

**Joint SDG Fund**

**Joint Programme Mexico**

***Closing Gaps: making Social  
Protection work for Women  
in Mexico***

**ILO, UN WOMEN and FAO**

## Joint Programme Document

### A. COVER PAGE

- 1. Fund Name:** Joint SDG Fund
- 2. MPTFO Project Reference Number** *(leave blank / automatically populated in Atlas)*
- 3. Joint programme title:** *Closing Gaps: making Social Protection work for Women in Mexico*
- 4. Short title:** *Social Protection for Mexico's Women*
- 5. Country and region:** Mexico
- 6. Resident Coordinator:** Peter Grohmann; [peter.grohmann@un.org](mailto:peter.grohmann@un.org)
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#### 9. Short description:

The overall purpose of the joint programme (JP) is to increase Mexican women's access to social protection, and expand its coverage through the design and implementation of differentiated strategies. To this purpose, this programme identifies policy levers to accelerate transformations that improve access, coverage and adequacy of social protection and care for groups of marginalized women.

The target groups are particularly women in situations of exclusion, including domestic workers and women temporary agricultural workers at national level. A special focus will be given to activities in the following five states: the State of Mexico, Mexico City, Jalisco, Chiapas and Oaxaca. Notwithstanding, the program will benefit a wide range of women at national level by improving access to public care services and policies, and supporting the adoption of a permanent social protection regime by the Mexican Social Security Institute.

The programme was designed in collaboration with the Office of the Presidency<sup>1</sup>, as well as contributions from many strategic institutions and stakeholders, ensuring their active involvement in order to achieve the desired results.

To address the problem, the programme will focus on two main components: 1) Improving the legal and policy framework, in order to extend social protection coverage for women especially for those in vulnerable situations, and 2) Increasing the knowledge and commitment of key stakeholders who can contribute to change the current social protection conditions. The programme will focus its activities in the states with the highest concentration of domestic workers and rural and indigenous women, to reduce inequality and support decent work.

By 2022, the programme will have contributed to increasing the coverage of social protection for women in Mexico, through: (1) A comprehensive policy for domestic workers that includes

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<sup>1</sup>The office of the Agenda 2030 was embedded into the Office of the Presidency until December 2020, when the latter was closed definitively. On March 2021, the office of the Agenda 2030, and all of its functions, were transferred to the Secretariat of Economy.

the adoption of a permanent regime on social protection, its application in 5 states, and the inspection protocol for domestic work, (2) The establishment of the National Care Strategy and its implementation at local level, and (3) The development of an innovative policy strategy aimed at women temporary agricultural workers, tailored to the context of two states for its initial implementation.

By the end of the programme, the benefits achieved will cover close to 40% of the target group of the conservative estimate of 2.5 million women, contributing to the achievement of the 2030 Agenda by putting women and girls at the center of its work, and adopting a holistic approach of the multiple dimensions of sustainable development.

#### 10. Keywords:

- Social protection in Mexico
- Unpaid care work
- Domestic workers
- Women temporary agricultural workers
- Contributory and non-contributory social protection systems
- Pilot Program on social security for domestic workers
- National Care Strategy

#### 11. Overview of budget

<b>Joint SDG Fund contribution</b>	<b>USD 2,000,000.00</b>
ILO co-funding	119.254.00 USD
UN Women co-funding	160.714.00 USD
FAO co-funding	120.440.00 USD
<b>TOTAL</b>	<b>USD 2,400,408.00</b>

#### 12. Timeframe:

Start date	End date	Duration (in months)
01.Feb.2020	31.May.2022	28 months

#### 13. Gender Marker:

Overall score average: 3.

The programme effectively mainstreams gender and promotes women empowerment through the programming cycle, from planning to achievement of results.

#### 14. Target groups *(including groups left behind or at risk of being left behind)*

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	x	
Children		x
Girls		x
Youth		x
Persons with disabilities		X
Older persons		X
Indigenous peoples	X	
Rural workers	X	
Human rights defenders (incl. NGOs, journalists, union leaders, whistleblowers...)	X	

Migrants		X
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### 15. Human Rights Mechanisms related to the Joint Programme

- CEDAW. Ninth Periodic Report on Mexico of the CEDAW in 2018.
- CEDAW General Recommendation No.34 on the rights of Rural Women
- CSW63 agreed conclusions. CSW joint statement of the UN Social Protection Interagency Coordination Board to prioritize social protection for women and girls, approved during the CSW63.
- Committee on Economic, Social and Cultural Rights. Concluding observations on the combined fifth and sixth periodic reports of Mexico (2018).
- ILO C102 - Social Security (Minimum Standards) Convention, 1952 (No. 102).
- ILO R202 - Social Protection Floors Recommendation, 2012 (No. 202).

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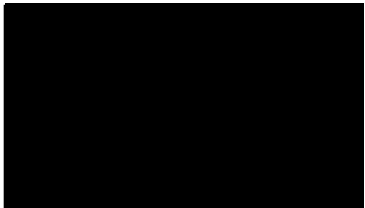
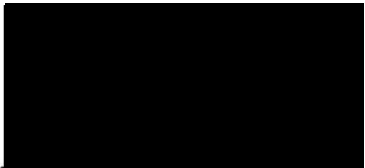
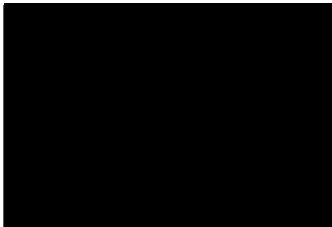
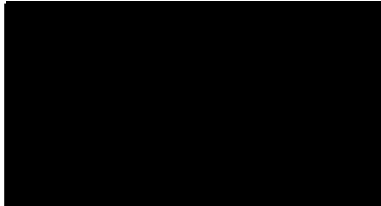
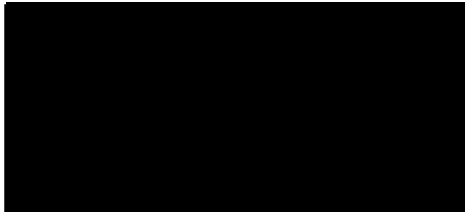
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## B. STRATEGIC FRAMEWORK

### 1. Call for Concept Notes: 1/2019

### 2. Relevant Joint SDG Fund Outcomes

- Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale
- Output 3: Integrated policy solutions for accelerating SDG progress implemented.

### 3. Overview of the Joint Programme Results

**IMPACT:** Women in Mexico have increased access to social protection as a key strategy for realizing the SDGs

#### 3.1 Outcomes

- **Outcome 1.** Integrated multi-sectoral policies on women's access to social protection implemented
- **Outcome 2.** Capacities of key stakeholders strengthened to increase women's access to social protection

#### 3.2 Outputs

- **Output 1.1.** Permanent social protection regime for domestic workers drafted at national level and formalization strategies tailored and adopted in 5 States.
- **Output 1.2.** National Care strategy with local perspective formulated as a pillar of the social protection system.
- **Output 1.3.** Social protection and formalization strategy tailored for women temporary agricultural workers considering local perspectives.
- **Output 2.1.** Key stakeholders equipped with knowledge on social protection extension.
- **Output 2.2** Domestic workers and employers increased knowledge on the access to social protection regime for domestic workers.

In addition, this joint program is aligned with the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2020-2025. The UNSDCF is currently in a draft version and is also aligned with the National Development Plan. The joint program will help to achieve the following UNSDCF's Outcomes and strategic lines of action:

- Outcome 1: By 2025, the Mexican State has a comprehensive strategy for social development, reduce multidimensional poverty and inequality, with an integrated approach to human rights, gender, interculturality, life cycle and territory, which incorporates redistributive mechanisms without leaving anyone behind.
  - 1.2 *Strategic line.* Technical support, strengthening of institutional capacities and promotion of inclusive alliances so that social protection becomes a State policy.
  - 1.8 *Strategic line.* Strengthening of institutional capacities, technical support and promotion of inclusive partnerships so that public policies, programs and budgets in the field of social development include the needs of populations in

- conditions of human mobility<sup>1</sup>, consider the provision of care services and incorporate the integrated approach.
- Outcome 2: By 2025, the population in conditions of greatest vulnerability fully exercises their rights to health, education, culture, housing, food, social protection and care, and access to quality universal services.
    - o 2.1. *Strategic line.* Advocacy, political dialogue and technical assistance to support the design and implementation of a universal social protection system based on human rights, which integrates and coordinates sectorial and institutional efforts.
    - o 2.2 *Strategic line.* Advocacy, political dialogue, capacity building and promotion of inclusive partnerships for the design, implementation, monitoring and evaluation of a comprehensive system of care, with the central participation of the State and the social co-responsibility of households and the private sector.
    - o 2.4. *Strategic line.* Advocacy, political dialogue, technical support, promotion of inclusive partnerships and strengthening of institutional capacities for the formulation of public policies and budgets in education, health, food, social protection, housing and culture with an integrated approach, which include the effective participation of society civil.
  - Outcome 3: By 2025, the Mexican State plans and implements, with territorial, population and human rights and gender perspectives, inclusive strategies to generate shared prosperity that reduce inequality and poverty.
    - o 3.2 *Strategic line.* Advocacy, political dialogue and technical support so that territorial planning, and the planning and governance at the national and sub-national levels are coordinated, linked to the sustainable development of rural and urban areas, and incorporating the integrated approach, based on comparative advantages of the territory and the impact of human mobility in the communities.
  - Outcome 5: By 2025, the Mexican State has decent work programmes to address the labor market needs, including institutional strengthening, job training, formalization, women's economic participation, protection of rights, social mobility and labor justice.
    - o 5.1. *Strategic line.* Promotion of inclusive partnerships between the private sector, the public sector, unions and civil society to strengthen the decent work agenda at national level and promote the development of decent work programmes at subnational level, promoting social protection, fundamental labour rights, social dialogue, fair remuneration and gender equality.
    - o 5.3. *Strategic line.* Advocacy, exchange of good practices and promotion of inclusive partnerships to design, implement and articulate social and economic policies that increase women's participation in the labour market under decent work criteria and with strategies differentiated by territory, taking into account the burden of unpaid work.
    - o 5.4. *Strategic line.* Technical assistance and strengthening of institutional capacities for the harmonization of the legal framework and the implementation of the policy of formalization of the employment and decent work for domestic workers.
  - Outcome 6: By 2025, the Mexican State implements policies, strategies and programs that allow the transition to a green economy that promotes the mitigation of the effects of climate change with an integrated approach.
    - o 6.2 *Strategic line.* Promotion of citizen participation, development of individual capacities and promotion of inclusive partnerships for cultural change towards the economic empowerment of women, mainly rural and indigenous, in the

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<sup>1</sup> It is understood by populations in condition of human mobility within this strategic line, migrants, asylum seekers, refugees, internally displaced persons, returnees, agricultural workers and their families.

sustainable management of resources and natural reserves, as well as the modification of consumption patterns, particularly in households, including through education and environmental awareness plans.

#### **4. SDG Targets directly addressed by the Joint Programme**

##### **3.1 List of targets**

This Joint Program will substantially contribute to the acceleration of two SDG targets:

- Target 1.3. Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable

And

- Target 5.4. Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate

##### **3.2 Expected SDG impact**

The program recognizes that Mexican women face huge barriers to access social protection, especially those groups of women that still are not legally included in fully-fledged social protection such as domestic and women temporary agricultural workers, thus exacerbating their vulnerability.

Women domestic and temporary agricultural workers are left behind regarding their access to social protection due to (1) the lack of opportunities of decent work; (2) the current legal framework that excludes them from social protection; (3) the limited scope and coverage that the social protection system provides; and (4) the overburden of unpaid care work that is higher within rural communities.

An increased legal protection with effective coverage to include these marginalized groups of women and the implementation of the National Care Strategy, will promote the nationwide access for women to decent work and to the labour market, especially for those most vulnerable, accelerating the achievement of the SDGs 1 and 5. By the end of the programme, disadvantaged women workers will have access to a social protection framework, thus contributing to the achievement of SDG target 1.3. Moreover, women in Mexico will benefit from the progress of the National Care Strategy and consequently be in a position to reduce their burden of unpaid care work, hence accelerating SDG 5.4.

As the program addresses a number of structural causes of gender inequality and poverty, it also contributes significantly to the achievement of the following targets:

- 1.b. Create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions
- 5c. Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels
- 8.5. Achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value

- 8.8. Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment
- 10.3. Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard
- 10.4. Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality
- 17.9. Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the sustainable development goals, including through North-South, South-South and triangular cooperation

## **5. Relevant objective/s from the national SDG framework**

- According to the National Development Plan (2019-2024), the federal government's most important aim for the next six years is to build an effective welfare policy for the Mexican population. In order to achieve this goal, it has made a strong public commitment to the eradication of poverty and the reduction of inequality gaps based on the SDGs 1, 2 and 5.
- In this regard, indigenous and rural populations became a national priority. Recently the National Institute for Indigenous Populations was created with the purpose of supporting national programs aimed at reducing poverty and promoting access to human rights in and of indigenous communities. National programs aimed at promoting rural sustainable development were created and include the promotion of decent work among the rural workers.
- Gender equality is also a priority for the next six years and the National Institute for Women set unpaid care work as one of its strategic lines of action of its National Equality Program (2019-2024) to reduce gender inequalities and advance SDG goal number 5.
- The draft of the new 2030 Agenda National Strategy (which was under public consultation until September 2019) establishes that by 2030 Mexico will be an inclusive country with social cohesion. There will be a solid and well-articulated universal social protection system that will allow all people to effectively exercise their rights and develop on equal terms in the personal, community and productive spheres.
- Additionally, it highlights that by 2030 the Mexican agriculture area will generate opportunities for sustainable growth for the country. Small and medium producers, particularly women, will have access to social protection schemes, financial and technological facilities, and capacity building schemes, to increase their productivity in a sustainable way.
- Additionally, it states that, under the concept of co-responsibility, care work and unpaid domestic work will be recognized and valued through the provision of public services, infrastructure and the implementation of social protection policies that generate well-being from an equality perspective.



## **6. Brief overview of the Theory of Change of the Joint programme**

### **5.1 Summary:**

The current policies and legislation regarding social protection and care services for women in Mexico are poorly articulated and provide insufficient coverage, in particular to domestic, indigenous, rural and poor women workers. Simultaneously, social protection is an issue that is largely unknown by workers, employers, employers' and workers' organizations and a number of authorities at all levels. This context contributes importantly to the limited reach and scope of social protection for women in Mexico, increasing the risk that they often end up in vulnerable situations of increased poverty and an overburden of unpaid care work.

If the existent policies and legislation are strengthened in order to protect women, especially those in more vulnerable situations; if more key stakeholders gain the necessary knowledge and skills about social protection relevance and programme management; and if incentives are set to promote workers' affiliation to social protection; then access to adequate social protection and care services for women in Mexico will substantially increase, closing the gaps that currently exist for their full incorporation to the formal economy and fulfillment of their rights.

### **5.2 List of main ToC assumptions to be monitored:**

- Mexican government's commitment to advance social protection for the most marginalized population such as domestic workers and rural and indigenous population.
- Ministries and Parliament with strong commitment to advance gender and social equality agenda.
- Unpaid care work issues set as a national priority in order to reduce gender inequality gaps.
- Strong partnership between PUNOs and Mexican Government to jointly promote the SDG goals in the country.

## **7. Trans-boundary and/or regional issues**

N/A

## **C. JOINT PROGRAMME DESCRIPTION**

### **1. Baseline and Situation Analysis**

#### **1.1 Problem statement**

##### **Social protection challenges in México**

Mexico's social protection coverage indicators are below the regional Latin American average, referring both to the contributory and non-contributory system. According to the *World Social Protection Report 2017-2019* (2017), only 50.3% of the Mexican population had or would have (if needed) access to at least one social protection benefit in contrast with 61.4% on the average across Latin American countries. If compared with the global indicator, Mexico is just above the world average of 45.2%.

This report also highlights that this social protection coverage indicator contrasts with the fact that Mexico, as a member of the G-20, is one of the 20 most important economies in the world. In addition, according to the Economic Survey of Latin America and the Caribbean (2019), Mexico's investment in social protection is only 3.8% of the GDP, less than the average of 4.9% among Latin American countries.

The ILO analysis *El Sistema de Protección Social en México y sus Posibles Reformas en 2018- 2024*<sup>2</sup> (Valencia, 2018) also found that the coverage of the contributory social protection system – led by the Mexican Institute of Social Security (IMSS) – has been stagnant for the last ten years, reaching around 30% of the working population. Additionally, an analysis CONEVAL (2018) highlights that between 2008 and 2016, the total population with access to social security in Mexico, decreased 9.2%, from 65% to 55.8 %.<sup>3</sup>

At the same time, the non-contributory system has been extended focusing on health services through national programs like *Seguro Popular* (introduced in the early 2000s)<sup>4</sup> and old age pensions through the national social assistance program *Pensiones para Adultos Mayores* (introduced in the late 2000s). Consequently, some gaps in these areas were reduced, but other serious gaps remain unchanged in benefits such as insufficient maternity leave and the lack of care services and unemployment insurance.

Despite these institutional efforts, the ILO report *Panorama laboral temático 4, Presente y futuro de la protección social en América Latina y el Caribe* (ILO, 2018)<sup>5</sup> highlighted the fact that the inequality gap regarding coverage of social protection in Mexico has increased over the last ten years. In 2005, the divide of coverage by social security between low-income and high-income groups was 17.3 times; in 2015, the difference increased to 29.2 times, astonishingly contrary to Latin American trends.

Regarding inequality gaps, the challenges faced by rural populations are even greater regarding access to encompassing social protection. In rural communities, the percentage of cash transfers delivered is high. According to Valencia (2018), in Mexico 46% of the households and 63% of elderly people living in rural communities received cash transfers. However: 1) the rural population has faced a decrease in the value of income provided, between 24% and 28% in the last ten years, and 2) the coverage of these cash transfers reaches to only 43% of the population living in poverty.

On the other hand, in rural regions, the challenges regarding the coverage of social services are important, often stemming from issues linked to infrastructure and mobility. These structural problems affect the access and quality of those services that reach these communities.

Even if Mexico has progressed on some social protection areas through non-contributory programs, such as health services and old age social assistance pensions, there are severe issues regarding legal exclusion, as well as the access and quality of much needed social protection benefits. From a human rights perspective, this overview strengthens the argument

<sup>2</sup> Valencia Lomelí, Enrique; et. al. (2018). *El Sistema de Protección Social en México y sus Posibles Reformas en 2018-2024*. México: OIT, unpublished manuscript.

<sup>3</sup> CONEVAL (2018), Social Development Policy Evaluation Report, Mexico City.

<sup>4</sup> The current government plans to reform *Seguro Popular* and to improve the coordination of the different fragments of the Mexican health system. If such a reform is approved, its analysis will be taken into account for the diagnostic of the social protection system under this joint programme. If the debate on a possible reform is under way during the execution period of the JP, work done by the agencies will try to contribute to such debate where possible.

<sup>5</sup> ILO (2018). *Panorama Temático Laboral 4, Presente y Futuro de la protección social en América Latina y el Caribe*. OIT, Perú.

that social protection in Mexico is inadequate and consequently the Mexican population is largely unable to exercise their social rights, with women being particularly affected.

### **Women's access to social protection in Mexico**

Even though many administrative records are not sufficiently disaggregated by gender to allow for an exhaustive research, with the available data it is possible to carry out a gender perspective analysis, showing the significant existing gaps.

Currently, 11 million women work in the informal sector and only 32.6% of working women in Mexico are effectively covered by formal social security mechanisms. (INEGI, 2016)

Many of the women working informally are self-employed. The self-employment rate for women in Mexico is 25%, this percentage is above the average for OECD countries which is 10% (OECD- INMUJERES, 2017). The majority of self-employed women work in the informal sector, often as domestic workers with more than one employer, or street vendors (OECD- INMUJERES, 2017),<sup>6</sup> and, along with their dependents, they do not receive social protection or care benefits.

Concerning the effective access to social protection benefits, the above mentioned ILO report (ILO, 2018) states that only 10% of women in Mexico aged 65 or more have a pension in contrast with 33% of men. Consequently, 77% of old-age women do not have a pension or an income from labour market participation, as compared to 29% of men. Therefore, the probability that older women in Mexico live in a situation of poverty is extremely high.

Regarding the limited coverage of the existing care services, Valencia (2018) found out that: 1) although the percentage of those receiving the non-contributory old age pension coverage grew in the last years, no public care programs are directed to this group, and 2) only 4% of children nationwide are cared for in daycare services. In other words, no sufficient public care services provide adequate care to children and old-age people in a context where the demand for care is rising. The drivers for this surge in demand are manifold, ranging from a gradual increase of female labour market participation to the ageing process, even if Mexico is not yet in an advanced stage of demographic transition. This constellation increases the risk that older men and women, and children, especially those who demand care in the long term remain in precarious situations and suffer violence.

When caregiving is merely considered a household responsibility, women are the most affected and overburdened by unpaid care work. Usually, this phenomenon becomes a powerful barrier for them to participate in the labor market and therefore reinforces the obstacles to access social protection. In the case of Mexico, female labour market participation rate is of only 43%, one of the lowest in Latin America. The burden of unpaid care work is one of the structural biases of gender inequalities that harm women and girls throughout generations.

According to the ECLAC *Gender Equality Observatory for Latin America and the Caribbean*,<sup>7</sup> women in Mexico work on average more than in any other Latin American country: 74.4 hours per week.<sup>8</sup> Of these weekly hours, 72% is spent on unpaid work and 28% on remunerated activities. In this regard, an UN Women and INMUJERES report explains that a higher proportion of Mexican women (62.9%) than men (7.1%) live in poverty of time, because

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<sup>6</sup> OCDE, INMUJERES (2017), "Construir un México Inclusivo", OCDE, México.

<sup>7</sup> See: <https://oig.cepal.org/es>

<sup>8</sup> See: <https://oig.cepal.org/en/indicators/total-work-time>

women spend more than 37.4 hours per week –approximately 5.3 hours per day- on unpaid care activities. This situation is worse for women living in rural communities (76.5%)<sup>9</sup>

It is important to highlight that the groups of people which have more care needs are children, the elderly, sick people and people with a permanent or temporary disability. In Mexico, the composition of the priority population that needs specific care attention includes 33 million of children between 0-15 years old, 12 million elderly, 1 million of people with a temporary disability and 750 thousand people with a permanent disability (CONAPRED, 2017).

The lack of care services for children, elderly and people with a disability, resulting in the overburden of unpaid care work. Within this context, the Common Country Assessment (CCA) highlighted that Mexico needs public policies that respond to elderly people needs, policies that consider long term care, including permanent care provision which currently is scarce and fragmented, and is mainly provided by the households, in informal ways, with no payment or support and mainly developed by women.

The overburden of unpaid care work amongst women, and the gender gap in relation to the access to pensions, are two critical examples of gender inequality, reinforced by the current gaps in the social protection schemes in Mexico. This is particularly relevant for those living in marginalized groups.

Rural women and girls in particular suffer from a lack of opportunities resulting in their economic and financial exclusion. Only 30% of rural women working in agricultural activities earn an income, exacerbating their invisibility vis-à-vis the social protection system. In Mexican agriculture, it is often usual that the male day labourer is formally recruited, but his entire family, including wife and children, works with him to complete the task, hence invisibilizing unpaid female work and illegal child work.

Additionally, not only women and girls spend more hours on unpaid domestic and care work than men do, but also rural women spend more hours on this task than urban women do. According to the National Survey on Time Use (ENUT 2014), rural women and girls spent 46 hours per week on unpaid activities, 30 hours more than rural men did and 10 hours more than women in urban areas.

The inadequate coverage of social protection benefits to the rural and indigenous population, in addition to a lack of services, infrastructure and resources, is acknowledged as a critical driver for migration. Many rural women migrate to seek employment, be it as temporary agricultural workers, be it as a domestic worker in larger cities, experiencing precarious working conditions.

Special mention needs to be given to women with disabilities, considering that 51% of the population living with at least one disability in the country are women, constituting almost 3 million women in Mexico.<sup>10</sup> Women with disabilities face strong barriers to finishing their education and enter the labour market, facing further inequality when these women are, in addition, part of an indigenous or rural community. Furthermore, statistics show that aged women are more likely to become disabled than men.

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<sup>9</sup> Data calculated from the National Survey on the Use of Time (ENUT) 2009 and incorporated in UN Women and INMUJERES (2015), Poverty of time; a conceptual review. Work notebook. Mexico. UN Women /INMUJERES. Pp. 7- 8.

<sup>10</sup>National Census (INEGI, 2010).

In this context, women and girls with disabilities are one of the groups most affected by intersectional discrimination, and need to be better integrated into social protection policies and schemes.<sup>11</sup>

Human Rights mechanisms, such as CEDAW General Recommendation 34, demand the State to ensure that rural women engaged in unpaid work and/or in the informal sector have access to non-contributory social protection (41.a), as well as to adopt gender-responsive social protection floors that allow that all rural women have access to essential health care, childcare facilities and income security, in line with article 14, paragraph 2 (b) and (h) and ILO Recommendation No. 202 (2012) on social protection floors (41.b).

The Concluding Observations on the Ninth Periodic CEDAW Report on Mexico of 2018 recommend the State to increase women's access to the national social security system and develop coordinated social protection and compensation programmes for women (44.b), as well as to create equal opportunities, in practice, for indigenous, Afro-Mexican and rural women in the labour market (46.a).

In addition, Mexico has ratified ILO Convention 102 on social security minimum standards, and supported the adoption of ILO Recommendation 202 on social protection floors.

Currently, 609,287 women temporary agricultural workers<sup>12</sup> -28% of them of indigenous origin-, suffer from a lack of social protection, as do 2.3 million of domestic workers -many of them from rural and indigenous communities living in the cities-. An effective integrated policy to promote their access to social protection benefits, with a special focus on care needs, could quickly provide coverage for a significant proportion of these millions of women and girls across the country.

It also has the potential to have an impact on a personal level, by providing women with the opportunity to develop their own projects. At community level it would create the necessary conditions to improve livelihoods, and at national level, help to reduce levels of poverty and reduce the gender gap across generations.

## **1.2 Target groups**

Considering the limited coverage of social protection in Mexico and the disproportionate effect this has on women, the programme's overall goal is to increase women's access to social protection. A specific focus is given to those groups of women clearly left behind: women domestic and temporary agricultural workers. The proposal will directly benefit these groups of women currently excluded from social protection (2.3 million of domestic workers and half a million women temporary agricultural workers), and will indirectly benefit their dependents, such as children, elderly and people with disabilities living in their households. Largely, through the National Care Strategy, the programme will benefit women living in rural and indigenous communities as well women living in the cities.

Within this context, the programme will be implemented at national level and with a special focus on five states for field activities: the State of Mexico, Mexico City, Jalisco, Chiapas and Oaxaca. 36.4% of all domestic workers in Mexico are employed in the State of Mexico, Mexico

<sup>11</sup> The programme will consider women with disabilities needs amongst the target groups covered by its activities, looking forward future opportunities to address the topic in a specific project in Mexico.

<sup>12</sup> According to the results of the fourth quarter of the ENOE of 2015, in Mexico the population over 15 years of age employed as an agricultural worker is 5 538 979 people. Of these 56% are farmers and 44% support farm

labourers. Among agricultural workers 89% are men and 11% women (INEGI, 2016).

City and Jalisco. Chiapas and Oaxaca are the states with the highest percentage of rural and indigenous population in Mexico.

### **Domestic workers**

The national household survey on employment (ENOE 2018) recorded that more than 2.3 million declared being domestic workers in the country, 95% of them women. Therefore, there are around 2.2 million women domestic workers in Mexico, making up approximately 10% of the female workforce. Mexico is the country with the highest number of domestic workers in Latin America after Brazil.

Regarding the general profile of domestic workers in Mexico, according to the ILO report *Perfil del Trabajo Doméstico Remunerado en México* (Bensusán, 2019)<sup>13</sup>, the following information is of outmost importance:

- 28% are migrants from rural areas;
- Also 28% are of indigenous origin;
- The average age of a domestic worker is 42.9 years. This number is predicted to continue rising.
- 99% work informally, without a written labour contract.
- They are overrepresented among workers that earn less than the minimum wage. The average income for a domestic worker is less than 1.5 USD per hour.
- 70% lack any type of benefits.
- 51% live in conditions of poverty and extreme poverty despite working.

In addition, domestic workers are closely related to disability matters in at least two ways:

- Firstly, overwhelmingly women provide care to family members with disabilities (as well as care to children and older persons). In the case of Mexico, given the absence of a care system, hiring a domestic worker (usually unskilled and under precarious conditions) is the most frequent solution (ILO World Care Report, 2018).
- Secondly, domestic workers face a series of occupational safety and health hazards that may eventually impair their capacity to continue working: mechanical risks, repetitive movements, exposure to chemical products, socio-emotional factors, etc. Hence, formal social protection that allows for access to OSH programmes (Occupational, Safety and Health programmes) is crucial for those domestic workers to prevent their own disability.

After years of evidence-based dialogue with the Mexican federal government led by the PUNOs and CSOs, in 2018 a strong basis for progress regarding the rights of domestic workers was established:

- In December 2018, the Supreme Court ruled that social security should become mandatory for domestic workers and ordered a pilot program to be established. A permanent program shall replace the pilot in the next 18-24 months.
- The Federal Labour Law was reformed in order to guarantee labor benefits to domestic workers, such as the right to have a written contract, fair working hours, a Christmas bonus and paid vacations. The reform to the Federal Labour Law already states that social security affiliation of domestic workers should become mandatory upon expiration of the pilot program.

In spite of these advances, important adjustments still need to be made in the Labor Law and in the Social Security Law, in order to align them with the ILO Convention 189, and ensure they support the improvement and implementation of the new permanent social security

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<sup>13</sup> Bensusán, Graciela (2019), *Perfil del trabajo doméstico remunerado en México*. México. OIT.



program. Additionally, efforts to ensure the ratification of ILO Convention 189 must continue, as recommended by the Concluding Observations on the Ninth Periodic Report on Mexico made by the CEDAW Committee in 2018.

### **Women temporary agricultural workers**

Less information is available regarding women temporary agricultural workers. The data sources are limited since they are presented in a general way and the data disaggregated by sex and ethnicity are not very precise. In this sense, the lack of information represents the first gap that needs to be addressed in this sector regarding rural women.

However, it is well known that agricultural production requires a seasonal and therefore temporary, flexible workforce, with women working mainly in the production of fruits, flowers and exotic vegetables. Many women and girls migrate with their families to find employment in those states growing seasonal crops.

They suffer from the absence of maternity benefits as well as insufficient access and often inadequate healthcare services. Healthcare services are crucial considering the poor working conditions, where they are exposed to agrochemicals and other risks related to the precarious conditions of the work they carry out. Regarding care services, many workers migrate whilst pregnant or together with their children, facing the lack of care services both at their origin and upon arrival at their destination. Children that migrate with their families face serious obstacles to complete their basic education as well. When entire families migrate, women, and children with some type of disability do not have differentiated attention to improve their life quality.

Women temporary agricultural workers are strongly exposed to agrochemicals in their workplaces, since they are not trained in their use, or in other cases, they cannot read. Prolonged exposure to these products increases the risk of poisoning and health deterioration; which can lead to some type of disability in the medium term, since they have high probabilities of respiratory, skin, gastrointestinal and eye conditions. They are at a greater disadvantage since they do heavy work, for long hours and with lower wages. It is common to find pregnant women in contact with agrochemicals, in risk of suffering sunstroke, animal bites and other occupational accidents that put their health and their unborn children at high risk.

In addition, the regulation regarding social security for temporary agricultural workers does not stipulate paid leave, pensions or compensation; benefits that are actually specified in the mandatory social security regime. Consequently, temporary agricultural workers are excluded from receiving these benefits.

Temporary workers migrate towards areas with agricultural production usually in the most developed states, located in the north and west of the country, from November to May. The return migration to their places of origin, largely the southern states, occurs after the agricultural season ends. In addition to their economic contribution, those who return, and in particular women, play an important role in their communities regarding environmental protection and sustainable food production, as well as other actions that help mitigate the effects of climate change.

The following data (Tlachinollan, 2013)<sup>14</sup> present a more detailed profile of temporary agricultural workers in Mexico:

<sup>14</sup> Tlachinollan (2013). La Montaña de Guerrero, tierra de mujeres migrantes. México. Centro de Derechos Humanos de la Montaña, Tlachinollan.



- There are more than 2 million temporary agricultural workers, and together with their families, this figure rises to 5 million people linked to this economic activity;
- 40% are indigenous;
- Approximately 26% are women;
- The average wage is approximately 6 USD per day and only 65% earn the minimum monthly wage;
- 90% work informally;
- They are exposed to long working hours with insufficient time for rest.

Only a few institutional efforts have been made to improve the working conditions of women temporary agricultural workers:

- According to the 2017-2018 monitoring sheet published by SEDESOL and CONEVAL on the Care Program for Agricultural Workers (PAJA for its acronym in Spanish) - which currently does not operate -, 22,187 women and 18,049 men were assisted, which represents 0.9% of women of an approximate universe of 2.5 million day laborers estimated by INEGI (2016). The support provided by PAJA was in the following areas:  
1) school scholarships to persons under 18 years of age, 2) economic support to heads of household, and 3) food support especially for girls and boys under 14 years of age.
- Only 4 of every 100 support farm workers (statistical category that comprises day labourers) have access to health services as compared to 17 out of every 100 farmers (INEGI 2016).

The labor conditions that both domestic and temporary agricultural workers face, and their lack of access to social protection, in particular no access to fulfill their families' care needs, must be improved as a matter of urgency. Such changes will improve their own standard of living as well as indirectly their dependents' livelihoods.

In addition to the recommendations made by CEDAW and CSW, the Concluding Observations on the combined fifth and sixth periodic reports for Mexico of the Committee on Economic, Social and Cultural Rights, recommended that the State: "Redoubles its efforts to ensure that all agricultural and domestic workers are provided in law and in practice with fair and satisfactory working conditions, including pay that provides them with a decent standard of living for themselves and their families" (33.a).

In addition, the programme recognizes that many other groups of women face particular inequalities; regarding self-employed women, this JP will mention the self-employed domestic workers as a group of particularly disadvantaged women. It should be noted however, that self-employed women, many of them under vulnerable and precarious working conditions, require a tailored approach to social protection that cannot be developed in such depth by this programme.

Nevertheless, through its findings and lessons learnt, especially regarding the innovations to affiliate domestic workers with more than one employer, the programme can contribute to approaches to extend social protection to other groups of self-employed women and/or with multiple employers.

### 1.3 SDG targets

As mentioned before, this Joint Program will substantially contribute to the acceleration of two SDG targets in particular:

- Target 1.3. Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable;

And

- Target 5.4. Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.

### **Baselines, current extrapolations and opportunities for accelerate changes**

With reference to target 1.3, as reported by the World Social Protection Report 2017-2019 (ILO, 2017), in Mexico only 50.3% of the population is covered (or would have access if needed) by at least one social protection benefit. Taking into consideration the labor market trends predicted for the following years with a stagnant informality rate, by 2022 this indicator is expected to remain the same, unless major reforms are undertaken.

In relation to domestic workers' social protection, currently 6,300 domestic workers are enrolled in the social security pilot programme (July 2019), which was launched in April 2019. This represents only 0.2% of all domestic workers. The main sources of this information are the administrative records of this pilot program led by the Mexican Institute for Social Security (IMSS) and the National Survey on Employment (ENOE).

Clearly, the adoption of a permanent program on social security for domestic workers that draws upon the lessons of the pilot project will accelerate the progress of this indicator and the promotion of actions to effectively guide the population on how to enroll in the program will improve this result.

In addition, if the formalization of women domestic and temporary agricultural workers increases, then those workers registered will be able to access daycare for their children through the contributory social security system. This should help decreasing their time spent on unpaid care activities.

Through the public policies and legal reforms supported by the programme, more than 2.5 million women in Mexico and their families, would be impacted and benefit directly or indirectly. This represents more than the 10% of the total population of working women in the country, accelerating the achievement of SDG 1: End poverty.

With respect to target 5.4, the National Survey on the Use of Time (ENUT, 2014) demonstrates that women spend more than twice the time than men when carrying out unpaid care activities. The average proportion of time each week spent by women in these activities is

28.8 hours in comparison to 12.4 hours for men.

In conformity with international surveys on the use of time, this is an indicator that barely changes in the short term and, consequently, the current trend is not expected to significantly change by 2022.

However, if reducing gender gaps through the promotion of shared domestic responsibilities becomes a priority within key national policies, then a solid base will be formed to promote such a change in the medium term, e.g. by 2030.

The National Care Strategy will articulate efforts to (1) improve the distribution of unpaid work among men and women inside the households, and (2) address the needs of women, children, elderly people and people with disabilities. The potential impact of the National Care Strategy is 46 million people (33 million from 0-15 years old; 12 million of older adults;

thousand people with a permanent disability and 1 million with a temporary disability) by 2030, significantly contributing beyond SDG 5: Achieve gender equality and empower all women and girls.

### **Interlinkages amongst the Targets**

Increasing women's access to social protection through both contributory and non-contributory programmes will substantially increase their access to public services such as day care and health services, increasing their options to better distribute the burden of unpaid care work and to access social rights, promoting their empowerment, and decreasing the probability that they return to or remain in poverty. Both targets (1.3 and 5.4) are closely connected and their achievement impacts one another; it is without doubt that increasing their access to social protection is fundamental when advancing gender equality and reducing poverty.

### **Methods to measure progress**

The data used to build these baselines comes from the IMSS' administrative records, and from the national surveys ENOE and ENUT. The ENOE is conducted quarterly and the ENUT every 5 years. A new version of ENUT is expected to be released in 2020. Additionally, a National Census will be conducted in 2020, with updated information that can be used to measure the programme's impact. The same sources will be used to compare the programme's results at the end of the implementation period in 2022.

## **1.4 Stakeholder mapping**

Government:

The programme had set its priorities jointly with national and state authorities, essential partners for providing input, data and for designing and operating schemes and policies. The main national ministries and institutes partnering with the program are as follows:

- The Office of Agenda 2030 within the Secretariat of Economy, through the National Council for the Implementation of the 2030 Agenda coordinates all ministries and state governments; it is the programme's key counterpart.
- INMUJERES (National Institute for Women) is the actor leading the drafting of the National Care Strategy.
- STPS (Ministry of Labour and Social Protection) is responsible for working towards the increase of formalization of women workers, including domestic and agricultural workers. It is in charge of the consultations to achieve the ratification of ILO Convention 189 on domestic workers. It also leads and coordinates the labour inspection activities among federal and State Labour Secretaries.
- IMSS (Mexican Institute for Social Security) is the institution responsible for the design and operation of the social security regime for domestic workers. In April 2019 it launched the pilot social security program for domestic workers and is currently drafting the permanent regime proposal. In addition, it recently announced an agreement with INPI to promote social protection policies for indigenous communities.
- INPI (National Institution for Indigenous Population) aims to promote the rights of indigenous people in order to support their sustainable development. As many indigenous women migrate from their communities to work as domestic or agricultural workers, INPI is interested in designing a specific action plan to provide culturally appropriate and sensitive social protection policies.

- BIENESTAR (Ministry of Welfare) is the Ministry responsible for implementing the bulk of the government's social programs and is interested in participating in the design and implementation of a specific action plan aimed at increasing social protection for women temporary agricultural workers, as well contributing towards the National Care Strategy. It also manages the PAJA assistance programme to temporary agricultural workers; PAJA had been currently stopped operations and will be submitted to a reform, to which the JP aims to contribute.
- SADER (Ministry of Agriculture and Rural Development) is the office responsible for formulating agricultural policies and deeply interested in the wellbeing of agricultural workers. SADER has a commitment to improve the working and social protection conditions of women temporary agricultural workers.

Since a territorial approach is a strong component in the design and implementation of this proposal, the programme has established partnerships at state level with the Ministries of Labor, Welfare, Economy, Agriculture and Women in the states of Mexico City, Jalisco, Oaxaca, Chiapas and the State of Mexico.

These state authorities will collaborate closely in the analysis of women workers needs and the existent social protection gaps, the design of policy proposals and action plans articulating local actors, and its implementation at the local level.

#### Civil society (CSOs):

Civil society organizations have played a major role in contributing to place the issues women workers face on the public agenda. CSOs have expertise in conducting research, participating in campaigns and in political dialogue. In addition, their experience in monitoring and demanding accountability from the government is very important for the programme. The main CSOs involved that will be collaborating with the programme are:

- ILSB (Leadership Institute Simone de Beauvoir) is a feminist organization with a strong trajectory working on issues such as unpaid care work and the domestic workers' agenda in Mexico and in Latin America. ILSB seeks to improve domestic workers organization's leadership at national and state levels.
- Nosotrxs promotes the human rights agenda on topics like health and work. It has close partnerships with domestic workers organizations and has extensively promoted the ratification of ILO Convention 189.
- Fondo Semillas is a foundation set up to support women's organization at work. For many years, it has been supporting domestic and rural worker's projects.

#### Workers and employers' organizations also play key roles:

- Hogar Justo Hogar is an emerging employers' association focused on domestic work, which openly supports domestic workers rights. They are key partners in the promotion of social dialogue regarding domestic workers rights.
- CACEH (Training and support office for domestic workers). For nineteen years, CACEH has worked to professionalize and dignify domestic workers' work, managed by domestic workers. It supported the creation of the national union of domestic workers. CACEH is a key stakeholder in the promotion of social security for domestic workers, strengthening the skills of its affiliates, and as an actor in the political dialogue, recognized at national and state level.
- SINACTRAHO (National Trade Union of Domestic Workers) represents domestic workers at national level and is a key partner in social dialogue. SINACTRAHO needs further support to strengthen its management and broaden membership at national and state level.

- UNT (National Union of Workers) is a National Confederation of workers founded in 1997, SINACTRAHO is affiliated to the UNT since its constitution. SINACTRAHO/UNT requested capacity building by PUNOs to support the domestic workers' agenda on social protection.
- The National Network of Women and Men Agricultural Workers operates towards the improvement of the working conditions and social protection to migrant agricultural workers in Mexico. The network requests capacity building to advocate on this agenda over the next years.

#### Parliamentarians:

- An alliance of Senators to promote proposals to equalize the rights of domestic workers and ratify ILO C.189 has been active over the last years.
- The President of the Gender Equality Commission and member of the Working Group of the 2030 Agenda, both at the Mexican Senate, announced that the National Care System is a priority. This group will be crucial to achieving legal harmonization.
- Labour and Social Security Commissions of the Chamber of Deputies and the Federal Senate are strategic to promote amendments to the Federal Labour and Social Security Laws.

#### International development partners:

- The Cooperation Roundtable for Gender Equality composed by donors and international organizations in Mexico is key to mobilize further international partners and Ambassadors for co-funding and advocacy.

#### Academic partners: A number of technical products were published with the support of PUNOs.

- PUNOs have established close contact with active networks of academic specialists on care economy/time use, as well as on domestic work, food security and rural and sustainable development. These are relevant partners for documentation, research and generating the knowledge products for social dialogue.

#### Private sector:

- The PUNOs have long-lasting work with the private sector including on the engagement with and creation of tools to promote gender equality e.g. Women's Empowerment Principles (WEPs), human rights and corporate social responsibility. Their involvement will be based upon social dialogue, possible pro-bono campaigns to encourage cultural change; internal company transformations with WEPs adhesions and a better life balance.
- PUNOs also have developed a stable relationship with the national employer organizations, as the National Agriculture Council (CAN), other rural employer organizations, and the Horticulture Producers Association for the Promotion of Corporate Social Responsibility (AHIFORES).

The RCO will offer advice regarding the implementation of the project and contribute to the efforts of facilitating knowledge management, guaranteeing coherence in the communication strategies.

The PUNOs will provide specialized expertise building upon full HQ/RO technical support and proven experience in delivering similar programmes with joint funding. The PUNOs will build upon a common understanding of social protection both at global and country levels. This

stems from a synergy of visions by the respective HQs and the concrete field experience they have acquired on relevant areas e.g. social protection, care and food security.

## **2. Programme Strategy**

### **2.1. Overall strategy**

The overall purpose of the joint programme is to increase women's access to social protection, expanding its coverage through the design and implementation of differentiated strategies. To such purpose, the proposal identifies policy levers to accelerate transformations and improve access, coverage and adequacy of social protection and care for marginalized women groups.

The target groups are particularly excluded women, focusing on domestic workers, indigenous and women temporary agricultural workers at national level, with special focus on the following 5 states for the fieldwork: the State of Mexico, Mexico City, Jalisco, Chiapas and Oaxaca. Beyond this special focus, the program will benefit a wide range of women by improving access to care public services and social protection policies at national level through action to promote the reform of legislation and the ratification of ILO Convention 189.

To address the problem, the programme will focus on two components: 1) Improving the legal and policy framework, in order to increase social protection for women especially for those in vulnerable situations, and 2) Increasing the knowledge of workers, employers and beneficiaries, as well as the commitment of key stakeholders in positions to change the current social protection conditions.

Based upon PUNOs' expertise, experience and results, the main strategies to develop these components are: 1) Drafting of evidence based analysis and proposals directed at improving policies and legislation; 2) Assessment based dialogue with authorities and actors regarding the barriers that prevent women accessing social protection and care, taking account of best international practices to improve the existent model; 3) Comprehensive capacity building of strategic public, private and social actors to increase awareness and promote social protection; 4) Training aimed at the professionalization of domestic and care workers, and awareness-building regarding labor rights of women temporary agricultural workers; 5) Design and implementation of an advocacy and outreach strategy through innovative rights-based campaigns, in order to increase affiliation to social protection.

Differently from conventional approaches, the programme will have strong local elements, working in parallel at national level, in five states (Mexico City, State of Mexico, Oaxaca, Jalisco and Chiapas) and in at least one municipality in the country (Iztapalapa, Mexico City). This approach will support the policy proposals and effective implementation at local level, offering the opportunity to replicate them in other states following the evaluation of the results collected.

Furthermore, to ensure the involvement of every key stakeholder -including the target groups- the priorities of this proposal were established upon (1) the results of two workshops co-organized by PUNOs and the Presidential Office for the 2030 Agenda with active participation of national institutions, and upon (2) outcomes from PUNOs meetings with national and state government authorities, women domestic and temporary agricultural workers' organizations, employers and CSOs.

The office for the 2030 Agenda will lead the government engagement through the National Council for the Implementation of the 2030 Agenda, which includes the participation of key counterparts (a total of 18 government institutions). This Office also



articulates the initiatives related to the 2030 Agenda Councils at the local level and with other development actors.

The programme is framed around a rights-based approach and includes gender perspective in all its components and strategies. It also responds directly to the observations and recommendations made by international human rights mechanisms about Mexico, such as the Concluding Observations on the Ninth Periodic Report on Mexico of the CEDAW in 2018:

- Increase women's access to the national social security system and develop coordinated social protection and compensation programmes for women (44.b),
- (...) Expedite the adoption of the national care policy, providing sufficient and adequate childcare facilities (40.c),
- Amend the Federal Labour Code to ensure its application to domestic workers, undertake regular labour inspections of private households and ratify the International Labour Organisation (ILO) Convention No. 189 (2011) concerning decent work for domestic workers as a matter of priority (40.d),
- (...) create equal opportunities, in practice, for indigenous, Afro-Mexican and rural women in the labour market (46.a).

The CSW 63 agreed conclusions on Social protection systems, access to public services and sustainable structures for gender equality and the empowerment of women and girls. In 2019, the CSW recommended States to take the following actions:

- (f) Ensure the right to social security in national legal frameworks, as well as ensure universal access to social protection, supported by national strategies, policies, action plans and adequate resources, to enhance gender equality and the empowerment of women and girls;
- (g) Adopt a comprehensive and integrated approach to the design, budgeting, implementation, monitoring and evaluation of social protection systems, public services and sustainable infrastructure to ensure that gender-responsive policymaking processes, including public financial management and public procurement processes, are designed to realize gender equality and the empowerment of women and girls;

CEDAW General Recommendation 34 on the rights of rural women recommends that States:

- Ensure that rural women engaged in unpaid work and/or in the informal sector have access to non-contributory social protection in line with GR 16 (1991) on unpaid women workers in rural and urban family enterprises, and that those employed in the formal sector have access to contributory social security benefits in their own right, irrespective of their marital status (41.a);
- Adopt gender-responsive social protection floors to ensure that all rural women have access to essential health care, childcare facilities and income security, in line with article 14, paragraph 2 (b) and (h) and ILO Recommendation No. 202 (2012) on social protection floors. (41.b).

Leaving No One Behind (LNOB) means prioritizing human beings' dignity and placing the progress of the most marginalized communities first. It is widely acknowledged that access to social protection is a crucial means for such excluded populations to overcome barriers to break the poverty cycle, sharing the benefits of national development.

Policy formulation resulting from this programme will benefit women across the country. Lessons from the domestic workers' inclusion model can be useful for designing future coverage extension strategies for other occupational groups, mainly women temporary



agricultural workers, but also self-employed women. Yet, some of the transformative actions will be developed in selected states of Mexico, with the aim of replicating these in the remaining states in the future.

Currently, the federal government has made a strong commitment to creating an effective welfare policy to eradicate poverty and reduce inequality gaps among the Mexican population, especially for those citizens living in vulnerable situations. A legally mandated effective social protection and a National Care Strategy with greater reach will enable access to decent work and labor markets for women, directly contributing to the overall Government objective and accelerating the achievement of SDGs 1 and 5, as well as meaningfully contributing to SDGs 8, 10 and 17.

Additionally, the draft UNSDCF aligned with the National Development Plan and soon to be adopted, highlights the challenge to provide “access to universal health, education and cultural services, food, social protection and to a comprehensive system of that provides quality care” as well as the CCA ensures that “Mexico requires important reforms to its social protection systems to increase the coverage and protection of its population”.

Actions of the JP will contribute to improve both strategic approaches.

## **2.2 Theory of Change**

### **Summary**

Current social protection policies and legislation in Mexico are poorly articulated and provide insufficient coverage for women, in particular to indigenous, rural and poor women workers. Simultaneously, social protection is largely unknown by many workers, employers, employers’ and workers’ organizations and the authorities at all levels. This context importantly contributes to the limited coverage and scope of social protection for women in Mexico, increasing the risk they end up in vulnerable situations with increased poverty and an overburden of unpaid care work.

If the existent policies and legislation were reformed and strengthened in order to protect women workers, especially those in more vulnerable situations, if more key stakeholders gain the necessary skills and incentives to promote workers’ affiliation to social protection, if access to adequate protection and care services for women in Mexico substantially improves, hence the gaps that currently exist will be narrowed and closed.

### **Theory of change explanation**

Women face specific barriers to receive social protection benefits. The burden of unpaid domestic and care work is one of the main obstacles that they face to enter the labor market in equal conditions. Consequently, many are unable to take part of the formal labor market and, consequently, they cannot access the benefits of the existing social security system.

With this background, many of them are forced to enter the informal labor market receiving no benefits from the contributory or even from the quite incomplete non-contributory social security system. At the same time, the social assistance scheme that protects those not included in the contributory social security system is insufficient and ineffective. For instance, cash transfers, that are part of this structure, do not connect well to the public services that promote the access to social rights – such as public care services. This lack of coordination of different programmes adds to the limited protection for women in Mexico.

In addition to the obstacles to enter the formal labor market, women face additional inequalities, especially indigenous women and those living in rural areas, which are particularly unprotected by the programmes and often excluded by the legal framework currently in place. A clear example of this is the social protection regime for domestic workers

–many of whom are from rural areas and of indigenous origin - which still is not governed by a permanent rule and remains voluntary while the pilot programme is in place. In the case of women temporary agricultural workers – many of whom are also migrants from rural and indigenous communities –insufficient mechanisms to guarantee their access to social protection exist, and those that exist require more information dissemination, compliance or inspection and punishment for noncompliance.

Consequently, considering the importance of women's role in supporting their dependents and communities, the capacity of both groups to improve their social and economic development is negatively impacted.

In the last years, efforts to expand coverage of social protection for women have been insufficient fundamentally in two areas: (a) the improvement of the social protection policy and legal framework and (b) the initiatives created to promote the involvement of employers, workers' organizations and high level staff of key government institutions, that can lead to the implementation of policy changes to amplify the benefits of social protection.

As a direct result, women in Mexico continue to have limited access to social protection, deepening the risk of them living in poverty and being overburdened with unpaid care work.

In response to this, two key intervention areas have been identified: 1) Supporting the implementation of improved multi-sectoral policies to increase women's access to social protection, and 2) the strengthening of the knowledge and capacities of key stakeholders with influence to promote the improvement of social protection for women.

If more key stakeholders with the potential influence to drive changes in social protection are equipped with the appropriate skills and knowledge and a favorable legal and policy framework is implemented to promote social protection with emphasis on women, then the coverage and access to social protection for women in Mexico will improve. This will in turn facilitate the exercise of their economic, social and cultural rights, providing conditions to allow them to break the poverty cycle and strongly contribute to the economic and social development of their dependents and communities.

Regarding outcome 1: *Integrated multi-sectoral policies on women's access to social protection implemented*, the programme will focus its intervention on three strategic policy areas: a) domestic workers, b) women temporary agricultural workers and c) national care policies.

This outcome will support the creation of an effective legal and policy framework for domestic workers and women temporary agricultural workers, through research on the social protection gaps for these groups, promoting dialogue with government, social actors and parliamentarians at national and state level and drafting policy and legal strategies and/or action plans.

Furthermore, it will promote the establishment of the first National Care Strategy that aims at better articulating the existing care policies to enhance the quality, scale and coverage of public care services, for the benefit of all women in Mexico, especially those not covered by the social security contributory system.

Outcome 2: *Key stakeholders use their strengthened capacities to increase women's access to social protection* will leverage the impact of the results of Outcome 1.

This outcome looks at strengthening and expanding the capacities of key counterparts to implement a legal and policy framework that protects women, with an emphasis on the programme's target groups.

This outcome will be implemented through trainings focused at public policy makers and programme managers, union leaders, leaders of employers' organizations and senior staff from civil society organizations. In addition, the programme will improve institutional training directed at the professionalization of domestic and care workers. Finally, it will launch a communication campaign that articulates different actors to raise awareness about domestic workers' rights and increase their involvement in the affiliation of domestic workers to the social protection schemes.

With an effective legal and policy framework in place and relevant implementation capacities strengthened, the programme will substantively contribute to increase women's access to social protection in Mexico and, consequently, accelerate the achievement of SDG targets 1.3 and 5.4.

### **Assumptions**

The Mexican government's priority for the next six years is to protect the most vulnerable groups of society. The launch of the pilot social security program for domestic workers last April 2019, has demonstrated its commitment and will to improve the access to rights for women in vulnerable situations. This considered, the first assumption that can be made is that the authorities want to work in favor of the target groups covered by this programme.

The draft of the new 2030 Agenda National Strategy establishes a clear government commitment to build a solid and well-articulated universal social protection; and that care work and unpaid domestic work will be recognized and valued through the provision of public services, infrastructure and the implementation of social protection policies that generate well-being from an equality perspective.

Additionally, unpaid care work is one of the priorities that came out of the recent national consultations held to draft the National Equality Program (2019-2024). Additionally, the National Institute for Women (INMUJERES) selected it as one of its priorities for its six-year political project. This considered, an assumption can be made that unpaid care work is a priority in the national gender equality agenda.

For the first time, Mexico currently has equal male and female representation in congress and in its Ministries.<sup>15</sup> Considering the commitment to the gender agenda of an important percentage of the parliament and the Ministries, the assumption can be made that this programme will receive strong support from both of these entities.

A final assumption is that PUNOs are well positioned to play a key role in facilitating agreements with the authorities, achieving effective coordination and ensuring the involvement of strategic actors. Currently, the Mexican Government recognizes PUNOs as strategic partners to: (a) provide tools for policy design, budgeting and social dialogue, with a special focus on women; (b) learn from South-South cooperation, especially from other Latin American countries; (c) support the extension of social protection with a gender perspective; and (d) tackle the structural barriers that prevent rural and indigenous women accessing social protection.

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<sup>15</sup> See: <https://www.gob.mx/conavim/articulos/paridad-de-genero-en-el-congreso-por-primera-vez-en-mexico>

## Risks

The major risk for programme implementation is the federal government and the parliament suddenly changing their national priorities in terms of social policies and target groups. This has the potential to affect for instance, (1) the relevance of the transition from the pilot to the mandatory social security program for domestic workers in the national political agenda, (2) the establishment of austerity measures and the amount of economic resources directed to the public policies tackled by the programme, (3) the government's active involvement in the programme.

Regarding the stakeholders involvement, the programme identifies the following potential risks: (1) employer's organizations are not receptive and do not participate in the trainings, and (2) that the target public of the campaign, does not empathize with the promotion of domestic worker's affiliation.

The programme considers that the potential risks related to government and stakeholders involvement can be efficiently attended under the assumption that PUNOs have a strong relationship with both groups and have collaboratively developed the selection of SDG targets to be addressed by the programme, as well as the objectives and main activities to be developed in the next two years.

Other risks detected are related to the implementation of the programme in the field at state and local level, such as (1) contexts of violence and insecurity, and (2) environmental disasters. Both these risks can lead to the suspension of the implementation of the programme for an uncertain period of time. In case that some of these potential risks materialize, PUNOs have previous experience of such occurrences as well as internal protocols to follow, in accordance with UN standards.

The programme has developed specific mitigating measures that are explained in more detail in Annex 8: Risk Management Plan.

Under the assumptions that the political will and commitment of the involved actors can be sustained, this programme can be effectively implemented and achieve its desired impact.

This theory of change has been developed by PUNOs and presented to the Presidency Office for the 2030 Agenda and other key actors of the Federal Government, who endorsed it.

## 2.3 Expected results and impact

The programme aims to increase social protection, especially for rural, indigenous and domestic workers who are in vulnerable situations, as a key strategy to accelerate the achievement of SDGs 1 and 5 in Mexico. In order to do this, the programme focuses on two key intervention areas, the reform and implementation of social protection policies and the capacity building of key stakeholders, resulting the following outcomes:

- **Outcome 1.** Integrated multi-sectoral policies on women's access to social protection implemented; and
- **Outcome 2.** Key stakeholders strengthen their capacities to increase women's access to social protection.

The aim of the programme's **Outcome 1** focuses on increasing access to social protection for domestic and women temporary agricultural workers, as well as strengthening public care services by improving policies and legislation. The outputs linked to this outcome aim at the

development of policy and legislation initiatives that promote inclusive social protection for women in vulnerable situations, such as domestic and temporary agricultural workers, and simultaneously encourage and support the national policy project regarding the recognition of unpaid care work.

Outputs:

- o **Output 1.1.** Permanent social protection regime for domestic workers drafted at national level and formalization strategies tailored and adopted in 5 States.<sup>16</sup>

This output will be led by the ILO country office in Mexico that has a strong record in promoting the ratification of ILO Convention 189 on domestic workers. In the last years the ILO has produced important publications and promoted the dialogue with national authorities and social actors such as the Mexican Social Security Institute (IMSS) and the Ministry of Labor and Social Protection (STPS), domestic workers' and employers' organizations, and CSOs, with the purpose of reforming the legal framework for domestic workers in the country. As a result, advances in Mexican legislation and policies on domestic work, such as the pilot program on social security for domestic workers and modifications to national labor law were achieved, many of them in coordination with UN Women and other UN agencies. Although, both initiatives still need to be improved, completed and effectively implemented.

Over the next two years, ILO will push for the adoption of a permanent mandatory social protection regime –as currently participation remains voluntary under the pilot program- and promote formalization strategies for domestic workers that are sensitive to indigenous women. To that purpose, ILO will document the lessons of the pilot program for domestic workers at national level and offer findings based on national and international standards to the authorities. Furthermore, the ILO will support the federal and State governments to develop a model of inspection for domestic work. At State level, the ILO will foster an assessment-based dialogue in the 5 States selected for intervention with a view to developing formalization strategies for domestic workers.

By 2021, under this output the ILO will have produced at least five policy and legal analysis documents to support the design of a permanent social security regime for domestic workers and will have fostered high level dialogue with national and states authorities to adopt the permanent regime, an inspection model and local formalization strategies.

- o **Output 1.2.** National Care strategy with local perspective formulated as a pillar of the social protection system.

UN Women will head this output as the agency has been a close advisor to INMUJERES -the institution that is leading this national policy- and been involved in the first national analysis and drafting of the National Care Strategy. The unpaid care work agenda is a priority for INMUJERES, who made an explicit request to UN Women to advice on the design of the Strategy with a special focus on local implementation. Under this Output, UN Women will update the existing analysis of care policies and draft a care policy map. Furthermore, it will promote the creation of an institutional mechanism to coordinate the National Care Strategy through political dialogue.

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<sup>16</sup> The five selected states are: Mexico City, State of Mexico, Oaxaca, Jalisco and Chiapas.

To ensure that the drafted strategy will have an impact in the field, UN Women will contribute and document a pilot implementation of the Strategy in one municipality (Iztapalapa, Mexico City), an action to support the final design of the National Care Strategy. For this purpose, UN Women will work together with Women Issues and Economy Ministries. In particular, the Ministry of Economy has launched a strategy called *MujerESinnovando* (Women Innovating) which is an inter-institutional agreement for the empowerment of women and represents a strategic space for advocacy in the care component.

To strengthen the link between Output 1.1 and Output 1.2, UN Women will also contribute to the development of the domestic workers' permanent social security regime by conducting a research on the profile of care workers directly employed by the households. UN Women and ILO also will jointly produce a costing exercise for the National Care Strategy by applying a costing tool recently developed by the ILO.

At the end of the joint programme, based upon the findings of the research carried out, as well as social and political dialogue with national and local authorities, Mexico will have the first national care policy which includes both a gender and an intercultural perspective. This output will meaningfully contribute to the official recognition of care as a basic component of social protection, especially for women.

- o **Output 1.3.** Tailored social protection and formalization strategy designed for women temporary agricultural workers, considering local perspectives.

For many years, FAO has worked in Mexico on the evaluation of rural policies with a gender and intercultural perspective. Currently FAO is providing technical assistance to Ministries in the design of public programs targeted at the rural population. The Institute of Indigenous Populations (INPI) and the Ministry of Agriculture and Rural Development (SADER) have requested FAO to develop a strategy to improve social protection for women temporary agricultural workers, given that previous policies directed at this target group had been insufficient and inefficient.

To this purpose, FAO will head a national analysis on gaps in social protection for women temporary agricultural workers. Since many women in agriculture are also domestic migrants, the analysis will focus on two territorial experiences: the states that receive considerable amounts of migrant workers, and the states from which agricultural workers depart, many of them indigenous. As a contribution to Output 1.2, the National Care Strategy, the analysis will have a special section on the care related needs of agricultural workers and their children.

In addition to the national analysis, FAO will map international best practices to improve social protection for women temporary agricultural workers and facilitate the elaboration of an action plan based upon these findings to be adopted by the Ministry of Agriculture and Rural Development (SADER) in coalition with the National Institute of Indigenous Population (INPI). To establish the contact between national policies and local implementation, FAO will focus its intervention and political dialogue in the states of Oaxaca (origin of temporary agricultural workers) and Jalisco (destination of temporary agricultural workers).

The resulting proposals will help the Ministry and INPI, in collaboration with private sector and workers' organizations, to develop short- and medium-term action plans to improve social protection and access to care for women in both their places of origin and arrival.



In addition, considering the important role that women temporary agricultural workers have in the development of their communities, the programme will underline the multiple contributions they make, such as protecting the environment, especially in rural and indigenous regions. In order to increase the visibility of these contributions, the planned trainings on rights awareness will include a strong component on the importance of their work on environmental resilience.

By 2021, this Output will have resulted in a national analysis, a mapping of international best practices, at least two specific State action plans to increase the access to social protection to women agricultural workers as well as contributed to ensure that the National Care Strategy considers the perspective of rural women.

It will also result in an institutional dialogue and with local actors aimed at promoting relevant public policies of social protection for women temporary agricultural workers.

In a combination of the three above-mentioned outputs, by the end of the joint programme Mexico will have created a National Care Strategy that improves coverage and access to care and the connection between existing public care services. It will also be prepared to implement the Strategy considering the existing territorial particularities and ensuring the involvement of national, state and local authorities in the implementation process, benefiting women in different regions of the country.

In addition, after years of suffering from unequal and insufficient access to social security, domestic workers will be able to affiliate to a permanent social protection regime, without discrimination. Finally, the first steps for the establishment of a national strategy to improve the access of women temporary agricultural workers to social protection will have been established.

**Outcome 2** *Key stakeholders strengthen their capacities to increase women's access to social protection*, is focused on strengthening the capacities and expanding the knowledge of key stakeholders in a position to promote the social protection agenda in the country over the next few years. The key stakeholders are national and state authorities, unions and workers' organizations, especially women workers organizations, employers' organizations and civil society organizations.

**o Output 2.1.** Key stakeholders equipped with knowledge on social protection extension.

The main topics of this output are: (a) development of courses and trainings, and (b) material to support capacity building.

For the development of courses, the ILO, FAO and UN Women will preferentially collaborate with training for domestic and care workers provided by national training institutions such as the Job Training Institution (ICAT, Mexico City) and the official counterpart institutions in other states, ensuring the inclusion of human and labor rights, gender and intercultural perspectives.

The main topics to be covered are social protection for women, especially domestic, agricultural and care workers. Training is addressed to federal and state authorities, workers' and employers' organizations and civil society organizations. The aim of this capacity building is to raise awareness about the barriers that these workers face in accessing social protection and the effects of the unequal access to rights faced by women, especially in rural areas.

In addition, supporting materials such as booklets or short videos will be produced to accompany some of the trainings. Every PUNO will be in charge of the courses that best match their expertise.

By the end of the project, more than two hundred key stakeholders will be trained in social protection for women, in particular regarding the programme's target groups. The importance of these stakeholders is the influence that they have to drive changes in policies and the legal framework and ensure that these are maintained not only in the short but also in the long run.

- o **Output 2.2** Domestic workers and employers have increased their knowledge on the access to social protection regime for domestic workers.

With the specific purpose of raising awareness towards the importance of the affiliation of domestic workers to the social security scheme, as well as contributing with sociocultural transformation towards the acknowledgement of their labor rights, the main activity of this output will be a campaign directed at employers of domestic workers to increase awareness and provide information about affiliation of domestic workers in the social protection scheme.

The campaign will include the production of key messages and audiovisual materials to be disseminated on a set of media (e.g. public TV and radio channels) in partnership with the Mexican Social Security Institute (IMSS) and in coordination with a number of stakeholders. Additionally, information will be delivered to employers through social media networks. The campaign will aim to cover different regions in the country. UN Women will oversee this output considering its expertise in campaigns.

Recent results of a qualitative research deployed in 2020 and 2021 by the research agency Kantar showed that employers: 1) do not have enough information about the affiliation process and the information they have is confusing, 2) the Covid-19 context generated informality for some of the employers, resulting in their resistance to enroll domestic workers to a social security scheme when they don't have access to one, 3) some employers lack enough empathy for following the enrollment process. Given these results, it will be important to focus the communication campaign in raising awareness towards the importance of the affiliation of domestic workers to the social security scheme, as well as in generating the first steps of a journey of sociocultural transformation towards the acknowledgement of their labor rights.

### **Expected impact by 2022**

Through the achievement of the stated outcomes and outputs, in 2022, the expected scenario will stand as follows:

- 1) **Domestic workers.** The permanent mandatory social insurance regime for domestic workers will have been set in place by the IMSS, a campaign launched and actors in at least 2 states will be articulated around strategies to foster the formalization of domestic workers. According to the ILO's international experience, such a formalization effort promotes gradual results over time; the most successful cases have reached an increase of coverage of 2% p.a. At the end of the JP, these national actors will need to continue their articulated effort to promote further formalization, so that the IMSS formalizes and affiliates approximately 15-20% of the domestic workers in Mexico over a period of 8-10 years (time horizon of Agenda 2030).

**National Care System.** The coordination mechanisms of the National Care System will be in place and will be working in collaboration with all the relevant actors



identified. A pilot at municipal level will have been tested and recommendations and lessons learned produced to facilitate its replication in other localities. Legislative changes regarding the right to care will have been implemented in at least Mexico City. At the end of the JP stakeholders will have the knowledge and capacity to implement, monitor and evaluate a National Care System. More women and men have access to care services which liberate time for women to increase their participation in the labor market and have an economic impact in their communities. The National Care Strategy will continue to articulate efforts to address the needs of 46 million people (33 million from 0-15 years old; 12 million elderly; 750 thousand people with a permanent disabilities and 1 million with a temporary disability) within the time span of the Agenda 2030

Some of the instruments of the National Care Strategy include rehabilitation services addressing specifically people with disabilities. In addition, services provided by the State should include homes and shelters for people with a high level of dependency which are usually targeted on children, women in a situation of violence and on people with a disability. Another care intervention considered in the National Care Strategy refers to cash transfers and services to promote the autonomy of people with a high level of dependency (pensions or subsidies; creation of support networks and services for assistance at home). One of the objectives of the National Care Strategy is to guarantee that all the people with a permanent or a temporary disability have access to care services.

- 2) **Women temporary agricultural workers.** Mexican institutions will have designed a strategy that directs actions towards social protection for women temporary agricultural workers, promoting effective public policies for this sector. During years 1 and 2, the programme will establish a baseline study in order to build an agenda and a route of rights for women temporary agricultural workers, employers and authorities involved in these issues.

Additionally, the key actors involved, in particular government institutions, will have the basis to consolidate a national strategy of attention to women temporary agricultural workers with a rights approach, through differentiated policies in social protection. The capacity building provided will have a direct impact on female temporary agricultural workers through information sharing and training sessions ensuring that they are aware of their rights and how they should be respected. Under the guidance of the programme team, the government of the State of Jalisco will have built a registry of agricultural laborers. This will help to identify women temporary agricultural workers, their socio-economic and cultural profile, the periods and places in which they are employed and the social benefits they are able to access.

The best practices in social protection for temporary agricultural workers will be disseminated for replication by other companies.

### **SDGs Impact:**

The programme will increase the coverage of social protection and care services for women, promote their incorporation to the labour market and benefit women and their dependents (such as children, elderly, and people with a disability), thus, effectively contributing to achievement the SDGs 1 (end poverty in all its forms) and 5 (achieve gender equality and empower all women and girls). By the end of the programme, disadvantaged women workers (domestic and women temporary agricultural workers) will have access to a social protection regime and will benefit from the implementation of the National Care Strategy, consequently being in a position to reduce their burden of unpaid care work.

Additionally, as the program results address a number of structural causes of gender

inequality and poverty, it will significantly contribute to the achievement of targets 1.b, 5c, 8.5, 8.8 10.3, 10.4 and 17.9

- 1.b. Create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions
- 5c. Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels
- 8.5. By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value
- 8.8. Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment
- 10.3. Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard
- 10.4. Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality
- 17.9. Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the sustainable development goals, including through North-South, South-South and triangular cooperation

Regarding National Strategy for the 2030 Agenda, Mexico prioritizes actions to be an inclusive country with social cohesion, and envisages a solid and well-articulated universal social protection system that will allow all people to effectively exercise their rights and develop on equal terms in the personal, community and productive spheres.

Additionally, highlights that the Mexican agriculture will generate opportunities for sustainable growth for the country. Small and medium producers, particularly women, will have access to social protection schemes, financial and technological facilities, and capacity building schemes, to increase their productivity in a sustainable way.

Finally, in this regard, the National Strategy states that care work and unpaid domestic work will be recognized and valued through the provision of public services, infrastructure and the implementation of social protection policies that generate well-being from an equality perspective.

The programme's results fully address the National Strategy for the 2030 Agenda and will directly impact 2.5 million of women (domestic and temporary agricultural workers), and through the National Care Strategy, will directly or indirectly benefit 46 million people, including children, elderly people and women and men with disabilities.

### **Impact on the UNSDCF National Cooperation Framework:**

In addition, regarding the UNSDCF for Mexico (2020-2025), currently in draft version, the joint program will help to achieve the following UNSDCF's Outcomes and strategic lines of action:

- Outcome 1: By 2025, the Mexican State has a comprehensive strategy for social development, reduce multidimensional poverty and inequality, with an integrated approach to human rights, gender, interculturality, life cycle and territory, which incorporates redistributive mechanisms without leaving anyone behind.
  - o 1.2 *Strategic line*. Technical support, strengthening of institutional capacities and promotion of inclusive alliances so that social protection becomes a State policy.
  - o 1.8 *Strategic line*. Strengthening of institutional capacities, technical support

and promotion of inclusive partnerships so that public policies, programs and

- budgets in the field of social development include the needs of populations in conditions of human mobility<sup>17</sup>, consider the provision of care services and incorporate the integrated approach.
- Outcome 2: By 2025, the population in conditions of greatest vulnerability fully exercises their rights to health, education, culture, housing, food, social protection and care, and access to quality universal services.
    - o 2.1. *Strategic line.* Advocacy, political dialogue and technical assistance to support the design and implementation of a universal social protection system based on human rights, which integrates and coordinates sectorial and institutional efforts.
    - o 2.2 *Strategic line.* Advocacy, political dialogue, capacity building and promotion of inclusive partnerships for the design, implementation, monitoring and evaluation of a comprehensive system of care, with the central participation of the State and the social co-responsibility of households and the private sector.
    - o 2.4. *Strategic line.* Advocacy, political dialogue, technical support, promotion of inclusive partnerships and strengthening of institutional capacities for the formulation of public policies and budgets in education, health, food, social protection, housing and culture with an integrated approach, which include the effective participation of society civil.
  - Outcome 3: By 2025, the Mexican State plans and implements, with territorial, population and human rights and gender perspectives, inclusive strategies to generate shared prosperity that reduce inequality and poverty.
    - o 3.2 *Strategic line.* Advocacy, political dialogue and technical support so that territorial planning, and the planning and governance at the national and sub-national levels are coordinated, linked to the sustainable development of rural and urban areas, and incorporating the integrated approach, based on comparative advantages of the territory and the impact of human mobility in the communities.
  - Outcome 5: By 2025, the Mexican State has decent work programmes to address the labor market needs, including institutional strengthening, job training, formalization, women's economic participation, protection of rights, social mobility and labor justice.
    - o 5.1. *Strategic line.* Promotion of inclusive partnerships between the private sector, the public sector, unions and civil society to strengthen the decent work agenda at national level and promote the development of decent work programmes at subnational level, promoting social protection, fundamental labour rights, social dialogue, fair remuneration and gender equality.
    - o 5.3. *Strategic line.* Advocacy, exchange of good practices and promotion of inclusive partnerships to design, implement and articulate social and economic policies that increase women's participation in the labour market under decent work criteria and with strategies differentiated by territory, taking into account the burden of unpaid work.
    - o 5.4. *Strategic line.* Technical assistance and strengthening of institutional capacities for the harmonization of the legal framework and the implementation of the policy of formalization of the employment and decent work for domestic workers.
  - Outcome 6: By 2025, the Mexican State implements policies, strategies and programs that allow the transition to a green economy that promotes the mitigation of the effects of climate change with an integrated approach.
    - o 6.2 *Strategic line.* Promotion of citizen participation, development of individual capacities and promotion of inclusive partnerships for cultural change towards

<sup>17</sup> It is understood by populations in condition of human mobility within this strategic line, migrants, asylum seekers, refugees, internally displaced persons, returnees, agricultural workers and their families.

the economic empowerment of women, mainly rural and indigenous, in the sustainable management of resources and natural reserves, as well as the modification of consumption patterns, particularly in households, including through education and environmental awareness plans.

### **Alignment with ILO, UN Women and FAO Workplans – Global and for Mexico**

Besides its impacts on the implementation of Agenda 2030 in Mexico, by fostering the compliance with SDGs 1 and 5, among others, as well as its alignment with the future UNSCDF, the JP is also fully in agreement with PUNOs' global and national workplans.

In the case of the ILO, the Programme & Budget 2020-21 was built upon the Centenary Declaration (2019). P&B 2020-21 establishes Outcomes 6 (Gender Equality in the World of Work), 7 (Adequate and effective protection at work for all), and 8 (Comprehensive and sustainable social protection for all) relevant to the JP.

The JP also fully takes into account the cross-cutting issues required by the ILO programming approach, including gender, sustainability, social dialogue and the promotion of the implementation and ratification of international labour norms (e.g. Recommendations 202 and 204, Convention 189).

The activities of the JP workplan with direct ILO involvement in its execution can be aligned with at least the following indicators of P&B 2020-21:

- 6.1.2 Number of countries with policies to improve labour rights and working conditions in one or more care sectors: Labour inspection protocol for domestic work);
- 7.4.2 Number of countries with a validated diagnosis of the informal economy and/or policies, regulations or compliance mechanisms to support the transition to formality of informal workers in formal enterprises or in households: formalization strategies for domestic work in 5 States;
- 8.1.1 Number of member States with new or revised national social protection policies to extend coverage, enhance comprehensiveness and/or increase adequacy of benefits: Permanent federal social security scheme for domestic workers; and
- 8.2.1 Number of member States with new or revised policy measures to enable social protection systems to be sustainable and provide adequate benefits: National Care Strategy costing.

In the case of FAO, the Organization's 2018-2021 Strategic Framework establishes Strategic Objective 3 (SO3) "Reduce rural poverty". This Strategic objective considers the following outcomes and Unit results to which the JP greatly contributes:

- Organizational Outcome 303: Social protection systems are strengthened in support of sustainable rural poverty reduction, and
  - o Unit Result 30301: Policy support, knowledge generation and capacity development, and advocacy provided to expand coverage of social protection to the rural poor, including in fragile and humanitarian contexts,
- Organizational Outcome 302: The rural poor have greater opportunities to access decent farm and non-farm employment, and
  - o Unit Result 30201: Policy support and capacity development in the formulation and implementation of strategies, policies, guidelines and programmes to enhance decent rural employment opportunities, entrepreneurship and skills development, especially for youth and women.

The activities and outputs with direct FAO's involvement contribute to:

- the Regional Initiative No. 2: "Inclusive family agriculture and food systems for the sustainable rural development", which has identified the expansion of coverage of social protection to rural areas as one of its priorities
- The Partnership and Liaison Office's 2019-2020 Workplan in Result No. 57248, "Technical assistance provided to federal and state governments to design and implement policies and programmes to increase small and medium farmers' income and social protection, with a gender and multicultural approach".

In the case of FAO, the JP fully integrates the cross-cutting themes of gender, governance, nutrition and climate change impacts included in the Strategic Framework.

In the case of UN Women, the JP is aligned with the Strategic Note 2020-2025, particularly in Area 3: Women's Economic Empowerment:

- Outcome 3.1 states that by 2025, population in higher vulnerability conditions have access to universal health services, education and culture, social protection and to an integral care system with quality services.
- Output 3.1.1 states that more women in vulnerable situation and employers have access to information of labor and social rights, and to social protection integrated systems (domestic workers and migrants).
- Output 3.1.3 states that more men assume corresponsibility roles in care and there is a contribution to promote cultural patterns that foster the redistribution of care burdens and gender equality.
- Output 3.1.4 states that public and private institutions, as well as civil society, formulate and implement a national care strategy at the national and local level in order to promote care corresponsibility and to increase coverage and quality of care services.

## 2.4 Financing

The programme cost is estimated at US\$ 2,400,408.00 for the two-year implementation. From this amount, PUNO contributions are estimated in \$400,408.00 USD.

100% of the total amount can be considered as allocated to gender equality and women empowerment, as the whole joint programme is about increasing social protection for women and girls.

The total budget is divided by approximately 56% in programme activities and another 44% in direct management/infrastructure/M&E.

Total amount on programme activities is: 2,135,530 USD (1,775,300 from the SDG Fund + 360,230 PUNOs in kind contribution), divided per outcome as following:

- Outcome 1: Integrated multi-sectoral policies on women's access to social protection implemented: \$1,279,344 USD (1,022,909 USD from the SDG Fund + 256,435 USD PUNOs in kind contribution)
  - o Includes: Social protection policies for domestic and agricultural workers and National Care System.
- Outcome 2: Key stakeholders use their strengthened capacities to increase women's access to social protection: \$856,185 USD (\$752,390 from the SDG Fund + 103,795 USD PUNOs in kind contribution)
  - o Includes: Capacity building activities as well as a national campaign for raising awareness towards the importance of the affiliation of domestic workers to the social security scheme, as well as contributing with sociocultural transformation towards the acknowledgement of their labor rights.

Additionally to the aforementioned amounts, the budget allocated to Communication Plan and Monitoring and evaluation is divided as follows:

- Communication Plan is \$200,678 USD (\$160,500 USD from the SDG Fund and \$40,178 USD + PUNOs in kind contribution),
- Monitoring and Evaluation is: \$64, 200 USD from the SDG Fund
- Total: \$264,878 USD (224,700 USD from the SDG Fund and \$40,178 USD in kind contributions)

TOTAL: \$2,400,408 USD

Regarding the investment to accelerate the achievement of the SDG, the budget of the programme activities is divided approximately as the following:

- Target 1.3: 74% (\$1,572,735 USD from programme's activities and 1,776,302 USD from the total cost of the programme).
- Target 5.4: 26% (\$562,795 USD from programme's activities and 624,106 USD from the total cost of the programme).

In the year 1 the programme will use 50% of the budget total amount, and for year 2 it will use the remaining 50%.

### **Longer term sustainability**

PUNOs have closely contributed to the development of programmes and policies in the areas of the JP in the recent past, and are trusted by national partners and stakeholders.

It is very relevant to mention that all policy interventions – regarding policy development to the benefit of domestic workers, women temporary agricultural workers and the preparation of a National Care Strategy - will be carried out by applying the evidence based social dialogue approach.

The JP strategy puts the national actors like the IMSS, the Ministry of Labour and Social Protection, the Ministry of Welfare and INMUJERES, in the center of the action, in order to strengthen their institutional capacities to successfully lead the social protection policies in the mid and long term. Together with the training to be provided (see respective section), such an approach generates personal and organizational capacities to support the continuity of the programmes after the JP finishes.

The same can be said about the work to be done in States and municipalities:

- The development of formalization agreements for domestic workers will be led by with Ministries of Labour and Gender Equality in 5 states,
- The testing of a pilot project on care services in Iztapalapa (Mexico City) will be coordinated with the National Institute for Women
- The development for proposals to extend access of women temporary agriculture workers are prepared together with the Ministries of Labour in the states of Oaxaca and Jalisco,
- The design of courses for domestic workers and care workers will be done in line with ICAT (Mexico City),
- The capacity building programme for the domestic workers will be done together with the respective trade union (SINACTRAHO/ UNT).



All these activities will be carried out with the respective institutions and documented in such a way that they can be scaled up to other states or institutions.

The aforementioned institutions have a permanent core of staff that will be targeted for training and participation in the activities, with the goal that knowledge is institutionally appropriated by national stakeholders and can be replicated afterwards, regardless of the long term continuity of PUNOs' technical support.

To ensure the continuity of the programme's results and the financial sustainability, the JP was built upon previous efforts already invested such as the Pilot Programme on social Security for domestic workers and the National Care Strategy, helping to culminate these relevant products for the Mexican social protection system at a comparably low cost. In this regard, the programme will contribute to consolidate priority policies and programmes of the Mexican government and strengthen public and social actors, hence contributing to accelerate the achievement of national targets, increasing the possibility that the government sustains investment in the programme's focus areas in the long term.

As previously mentioned, the JP does not propose new priority areas to the government, its approach rather builds upon existing programmes and initiatives prioritized by the authorities, seeking alliances with stable and permanent national institutions -such as the office for the 2030 Agenda, the Federal and State Secretaries, the Federal Institutes for Social Security, Women and Indigenous People, which have their own regular sources of funding. The programme will support these institutions to develop inclusion paths on social protection that respect their actuarial and financial soundness.

Against this background, it is expected that: (1) the social protection extension eventually resulting from the JP does not harm the financial long term sustainability of the aforementioned institutions and (2) with a sound basis of social protection policies, the government will sustain these efforts in the medium term, continue advancing its national targets and ensuring the sustainability of the programme's results in the long term.

Additionally, besides inkind contributions, PUNOs will actively look for complementary funding, based on resource mobilization arguments based on the first successful milestones produced by the joint programme, with pre-identified potential donors. The components of the joint programme are conceived to be replicable, therefore these first results are key to launching cost-sharing arrangements.

UN Women and ILO are negotiating with bilateral cooperation donors for possible funding on two topics: domestic workers and care.

Furthermore, national donors already involved in advocacy for domestic workers have manifested their interest to continue supporting these efforts.

## **2.5 Partnerships and stakeholder engagement**

### **Government leadership and participation**

As mentioned before, this programme has the endorsement of the Federal government as well as of key stakeholders. In partnership with the office for the Agenda 2030, PUNOs conducted various meetings and workshops in order to receive inputs from the government as well as social actors and include them when building the proposal.



Firstly, for the purpose of the participatory development of the concept note, on April 26<sup>th</sup>, PUNOs organized a consultative workshop with the aim of defining the main contents of the proposal. Representatives from eight key government institutions responsible for social protection issues, gender equality, rural development and the monitoring of the 2030 agenda attended. With the objective of deepening knowledge of the institutions' interests, priorities and difficulties, PUNOs held specific meetings on the programme strategic lines such as women domestic and temporary agricultural workers and the National Care System.

Subsequently, after receiving a positive response regarding the concept note delivered to the SDG Fund, on Sept. 11<sup>th</sup>, PUNOs organized a second workshop where the programme objectives and main activities were explained in detail to 12 federal and state level Government Institutions. The representatives were given the floor to make comments and provide suggestions on activities, outcomes to achieve and make proposals regarding their own engagement in the implementation strategies.

As a result of this process, ministries, institutions and organizations at national and state level could see how their priorities are reflected in programme outcomes and outputs, as well as how their own strategic actions are linked in order to improve social protection for women. These exchanges have definitively strengthened the institutions' commitment to the programme implementation.

To ensure a consistent government participation in the programme, the office for the Agenda 2030 will lead engagement and participation through the National Council for the implementation of the 2030 Agenda, including the participation of state governments.

### **Stakeholder's participation and other partners**

In parallel with the activities with Government representatives, the PUNOs held meetings with workers and employer's organizations to present the project, receive their feedback and consult their priorities and needs, as a result:

- The Domestic Workers Trade Union requested institutional strengthening and training to support their presence in the five selected states.
- The Agricultural Workers Organization asked for support in raising awareness among women temporary agricultural workers regarding labour rights and social protection.
- NGOs and Hogar Justo Hogar (employers of domestic workers) affirmed the desire to engage in a common or at least coordinated campaign, to extend coverage of social protection to domestic workers, and
- Civil society organizations, expressed their will to participate in the drafting process of the National Care system.

Regarding the professionalization courses, trainings and campaigns, PUNOS agreed to build the main contents and strategies in collaboration with women's organizations, even if PUNOs will additionally consult other stakeholders regarding these activities (e.g. IMSS and STPS for the domestic workers' campaign, ICAT and Labour Secretary of Mexico City for the professionalization courses).

The women workers organizations consulted agreed to select a representative responsible for ensuring efficient communication with the programme. In parallel, PUNOs committed to keep an open communication channel through the JP technical coordinator and the persons from each UN agency responsible for the programme. Through this internal communication strategy, social actors will be periodically informed about activities and progress made.

The same strategy will be used to communicate with the employers' organizations consulted, who also supported the proposal and showed their will to participate in the strategic activities regarding their scope of influence, including taking part and supporting social and political dialogue.

Regarding the specific participation of civil society organizations, the JP will create opportunities to contribute to strategies and activities. Simultaneously, the programme expects to benefit from their expertise and platforms through partnership agreements for specific tasks such as research or broadening the scope of the communication campaign.

### **The PUNOs and UNCTs' contribution**

Stakeholders interested in social protection for women in Mexico have recognized that the PUNOs play an important role in moving the agenda forward, especially through: 1) providing high level assessment according to international human rights standards; 2) learning from south-south exchanges on social protection practices; 3) fostering opportunities for social dialogue between national government institutions and civil society organizations; 4) broadening the impact of stakeholder's strategies through the implementation of the action plan; and 5) mobilizing international funds to strengthen stakeholders' actions and impacts.

In recent years, the PUNOs have worked on social protection for women in a number of initiatives such as a project managed by ILO on labour and social protection rights of domestic workers funded by the Mexican foundation Nacional Monte de Piedad in 2018 and 2019. Previously, in 2017 and 2018, ILO had also developed a project on the formalization of small retail trade businesses in Mexico City on the basis of the Transition from the Informal to the Formal Economy Recommendation N° 204 (2015).

In 2017 Mexico hosted a training promoted by the International Training Centre of the ILO on "Social Protection Floors" in Latin America and the respective ILO Recommendation n° 202, with a total of 38 participants. Together with the Mexican participants of similar courses held in Costa Rica (2016), Guatemala (2017), and Ecuador (2019), these persons will add to the pool of human resources available for the JP.

Since 2018 the ILO Office in Mexico carries out an EU-funded project on "Fair Recruitment" that promotes decent work for migrant workers in Mexico and Guatemala. Moreover, the ILO has signed in 2019 with the national constituents a new DWCP that mentions social protection as one of the priorities.

Finally, a Decent Work Programme stating priority for social protection topics has also been signed in 2019 with the constituents of the City of Mexico. The City of Mexico has developed previous work on care policies with the technical advice and support for promoting social dialogue of UN Women and the ILO. Jointly, ILO and UN Women have also been active in promoting the ratification of Convention on Decent Work for Domestic Workers N° 189 (2011) by Mexico, as well as the Workers with Family Responsibilities Convention N° 156 (1981) and the Maternity Protection Convention N° 183 (2000).

Regarding unpaid work and care issues, UN Women has extensive experience not only in Mexico but also at global level doing advocacy based on technical evidence.<sup>18</sup> In Mexico, over the last 18 years, UN Women has worked to promote gender statistics at national level,

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<sup>18</sup> See <https://www2.unwomen.org/-/media/field%20office%20mexico/documentos/publicaciones/2016/trabajo%20doméstico%20serie%20transformar%20nuestro%20mundo.pdf?la=es&vs=1057>

producing various technical documents and organizing international annual meetings on the topic. Furthermore, UN Women has meaningfully contributed to establishing high-level dialogue in Mexico City regarding policies on unpaid care work.

The JP also articulates with other flagship interagency initiatives that aim at strengthening institutional capacities and civil society organizations on human rights and gender equality such as Spotlight. In this initiative, six UN Agencies (UNDP, UN Women, UNFPA, OHCHR, UNODC, UNICEF) are currently working with national counterparts in three states: Chihuahua, Guerrero, State of Mexico, where the latter state coincides with one of the focus states of the JP.

Within the UNCT Mexico, the Interagency Group on Gender (GIG), has been very active and articulates the actions of a relevant number of UN agencies, including those not directly pertaining to this JP. This GIG aims at promoting one coordinated voice from the UN Country Team in Mexico that is aligned with international commitments and priorities in the framework of the SDGs to promote gender equality and the empowerment of women and girls in Mexico.

The group is composed by 19 agencies and co-chaired by UN Women and ILO. This group represents a very important platform for the Joint Programme since it is an exchange of information mechanisms that offers tools for gender mainstreaming and accountability in the work carried out by the UN System in Mexico.

The GIG will serve as an important platform and dialogue partner for the implementing agencies during the JP. Further articulation with UN agencies to the purposes of this JP can be facilitated by this channel.

It is also important to mention the International Round Table for Cooperation on Gender Equality in Mexico (ICRM), coordinated by UN Women, is a strategic place to mobilize additional resources. It is integrated by embassies, cooperation agencies, multilateral organizations, including the United Nations System, that work for gender equality and the advancement of women's rights.

The ICRM aims at increasing the coordination of international partners, especially international cooperation in Mexico focused on the achievement of gender equality and the empowerment of women and girls through the exchange of experiences, joint initiatives and coordination with national counterparts. The ICRM could also contribute to the JP in terms of lines of action for a better coordination, coherence and impact of the different initiatives of the members on gender equality and empowerment of women and girls in Mexico; and in facilitating the articulation and political dialogue with national counterparts to advance the gender equality agenda.

From a general perspective, stakeholders (including the government) recognize the UN agencies to be indispensable allies to achieve progress of important policies to reduce gender and social inequality; the UN agencies also provide added value when bringing perspectives of interest of specific vulnerable groups that suffer discrimination for multiple reasons, such as indigenous peoples, children, women, migrants, persons with disabilities and human rights defenders. National actors look for the support of the UN agencies for expertise, best practices, to open dialogue with Mexican institutions, as well as to access international human rights mechanisms.

It is also relevant to mention that the ILO has recently concluded two independent evaluations<sup>19</sup> (both globally and regionally in the Americas) connected to the themes of this JP: (1) of its strategy to promote social protection floors, and (2) its approach to formalization of the informal economy.

The lessons learnt and the recommendations of those evaluations are very important to

sustain the approaches adopted in this JP, namely the:

- (1) Key role of evidence basis for the acceptance of the topics and the development of social dialogues;
- (2) The relevance of international organizations to promote those dialogues;
- (3) The promotion of south-south exchanges to foster learning and solution finding;
- (4) The importance of incorporating technology in the search of solutions that simplify access to formalization and social protection programmes;
- (5) The role of capacity building to foster national ownership;
- (6) Linking formalization and extension of social protection with issues of gender, diversity and non-discrimination; as well as
- (7) The use of good practices, especially of Latin American countries (culturally close to Mexico) as a reference for policy design.

### **SDG Fund donor's engagement**

Donors with a national presence will be invited to be part of the programme's Advisory Group. This group will meet twice a year in order to provide feedback and support to the programme's strategic activities.

As part of its communication strategy, the programme will organize public events in order to disseminate its results and achievements – including a launch and a closing event- . Donors will be invited to selected activities to attend and to speak on behalf of the SDG Fund, as well as to provide international good practices and become possible champions of the programme's public campaign.

## **3. Programme implementation**

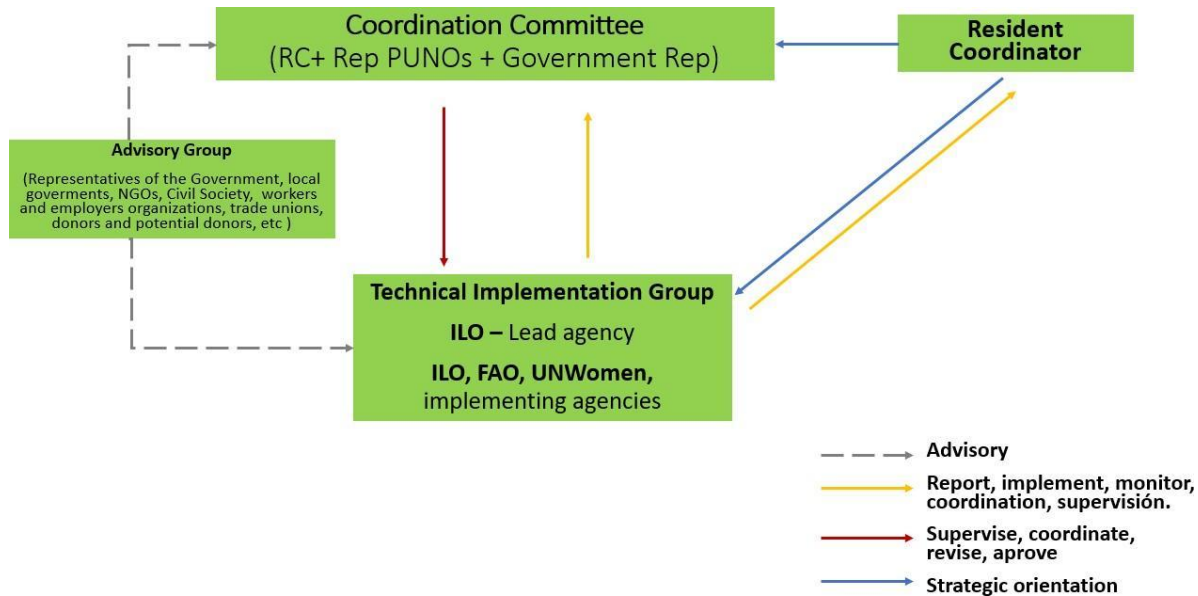
### **3.1 Governance and implementation arrangements**

The following chart represents the governance arrangements, as well as the main mechanisms and players that will participate:

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<sup>19</sup> See: ILO (2017). Independent evaluation of the ILO's strategy and actions for creating and extending social protection floors, 2012–2017. Available at: [https://www.ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/WCMS\\_584279/lang--en/index.htm](https://www.ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/WCMS_584279/lang--en/index.htm) ; ILO (2019). Independent High-level Evaluation: ILO's Strategy and Actions towards Formalization of the Informal Economy 2014–18. ILO EVALUATION OFFICE. Available at:

[https://www.ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/WCMS\\_723412/lang--en/index.htm](https://www.ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/WCMS_723412/lang--en/index.htm)



- **Coordination Committee.** As the highest decision-making Committee, members will include the Resident UN Coordinator, the Representatives of the participating United Nations agencies, and the representation of the office for the 2030 Agenda. It is the authority in charge of guiding and overseeing the implementation of the programme, in line with the country's priorities and dynamic views. Its duties includes: approval of annual work plans, review of results, and adjustment of the implementation configuration; review and approval of the periodical and annual narrative reports; approval of programmatic or budgetary reviews; among others.
- **Technical Group.** Members will be one technical representative of each of the PUNOs, a Representative of the UN RC Office, and the technical coordinator. Its main duty is to guarantee a programmatic coherence, integrality, and quality of the joint programme, as well as to provide specialized advice to achieve such objectives. It takes operational decisions to implement the contents of the Project Document, the workplan of the JP and decisions of the Coordination Committee. Their duties will be: 1) to provide support to the technical coordination and ensure coherence; 2) to provide technical contributions to the implementation, management, and development of the strategies as planned; 3) to coordinate joint monitoring and evaluation, communication and learning and sharing; 4) to carry out the preparation and submission of reports referring to the programme in Mexico; 5) to facilitate the formulation of partnerships when needed; 6) to establish all coordination tools needed to ensure synergies among PUNOs regarding the implementation of the programme in the country, and 7) guarantee communication and coordinated work with the RC Office.
- **Advisory Group.** Will include Government representatives (state and federal), Civil Society organizations, trade unions, other workers organizations and donors. Institutions relevant for the implementation of the programme can be occasionally invited. Its function is to provide advice on the implementation of the strategy, in line with the country's priorities. It is expected that the Advisory Group: (1) Provides recommendations on the strategic direction on policy issues at the national/local levels; (2) Will partner in high-level advocacy and communication activities as well as in political dialogue; (3) Support efforts to disseminate the messages to the public, especially to marginalized groups and relevant media; (4) Provide advice on priorities at country/regional levels and on-going interventions and recommendations for up-scaling achievements and addressing challenges; (5) Serve as an interactive space and open forum for dialogue and learning; (6) Provide any other relevant information, analysis and lessons learned that could feed into the future programming and advocacy efforts; (7) Informally monitor the implementation of

programming, and provide feedback to the Programme. The Advisory group will meet quarterly and the meeting will be organized by the technical group.

- **UN Resident Coordinator.** Represents the general leadership for the Joint Programme in the country. His duties are to provide political and strategic leadership, as well as a general oversight of the programme implementation; facilitating the meeting and collaboration between UN agencies, the host government, among others.
- **PUNOs.** The selected UN agencies are in charge of jointly collaborating to achieve the strategic results agreed on the basis of the national and local priorities. It is worth noting that the budget proposal encompasses the allocation of resources for leading and implementing agencies to adequately perform their relevant role and comply with the entrusted responsibilities.
- **Lead Agency:** is in charge of the coordination and leadership; ensuring coordination between implementing agencies; monitoring results and progress; coordinates the drafting of programmatic and financial progress reports; and oversees the execution of funds. The lead agency will contract a consultancy at the beginning of the JP to establish an M+E and Learning+Sharing Plan and at the end of the JP will organize the independent evaluation of results. As the specialist agency on social protection in Mexico, ILO will be the lead agency until the programme expiration.
- **Implementing Agencies:** these are agencies that receive funds and execute specific activities. They are in charge of the adequate execution of the funds and activities; of the scope and monitoring of entrusted resources; of the direct management of processes and counterparts to achieve the planned results; and of reporting programmatic and financial progress and any other information required by the lead agency and the Technical Group. UN Women, FAO and ILO are the agencies that will be implementing the programme. Additionally, UN Women will be responsible for the programme's communication plan.
- **Resident Coordination Office:** ensures an adequate communication and coordination with interagency groups (Gender, Migration, Health, among others) to support and facilitate the implementation of the programme.

### 3.2 Monitoring, reporting, and evaluation

Reporting on the Joint SDG Fund will be results-oriented and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme<sup>20</sup>; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programmes will allocate resources for monitoring and evaluation in the budget.

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<sup>20</sup> This will be the basis for release of funding for the second year of implementation.





Data for all indicators of the results framework will be shared with the Fund Secretariat on the regular basis requested, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

The joint programme will be subjected to a joint final independent and gender-responsive<sup>21</sup> evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs. The cost for an independent evaluation has been budgeted and included in the funds to be transferred to the ILO (lead agency) in the second year of the JP.

### **3.3 Accountability, financial management, and public disclosure**

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each

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<sup>21</sup>[How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015

PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

### **3.4 Legal context**

Agency name: International Labour Organization

Agreement title: ACUERDO ENTRE EL GOBIERNO DE LOS ESTADOS UNIDOS MEXICANOS Y LA OFICINA INTERNACIONAL DEL TRABAJO REFERENTE AL ESTABLECIMIENTO DE UN CENTRO DE ACCION EN LA CIUDAD DE MEXICO Y A LAS PRERROGATIVAS E INMUNIDADES NECESARIAS PARA SU FUNCIONAMIENTO.

Agreement date: Jan. 5<sup>th</sup>, 1955

Agency name: International Labour Organization

Agreement Title: ACUERDO BÁSICO DE ASISTENCIA TÉCNICA ENTRE EL GOBIERNO DE MÉXICO, LA OIT Y OTRAS ORGANIZACIONES INTERNACIONALES.

Agreement date: July 23<sup>rd</sup>, 1963

Agency name: International Labour Organization

Agreement title: MEMORÁNDUM DE ENTENDIMIENTO PARA LA PUESTA EN MARCHA DEL MARCO DE COOPERACIÓN TÉCNICA DE LA ORGANIZACIÓN INTERNACIONAL DEL TRABAJO. PROGRAMA DE TRABAJO DECENTE PARA MÉXICO 2019-2024.

Agreement date: Feb. 21<sup>st</sup>, 2019

Agency name: International Labour Organization

Agreement title: MEMORÁNDUM DE ENTENDIMIENTO ENTRE LA ORGANIZACIÓN INTERNACIONAL DEL TRABAJO Y EL GOBIERNO

DE LA CIUDAD DE MÉXICO.

Agreement date: June 6<sup>th</sup>, 2019.

Agency name: UN Women

Agreement title: I) "DETECCIÓN DE FORTALEZAS Y DEBILIDADES EN LOS REGISTROS ADMINISTRATIVOS EN MATERIA DE VIOLENCIA CONTRA LAS MUJERES Y PROPUESTAS DE MEJORAS PARA EL IMPULSO DE POLÍTICAS PÚBLICAS Y LA APLICABILIDAD DE LA REFORMA CONSTITUCIONAL EN MATERIA DE DERECHOS HUMANOS"; II) "INSTITUCIONALIZACIÓN Y TRANSVERSALIZACIÓN DE LA PERSPECTIVA DE GÉNERO EN LOS PRESUPUESTOS PÚBLICOS DE MÉXICO"; III) "FORTALECIMIENTO DE LA PARTICIPACIÓN POLÍTICA DE LAS MUJERES Y PROMOCIÓN DE UNA AGENDA DE EMPODERAMIENTO ECONÓMICO A NIVEL FEDERAL" IV) FORTALECIMIENTO DE LA CAPACIDAD INSTITUCIONAL Y LA CONSTRUCCIÓN DE POLÍTICAS PÚBLICAS CON PERSPECTIVA DE GÉNERO PARA LOS PUEBLOS INDÍGENAS..

Agreement date: 2012-2018

Agency name: UN Women

Agreement title: "FORTALECIMIENTO DE LA POLÍTICA NACIONAL DE IGUALDAD DE GÉNERO Y EL CUMPLIMIENTO DE COMPROMISOS INTERNACIONALES EN MATERIA DE DERECHOS HUMANOS DE LAS MUJERES Y LAS NIÑAS EN MÉXICO."

Agreement date: 2019

Agency name: Food and Agriculture Organization of the United Nations

Agreement title: CONSTITUTION OF THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS.

Agreement date: October 16<sup>th</sup>, 1945 (signed *ad referendum*).

Agency name: Food and Agriculture Organization of the United Nations

Agreement title: ACUERDO BÁSICO DE ASISTENCIA TÉCNICA ENTRE EL GOBIERNO DE MÉXICO, LA FAO Y OTRAS ORGANIZACIONES INTERNACIONALES.

Agreement date: July 23rd, 1963.

Agency name: Food and Agriculture Organization of the United Nations

Agreement title: ACUERDO ENTRE LA ORGANIZACIÓN DE LAS NACIONES UNIDAS PARA LA AGRICULTURA Y LA ALIMENTACIÓN Y EL GOBIERNO DE LOS ESTADOS UNIDOS MEXICANOS PARA EL ESTABLECIMIENTO DE LA REPRESENTACIÓN DE LA FAO EN MÉXICO.

Agreement date: October 24th, 1977

## ANNEXES

### Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
<b>Legislative initiative on the right to care in Mexico City</b>	The first law at state level that (1) recognizes the right of care and (2) regulates the public policies related to the right to care in Mexico City	<p>UN Women is advising on the process of the legislative proposal on the right to care in Mexico City.</p> <p>The National Care Strategy will be linked to the legislation on the right to care through the local pilot in the municipality of Iztapalapa, in Mexico City.</p>	Mexico City parliament.	Care Network in Mexico	N/A	
<b>Latin American Summit on public care policies</b>	Will take place in 2020 and it will bring the most relevant academics and authorities that have promoted progressive	The JP could suggest a panel or a round table regarding social protection policies in Mexico	COLMEX	Red de cuidados en México	N/A	<p>Edith Pacheco</p> <p>mpacheco@colmex.mx</p>

	policies on the right of care in Latin America together					
<b>Campaign: Empleo Justo En Casa</b>	Increases the awareness of the employers regarding labour rights for domestic workers	UN Women and ILO supported this campaign led by the ILSB in 2018 and 2019. The results of this campaign will be taken as inputs to develop the main contents of the campaign proposed by this JP.	ILSB (Leadership Institute Simone de Beauvoir, A.C.)	CACEH, Hogar Justo Hogar	N/A	Valentina Zendejas Deputy Director <a href="mailto:valentina.zendejas@ilsb.org.mx">valentina.zendejas@ilsb.org.mx</a>
<b>Regional Workshop of Domestic Worker leaders</b>	Domestic workers' organizations and CSOs will develop proposals to improve the social security pilot program with the collaboration of Latin-American domestic workers leaders	The JP will use the results of this regional workshop as an input for the documentation of the social security pilot program.	SINACTRAHO	ILSB, CACEH, Nacional Monte de Piedad, FITH.	N/A	Marcelina Bautista <a href="mailto:bautperla102@gmail.com">bautperla102@gmail.com</a>
<b>Domestic workers campaign: Mi trabajo cuenta</b>	A campaign through social networks (e.g. Facebook) to connect domestic workers and share professionalization opportunities	The JP will collaborate with this platform to disseminate materials among domestic workers.	Nosotrxs	CACEH, Nacional Monte de Piedad	N/A	Andrea Santiago <a href="mailto:Andrea.santiago@nosotrxs.org.mx">Andrea.santiago@nosotrxs.org.mx</a>

<b>Monthly bulletin on domestic work in Mexico</b>	Digital bulletin with the relevant information about domestic work in Mexico disseminated among the digital community interested in work and feminist issues	The JP could use this platform to disseminate its activities and main results	ILSB	CREATRUA  Nacional Monte de Piedad	N/A	Valentina Zendejas  Deputy Director  <a href="mailto:valentina.zendejas@ilsb.org.mx">valentina.zendejas@ilsb.org.mx</a>
<b>Care Network in Mexico</b>	It is a multi-actor network integrated by civil society organizations; groups; specialists and citizens with a justice and gender equality agenda that aims at achieving a social organization of care that is more equal by generating a theoretical and conceptual debate, as well as incidence in public policies and in the social imaginary and public debate of care.	The main objective of the Network is to promote the right of care as a human right and the social co-responsibility of care tasks of the State, the market, communities and households.	Care Network in Mexico	COLMEX  OXFAM Mexico		mpacheco@colmex.mx

<b>National Union of Workers (UNT)</b>	UNT supports the activities of SINACTRAHO with the aim of strengthening its relevance among Trade Unions.	The JP will work closely with UNT and SINACTRAHO in training activities, contributing to increase their capacities to advocate in social protection issues for domestic workers.	UNT	SINACTRAHO	N/A	Martha Heredia Figueroa
<b>Strengthening of the national policy on gender equality and the achievement of international agreements on women's and girl's human rights in México</b>	Production of information and knowledge to strengthen the National Care Strategy	Production of complementary information for the programme	UN Women	INMUJERES COLMEX		Teresa Guerra <a href="mailto:teresa.guerra@unwomen.org">teresa.guerra@unwomen.org</a>
<b>Production and use of gender statistics</b>	Measurement of the unpaid domestic and care work	Production of statistics on time use and unpaid work	Global Center of Excellence in Gender statistics UN Women	INEGI		Paulina Grobet <a href="mailto:paulina.grobet@unwomen.org">paulina.grobet@unwomen.org</a>
<b>Collaboration agreement with Mexico City's Government</b>	Promotion of coordinated actions on women's economic empowerment and the shared	Support the design and implementation process of the Public Care System in Mexico City	UN Women	SEMujERES		Natalia Calero <a href="mailto:natalia.calero@unwomen.org">natalia.calero@unwomen.org</a>

	responsibility of unpaid care work					
<b>Link with CSO and Academy</b>	Strengthen CSO and Academia in their knowledge of unpaid care work and domestic workers	Knowledge generation and strengthening of CSO in two of the main topics of the programme: Unpaid care work and domestic workers	UN Women	ILSB		Teresa Guerra <a href="mailto:teresa.guerra@unwomen.org">teresa.guerra@unwomen.org</a>
<b>Contribution for the labor and social inclusion of domestic workers Mexico</b>	The objective of this project is to contribute to the elaboration of a public policy for the extension of labor rights and social protection to domestic workers in Mexico through the generation of new knowledge and its dissemination among national actors. The immediate objective of this project is the realization of a set of technical studies to strengthen the actors responsible for the formulation of public policies,	The ongoing project contributes to the objectives and outcomes of this FOA by providing relevant lessons on how to affiliate to formal social protection an occupational group that is considered "difficult to cover" by contributory social security. In addition, the project provides lessons on how to strengthen social dialogue about strategies to extend formalization in adverse occupational conditions	International Labor Organization	Nacional Monte de Piedad Foundation (donor); SINACTRAHO; Hogar Justo Hogar; IMSS; UNWomen (partners in activities)	US\$ 75,308.00	Helmut Schwarzer, Senior Social Protection Specialist, ILO Mexico <a href="mailto:schwarzer@ilo.org">schwarzer@ilo.org</a>



	social actors and actors from civil society institutions to be in a better position to formulate policies and programs related to domestic workers. As a result of the execution of the project, the directly benefited actors are expected promote social dialogue and the elaboration of the ratification proposal of Convention No. 189 and reforms of labor and social protection laws in Mexico.					
<b>Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME)</b>	The objective of the project is to aim to prevent and reduce abusive and fraudulent recruitment practices, and maximizing the protection of	Reframe has developed approaches, tools and networks to formalize international migrant agricultural workers in Guatemala and Mexico, according	International Labor Organization	European Union (donor). AHIFORES, COPARMEX, CONCAMIN, Consejo Agrícola de Baja California, Instituto Nacional de Migración,	US\$ 446,988	Edith Zavala and/or Georgina Vázquez, National Officer, CO México  <a href="mailto:zavala@iloguest.org">zavala@iloguest.org</a>

	<p>migrant workers in the recruitment process and their contribution to development.</p> <p>The project's three objectives are:</p> <ol style="list-style-type: none"> <li>1. Undertake integrated action on fair recruitment across migration corridors to demonstrate the benefits and feasibility of fairer recruitment models</li> <li>2. Enhance capacities of social partners, business, civil society organizations and the media to deliver better information and services to migrant workers throughout the</li> </ol>	<p>to decent work standards. These tools, approaches and partners can also support the formalization of domestic migrant agricultural workers between Oaxaca and Jalisco.</p>		<p>Secretaría de Relaciones Exteriores, Consejo Estatal de Atención al Migrante de Baja California, OIM, CONAPRED, UNHCR (partners in activities).</p>		<p><a href="mailto:vazquezg@ilo.org">vazquezg@ilo.org</a></p>
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	<p>recruitment process</p> <p>3. Produce and disseminate global knowledge and tools to inform policies and build capacities of relevant actors at different national, regional and international levels.</p>					
<p><b>100 Territories free of Poverty and Hunger (100T)</b></p>	<p>Visibilize the territories that have been left behind in rural development and seek political and social recognition for them.</p> <p>Support governments in the implementation of their programs and projects through coordination mechanisms</p>	<p>Joint dialogues with federal and state government for the design of articulation strategies for territorial development in the states of Jalisco and Oaxaca.</p>	<p>Food and Agriculture Organization of the United Nations (Regional Initiative Latin America and the Caribbean).</p>	<p>In dialogue with:</p> <p>Decentralized public body Interoceanic Corridor of the Isthmus of Tehuantepec.</p> <p>Ministry of Agriculture and Rural Development (SADER)</p>		<p>Gerardo Falcón Lucario</p> <p><a href="mailto:Gerardo.FalconLucario@fao.org">Gerardo.FalconLucario@fao.org</a></p> <p><a href="mailto:Gerardof78@yahoo.com.mx">Gerardof78@yahoo.com.mx</a></p>

	<p>between sectors and levels and articulation of strategies</p> <p>Provide national and territorial governments, as well as other key rural development actors, tools, knowledge and access to successful experiences that can contribute to reducing poverty in these territories.</p>			<p>Government of the State of Veracruz.</p> <p>National Institute of Indigenous Peoples (INPI)</p> <p>National Council of Science and Technology (CONACYT).</p> <p>GEO center.</p>		
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## Annex 2. Overall Results Framework

### 2.1. Targets for Joint SDG Fund Results Framework

**Joint SDG Fund Outcome 1:** Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope <sup>22</sup>	1	5
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale <sup>23</sup>	4	9

<sup>22</sup>Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

<sup>23</sup>Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

#### Indicator 1.1.

- By the end of year 1, the programme will have promoted the adoption of the (1) permanent social protection regime for domestic workers.
- By the end of 2021, the programme will have promoted the launch of the (2) National Care Strategy, a (3) legal reform on the right of care, the first (4) inspection protocol in the workplace for domestic workers, and a (5) Initiatives and support program for women temporary agricultural workers.

#### Indicator 1.2.

- By the end of year 1, the programme will have promoted the adoption of formalization strategies for domestic workers in three states, as well as having drafted the first action plan of social protection for women temporary agricultural workers in one state.
- By the end of year 2, the programme will have developed the first pilot for the implementation of the National Care Strategy at municipal level, a second action plan of social protection for women temporary agricultural workers in an additional state, and formalization strategies for domestic workers in two additional states.

### Joint SDG Fund Output 3: Integrated policy solutions for accelerating SDG progress implemented

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions that were tested <sup>24</sup> (disaggregated by % successful-unsuccessful)	0	1
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	0	2
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	0	1

#### Indicator 3.1

- By year 2, the programme will have successfully tested the first pilot of the National Care Strategy in the municipality of Iztapalapa, in Mexico City.

<sup>24</sup>Each Joint programme in the Implementation phase will test at least 2 approaches

## Indicator 3.2

- By the end of 2021, the programme working in collaboration with national and state authorities, will have developed the first inspection protocol for domestic work, as well as having promoted the establishment of the Institutional Coordination Mechanism of the National Care Strategy. Both the inspection model and the Coordination Mechanism of the National Care Strategy will be the first policy proposals of its type in Mexico.

### Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country<sup>25</sup>
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of "Leaving No One Behind"
- Joint programme featured gender results at the outcome level
- Joint programme undertook or drew upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

### 2.2. Joint programme Results framework

Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner
Outcome 1 Integrated multi-sectoral policies on women's access to social protection implemented					

<sup>25</sup> Annual survey will provide qualitative information towards this indicator.

Outcome 1 indicator Number of multi-sectoral policies <sup>26</sup> and formalization proposals to increase women's access to social protection implemented (in terms of scope)	4	5	9	Federal Official Gazette, Reports	ILO
Outcome 1 indicator Number of institutions participating in the implementation of multisectoral policies to increase women's access to social protection (in terms of scale)	0	10	13	Internal records of the project: reports, attendance lists, etc.	ILO, FAO, UN Women
Output 1.1. Permanent social protection regime for domestic workers drafted at national level and formalization strategies tailored and adopted in 5 States					
Output 1.1 indicator Number of key national and local policies and legal framework revised and adopted	3	4	6	Records of the compulsory system. Publication of the Federal Labor Law (labor inspection)	ILO
Output 1.1 indicator Number of knowledge products <sup>27</sup> drafted	0	5	7	Internal records of the project.	ILO

<sup>26</sup> The programme sees the multi sectoral policies as the public policies that involved in its design, planning and implementation, diverse public institutions and from different levels (national, state and/or local), as well as includes the participation of civil society.

<sup>27</sup> The knowledge products are the final documents drafted after the planned research is conducted and are developed with the aim of establishing social dialogue in order to contribute to the design of public policies.  
The programme had considered the following knowledge products: (a) a report on the profile of domestic workers and the domestic work labour market in five states, (b) documentation of the pilot program for domestic workers (c) documentation of the permanent program on social security for domestic workers, (d) a mapping of social protection benefits for women agricultural workers in two states, (e) the update of the National Care Strategy, (f) the costing of the National Care Strategy and (g) an investigation into the profile of care workers in Mexico.

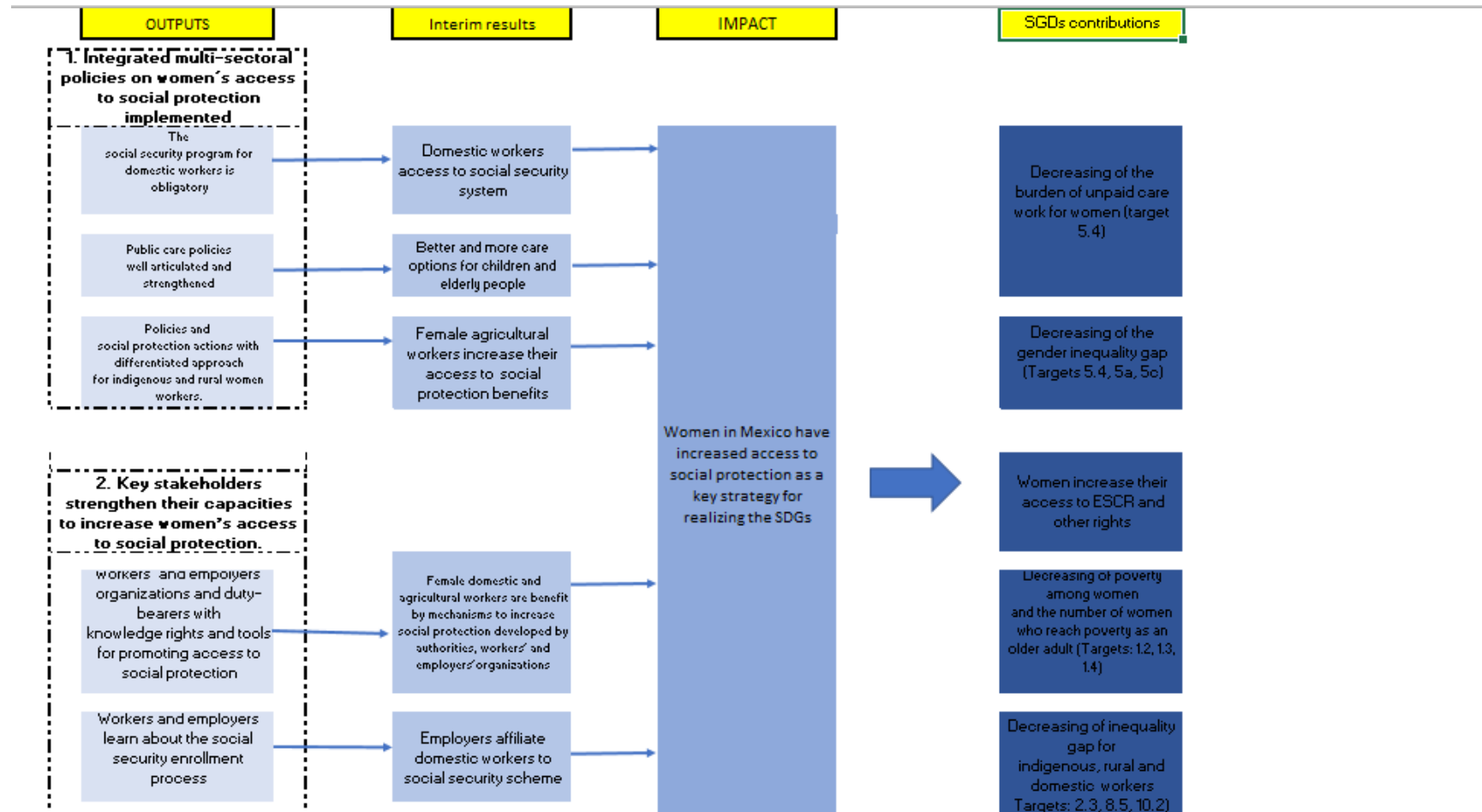
				Annexes of periodic reports of the project	
<b>Output 1.2 National Care strategy with local perspectives formulated as a pillar of the social protection system</b>					
Output 1.2 indicator Number of key national and local policies and legal framework revised and adopted	1	1	3	Official sites of the chambers of deputies and senators at national and state level	UN Women
Output 1.2 indicator Number of knowledge products drafted	0	3	7	Internal records of the project. Annexes of periodic reports of the project	UN Women
<b>Output 1.3. Tailored social protection and formalization strategy designed for women agricultural workers considering local perspectives.</b>					
Output 1.3 indicator: Number of action plans developed to increase access to social protection for women temporary agricultural workers	0	2	2	Internal records of the project. Annexes of periodic reports of the project	FAO
<b>Result / Indicators</b>	<b>Baseline</b>	<b>2020 Target</b>	<b>2021 Target</b>	<b>Means of Verification</b>	<b>Responsible partner</b>
<b>Outcome 2. Key stakeholders strengthen their capacities to increase women's access to social protection</b>					
Outcome 2. Indicator % increase in affiliation amongst domestic workers <sup>28</sup>	0% 6,300 currently affiliated domestic workers	1% (23,000 domestic workers)	2% (46,000 domestic workers)	Official IMSS records and ENOE quarterly results	ILO UN Women

<sup>28</sup> Based on similar experiences across other countries in the region, this indicator could have an observable effect in the first year of the programme implementation if the regime of social protection for domestic workers becomes mandatory. In the Latin American Region, the country which has achieved the most accelerated formalization of domestic workers is Uruguay, with an annual average coverage growth of 2% in the period of 2005-2015.



Outcome 2. Indicator Number of people reached by campaigns and dissemination activities	0	To be developed according to the design of the communication strategy		Programme monitoring records	UN Women, ILO, FAO
Output 2.1: Key stakeholders equipped with knowledge on social protection extension					
Output 2.1. Indicator Number of institutions and organizations trained in social protection	0	3	10	Reports and attendance lists of project activities.	UN Women, ILO, FAO
Output 2.1. Indicator Number of people trained in social protection issues	0	80	240	Reports and attendance lists of project activities.	UN Women, ILO, FAO
Output 2.1. Indicator Number of courses validated by training institutions	0	1	3	Copy of the publication contents of courses	ILO UN Women
Output 2.2: Domestic workers and employers have increased knowledge on the access to social protection regime for domestic workers					
Output 2.2. Indicator Changes in employers' perceptions of domestic workers' rights	To be developed according to the design of the communication strategy			Programme monitoring records	UN Women
Output 2.2. Indicator Number of campaign views on social networks	To be developed according to the design of the communication strategy			Social media platforms of the 3 PUNOs	UN Women

### Annex 3. Theory of Change graphic



#### Annex 4. Gender marker matrix

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
1.1	Context analysis with an integrated gender analysis	<b>3</b>	<ul style="list-style-type: none"> <li>• The context analysis takes a closer look at one of the basis of gender inequality: unpaid care work, in line with SDG 5, target 5.4.</li> <li>• It also has a gender mainstreaming approach in target 1.3. The analysis underlines the inequalities faced by women to access social protection.</li> <li>• The same approach was applied to the targeted groups: women domestic and temporary agricultural workers. In the targeted group section, the inequalities in relation to legal status and how this affects women at national and local level was analyzed.</li> <li>• The programme also considers the main international women's rights standards as applied to the problem that will be addressed.</li> <li>• On the basis of this analysis, the programme identifies opportunities to promote gender equality through its outcomes and outputs.</li> </ul>	Section C: Joint Programme description, in particular subsections: (1.1) Problem statement and (1.2) Targeted groups
1.2	Gender Equality mainstreamed in proposed outputs	<b>3</b>	<ul style="list-style-type: none"> <li>• As a consequence, the outcomes and the outputs are directed at increasing social protection coverage for women and girls, including care services, in line with SDG 5.</li> <li>• At the same time, one of the outputs is directed at supporting the empowerment of women's workers organizations through training and professionalization courses.</li> </ul>	Section B: Strategic Framework, specifically subsection (3) Overview of the Joint programme results;  As well as Section C: Joint programme description (2.2), Theory of change and

				(2.3) expected results and impact.
1.3	Programme output indicators measure changes in gender equality	3	<ul style="list-style-type: none"> <li>In line with the overall goal of the programme, the indicators were developed with the aim of measuring the increase in access to social protection for women and, especially amongst the targeted groups.</li> <li>Additionally, the programme will measure the impact of the activities related to strengthening capacities in women's workers organizations.</li> </ul>	<p>Section D: Annexes,</p> <p>Subsection (2.2) Joint programme results framework.</p>
2.1	PUNO collaborate and engage with Government on gender equality issues and the empowerment of women	3	<ul style="list-style-type: none"> <li>In order to build the proposal, the PUNOs consulted INMUJERES (National Women's Machinery) at national level and the Ministries of Women's Affairs in Mexico City and the states of Chiapas, Oaxaca and Jalisco.</li> <li>The representatives of these institutions attended the participatory workshops organized by the PUNOs to build the proposal.</li> <li>As a result, the proposal is aligned with INMUJERES national priorities and strategies to tackle gender inequality. The programme will work together with various national and state entities in a number of activities.</li> <li>These actors will form part of the Advisory Group, in order to monitor the implementation of the programme.</li> <li>Through this joint effort with Mexican institutions, the programme will support Mexico's engagement in the implementation of gender related SDGs and respective targets.</li> </ul>	<ul style="list-style-type: none"> <li>Section B: Strategic Framework, specifically subsection (1.4) Stakeholder mapping</li> <li>Signed attendance list of participatory workshops to build the proposal</li> </ul>
2.2	PUNO collaborate and engage with women's/gender equality CSOs	3	<ul style="list-style-type: none"> <li>PUNOs consulted the following Women's Civil Society Organizations and Workers' organizations: <ul style="list-style-type: none"> <li>Leadership Institute Simone de Beauvoir (ILSB)</li> <li>The Training and Support Office for Domestic Workers (CACEH)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Section B: Strategic Framework, specifically subsection (1.4) Stakeholder mapping</li> <li>Signed attendance list of participatory workshops to build the proposal</li> </ul>

			<ul style="list-style-type: none"> <li>○ The Domestic Workers National Union (SINACTRAHO)</li> <li>○ National Union of Workers (UNT)</li> <li>• The programme will develop activities together with these organizations. The activities will support the achievement of the outcomes and at the same time support the participation of WCSO's in the achievement of the SDG targets.</li> <li>• These WCSO's, as well as others suggested by women workers organizations, will be part of the Advisory Group, to monitor and evaluate the programme.</li> </ul>	
3.1	Program proposes a gender-responsive budget	<b>3</b>	<ul style="list-style-type: none"> <li>• In conformity with the overall goal of the programme, the budget distribution is coherent with the achievement of SDG target 5.4, as well as target 1.3, that has been designed with a solid gender perspective.</li> </ul>	Section D: Annexes,  Subsection (7) Budget and work plan
<b>Total scoring</b>		<b>3</b>		

## Annex 5. Communication plan

The general coordination of the Communication Plan, including its elaboration, monitoring and evaluation, will be led by UN Women, considering its relevant expertise in campaigns. The respective communication officers of ILO and FAO will liaise with UN Women and support the communications of the JP in close coordination.

### **1) Overall narrative of the joint programme**

The main purpose of the inter-agency joint programme is to increase women's coverage by and access to social protection through differentiated strategies.

The overall narrative of the programme and, therefore, the core messages of the communication strategy will strengthen the argument that increasing social protection coverage for women is a means to guarantee their human rights, ensure universal access to essential health care, income security, and contribute to alleviate poverty, vulnerability and social exclusion, as well as leverage social development and accelerate the compliance with a set of related SDGs.

Key messages will also focus on the need to create urgently required changes in attitudes, behaviour and legislation regarding social protection.

The communication strategy will also highlight the moral obligation of the country extending social protection to achieve the Sustainable Development Goals (SDGs); this is particularly important in the case of women and girls from excluded groups

(domestic workers, and women temporary agricultural workers from indigenous and rural communities). This is a concrete situation requiring specific policies to allow them to accomplish a better and more sustainable future and avoid them being left behind.

Against this narrative, the principal “pitch” to be used to communicate the relevant work produced by the programme, is as follows: “Mexican women face huge barriers to access social protection, especially domestic and women temporary agricultural workers, exacerbating their vulnerability. The programme will increase social protection for women, especially for rural, indigenous and domestic workers as a key action to accelerate the achievement of the SDGs. To address this, among its components, the programme will focus on increasing the knowledge of workers, employers and beneficiaries, as well as the commitment of key stakeholders in positions to change current social protection conditions”

Design and implementation of the communication and outreach strategy will be carried out through innovative rights-based campaign at four different levels:

- to sensitize and increase affiliation to social protection;
- to affiliate domestic workers campaign to be developed with the Mexican Institute of Social Security (IMSS), State Governments and other partners;
- to promote the affiliation of rural and indigenous women to social protection;
- to support the adoption and implementation of the National Care Strategy (legislators).

The communication plan, as well as all the materials produced within the programme, will ensure effective communications and advocacy as an integral part of the United Nations Sustainable Development Cooperation Framework (UNSDCF) process, and will adhere to the communication and branding guidelines for the SDGs to achieve a clear and consistent message and strategic positioning of the UN at the country level.

## **2) Strategic approach to key audiences**

The communication strategy will seek to engage constituents and promote the development of partnerships as a key component for advocacy and mobilization.

### **Stakeholders:**

- Government actors
- Policy makers
- Legislators

Advocacy: Contribute through advocacy actions to maintain the political will, in order to strengthen social protection as a priority on the political agenda; and to reach a consensus in the development of public policies and decision-making. The advocacy actions will contemplate events to disseminate studies, publications and findings with evidence that supports the positive momentum of political dialogue.

- Employers' organizations
- Private sector

Advocacy: The communication strategy with these stakeholders will seek partnerships in strategic activities regarding their scope of influence, including support and participation at political dialogue to promote social protection and fundamental labour rights.

- Domestic workers
- Employers

Broader programmatic approach: As key stakeholders, workers' organizations and domestic workers will be included within a broader programmatic approach to contribute to the communication plan. They will contribute specifically to the development and testing of the media campaign. Employers will be a key target audience of the media campaign regarding the benefits of the affiliation of domestic workers to social protection.

- Women temporary agricultural workers

Broader programmatic approach: Through a participative diagnosis and activities with a communication for development approach, women temporary agricultural workers will develop awareness of their rights.

- Civil society organizations

Broader programmatic approach: As implementing partners, civil society organizations will contribute to strengthen social dialogue and the social protection agenda (within the Agenda 2030), and to achieve sustainable results over time.

Through partnership agreements, the programme will benefit from the expertise of civil society organizations for specific tasks such as contributing to the overall communication plan and broadening the scope of the communication campaign.

- Donors and Embassies

Advocacy. Public relations: Through mobilization activities and advocacy events, the programme seeks to give visibility to the subject of social protection and explore complementary funds. Donors with a national presence through country representations (e.g. embassies) will be invited to join the advocacy activities as part of the communication and visibility strategy.

- Media
- Opinion leaders
- Celebrities/influencers

Media and promotion. Public relations: Through a concrete media and public relations plan, strategic media outlets and opinion leaders (at the national and state level) will contribute to put social protection in the public agenda and help promote a conversation on the subject among the target audience. When possible, celebrities and influencers already working with the different agencies will be invited to participate in advocacy events or activities to potentiate and support the communication efforts.

### **3) Objectives of strategic communication plan**

The overall communication objectives seek to:

- Contribute to put social protection on the public agenda as a critical component to close the inequality and gender gaps and achieve the SDGs.
- Increase the knowledge and commitment of key stakeholders in positions to change the current social protection schemes;
- Create awareness between domestic workers and women temporary agricultural workers about their rights;

- Influence public opinion in favour of the increase of social protection coverage, particularly for women;
- Achieve a clear and consistent message in order to reach the targeted audiences and contribute to the promotion of a cultural change.

*Although being a programmatic activity, it is worth mentioning that a mass media campaign is planned to be launched in a joint partnership with Government actors (especially the IMSS), at the national and state level. To that purpose, the joint programme will search a mix of channels taking into account the local contexts (e.g. through official advertising in public and private media outlets; digital media; etc.).*

*The target audiences of such a campaign are:*

**Women and girls** of particularly excluded groups affected by inequality, focusing on domestic workers, and indigenous and rural women and girls at national level with special focus on 5 states: State of Mexico, Mexico City, Jalisco, Chiapas and Oaxaca. The **key messages** will be the benefits of social protection and dissemination of their rights.

**Their employers.** The key messages to this target audience will aim at increasing awareness and provide information to the employers about domestic workers' rights and employers' obligations, including their obligation to register domestic workers in the permanent social protection scheme and give clear and concrete information on the benefits and advantages of social protection to domestic workers.

The driving force of the communication efforts will be a strong digital strategy that will accompany all actions, activities and events of the programme.

Besides the usual KPIs (Key Performance Indicators) employed for the evaluation and follow-up of communication strategies (such as media impacts and social media analytics), it will also be important to outline indicators that will measure the effectiveness of the communication campaigns regarding mindsets, motivation, brand associations, beliefs, actions, engagement and sociocultural changes. This could be successfully evaluated through ad hoc surveys, focus groups, intuitive association techniques, social media listening, amongst other methodologies and it will require the support of specialized agencies in research and evaluation of communication campaigns.

Media impact will be measured through:

- Media hits (number of articles, featured stories, notes and publications made through traditional media outlets);
- Estimated commercial value of the media hits;
- Number of interviews on the programme;
- Events with the media;
- Number of editorial stories, collaborations or pieces of content with high level journalists.

Social Media results will be measured through:

- Number of likes, shares and comments (interactions);
- Number of views (impressions) on Facebook, Instagram, Twitter and other designated social media platforms;



- Reach and total reach (number of unique users reached by the posts on the selected social media);
- The impact of the designated hashtag(s) (if a hashtag is designated).

#### 4) Main activities

Design and development of the look and feel of the project (according to the branding guidelines).

- Organization of joint public events in order to disseminate its results, achievements, and milestones.
    - Strategic moments:
      - Launching of the programme.
      - Political opportunities according to the local context.
  - Design of digital strategy.
  - Development of multimedia materials (banners, infographics, videos, testimonies, loops, gifs, human interest stories).
  - Development of media materials (press releases and media kits).
  - Delivery of results, communication materials for the closing strategy (final report, lessons learned approach).
- Communications Channels:
- MediaSocial media
  - Printed brand materials and knowledge products
  - Public Relations: celebrities, influencers, opinion leaders and journalists
  - Offline events/face to face
  - Advertising media (pro bono)

#### Estimated budget for the main communication activities:

Concept	Description	Budget (USD)
Printing	Banners, back, factsheets, merchandising, publications, etc.	\$ 22,000.00
Media and PR	News and monitoring Agency, Digital Agency, results reports, Social Media Monitoring platform	\$ 10265.42
Audiovisual	Videos (production, launch and promotion), designs, digital products (gifs, cards, infographics, etc.)	\$ 20611.52
Branding	Development of the look & feel programme according to SDG Fund Brand Guidelines	\$ 3,000.00
Consultants	Translations, photographers, etc	\$7576.10

Part time Campaign Coordinator	26% of the part-time position for 2 years (the remaining 74% difference is in kind contribution of UN Women ).	<b>\$11,833</b>
Full time Communications Coordinator	Full-time position for the duration of the program).	\$ 60,465.38
<b>Total:</b>		\$ 135,751.42

The estimated budget above includes in kind contribution of UN Women.

### Monitoring and reporting on the communication plan

The general coordination of the Communications Plan will be led by UN Women considering a fulltime person. 40% of this person will be covered as a contribution from UN Women budget and 60% will stem from the communications budget of this joint project. This person in charge of the communications plan will also provide information for M&E purposes.

### Annex 6. Learning and Sharing Plan

#### 1) Strategic approach to learning and sharing

Since the project aims at driving changes regarding social protection for women in Mexico, learning and sharing is a key element of the theory of change. Accordingly, the generation of knowledge, skills and training is part of a number of programmatic actions. Simultaneously, the communication strategy referred to above establishes opportunities to convey key messages to stakeholders and beneficiaries that foster the achievement of the objectives of the joint programme.

Specifically outcome 2 of the joint programme refers to key stakeholders developing knowledge on social protection extension through trainings and capacity building.

This knowledge generation activities are addressed to Government authorities, workers, employers and civil society organizations with the purpose of capacity building and awareness raising about unequal access to rights faced by women in Mexico and possible reforms of programmes and policies that could reverse that trend and help closing the coverage gap for women regarding social protection.

These stakeholders exert influence on the policy making process and are able to drive changes both in policies and the legal framework. Their role is also key to ensure the sustainability of the results of the joint programme in the long run and for keeping social protection high on the public agenda in future.

A consultant will be recruited by the ILO (in its role as lead agency) at the beginning of the project and propose a Monitoring and Evaluation + Learning and Sharing plan, with a monitoring methodology and a matrix of general indicators. The project coordinator based in the lead agency ILO will submit the proposal to the Technical Group composed by the PUNOs to be collectively adopted and will collect regular information from the agencies to monitor the progress of the joint programme.

To the purpose of feeding public opinion and disseminating and sharing knowledge and contents produced by the programme, a digital platform will be developed within one of the agencies' websites. It could be a specific landing page or a working space in a social protection webpage of one of the PUNOs. An additional advantage of linking the landing page with a specialized socialprotection page is that the users could easily access supplementary information from other projects, tools, knowledge products, good practices, etc. produced outside of the joint programme.

- The creation of this digital platform will direct all users of the social media materials to the site. It will also allow to easily measure its impact and effectiveness.
- The design of this site will be carried out under the UNSDGs joint programme branding guidelines.
- This repository of information will contain all the publications, policy papers, consolidated reports, advocacy and campaign materials, booklets, videos, systematization documents with lessons learned and good practices. In case it is hosted by one of the PUNOs, the page can be kept active even beyond the period of the joint programme.

Other channels for the learning and sharing plan will be the training strategy described in Outcome 2, and the different communication and advocacy events already described in the communication plan.

## **2) Objectives of learning and sharing**

To generate and communicate knowledge and systematize lessons learned, good practices and deliver results of the programme.

The overall objective is to share and disseminate this knowledge to the key stakeholders in order to achieve the main goal of the programme: increase women's social protection coverage and access.

## **3) Main activities**

The Learning and Sharing plan will be prepared in detail at the beginning of the project. As part of the project document, the following actions can be mentioned:

- Training on Social Protection Floors and the barriers to extend coverage to domestic and agricultural temporary workers, as well as indigenous populations, delivered to actors of a number of key institutions;
- Capacity building of domestic workers trade unions;
- Capacity building of labour inspection in a number of States and at federal level, based upon an inspection strategy and protocol to be developed by the joint programme;
- Development of courses for domestic workers and caregivers with the ICAT (professional training institute of the City of Mexico);
- Capacity building for stakeholders on social protection for rural and indigenous populations;

- Capacity building regarding the National Care Strategy;
- A number of publications to be produced throughout the project;
- The implementation of the communication strategy and its results through a comprehensive systematization document (M&E)
- Systematization and final report of the programme (advances and challenges for the future)

The communications officer to be recruited by UN Women will provide regular M+E reports on the communication strategy as agreed by the Technical Group. The M+E reports on the Learning and Sharing Plan will be produced by the project coordinator to be recruited by the lead agency ILO and delivered to the Technical Group as agreed at the beginning of the joint programme.

The training and capacity building activities take into account different mutually reinforcing and interdependent levels of capacity development: individual, organizational and the creation of an enabling policy environment.

Firstly, training on concepts of social protection and floors is targeted at individuals pertaining to the key stakeholders and agencies involved in the programme. Secondly, training to be provided to domestic workers trade unions and temporary agricultural workers' associations is thought as part of the respective organizational development.

In the case of the support to be delivered to Domestic Workers' Trade Unions, the contents go beyond policy concepts and strongly focus on hard and soft skills required for the management of a trade union, as well as the ability of negotiation. The same is true of training of labour inspectors to apply a special inspection protocol on domestic work, an activity that aims at also strengthening the institutionality of Secretaries of Labour and IMSS.

Training for the National Care Strategy refers to the third level of capacity building, namely the development of policies and of an enabling environment for the success of the pilot project to be implemented in the municipality of Iztapalapa (Mexico City).

## Annex 7. Budget and Work Plan

### 7.1 Budget per UNSDG categories

#### **4.1 Budget per UNDG categories**

UNDG BUDGET CATEGORIES	ILO		UN Women		FAO		PUNO 4		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	500,246	119,254	198,904	160,714	297,077	120,440	0		795,759	400,408
2. Supplies, Commodities, Materials					9,996		0		21,808	
3. Equipment, Vehicles, and Furniture (including Depreciation)	8,920				2,554		0		18,678	
4. Contractual services			538,849		25,686		0		623,426	
5.Travel	33,064		3,151		17,153		0		128,393	
6. Transfers and Grants to Counterparts	50,000		32,890		50,080		0		187,000	
7. General Operating and other Direct Costs	25,040		25,694		49,855		0		94,097	
<b>Total Direct Costs</b>	<b>617,270</b>		<b>799,489</b>		<b>452,402</b>		-		<b>1,869,161</b>	
8. Indirect Support Costs (Max. 7%)	43,209		55,962		31,668		-		130,841	
<b>TOTAL Costs</b>	<b>660,479</b>	<b>119,254</b>	<b>855,451</b>	<b>160,714</b>	<b>484,070</b>	<b>120,440</b>	-		<b>2,000,000</b>	<b>400,408</b>
<b>1st year</b>	<b>350,944</b>	<b>59,627</b>	<b>342,180</b>	<b>80,357</b>	<b>256,359</b>	<b>60,220</b>			<b>949,483</b>	<b>200,204</b>
<b>2nd year</b>	<b>309,535</b>	<b>59,627</b>	<b>513,271</b>	<b>80,357</b>	<b>227,710</b>	<b>60,220</b>			<b>1,050,516</b>	<b>200,204</b>

The overall cost of the programme is \$ 2,400, 408 USD (\$400,408 USD provided in kind by the PUNOs).

The general budget is distributed among PUNOs according to their programme's responsibilities regarding the outputs as well as additional activities such as communications, monitoring and evaluation and the learning and sharing plans.

Accordingly, ILO will be assigned \$660,479 (33%), UN Women \$855,451 (43%) and FAO \$484,070 (24%). 50% of the budget will be used in year 1 and with the remaining 50% saved from implementation in year 2.

## 7.2 Budget per SDG targets

### **4.2 Budget per SDG Targets**

SDG TARGETS		%	USD
	1.3. Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	74%	1,776,302
	5.4. .Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate	26%	624,106
			0
TOTAL		100%	2,400,408

Regarding the investment to accelerate the achievement of the SDGs, the programme's activity budget is divided approximately as the following:

- Target 1.3: 74% (\$1,776,302 from the total budget of the programme)
- Target 5.4: 26%(\$624,106 from the total budget of the programme)

The principal activities related to Target 1.3 are those linked to the implementation of the permanent regime for domestic workers and the actions planned to improve the mechanisms for women temporary agricultural workers to access social protection. These activities are mainly related to research and social and political dialogue at national and local level principally lead by ILO and FAO. An additional important component of these activities is the campaign to increase domestic workers' affiliation to the social security scheme led by UN Women.

The main activities link to target 5.4 are those linked to the creation of the National Care Strategy, led by UN Women. These include conducting research, capacity building and the development of a pilot of the suggested public care policies, to implement in one municipality to provide feedback which will be fed into the National Strategy.

### **7.3 Work plan**

The work plan will be developed by three PUNOs in the country: ILO, UN Women and FAO. Each PUNO will provide its expertise in order to achieve the programme's results regarding social protection for women in Mexico with a differentiated and complementary emphasis.

#### **Outputs implementation:**

Each PUNO will be in charge of the Output that best matches its country expertise. ILO will support the creation of a permanent regime for domestic workers (Output 1.1), UN Women will guide the National Care Strategy (Output 1.2), and FAO will be responsible for the action plan to increase social protection to women temporary agricultural workers (Output 1.3).

By the end of year 1, each PUNO will have completed the main activities planned in relation to preliminary research and analysis. Diagnostics on the barriers that prevent women domestic and agricultural workers from accessing social protection, and on the care policies that exist at national and local level, will be drafted.

Implementation of capacity building activities and political dialogue will begin in year 1, although the majority of these activities are planned to take place in year 2, upon the finalization of the preliminary research that serves as input for social dialogue. The capacity building activities (Output 2.1) will be allocated to the relevant PUNO, in accordance with the topical areas they are responsible for.

Throughout years 1 and 2, a campaign for raising awareness towards domestic workers' rights and the importance of their affiliation to the social security scheme, directed at their employers will be launched (Output 2.2). The aim of the campaign is to contribute to social change as promoted by all programme activities. UN Women will be responsible for the design and implementation of the campaign. The involved PUNOs recognize UN Women's expertise and verified experience in running successful national campaigns on preventing violence against women, and consequently agreed that UN Women will lead this Output.

Recent results of a qualitative research deployed in 2020 and 2021 by the research agency Kantar showed that employers: 1) do not have enough information about the affiliation process and the information they have is confusing, 2) the Covid-19 context generated informality for some of the employers, resulting in their resistance to enroll domestic workers to a social security scheme when they don't have access to one, 3) some employers lack enough empathy for following the enrollment process. Given these results, it will be important to focus the communication campaign in raising awareness towards domestic workers' rights and the importance of their affiliation to the social security scheme, as well as in generating the first steps of a journey of sociocultural transformation towards the acknowledgement of their labor rights.

#### **Programme management implementation**

The ILO will be responsible for leading the activities to support the programme throughout its implementation, such as monitoring and evaluation.



During year 1, ILO will develop a base line to monitor programme performance against and lead the evaluation at the end of the JP. The Programme Coordinator will be based in the ILO's offices, and as part of their main responsibilities, will build the monitoring and evaluation strategy throughout the duration of the programme. They will also be responsible for monitoring the risk and the mitigation measures taken, as well as ensuring the documentation of processes to integrate into the programme's learnings as per the sharing and communication plan.

ILO also will be responsible for updating the Learning and Sharing Plan. One of the main activities of the year 1 is to develop a landing page with the function of influencing public opinion and sharing the knowledge and content produced by the programme throughout its duration. This digital platform will be developed within one of the agencies' websites and will contain all the publications, policy papers, consolidated reports, advocacy and campaign materials, booklets, videos, systematization documents with lessons learned and good practices.

UN Women will coordinate all activities linked to the Communication Plan throughout the programme's implementation.

The Communication Plan will be strategically aligned to the achievement of the programme's results and its economic sustainability, contributing to increasing the public knowledge of and support for the programme, and the advances achieving regarding social protection coverage for the most vulnerable women in Mexico. In this regard, it is a key component for effective advocacy and the mobilization of partnerships and resources.

By year 1, UN Women will design the look and feel of the project (in line to the branding guidelines), and according to the programme's work plan, will develop a timeline of strategic public events through year 1 and 2, with the aim of increasing the dissemination of results and achievements in key moments for effective advocacy.

Additionally, in year 1, UN Women will develop the digital strategy. Throughout years 1 and 2, they will develop appropriate multimedia materials such as banners, infographics, videos, testimonies, loops, gifs, human interest stories, among others. All these materials will support the public image of the programme and its advocacy targets.

The communication plan is closely linked with the campaign's purposes of raising awareness towards the importance of the affiliation of domestic workers to the social security scheme, and contributing with sociocultural transformation towards the acknowledgement of their labor rights, with some of the activities it will include placed under output 2.2.

### **Implementation arrangements**

Regarding implementation arrangements, the ILO will recruit a national officer and an administrative staff in late 2019, which is foreseen to start work on February 1st, 2020. The National Officer at ILO will provide technical coordination throughout the JP and liaise with the focal points of the implementing agencies and the RC office.

The ILO Country Office-Mexico counts on a Senior Social Security Specialist that will provide further technical support to the parties of the project when needed and supervise the activities of the National Officer. The ILO also counts on a local National Employment Officer, that can support a number of activities, if needed, especially those linked to formalization of the labour market.

FAO and UN Women will recruit specific staff in charge of developing the technical activities under their responsibility. ILO, UN





Women and FAO count on National Programme Officers that will also provide support to the development of the respective programmatic activities for which each agency is responsible.

In case there is a delay in the inception phase, these Programme Officers and the ILO Social Security Specialist will launch the first set of activities to avoid that the workplan delays substantively, hence menacing the conclusion of activities within the maximum time horizon of 2 years. The ILO Senior Social Security Specialist will provide at least 2 w/m to the JP.

The RCO takes part of the activities by supporting the organization of coordination meetings and contacts with the government, as well as with the UN SDG Fund when needed. The lead and implementing agencies (ILO, UN Women, and FAO) will count on full support of their HQ and Regional Offices for backstopping.

In the case of the ILO, the backstopping will be provided both by Headquarters and the Decent Work Team based in the ILO Office San José. From Geneva, the Social Protection Department (SOCPRO) and the Conditions of Work and Equality Department (WORKQUALITY) will provide backstopping.

The latter is responsible within the ILO for the development and implementation of the action plans related to formalization (R.204) and domestic workers (C.189) through its Inclusive Labour Markets, Labour Relations and Working Conditions (INWORK) Branch. WORKQUALITY also covers topics related to care and gender through the Gender, Equality and Diversity (GED) Branch. The Specialist in Conditions of Work (Domestic Work) will provide 1 w/m support. From San José, the Specialist of Labour Administration/Inspection and the Specialist on Gender will provide each 1 w/m support. From Geneva, SOCPRO will provide 1 w/m of actuarial backstopping.

In the case of FAO, backstopping will be provided by the Social Policies and Rural Institutions Division in Headquarters (Rome), and by the Regional Office for Latin America and the Caribbean based in Chile through the Policy Team. Backstopping on gender and multicultural themes will be provided by the Gender, Social and Institutional System team both in the Regional Office and in the Sub-regional Office for Mesoamerica.

In the case of UN Women, backstopping will be provided by HQ (New York) and the Regional Office (Panama). The Regional Office has a Specialist on Economic Empowerment for the countries in the region. UN Women (implementing agency) will supply technical advice and training to project's staff on gender responsiveness when needed.

No purchases above the usual procurement ceilings are foreseen in the proposed budget and budgetary execution will follow usual agency rules.

In the case of the ILO proposed actions, the only transfer to a counterpart refers to training programmes for domestic workers trade unions, however this transfer will not surpass the threshold of US\$ 50,000. Each implementing agency will receive funds according to the proposed budget and apply its internal financial rules, procedures and administrative and reporting systems, including the rules for the authorization for expenditures.

Partial reporting will be extracted from the agencies' systems and consolidated by the lead agency.

Outcome				1. Integrated multi-sectoral policies on women´s access to social protection implemented															
Output	Annual target/s		List of activities	Time frame										PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved
	2020	2021		Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Q 1	Overall budget description	Joint SDG Fund (USD)	PUNOContributi ons (USD)	Total Cost (USD)			
1.1. Permanent social regime for domestic workers drafted and tailored formalization strategies adopted.	4 key national and local policies and legal framework revised and adopted	6 key national and local policies and legal framework revised and adopted	Technical and legal advice to IMSS			X	X						ILO will document the lessons learnt from the pilot program for domestic workers at national level, support the design of a permanent social security regime for domestic workers and will foster high level dialogue with national and state authorities to advocate for the adoption of the permanent regime. It will also implement activities to support the federal and state governments to develop a model of inspection for domestic work.	318,041	59,627	349,053	ILO	Authorities: IMSS STPS STPS state´s offices (Jalisco, Oaxaca, Chiapas, CDMX, Edomex) Workers organizations and CSOs: SINACTRAHO CACEH Hogar Justo Hogar NOSOTRXS ILSB	
			Documentation of IMSS' pilot project experience (excoll)			X	X												
			Documentation of IMSS' experienceon the permanent regime elaboration (excoll)							X	X	X							
			Diagnostics on barriers for domestic workers regarding formalization and access to social security in 5 States (Oaxaca, Chiapas, CDMX, Edomex, Jalisco) (excoll)				X	X	X	X	X	X							
			Workshops to present diagnostics in 5 States and dialogue on strategies			X	X	X	X	X	X	X							
			Technical advice to elaborate labour inspection protocol for dom work(with STPS, IMSS, 5 States) (excoll)					X	X	X	X	X							
			Workshop to discuss draft labour inspection protocol for dom work (possibly in EDOMEX)								X								
			Workshop to validate the final labour inspection protocol for dom work (possibly in Jalisco)									X							
			Workshop to promote registration of domestic workers to social security among UN officials in Mexico						X										
			Guide on occupational safety and health and COVID-19 for employers and domestic worker			X	X												

1.2. National Care Strategy with local perspectives formulated as a pillar of the social protection system	1 key national and local policies and legal framework revised and adopted	3 key national and local policies and legal framework revised and adopted	Pilot at municipal level		X	X	X	X	X	X	X	UN Women will conduct research to update the existing analysis of care policies and draft a care policy map. It will organize meetings to promote political dialogue to support the development of the National Care Strategy. It will also document the implementation of a pilot of the Strategy in one municipality	162,003	112,500	274,503	UN WOMEN	Authorities: INMUJERES BIENESTAR Ministry of Finance  The Senate Ministries of Women affairs at state level (CDMX, Oaxaca ) Government of Iztapalapa  CSOs: ILSB Academia: COLMEX  ECLAC	
			Mapping of the social protection benefits and services for women at the local level		X	X									9,115			27,538
			Update of the national carediagnostic	X	X	X									24,328			24,328
			Political dialogue and advocacy			X	X	X	X	X	X		X		47,450			28,608
			Technical and legal advice			X	X	X	X	X	X		X		15,200			26,468
			Drafting of National Care Strategy				X	X	X	X	X		X		9,926			28,608
			Dialogue with key stakeholders	X	X	X	X	X	X	X	X		X		48,075			31,818
			Costing of care interventions	X	X	X	X	X	X	X					105,126			30,748
			Designing and adopting of national coordination mechanism for the National Care System		X	X	X	X	X	X	X				48,108			17,908
			Conduct a research on care workers in households			X	X								42,110			25,398

Outcome			2. Key stakeholders use their strengthened capacities to increasing women ´s access to social protection																
Output	Annual Target/s		List of Activities	Time Frame								Planned Budget				PUNO/s Involved	Implementing partner/s involved		
	2020	2021		Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Q 1	Overall Budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)			Total Cost (USD)	
2.1. Keystakeholder sequipped withknowledge ofsocial protection extension			Design a training course for the profesionalization of care workers		X	X									16,050		16,050	UN WOMEN ILO FAO	Authorities: Office for Agenda 2030 IMSS INPI SADER STPS INMUJERES BIENESTAR Ministries of Women affairs At state level  (CDMX, Oaxaca, Jalisco, Chiapas) STPS state ´s offices (Jalisco, Oaxaca, Chiapas, CDMX, Edomex) Welfare Secretariat (Bienestar) Oaxaca  Workers organizations and CSOs: SINACTRAHO CACEH National Network of Female and Male Agricultural Workers
			Capacity building of labour inspection (workshop with participants from STPS, States, IMSS) (Tkts, DSA, excoll)								X	X							
			Capacity building of domestic workers' trade unions in 5 States (USD 10,000 per state) (with SINACTRAHO)				X	X	X	X	X								
			Design of a training course on (1) technical skills for dom workers (with ICAT)				X	X	X	X	X								
			Design of a training course on (2) OSH for domestic workers (with ICAT)				X	X	X	X	X								
			Training on social protection floors and domestic workers			X	X	X						230,472	50,000	280,472			
			Capacity building of stakeholders for the implementation, monitoring and evaluation of the National Care Strategy at national and local level					X	X	X		X							
			Dissemination materials on social protection for women agricultural workers.		X	X	X	X	X	X	X	X		39,554	8,036	47,590			
			Capacity building and awareness of stakeholders on social protection and economic inclusion of rural workers and indigenous women at national andlocal levels		X	X	X	X	X	X	X	X		63,727	12,044	75,771			
			Capacity building of stakeholders on social and environmental resilience ofrural women					X	X	X	X	X		62,099	12,044	74,143			
			Dom workers guide updated in Spanish and in one indigenous language (elaboration and translation) (excoll)							X	X		X	40,030	12,044	52,074			
			9 papers/reports to be published (asesoria, diagn., exp. IMSS ydirectrices) (9*USD 3000		X	X	X	X	X	X	X	X	X	47,765	9,627	57,392			
													499,698	103,795	603,493				



Authorities:  
IMSS  
STPS

Workers  
organizations and  
CSOs: SINACTRAHO  
Hogar Justo Hogar  
ILSB

**2,000,000    400,408    2,400,408**

## Annex 8. Risk Management Plan

<b>Risks</b>	<b>Risk Level:</b>	<b>Likelihood:</b>	<b>Impact:</b>	<b>Mitigating measures</b>	<b>Responsible Org./Person</b>
<b>Contextual risks</b>					
The National austerity policy, in conjunction with COVID-19 economic impact, could cut the budgets related to the programme's topics of key partners institutions, at the expense of their participation in the programme.	15	5	3	<ul style="list-style-type: none"> <li>- Collaboration agreements with the key institutions have been adapted in order to meet specific demand in COVID-19 context.</li> <li>- Enhancement of regular communication between PUNOs and Government representatives regarding the programme's progress and alternative activities.</li> </ul>	Coordination Committee (RC+PUNOs Rep+ Government)
The Pilot program on social security for domestic workers deprioritized by the IMSS as result of COVID-19	9	3	3	<ul style="list-style-type: none"> <li>- PUNOs develop awareness raising products and activities regarding the importance of registration of domestic workers to social protection in the context of COVID-19</li> <li>- PUNOs support activities of domestic workers and civil society organizations that promote domestic workers registration to social protection.</li> <li>- PUNOs participate in the Inter-Secretariat and Civil Society Organisations Group on Domestic Work, headed by the IMSS</li> <li>- Enhancement of the formal agreement between ILO the IMSS regarding their support and monitoring of the Pilot Program and the design of the mandatory regime.</li> <li>- ILO has constant dialogue with IMSS' representatives regarding the program.</li> </ul>	Technical implementation team

Excess of priority topics in the current legislative period. This could affect members of Congress prioritizing the programme's legislative proposals.	12	4	3	<ul style="list-style-type: none"> <li>- Strengthen partnership between the PUNOs and key parliamentary groups.</li> <li>- UN Women has increased its outreach with commissions and members of Congress members and commissions.</li> </ul>	Technical implementation group (PUNOs+ Programme Coordinator)
Federal and Local Congress elections as well elections of states governorships in June deviating attention from government stakeholders	10	5	2	<ul style="list-style-type: none"> <li>- PUNOs enhance cooperation with local and municipal governments and stakeholders from civil society and NGOs</li> <li>- FAO promotes the institutionalization of the Intersectoral round-table for social protection at local and municipal and among civil society organizations.</li> </ul>	Technical implementation group (PUNOs+ Programme Coordinator)
<b>Programmatic risks</b>					
COVID-19 halting PUNOs' field work and making institutions responses slower	15	5	3	<ul style="list-style-type: none"> <li>- FAO increases local staff in Jalisco and Oaxaca that are able to do a more precise follow-up with local institutions and organizations</li> <li>- Further anticipation regarding activities planning and information requests to stakeholder institutions</li> <li>- Enhancement of delivery capacity through virtual tools or channels.</li> </ul>	Each of the PUNOs depending on their programme's responsibilities
Insecurity and violence at local level could impact the implementation of the programme on the ground.	16	4	4	<ul style="list-style-type: none"> <li>- Implementation at local level carried out under UN security protocols.</li> <li>- Reinforce the existing security protocols.</li> </ul>	Each of the PUNOs depending on their programme's responsibilities at local level
Environmental disasters could (1) paralyze the implementation at local level, and (2) suddenly change Government priorities.	6	1	5	<ul style="list-style-type: none"> <li>- Articulation between PUNOs' emergency and business continuity plans for a coordinated approach in the case of environmental disasters.</li> </ul>	Technical implementation group (PUNOs+ Programme Coordinator)
Employer's organizations are not receptive to participate in the trainings provided by PUNOs	6	2	3	<ul style="list-style-type: none"> <li>- Ensure employers are well informed about the programme and its expected impacts.</li> <li>- Ensure that employers receive direct invitations from PUNOs and office for the</li> </ul>	Each of the PUNOs according to its responsibilities

				<p>Agenda 2030.</p> <ul style="list-style-type: none"> <li>- In case they are not able to attend the trainings, PUNOs will ensure that employers' organizations have the training materials and are aware of the main outcomes from the trainings.</li> </ul>	
Traditional prejudices against domestic workers affect the impact of the campaign	6	3	2	<ul style="list-style-type: none"> <li>- Ensure the involvement of many different stakeholders, to increase the dissemination of the communication materials.</li> <li>- Test the performance of the first materials produced, in order to evaluate their impact amongst the population.</li> </ul>	UN Women
Weak coordination of the programme.	5	1	5	<ul style="list-style-type: none"> <li>- Constant communication and reciprocal accountability between PUNOs, from PUNOs to RC, and from PUNOs to key JP stakeholders.</li> <li>- PUNOs implementation team with capacity of alternating leadership in case of a contingency.</li> <li>- Coordinator at the ILO agency has a solid backstop and technical support from regional specialists.</li> </ul>	RC+Technical implementation group (PUNOs+ Programme Coordinator)
<b>Institutional risks</b>					
Changes in government JP focal point and other key government stakeholders	5	5	1	<ul style="list-style-type: none"> <li>- Monitor structural and personnel changes, such as new appointments or dismissals, in government agencies linked to the JP.</li> <li>- Immediately approach new stakeholders to provide overall information of the JP as well as its progress.</li> </ul>	RC+Technical implementation group (PUNOs+ Programme Coordinator)
Lack of will or availability from institutions to work in coordination in order to achieve the programme's results.	9	3	3	<ul style="list-style-type: none"> <li>- Enhance permanent dialogue about the programme's advances between PUNOs and Government representatives.</li> <li>- Development of proposals of additional activities and knowledge.</li> </ul>	Coordination Committee
Lack of new national data to monitor programme's	4	1	4	<ul style="list-style-type: none"> <li>- Enhance the monitoring of data and indicators generated by regular</li> </ul>	Each of the PUNOs



indicators				household surveys, economic and population censuses and administrative records.	depending on their programme responsibilities.
<b>Fiduciary risks</b>					
N/A				-	

### **Risk management plan:**

The following general strategy in order to address possible risks in a timely manner has been developed for the programme.

At implementation level, each PUNO will have its own risk map related to its particular responsibilities in the programme in order to facilitate risk identification. Additionally, they will develop an internal protocol to decide when to consult with the Programme Coordinator or the Representative of the agency, for their assessment of a particular risk.

Together, the PUNO agency and the Programme Coordinator, will decide when to discuss risks with the Technical Implementation Group, and make decisions together should the Technical Group deem it necessary. These decisions could include actions such as increasing the support for some planned activities, or the request for the intervention of the Coordination Committee.

In case that the risks require the intervention of the Coordination Committee – which includes the Resident UN Coordinator, PUNOs Representatives and a Government Representative - the Programme Coordinator and the PUNO responsible for the monitoring of the risk, will request an opportunity to discuss the issue in the Committee meetings.

As the most important decision-making instance, the Coordination Committee will decide how to address and mitigate the risks, shifting or providing additional support for activities or strategies, in order to effectively achieve the programme results in time.

In case that the Coordination Committee considers it necessary, the risk issues could be shared in the Advisory Group's sessions, in order to receive strategic recommendations and increase the support of the programme from their close allies. The Committee can also decide when to integrate other UN agencies into the discussion to provide specific advice and support and will ensure that the mitigation measures taken adhere to UN standards.

Based on these results, the Technical Group, with the advice of the Coordination Group, will adjust the plan in order to monitor the programme's results that may be affected if the risks are not effectively managed.

The Programme Coordinator, will be responsible for monitoring the overall performance of the programme, including monitoring and tackling the possible risks. The actions taken to mitigate the risks will be documented, systematized and included in the evaluation and learning of the programme, and will be shared according to the programme's strategy in this regard (Learning and Sharing Plan).