bridging ethnic and gender breaches.</p>	<ul style="list-style-type: none"> - Institutional reinforcement promoting active citizen participation. - Promotion of a democratic culture with an emphasis on the exercise of the rights of women, indigenous peoples and young persons. 	11,095,000
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UNDAF outcome No. 12: The Mexican State will have created synergies for the development of a citizenry that participates, knows and exercises its human rights fully, promotes inclusive public policies and assumes its responsibilities. **Outcome indicator:** 12.4 Percentage of membership in various types of citizen organizations. **Strategic plan high-priority areas:** Democratic governance.

Promotion of rules for and allocation of resources to citizen participation.	Federal Government and state governments Congress Electoral institutions CSOs Academics	Improvement of access to and involvement in democratic processes to influence public policies and decision making procedures.	Indicator: Number of institutions with democratic culture promotion programmes. Base line: Zero institutions. Target: At least three institutions with relevant programmes.	- Technical assistance for democratic culture promotion. - Methods for building CSOs' capacities to improve the quality of their participation in decision-making.	8,600,000
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National objective: Ensure that Mexico is a country sharing global responsibilities.

UNDAF outcome No. 13: The Mexican State will have strengthened its role as effective stakeholder in the area of development at the regional and global levels; and, to that end, will have established an appropriate basis for international cooperation. **Outcome indicator:** 13.2 System for the monitoring and evaluation of two-tiered cooperation. **Strategic plan high-priority areas:** Partnerships for development.

Strengthening of the country's participation in multilateral arrangements and of its role as an international cooperation actor.	Unites Nations system IOs (GIZ, JICA, AECID, NORAD, CIDA, AUCI, ABC and TIKA).	Provision of technical assistance for institutional capacity building in the area of South-South cooperation.	Indicator: Number of recorded and transferred forms of South-South cooperation. Base line: 14 documented instances of sectoral experiences. Target: At least one new instance documented and transferred in three strategic sectors.	- Establishment of excellence centres and of a national registry for cooperation. - Experience exchange. - Strengthening of AMEXCID.	4,160,000
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Annex II

List of abbreviations and acronyms

ABC	Brazilian Cooperation Agency
AECID	Spanish Agency for International Development Cooperation
AMEXCID	Mexican Agency for International Development Cooperation
AUCI	Uruguayan International Cooperation Agency
CDI	National Commission for the development of Indigenous Peoples
CICC	Inter-Ministerial Commission on Climate Change
CIDA	Canadian International Development Agency
CNDH	National Human Rights Commission
CONABIO	National Commission for Knowledge and Use of Biodiversity
CONAFOR	National Forestry Commission
CONANP	National Commission of Natural Protected Areas
CONAPO	National Population Council
CONEVAL	National Council for Social Development Policy Evaluation
FAO	Food and Agriculture Organization of the United Nations
FEPADE	Office of the Special Prosecutor for Electoral Offences
GDP	Gross domestic product
GIZ	German Agency for International Cooperation
HDR	Human Development Report
HR	Human rights
IDB	Inter-American Development Bank
IFE	Federal Electoral Institute
INADEM	National Institute of the Entrepreneur
INEEC	National Institute of Ecology and Climate Change
INEGI	National Institute for Statistics, Geography and Informatics
INMUJERES	National Institute for Women
IOs	International organizations
JICA	Japan International Cooperation Agency
MDGs	Millennium Development Goals
NAMA	Nationally Appropriate Mitigation Action
NDP	National Development Plan
NORAD	Norwegian Agency for Development Cooperation

POPs	Persistent organic pollutants
SCI	Social Competitiveness Index
SCOs	Civil society organizations
SEGOB	Ministry of the Interior
SEMARNAT	Ministry of the Environment and Natural Resources
SICA	Central American Integration System
SIMEXCID	National Registry for International Development Cooperation
SMEs	Small and medium-sized enterprises
SRE	Ministry of Foreign Affairs
TIKA	Turkish International Cooperation and Development Agency
TRIFE	Electoral Tribunal of the Federal Judiciary
UNDAF	United Nations Development Assistance Framework
WB	World Bank