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Draft country programme document**

Mexico

Summary

The draft country programme document (CPD) for Mexico is presented to the Executive Board for discussion and comments. The Board is requested to approve the aggregate indicative budget of \$3,140,000 from regular resources, subject to the availability of funds, and \$19,500,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2008 to 2012.

* E/ICEF/2007/13.

** In accordance with Executive Board decision 2006/19 (E/ICEF/2006/5/Rev.1), the present document will be revised and posted on the UNICEF website no later than six weeks after discussion of the CPD at the Board session. It will then be approved by the Executive Board at its first regular session of 2008.

<i>Basic data</i> [†] (2005 unless otherwise stated)	
Child population (millions, under 18 years)	39.7
U5MR (per 1,000 live births)	27
Underweight (% , moderate and severe)	5
Maternal mortality ratio (per 100,000 live births)	60
Primary school enrolment (% net, male/female, 2004)	98/98
Primary schoolchildren reaching grade 5 (% , 2003)	93
Use of improved drinking water sources (% , 2004)	97
Adult HIV prevalence rate (% , end 2003)	0.3
Child work (% , children 5-14 years old, 2002)	16*
GNI per capita (US\$)	7 310
One-year-olds immunized against DPT3 (%)	98
One-year-olds immunized against measles (%)	96

[†] More comprehensive country data on children and women are available at www.unicef.org.

* Age group 6-14 years.

The situation of children and women

1. Mexico is the world's eleventh-most populated country, with 104.9 million people, 39.7 million of them under 18 years of age. In 2005, 14.9 million Mexicans, or 14.4 per cent of the population, were in the 12-18 age range. Approximately 10.5 per cent of the population is indigenous. Mexico is the only Latin American country that belongs to the Organization for Economic Cooperation and Development (OECD) and it has been a member of the North American Free Trade Agreement since 1994. Mexico had the world's thirteenth-largest economy in 2005. Nevertheless, the country's economic achievements have been insufficient to sustain social investment, economic growth and employment-generation, and to significantly reduce disparities and poverty.

2. Over the last two decades, Mexico has made significant progress in democratic governance, reflected by increasing electoral transparency and political competitiveness. The 2006 Presidential election resulted in a tight margin of voting between the two main candidates, leading into a post-electoral conflict and demonstrating the need for profound political reforms. These reforms should include strengthening the rule of law and good governance while promoting subnational capacities within the federal system. This would represent an opportunity to generate consensus around the goal of eliminating exclusion and achieving universality of rights for children and women.

3. Among the priorities of the Federal Government are combating organized crime and insecurity, instituting reform to increase public revenues and improve social expenditure effectiveness, and strengthening Mexico's international role, particularly in South-South development cooperation.

4. The 2006 Progress Report on the Millennium Development Goals indicates that most of the eight Goals are close to being or have already been achieved at the national level. However, if current trends persist, reaching the targets related to hunger eradication, maternal health improvement and HIV/AIDS will be unlikely. In

addition, Mexico has committed itself to goals going “beyond the millennium” by setting additional targets in education, health and poverty reduction. This commitment not only reflects the potential of national capacities to achieve higher goals but also points to remaining challenges in terms of universal fulfilment of rights.

5. Mexico has one of the most unequal income distributions in the world. The wealthiest 10 per cent of the population earns 46 per cent of the total income, whereas the poorest 40 per cent earns only 9 per cent of total income. Disparities reflected in the Human Development Index of Mexico are largely due to intra-state disparities. The worst-affected are the southern states with mostly indigenous populations. Disparities in income are also gender-related, with men earning almost three times more than women.

6. According to the UNICEF Child Rights Index, the situation of children improved between 1998 and 2003. However, the results reflect national patterns of disparities and exclusion: child rights fulfilment indicators are almost three times higher in the richer northern states than in the south.

7. About 49 million Mexicans are poor, with 22.7 million of them being children (58 per cent of that age group). Nearly one out of five Mexicans (almost 19 million people) lives in extreme poverty. Rural poverty (32.3 per cent) is three times higher than urban poverty (9.9 per cent). According to a World Bank study, 44 per cent of the indigenous population is among the poorest 20 per cent of society. The Government’s social policy has focused primarily on poverty reduction through conditional cash transfer programmes such as *Oportunidades* (“Opportunities”). Although this programme has reached more than 5 million of the poorest households, evaluations have shown that its impact on the reduction of poverty has been less than that of remittances from abroad.

8. Mexico is highly vulnerable to natural disasters, which affect mainly the poor and indigenous areas. National capacities for emergency preparedness and response have usually been effective at all government levels, although they should be strengthened in order to ensure that the rights of women and children are guaranteed in such situations.

9. Poverty, inequality and exclusion are among the main causes of migration to the United States. In 2006, remittances from abroad reached \$24 billion. One out of 10 households in rural Mexico depends on these transfers for survival. Approximately half a million Mexicans, including children, cross the border annually to look for work and rejoin their families. Many of them are undocumented and therefore exposed to the risks of violence and exploitation. During 2006, more than 28,800 unaccompanied Mexican children were repatriated from the United States, while Mexico repatriated 11,800 unaccompanied foreign children from its southern border, mostly to Central America. Eighty per cent of these children are adolescents aged 14-17. Mexico has signed bilateral agreements on the safe repatriation of children and has created inter-institutional mechanisms to enforce these agreements in border areas. However, in cases where migrants, especially children, are sent back to Mexico, it is crucial to ensure the creation of mechanisms for their safe return to their home communities.

10. According to the *Millennium Development Goals Report 2006*, the under-five mortality rate decreased from 44.2 per 1,000 live births in 1990 to 24 in 2004. The

infant mortality rate (IMR) also decreased, from 36.2 per 1,000 live births to 19.7 over the same period. National averages conceal major disparities. Data from 2004 indicate that the IMR is 14.4 per 1,000 live births in the Federal District, compared to 26.3 in the state of Chiapas. National capacities to provide adequate health care and immunization services to children are generally adequate, but reaching the most vulnerable and excluded groups to ensure quality health services for all children remains an institutional challenge.

11. According to the 2005 National Health and Nutrition Survey, chronic malnutrition (stunting) among under-five children decreased from 17.8 per cent in 1999 to 12.7 per cent, still affecting more than 1.2 million children. Disparities are striking: stunting figures are 25.6 per cent and 6.9 per cent in the southern and northern areas, respectively. Official data from 1999 recorded stunting among indigenous children (44 per cent) as almost four times higher than among urban children (11.7 per cent).

12. Maternal mortality remains a key public health concern. In 2004, the maternal mortality ratio (MMR) stood at 62.4 per 100,000 live births, compared to 89 per 100,000 live births in 1990. In 2003, the MMR in the state of Guerrero was 119 per 100,000 live births, whereas in the state of Nuevo Leon it was 13.1. National efforts to address this issue have included reproductive health programmes and the launch of a health insurance scheme for self-employed individuals. However, it is necessary to develop intersect oral and comprehensive strategies in order to guarantee women's timely access to quality medical attention during pregnancy, childbirth and the postpartum period in indigenous and rural areas.

13. Mexico has made significant progress in ensuring children's access to education. The *Oportunidades* programme has played a key role in this respect. Between 2000 and 2005, the net enrolment rate for primary education increased from 98.5 per cent to 99.7 per cent, for secondary education from 70.1 per cent to 74.4 per cent, and for pre-school education from 50.2 per cent to 67 per cent. Basic education in Mexico lasts 12 years and includes 3 years of pre-school, 6 of primary and 3 of secondary school. In spite of advances in education, 1.2 million children 5-14 years of age are not attending school. Two thirds of the out-of-school children live in states where 60 per cent of Mexico's indigenous population lives.

14. Education disparities are significant among states and regions and affect particularly rural and indigenous children. In 2005, the average educational attainment level nationwide was 8.1 years, the lowest among OECD countries, with disparities that range from 5.6 years for women in Chiapas to 10.2 years for men and women in the Federal District. Fifty per cent of the indigenous population over 15 years old has not completed primary education.

15. Recent official evaluations confirm that gaps in quality exist between private and public education, with public schools in indigenous and rural communities consistently showing the lowest achievement results. Mexico scores last in mathematics and reading performance among OECD countries. In a major effort to improve the quality of education, the Ministry of Education has recently launched a nationwide assessment of learning achievements. Data on 11 million students at the primary and secondary levels will provide valuable evidence to guide policy reform.

16. Data from the National Statistics Institute in 2002 show that approximately 3.3 million Mexican children aged 6-14 work; a fourth of them do not attend school.

Fewer than 10 per cent of children of migrant farm-workers (*jornaleros*) — around 300,000 — have access to school. A pilot programme recently created by the Federal Government offers a good strategy to address the problem, although the potential for scaling up needs to be assessed.

17. Violence against children and adolescents, widely practiced in schools and at home, is a serious problem. According to the National Study on Violence and Health launched by the Government in 2007, 28 per cent of children aged 6-9 years reported being treated with violence at home, and 32 per cent of children at school. On average, over the past 25 years, two children under age 14 have been murdered every day. In 2000, the number of child victims of commercial sexual exploitation of children (CSEC) was estimated at 16,000. In spite of notable legal improvements at federal and state levels, some states still lack a comprehensive protection system. In general, institutional capacity to deal with prevention and victim assistance are insufficient. There is a need to improve national information systems to guide policy-making in these issues. A major opportunity to address these problems is found in the commitment made by Ministries of Health and Education and the National System for Integral Family Development to implement the recommendations of the United Nations Secretary-General's Study on Violence against Children.

18. In 2005, an estimated 182,000 people were living with HIV/AIDS. There are no disaggregated data available on the number of infected and affected children and adolescents. A joint study of the Ministry of Health, the National Centre for Prevention and Control of HIV/AIDS, the Pan American Health Organization/World Health Organization and UNICEF estimates that approximately 12,000 children under age 18 were living with HIV/AIDS in 2003, and 4,000 (cumulative figure) children under 15 had lost their mother due to AIDS between 1998 and 2004. According to the National Centre for Prevention and Control of HIV/AIDS, 82 per cent of cumulative AIDS cases between 1983 and 2005 among children under age 15 were due to mother-to-child-transmission. The Ministry of Health has established a national policy to ensure universal and free access to antiretroviral therapy. However, effective prevention and information programmes for young people are still limited.

19. A 2005 Constitutional reform on juvenile justice laid the foundation for the establishment of a justice system in line with the Convention on the Rights of the Child. The majority of states have approved legal reforms in this regard, but the persistence of previous practices represents a challenge for their implementation.

20. In sum, macroeconomic stabilization, economic growth and improved democratic governance have brought about significant progress in the well-being of many Mexican children. However, these achievements have not yet been sufficient to guarantee the rights of *all children*. The persistent concentration of wealth, unequal access to quality social services, legal and institutional shortcomings in child protection frameworks, and weak and limited social demand for rights accountability constitute the major capacity gaps in protecting, promoting and fulfilling children's rights. Strong and well-established capacities are mainly concentrated at the federal level and decrease significantly at the subnational level. Significant efforts are needed to make exclusion visible and unacceptable to policy makers and the public. Capacity-building for local authorities and communities is needed to help focus local policy and budgets on children's rights.

Key results and lessons learned from the previous cooperation, 2002-2006 and 2007

Key results achieved

21. The knowledge-generation and advocacy efforts undertaken by UNICEF and partners have resulted in a higher visibility of child rights issues and a greater awareness among stakeholders and policymakers regarding child rights violations. Initiatives such as the Child Rights Index and research on child labour, violence, CSEC and migrant children have for the first time contributed to positioning those issues at the centre of public debate and the media. More important, knowledge has been channelled into technical assistance for the formulation of state-level policies on nutrition, education and child labour.

22. Through the *All Children in School* initiative, which constituted one of the cross-cutting pillars of the country programme, a social engagement process was promoted to address the root causes of school non-enrolment and to foster social inclusion. UNICEF contributed to a 49-per-cent increase in school enrolment rates between 2000 and 2005, with a focus on adolescents and indigenous children, in the states of Chiapas and Yucatan and the Federal District. This was achieved in partnership with state and municipal governments, civil society organizations and the private sector. This alliance has positioned education as a priority on the local agenda of these states. In terms of quality, the teaching methods developed through child-friendly schools were adopted as policies by two states.

23. Children's rights are more protected thanks to greater harmonization of the country's legal framework with the Convention of the Rights of the Child, with 26 out of 32 states having approved specific laws for the protection of children's rights. The Constitution was modified in 2005, laying the foundation for the creation of a juvenile justice system in line with the Convention. By late 2006, 30 out of the 32 states had approved legislation in this area. Moreover, reforms to combat and sanction trafficking in persons and CSEC were approved at the federal level and in several states. UNICEF provided technical assistance to federal and state legislatures and contributed to consensus-building among diverse political forces. The reforms were complemented by institution-strengthening efforts to ensure adequate enforcement, as well as communication actions to place the issue on the public agenda.

24. The strengthening of alliances with the private sector resulted in the surpassing of fund-raising goals by 52 per cent. Beyond the leveraging of resources, these partnerships resulted in a greater engagement of various donors, both individual and corporate, in the cause of the right to education. In Chiapas, for instance, the private sector and municipal and state governments invested an additional \$1.1 million in support of education over a two-year period.

Lessons learned

25. Advances in institution-building and legal reforms do not translate into improvements in the lives of children unless targeted efforts are made to ensure legislative and policy developments at subnational level. This implies effective resource allocation, improving the programming abilities of local authorities, and community participation for policy accountability, among other steps. This is why

the country programme will continue to identify capacity gaps for strengthening so that the rights of all children can be fulfilled.

26. The generation and dissemination of knowledge on rights violations and exclusion, coupled with advocacy, has proven to be a successful strategy to mobilize and leverage resources, generate commitments and influence public opinion about the rights of Mexican children and women.

27. Experience has shown that subnational-level interventions need to be linked to policy frameworks at municipal, state and national levels. As noted in the midterm review (MTR), an integrated policy approach should be fostered in order to ensure programme coherence, articulation with the various government levels, and participative implementation of policies and programmes. In response to the MTR recommendations, the *All Children in School* initiative was launched. The initiative has shown that there is even greater potential to engage and empower municipal governments in promoting and fulfilling children's rights through liaison with federal and state institutions and programmes.

The country programme, 2008-2012

Summary budget table

<i>Programme</i>	<i>(In thousands of United States dollars)</i>		<i>Total</i>
	<i>Regular resources</i>	<i>Other resources</i>	
Education	270	8 000	8 270
Protection of child and adolescents rights	1 200	4 500	5 700
Public policies and partnerships for children's rights	1 200	5 400	6 600
Cross-sectoral costs	470	1 600	2 070
Total	3 140	19 500	22 640

Preparation process

28. The Common Country Assessment was finalized in late 2006, the CPD developed in the first quarter of 2007, and the United Nations Development Assistance Framework (UNDAF) was initiated in late 2006 and signed in June 2007.

29. The country programme reflects the results of the MTR and continued consultations with Ministries, key counterparts and strategic allies. Due consideration was given to the observations made by the Committee on the Rights of the Child on the country's third report, particularly those dealing with indigenous and migrant children, HIV/AIDS, reduction of disparities in access to basic social services, promotion of increased social investment, and data availability.

Goals, key results and strategies

30. The overall goal of the country programme is to support national efforts to ensure that all children in Mexico enjoy greater respect, fulfilment and protection of

their rights as a result of improved capabilities and increased opportunities, in accordance with the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women. To that end, the programme will make visible all forms of exclusion that prevent the universal fulfilment of children's and women's rights, with the aim of reducing gender, ethnic and regional disparities and, in the process, contributing to the achievement of the Millennium Development Goals.

31. The country programme will contribute to reducing gender- and ethnic-related disparities through the following key expected results: in the Federal District and states of Guerrero, Oaxaca, Sinaloa, Veracruz, Yucatan and Zacatecas (a) at least a 50-per-cent decrease in the number of out-of-school children in basic education; (b) at least 30 per cent of schools offer intercultural education and 50 per cent of schools located in municipalities with significant indigenous populations offering bilingual education; (c) effective rights compliance mechanisms are created and functioning; and (d) all Mexican states have a legal and institutional framework that properly penalizes all types of violence against children and CSEC.

32. The overall strategy of the country programme is to strengthen national and subnational capacities to develop inclusive, rights-based policies, laws and budgets. To that end, disaggregated, high-quality knowledge and analysis will be generated, disseminated and used in policy dialogue and advocacy. Social innovations to improve the situation of children will be shared with policy makers and civil society. Key partners (government, private sector, media) will be mobilized and engaged, with the ultimate purpose of building a broad social commitment around the goal of achieving universality of rights.

33. In support of Government policies, UNICEF will promote South-South development cooperation, particularly intercountry technical assistance from Governments and civil society in immunization, emergency preparedness and response, access to basic education and social programming.

34. The priority geographic areas will be states with a high proportion of indigenous populations; states with a high rate of internal or external migration and northern and southern international border areas.

Relationship to national priorities and the UNDAF

35. The Government has defined five priority areas for policy development: (a) the rule of law and public security; (b) a competitive, employment-generating economy; (c) equality of opportunities; (d) sustainable development; and (e) effective democracy and responsible foreign policy. Within this context, the country programme will support the strengthening of the rule of law and the development of equality of opportunities. The country programme will also support the achievement of four of the five UNDAF goals, namely: (a) reduce poverty and inequality; (b) guarantee the universal, equitable and full exercise of social and cultural rights; (c) guarantee non-discriminatory and equitable access to justice by all citizens and strengthen the rule of law; and (d) consolidate democracy for the effective fulfilment of rights.

Relationship to international priorities

36. The country programme is based on the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women. Together with the other United Nations Agencies, UNICEF will support national efforts towards the achievement of the Millennium Development Goals and Mexico's goals "beyond the millennium".

37. In accordance with the willingness of the Government, the country programme will contribute to national efforts addressing the recommendations of the Committee on the Rights of the Child. Furthermore, it will also support the fulfilment of Mexico's commitments arising from *A World Fit for Children*.

38. The country programme will emphasize the areas of basic education, gender equality, HIV/AIDS, child protection, and public policies of the UNICEF medium-term strategic plan for 2006-2009.

Programme components

39. The first component will focus on **education**. Mexico has achieved relatively high enrolment rates at the national level. However, significant disparities in terms of school access persist at state level, affecting primarily indigenous children, children with special needs, migrant children, and child labourers. There are also important gaps in quality between private and public education, particularly in rural and indigenous areas.

40. UNICEF will support national efforts to ensure universal access to quality education, particularly focusing on excluded and/or vulnerable groups. Knowledge-generation, the development of culturally adequate educational methodologies, technical support to teacher training and the promotion of community participation in school governance will all be aimed at improving the quality and equality of educational services. In this regard, support will be provided to the evaluation and dissemination of the results of the nationwide assessment of learning achievement initiated by the Government in 2006. Taking into account Mexico's cultural diversity, special emphasis will be placed on ensuring intercultural education for all students and bilingual education in mother tongues for indigenous children.

41. UNICEF will advocate for the right to education of all Mexican children to be placed and prioritized on the public agenda. To that end, social dialogue and consensus-building on key education issues will be fostered through campaigns, resource mobilization and leveraging.

42. Special focus will be placed on linkages between the lack of educational opportunities for adolescents and challenges such as migration, child labour, violence, CSEC and vulnerability to HIV/AIDS. In partnership with the Ministries of Education and Health, adolescent development, particularly through school-based life skills and reproductive health education, will be a focus of this component.

43. The second component will focus on **child and adolescents rights protection**. In spite of advances in the legal and policy frameworks, effective rights compliance mechanisms are still to be developed, mainly through the strengthening of national enforcement capacities. This component will focus on indigenous and migrant children, child labourers, victims of violence and CSEC, and adolescents in conflict with the law.

44. Linkages to education as a key strategy for preventing violations of rights will be consistently ensured. In this regard, efforts will be directed to support the national mandate to eradicate child labour by ensuring the permanence of children in the school system, particularly in the case of *jornaleros*.

45. UNICEF will advocate for the protection of the rights of migrant children at both international borders, through the development of safe mechanisms for temporary accommodations and repatriation of children to their places of origin. This would apply to both Mexican children being repatriated from the United States and children from Central America being repatriated by Mexico, in close collaboration with the International Organization for Migration. Research on the effects of migration on children left behind will be supported for policymaking and capacity-building purposes.

46. On the issue of adolescents in conflict with the law, UNICEF will support institution-strengthening for the adequate implementation of the juvenile justice system. Special efforts will be made to ensure due process for indigenous adolescents, in accordance with the provisions of the Mexican Constitution. Support will also be provided to states to develop legal mechanisms to penalize CSEC and violence against children and to implement plans of action to prevent and eradicate those violations of children's rights, including a component for victims' assistance.

47. Emergency preparedness and response will be a cross-cutting element, emphasizing respect for the rights of children and women in the context of the Core Commitments for Children in Emergencies.

48. The third component, focusing on **public policies and partnerships for children's rights**, will support national and local-level initiatives, through the generation and dissemination of knowledge, social mobilization and communication. This component will feed strategically into the education and protection components.

49. The generation and dissemination of knowledge, policy research and monitoring will be pursued in order to make disparities and exclusion visible through quality studies and the Child Rights Index. Indicators will be developed and information systems will be established in areas that currently lack reliable, disaggregated and updated data, such as child labour, indigenous children, juvenile justice, children left behind by migrant parents, HIV/AIDS, CSEC and violence against children. In the case of existing information systems on infant mortality, maternal mortality and nutrition, UNICEF will advocate for the greater disaggregation and updating of data. Data breakdown at municipal level as a means to assess and certify efforts in favour of children will be also developed. In line with Mexico's Social Development Law, the programme will also advocate for increased and more effective federal and state social budgets and will support social surveillance mechanisms to ensure accountability in the allocation and use of public funds.

50. In partnership with the Ministry of Health, the programme will further advocate for the prevention of mother-to-child-transmission of HIV, the provision of antiretroviral therapy for mothers and children, and the strengthening of national capacity to respond to the AIDS epidemic. Advocacy for protection and prevention will focus on vulnerable groups, especially those among adolescents and young people.

51. As key strategies under this component, social mobilization and communication will aim at raising awareness, promoting public debates on policy issues affecting children and generating the engagement of civil society actors and policy makers. Corporate social responsibility will be fostered as a means of engaging the business community in the promotion and protection of child rights.

52. **Cross-sectoral costs** will include monitoring, salaries for staff performing cross-cutting functions, and other areas.

Major partnerships

53. The main counterparts of the country programme within the federal level include the Ministries of Foreign Affairs, Social Development, Public Education, Labour, Health, Interior, Finance, Public Safety; the Commission for Indigenous Development, the National Immigration Institute; the General Attorney's Office; the National System for Integral Family Development, the National Institute for Geographic Statistics and Information and the National Commission for Human Rights, as well as Congress and the judiciary. At the subnational level, the states and municipal governments, legislatures, commissions for human rights, and local law enforcement and administration institutions will also be key allies.

54. Collaboration with universities, research centres and the media and the private sector will be strengthened. The work with non-governmental organizations, especially with implementing partners at state and municipal levels and with indigenous organizations, will be reinforced and will aim to strengthen capacities and ensure the implementation of policies in favour of children. UNICEF will collaborate with the other United Nations agencies in order to meet UNDAF objectives in support of national priorities.

Monitoring, evaluation and programme management

55. The monitoring and evaluation function will be central to the country programme as a source of strategic information to measure progress towards the results framework established by the UNDAF and the country programme. This will include data collection and analysis, programme evaluation and the systematic documentation of social innovations and lessons learned. The monitoring and evaluation capacity of the country office will be strengthened through the establishment of a dedicated post and the fostering of an integrated results-based approach to programme management.

56. The Ministry of Foreign Affairs has overall responsibility for coordinating the country programme. Programme monitoring will be done through annual reviews of the work plans, as well as through the MTR in 2010, which will coincide with the UNDAF MTR. In addition, quarterly reviews of the work plans and their implementation will be carried out with counterparts in accordance with the Harmonized Approach to Cash Transfers guidelines.

57. At national and state levels, the country programme will continue to monitor the rights of Mexican children and women through the Child Rights Index, research on key issues affecting rights fulfilment and evaluations of policy responses. The recommendations of the Committee on the Rights of the Child and Mexico's commitment to *A World Fit for Children*, the Millennium Development Goals and the targets "beyond the millennium" will constitute major reference frameworks.

The country programme will focus on strengthening national capacities to develop information systems with ethnic, gender and regional disaggregated data on topics such as child labour, CSEC, violence, HIV/AIDS and adolescents in conflict with the law. The programme will further establish mechanisms to identify and certify progress for children at municipal level, including in social investment, based on strategic information on policy implementation and accountability.
