PROTECTING CHILDREN FROM VIOLENCE: A COMPREHENSIVE EVALUATION OF UNICEF’S STRATEGIES AND PROGRAMME PERFORMANCE

MEXICO COUNTRY REPORT
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MEXICO COUNTRY REPORT
Protecting Children from Violence: A Comprehensive Evaluation of UNICEF’s Strategies and Programme Performance, Mexico Country Case Study


United Nations Children’s Fund
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This report for Mexico constitutes part of a global evaluation titled Protecting Children from Violence: A Comprehensive Evaluation of UNICEF’s Strategies and Programme Performance which includes four country case studies. The Mexico case study report was prepared by independent consultants David Cownie, Nina Louise Frankel, Claudia Carvalho, Claudia Suarez and Martha Ester Sanchez recruited by Development Researchers’ Network (DRN). Krishna Belbase, Senior Evaluation Officer, EO, led and managed the overall evaluation process in close collaboration with the UNICEF Mexico Country Office where Alison Sutton, (former) Chief - Child Protection, was the lead counterpart. Tina Tordjman-Nebe, Evaluation Specialist in the EO supported the management of the evaluation including inputs to quality assurance.

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<tr>
<td>C4D</td>
<td>Communication for Development</td>
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<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of Discrimination Against Women</td>
</tr>
<tr>
<td>CIESAS</td>
<td>Social Anthropology Research Centre</td>
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<td>CO</td>
<td>Country Office</td>
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<tr>
<td>CONAPRED</td>
<td>National Council to Prevent Discrimination</td>
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<td>CONEVAL</td>
<td>Council of Evaluation of Social Development Policy</td>
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<td>CRC</td>
<td>Convention on the Rights of the Child</td>
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<td>CSO</td>
<td>Civil Society Organisation</td>
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<td>DIF</td>
<td>Sistema Nacional de Desarrollo Integral de la Familia (National System for Integral Family Development)</td>
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<td>EAPRO</td>
<td>East Asia and Pacific Regional Office</td>
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<td>EQ</td>
<td>Evaluation Question</td>
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<td>ILO</td>
<td>International Labour Organisation</td>
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<td>INEGI</td>
<td>National Statistics Office</td>
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<td>International Organisation for Migration</td>
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<td>Monitoring and Evaluation</td>
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<td>MoRES</td>
<td>Monitoring Results for Equity Systems</td>
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<td>MTSP</td>
<td>Medium Term Strategic Plan</td>
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<td>NGO</td>
<td>Non-Governmental Organisation</td>
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<td>ODI</td>
<td>Overseas Development Institute</td>
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<td>REDIM</td>
<td>Red por los Derechos de la Infancia en Mexico</td>
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<tr>
<td>SBCC</td>
<td>Social Behaviour Change Communications</td>
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<td>ToC</td>
<td>Theory of Change</td>
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<td>United Nations</td>
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<td>United Nations Children's Fund</td>
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<td>UN Women</td>
<td>United Nations Entity for Gender Equality and the Empowerment of Women</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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<td>VAC</td>
<td>Violence Against Children</td>
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<td>WHO</td>
<td>World Health Organisation</td>
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EXECUTIVE SUMMARY

Mexico is a federal state, with state and municipal (district) governments having political and administrative autonomy from central government. As with any federal system, this raises complexities in terms of mandate, but at the same time it allows state and local actors important latitude in designing and implementing policies that can be more appropriate to their circumstances. For child protection programming support from UNICEF, this requires strategic attention at both federal and state levels, endeavouring to support the advancement of child rights within a complex environment.

A comprehensive evaluation of UNICEF’s global strategies and programme performance in addressing Violence Against Children (VAC) was undertaken in 2014/15. The current report covers one of four in-depth country case studies and 14 desk review countries included in an overall thematic evaluation of UNICEF’s efforts to address violence against children (VAC). The evaluation assesses UNICEF’s strategies and programme performance to respond to and prevent VAC in each country. The focus of the evaluation is primarily on interpersonal violence in homes and communities.

A two-week intensive evaluation field visit was carried out in Mexico, comprising interviews with key informants and focus groups with a wide range of individuals. These ranged from federal, state and local Government officials, to international and national NGO representatives, UNICEF and other UN staff, community based committees and children. Information collected was triangulated with available documentation.

Key Evaluation Findings and Conclusions

Consistent with the role of UNICEF in an upper middle income country, UNICEF has focused its programme design on assisting in the development of clear and well understood protocols, the development and roll-out of tools to improve response, strengthening information systems around child justice, and working towards expanded diversion programmes. In recognition of the particular problems in Mexico, it has also taken on a more hands-on role in programming for marginalised, indigenous communities that have been poorly reached by child protection services. UNICEF/Mexico has used extensive evidence to inform programme actions, and it has extensively considered vertical links within the logframe and up to the UNDAF.

The evaluation found that UNICEF has contributed strategically to legislative reform processes in the programme period and beyond. Evaluation interviewees affirmed UNICEF’s engagement at the federal level focused on raising the profile of VAC through continuous advocacy efforts. This included support for the development of a national framework for child protection and increased coordination in VAC prevention and response. UNICEF’s advocacy role, recognised by key informants in government and civil society interviewed during the evaluation, was particularly important with respect to the content and passage of the 2014 General Law on Girls, Boys and Adolescents’ Rights, considered to be a major step forward in advancing child rights in Mexico.

In terms of the design and implementation of UNICEF-supported approaches to reduce VAC, the evaluation found that UNICEF has contributed to the development and testing of inter-institutional protocols and methodologies to respond to violence and exploitation, including children’s access to justice and social care as victims, witnesses and perpetrators. The utility of the protocols still needs to be confirmed following monitoring and impact analysis.

The evaluation concludes that UNICEF/Mexico has provided effective inputs to strengthen Mexican child protection systems with respect to VAC particularly through well targeted advocacy and technical support in line with country needs. UNICEF’s overall activities on the development of prevention and response models, capacity and alliance building, and social behaviour change communications (SBCC) initiatives were useful in
working to reduce VAC. This included efforts to prevent VAC in the case of immigrant children, when the number of children migrating from Central America increased significantly from 2013.

The evaluation concluded that UNICEF has substantially contributed to the development and pilot implementation of inter-institutional mechanisms for the protection of the rights of children in internal and international migration. In reviewing the 2008-2013 Country Programme and reports on progress, and in considering the results of key informant interviews, the evaluation found clear evidence on how UNICEF/Mexico supported and strategically focused efforts in a manner aimed at strengthening the federal and priority state systems for child protection. This includes advocacy and technical support for the establishment of Child Rights Commissions in both houses of Congress. Having said this, key informants knowledgeable about Latin America child protection overall noted that Mexico’s system was still weaker and had more gaps that need to be addressed than other upper middle income countries in the region. This highlights continued challenges in Mexico and the need for UNICEF/Mexico to respond to strategic opportunities.

The 2014-2018 Country Programme balance between continuing to provide additional attention to states with large indigenous populations and providing strategic support to other states represents an attempt to redress these problems. A range of key informants noted that the content of training of law enforcement agents, social workers, judicial authorities and others was highly relevant to the specific capacity needs to address VAC in Mexico. The evaluation concludes that the capacity strengthening provided is useful but gap analysis indicates that there is still a very large unmet need for further capacity strengthening. There is a similar need to ensure consistent service provision to those in need.

The evaluation found that UNICEF/Mexico’s Child Protection approach with respect to VAC is well aligned with UNICEF’s global strategies and also internally well aligned with country needs. The evaluation also found that UNICEF was able to flexibly adjust programming in line with contextual realities. Emphasis on VAC in the context of crime was increased after the mid-term review of the 2008-2013 country programme based on greater recognition of the impact of organised crime violence on children and families. The balance between prevention and response in programming design has been good, but given the magnitude of the problem, it is clear that considerably more attention needs to be given to prevention programming by government, with UNICEF/Mexico support for continued legal reforms and improved accountability key.

The evaluation found that UNICEF/Mexico has robust monitoring and evaluation systems in place, including results monitoring, supporting effective and high quality research, commissioning and supporting evaluations, and the broad-based use of information from all of these sources. Key informant interview findings and a review of documents highlighted both high capacity in Government to implement a wide range of research activities and UNICEF/Mexico’s leading role in helping identify priority research areas around child rights, including VAC. UNICEF/Mexico has also successfully established its own competitive edge, and strategic partnerships, to support the implementation of effective research and development of indicators on child rights. State level situation analyses have been particularly effective in raising the profile of child protection problems, including violence, and identifying opportunities for improved child protection. Notwithstanding these positive findings, there is still room for increased integration of the results of information gathering into systems strengthening at all levels.

Child participation presents a major challenge in Mexico at all levels. Children are recognised as rights bearers by a wide range of stakeholders, but less so in society in general. They are not yet widely included in planning and decision making. UNICEF/Mexico’s role in an upper middle income country is consistent with support for enhanced children’s participation in policy and programming, and UNICEF/Mexico has been active in this regard. Greater emphasis on facilitating attitude change towards the inclusion of children’s voices in decision-making is still needed in social behaviour change communications.
UNICEF has played an important role in Mexico in helping ensure attention to gender and equity in the design of child protection programming in general and VAC in particular because of its strategic role on advocacy and informed decision-making. The evaluation found that key informants in different settings recognised UNICEF’s contributions in this respect. UNICEF has been providing consistent advocacy to ensure that gender issues are well considered in all activities although more attention needed to be devoted to dealing with sexual violence against boys and not just girls. Advocacy to scale-up VAC against children with disabilities, and other especially vulnerable children also need continued attention.

The evaluation found that, despite operating in an uncertain and continually changing political environment—including varying levels of ambivalence towards international development partners—UNICEF/Mexico is seen as a key and effective partner in the area of child protection.

The evaluation found that the UNICEF/Mexico has indeed managed programming in VAC in as efficient a manner as possible, especially important in a financially constrained situation. For the period 2008-2013, UNICEF/Mexico’s child protection budget was only $6m, a fraction of the amount provided to at least one major international child focused NGO. UNICEF/Mexico has spent 100% of its expected budget on VAC programming, with expenditures tracked and recorded and conducted to consider results and impacts, and opportunities for scaling up. UNICEF/Mexico invests extensively in knowledge management to support advocacy, and legal and policy advances show progress. With the passage of the General Law in 2014, UNICEF/Mexico’s support to applied research activities to inform child protection should yield a positive return on investment, as the states endeavour to align with the new General Law.

The evaluation found that UNICEF/Mexico has oriented all of its support with the aim of providing effective models for scaling-up efforts on VAC and obtaining sustainability over the short, medium and long term. Evaluation findings suggest that VAC programming has been implemented in a manner that is focused on specific priority issues and generally worked using approaches that are conducive to obtaining sustainable results. UNICEF/Mexico’s recognised leadership in child protection, including VAC, has helped to ensure close liaison between UNICEF/Mexico and government as well as civil society actors, which has contributed towards replication and scaling-up of evidenced interventions. Scaling up to new states is being carried out and monitored using a system specifically developed to track and address any issues arising of where technical assistance can be most usefully provided.

**Good Practices and Lessons Learned**

- UNICEF/Mexico’s role is focused on advocacy, developing and sharing good practice tools and knowledge products, and helping government and civil society actors to focus attention on underserved areas and underserved communities. In these respects UNICEF/Mexico has effectively used its partnerships and products to increase national attention on violence against children in a manner relevant to promoting equity in an upper middle income country.

- As a well resourced state, Mexico is in a position to increase financing in VAC programming. UNICEF/Mexico has been effective in helping to put VAC increasingly at the centre of the child protection agenda at both state and federal levels through evidence-building, identifying gaps in child protection spending, and advocacy, appropriate for the country context.

- Nevertheless, with high rates of VAC, it is difficult to see how scaling-up response initiatives can even begin to put a dent in the number of abused children who are not reached by any services. This is the case despite the plethora of initiatives around the country aimed at responding to VAC. This highlights the importance of scaling-up prevention initiatives, including school-based and curriculum-based initiatives.

- UNICEF/Mexico has shifted from a focus on most-deprived states to a more strategic focus on all states, helping to ensure that protective policies are developed and implemented. This is to address equity gaps.
between but also within states, and to be able to address situations of violence in states that may have higher living standards, but a greater violence burden. This is consistent with UNICEF’s role in an upper middle income country, especially in a federal system where there are significant differences in levels of development and developmental challenges, as well as government accountability between the states. The challenge for the current (2014-2018) Country Programme is to build relationships with the remaining states where UNICEF historically has had less of a presence.

- UNICEF/Mexico has shown itself to be a respected partner in the area of child protection in general and VAC in particular in Mexico. It has done this through careful attention to building relationships and seeking out, and focusing on, opportunities that arise.

**Recommendations (Summary)**

The recommendations are in order of suggested priority. All recommendations are for UNICEF, but need to be implemented in coordination with government and other national and sub-national stakeholders.

1. **Continue to actively provide advocacy and technical support for the strengthening of co-ordination to address the fragmentation of legal and policy frameworks on VAC across sectors and levels of government.**

   Motivation, commitment and capacity of various committees to co-ordinate a response to violence against children varies at federal level and across states and municipalities, highlighting the need to collect and show evidence of gaps, and the importance of responding. A focus on systems strengthening may be the right thing to do, but it must be recognised that this will take time. Many actors are still issue focused, and others focus on solving problems after they have risen to a political level. The approach to systems strengthening therefore involves a long timeline, requiring measurement of progress towards systems strengthening at regular intervals.

2. **Provide technical support for scaling up mapping of bottlenecks and service provision gaps together with identification of roles and responsibilities of duty bearers at sub-national level.**

   The justice system is already stretched thin and saddled with competing demands. Particular attention is needed to determine which of the numerous local, state, and federal agencies bear responsibility for investigating a crime and ensuring care for an abused child. Include technical support to identify means for improving the efficiency of the justice system.

3. **Continue advocacy to ensure higher government budget allocations for actions on the prevention of VAC and provide technical support for the expansion of SBCC and similar approaches.**

   While SBCC is well developed, there needs to be greater government budget allocations for the prevention and response to VAC using a range of mechanisms. It should also include attention to identifying and strengthening positive traditional community-based mechanisms that protect children. UNICEF/Mexico’s particular experience in states with large indigenous populations offers some interesting possibilities in this regard.

4. **Increase focus on motivating the use of innovative methodologies among both government and various non-state actors for effective actions to prevent and respond to VAC.**

   Working in an upper middle income country, UNICEF/Mexico does not have high levels of financial and human resources to prevent and respond to VAC directly. Instead, its role is to bring attention to issues around child protection that may not receive sufficient attention, and in so doing motivating other entities to do more. Means to increase government and non-state actor commitment to VAC programming may include provision of prizes and other public recognition of good practices, including visibility on the #Endviolence online global platform and behavioural change.
Related to this, UNICEF is in a position to build national commitment to international norms and standards, and to support Mexico learning lessons from other countries.

5. **Strengthen results monitoring and evaluation procedures**—accompanied by technical support—to assess the utility of the developed inter-institutional protocols and methodologies to respond to violence and exploitation.

Continued attention to VAC programming in Mexico presents an opportunity to focus particular attention on disseminating information gathered on the implementation of the protocols to ensure access to justice and social care for victims, witnesses and perpetrators of VAC. Use dissemination opportunities for advocacy and capacity strengthening. UNICEF/Mexico could also further support over-time data collection on VAC.

6. **Deepen integration of information gathered, including regarding good practices and lessons learned on preventing and responding to VAC, into further strengthening systems at all levels.**

While there has been development of models for the prevention and response to VAC with special groups such as indigenous children, knowledge gathered through these models should be more deeply integrated in the improvement of systems strengthening at all levels. It may also be possible to consider using a Theory of Change approach for furthering an understanding of a response and prevention approach to VAC among UNICEF/Mexico, governments, and other partners of what works and what does not and why as the 2014-2018 Country Programme proceeds.

7. **Increase advocacy and focus on specific groups of children**—such as children with disabilities—and the types of VAC that affect them. Consistent with this, increase focus on the prevention and response to sexual and physical abuse of boys. Continue to focus relevant project attention on more deprived indigenous communities.

UNICEF has been providing consistent advocacy to ensure that gender issues are well considered in all activities, although more attention needs to be devoted to dealing with sexual violence against boys in particular.

There is a specific need to increase both child participation in child protection issues, and in increasing commitment to child participation. This highlights a broader need to consider how social norms undermine VAC programming. Attention to the special situation of children with disabilities and VAC needs to be scaled up as well. UNICEF/Mexico’s support for strategic programming in states with large indigenous populations was important during the evaluation period, and warrants further attention in future programming.
1 INTRODUCTION

Reducing Violence Against Children (VAC) is a major development challenge. VAC is a serious violation of child rights, affecting an estimated 300 million children worldwide.1 Protecting children from violence is central to UNICEF’s mandate as an organisation guided by the Convention on the Rights of the Child (CRC). UNICEF strives to place children’s rights at the centre of development efforts. The agency endeavours to ensure special protection for the most disadvantaged children - victims of war, disasters, extreme poverty, all forms of violence and exploitation and those with disabilities.2 A comprehensive evaluation of UNICEF’s strategies and programme performance is being undertaken, with a particular focus on the time period from 2009-2013. The current report covers one of four in-depth country case studies included in an overall thematic evaluation of UNICEF’s efforts to address VAC. UNICEF’s Child Protection Strategy (CPS 2008)3 and Strategic Plans, in particular the 2006-2013 Medium Term Strategic Plan (MTSP 2006-2013),4 provide organisational strategies and results frameworks to address Violence Against Children.

The Child Protection Strategy (2008) has two key strategic aims related to VAC. The first stresses the development of appropriate child protection systems as related to VAC. The second aim is to support social change to enhance the implementation of the CRC,5 as related to VAC.

1.1 Key Result Areas

Key Result Areas (KRAs) 2006-2013 relevant to the current evaluation are as follows:6

- **Key Result Area 1:** Better child protection systems that include national laws, policies and services across sectors, in particular justice and social protection, to protect all children from violence, exploitation and abuse.7
- **Key Result Area 2:** Dialogue stimulated on social networks and nationally that reinforces social conventions, norms and values that favour the prevention of violence, exploitation, abuse and unnecessary separation for all children and lead to questioning of child rights’ violations, including harmful conventions and practices, while ensuring respect for the views of children and building on young people’s resilience.

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2 This report uses UK English. All text, including quotations, follow this format even if the original quote used another English.
6 The Key Results Areas for Focus Area 4 were updated in 2010 as a part of the updating of the MTSP Results Framework. See UNICEF, 2010. Updated Annexes to the Medium-Term Strategic Plan. New York: UNICEF.
7 Note: In the 2009, 2010, 2011 Annual Thematic Reports on FA4, KRA1 is defined as ‘Better national laws, policies, regulations and services across sectors to improve child protection outcomes, in particular justice for children, social protection systems, and services in place to protect, reach and serve all children, notably those identified as vulnerable to harm, marginalized, or in contact with the law’. 

• **Key Result Area 4:** Improved country level monitoring, research, evaluation and use of data on child protection.  

The UNICEF Strategic Plan 2014-2017\(^9\) is structured around seven outcomes\(^10\) encompassing major aspects of child well-being. Child Protection is Outcome 6, where the impact level result is defined as follows: “Improved and equitable prevention of and response to violence, abuse, exploitation and neglect of children”. The strategic approach continues to emphasise the importance of strengthening child protection systems and supporting social change for improved protection of children.

Regarding child protection systems, the 2010 UNICEF document “Adapting a Systems Approach to Child Protection”\(^11\) considers the child protection system in terms of formal and informal elements, importantly presenting this as a scale moving from ‘more formal’ to ‘less formal’. The 2012 global conference report on CP systems strengthening builds on the 2010\(^12\) UNICEF document on the systems approach to child protection. The evolution in thinking incorporates several elements, including increased recognition of the need to analyse how a system is structured and that its stage of development depends on several contextual factors.\(^13\) These include the prevalence and understanding of different child protection risks, the strength of the economy, the quality of governance, the existing effectiveness of the legal system, the prevalence of natural disasters, conflict situations and the presence of refugees or displaced populations.\(^14\) Another important element is the enhanced understanding that a system is not a closed entity, but rather is adaptable and dynamic based on various inputs. At country level, systems are comprised of sub-systems of various types including government administrative structures but also informal structures, all of which can contribute to the efficacy of the overall system.

This reflects both interactions between system components, ranging from more formal to less formal systems, and the many influences on child protection. Regarding responding to cases of violence, actors in the more informal system are already involved in adjudicating cases where violence has occurred, but the extent to which their decisions are in the best interests of the child, and the extent to which children have a say in these situations, is unknown. It also refers to families, extended and immediate, that are directly responsible for their own children, and neighbourhoods and communities that have influence over the lives of these families. Further, as most of these are male dominated and are more likely to include older members of the community, decisions will vary for boys compared to girls.

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\(^10\) (a) Health; (b) HIV/AIDS; (c) Water; (d) Nutrition; (e) Education; (f) Child Protection; (g) Social inclusion.


\(^14\) This type of analysis was conducted for the four case study and desk review countries. Key findings are summarised in the sub-sections using comparative analysis, most significant change, and strengths and gaps analysis to generate concrete evidence. World Vision. P 4-5. UNICEF, UNHCR, Save the Children, World Vision (2012), Conference Report: A Better Way to Protect All Children. The Theory and Practice of Child Protection Systems. 13-16 November, 2012. UNICEF, New Delhi, India.
1.2 Child Protection Strategy (2008) and Overlapping Areas of Relevance in MTSP (2006-2013)

The strategic aim of the 2008 Child Protection Strategy is to enhance child protection through national child protection systems development and social change across contexts that have high relevance to VAC. Regarding child protection systems, strategic aims to incorporate child protection into national and decentralised planning processes and ensuring that social protection reform contributes to child protection outcomes are included. The child protection strategy also emphasises the promotion of justice for children within the Rule of Law agenda, enhancing coordination among child protection system actors and strengthening the social welfare sector.

Regarding social change, key strategic actions are oriented towards knowledge and data collection, the protective role of families and communities, meaningful child participation and empowerment, public education and social dialogue. All of these strategic elements regarding systems development and social change were considered in the evaluation.

1.3 Background of the Evaluation

An operational definition of the 2002 World Health Organisation (WHO)\textsuperscript{15} definition of violence has been agreed for this evaluation, including the four country case studies. WHO defines VAC as “the intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment or deprivation.”\textsuperscript{16}

Given the need to deepen the focus and concentrate more on interpersonal violence, the evaluation excludes self-inflicted violence. The focus does specifically include violence in schools (and in the community) and also violence perpetrated on children within the workplace or institutions such as residential care facilities and within child marriage, but it does not pre-define issues such as child marriage as violent acts.

UNICEF’s advocacy and programme response to protecting children from violence spans more than two decades but has never been comprehensively evaluated. A synthesis review of UNICEF programme evaluations (UNICEF Evaluation Office 2012)\textsuperscript{17} reported weaknesses in the coverage and quality of evaluations of UNICEF’s VAC programme interventions. The review consequently identified a need for further evaluation, including a more systematic analysis of UNICEF’s work on advocacy, systems development, and social change. UNICEF subsequently took a decision to arrange for an evaluation aimed at meeting UNICEF’s needs for accountability, organisational learning and strengthening performance with respect to its work on violence against children.

While VAC may be addressed through different components of a UNICEF country programme, the primary focus of the evaluation is on the work implemented through the Child Protection Section. The evaluation nevertheless analyses linkages to other UNICEF sections and their actions to address VAC. The evaluation focuses in particular on providing sound evaluative evidence and conclusions to inform

UNICEF’s future strategies and programmes to prevent and respond to violence against children. The evaluation is expected to be of significant importance and use in:

- Strengthening UNICEF’s global and regional strategies for protecting children from violence.
- Advancing the post-2015 agenda, including actions to prevent and respond to VAC.
- Implementing the 2014-17 Strategic Plan.
- Informing country-level programme development and response in the coming years.

The thematic evaluation included field visits to four case study countries (Bangladesh, Ghana, Mexico and Tanzania) to assess the implementation of the child protection strategy with respect to reducing VAC, as well as related cross-cutting issues and country-level programme performance. The current evaluation of UNICEF’s work on VAC considers interpersonal physical, sexual and emotional violence (including deprivation and neglect). This means that the evaluation has a specific focus on violence against children in the family/household and the community, including both the public and the private spheres. The evaluation fully embraces the need for the analysis to include engagement with wider social, political and economic forces with respect to VAC. The evaluation, therefore, includes legal, policy and programmatic efforts undertaken to address violence against children.

1.4 National Context for Child Protection in Mexico

Mexico is a federal republic comprising 31 states and a federal district comprising Mexico City and environs. There are a total of 2,456 municipalities nationwide (2010 census). Under Mexico’s federal administrative structure, state and municipal levels of government have political and administrative autonomy from central government. Nevertheless, the central government retains significant power, including all income tax and, since 1980, value added taxes. The limitations on taxation undermines state autonomy, as the states rely heavily on subventions from the central government as well as other revenue streams. Municipalities, which generally have a stronger property tax base and earn revenues through service provision, are somewhat less reliant on federal transfer. The legal situation is quite complex, with many legal powers left to the states, and often ambiguity associated with international conventions and state-level laws. This has resulted in some difficulties in both implementation of and reporting on international treaty obligations, including those associated with child protection. For example, migration and labour are both federal mandates, whereas issues related to physical and sexual violence and to birth registration are subject to state legislation. Each state has its own penal code, so there is a lack of coherence across states.

Mexico is an upper middle income country, with the world’s twelfth-largest economy and per capita income of almost $10,000. There are over 42 million children (aged 0-17) in Mexico, out of a population of around 120 million. Significant advances have been made across a range of social indicators in health, education and social protection. Net primary school enrolment is 100%, with primary school completion rates of 95%. Immunisation rates are near 100%, access to improved sources of drinking

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19 The current government has indicated that a National Penal Code will be developed to overcome these discrepancies. In the interim, a National Code of Penal Procedures was voted into law.
water is 94%, access to improved sanitation is 85%, and the underfive mortality rate is 15.7/1,000 live births.\textsuperscript{21}

Progress has remained uneven, with poor development indicators affecting a number of southern states with large rural, indigenous populations. Almost 5 million children live in extreme poverty,\textsuperscript{22} and an additional 16 million live in poverty. Measures that reflect the likelihood of future poverty, such as access to education and health care services, show lower rates of access for indigenous children. Around the country, boys and girls are largely equally affected by poverty.

The Mexican Constitution, adopted in 1917, has been modified on a number of occasions. With regards the legal framework concerning children, important reforms were made in 2005 and 2011, in both cases in a manner that made constitutional provisions more consistent with the Convention on the Rights of the Child (CRC). The 2005 modifications were particularly importantly in terms of juvenile justice because an amendment was included that provided for the development of a specialised system of juvenile justice for adolescents in conflict with the law. This has been replicated in legislation on juvenile justice in all 32 states and was followed by the establishment of specialised juvenile justice institutions (judges, prosecutors, defenders, and programmes) in most of them. There remains a vacuum in juvenile justice legislation at federal level covering crimes of federal competence such as trafficking in drugs, arms and persons. After a seven year hiatus Federal Congress passed a Federal law on Justice for Adolescents, which was due to come into force in December 2014, but did not so. The government had announced its intention to promote national juvenile justice legislation in 2015.

In 2011 Mexico’s 1917 Constitution underwent major reforms in terms of human rights issues. A reform of Constitution Article 1 gave international human rights treaties Constitutional status, making the Convention on the Rights of the Child’s directly applicable in the country. In addition, two important reforms specific to child rights were made in June and November 2011. The first introduced the principle of the “Best Interests of the Child” into Constitution Article 4, which covers children’s rights, as the main criteria for developing child-related policies, programmes and laws. The second altered Article 73, which determines which issues are of national, federal or state competence. Article 73 reform brought child rights for the first time into the remit of the Federal Congress for passing laws that are applicable throughout the country. This paved the way for the formulation of the 2014 General Law on Girls, Boys and Adolescents’ Rights, with substantial UNICEF engagement to support alignment with international standards.

1.4.1 Violence Against Children in Mexico and Challenges to Strengthening Child Protection Systems

Violence is widely recognised as a key development challenge in Mexico. While child protection functions do exist within social welfare and justice organs, co-ordination is poor, and there is considerable room for improvement. UNICEF’s role is focused on helping local authorities to overcome particular system limitations. This is less the case in southern states with large indigenous populations where access to services and trust in service providers is lower. The particular problems facing children and families affected by the impacts of organised crime activities and associated violence are quite challenging, and the increase in violence over the past eight years in particular has worsened this problem. The dramatic rise from 2008 in the levels and geographical extent of violence deriving from organised crime activities,

\textsuperscript{21} http://www.objetivosdedesarrolldemilenio.org.mx.
turf wars between criminal groups, and state efforts to combat these problems raised levels of violence to levels no one had expected or planned for.

The 2010 mid-term review of the 2008-2013 Country Programme noted that VAC was a ‘new and emerging’ issue. Nationwide some 60% of all children in Mexico have been subject to one or more forms of physical, sexual, or emotional violence. Over the past decade crime-related violence grew dramatically, affecting children as well as adults; over 70,000 lives were lost due to crime-related violence between 2006-2012. A 2010 Study on Discrimination found that one in four children interviewed reported currently being beaten at home and almost 13% reported being a victim of violence at school. Close to 55% believed that it is common to beat children to force them to obey. Boys were more often bullied at school. The study also found that six out of ten persons consider that children should have legal rights, while 27.6% consider that children only have the rights their parents agree to give them.

A 2008 survey specifically focused on children found that 18.7% of all children interviewed had been sexually abused, affecting girls more commonly than boys, at over 20% compared to 14%. Only 14.4% of the children who had been sexually abused had taken action in response to the above, and only 3.7% had taken legal action. Children and adolescents with same sex orientation are highly vulnerable to abuse and violence. According to the National Human Rights Commission, Mexico is second among Latin American countries in the level of same sex and transgender hate crimes, with children and adolescents among the most vulnerable.

There is an engrained social acceptance of violence in Mexico as a key challenge to addressing VAC. The on-going armed violence related to organised crime and the state response poses an especially formidable challenge to the rights of children, their psychological wellbeing and their educational results.

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23 UNICEF/Mexico (2011). Mid-Term Review 2010, UNICEF/Mexico, Mexico City, Mexico.
29 Comisión Nacional de los Derechos Humanos (2010), Informe Especial de la Comisión Nacional de los Derechos Humanos Sobre Violaciones a los Derechos Humanos y Delitos Cometidos por Homofobia.
30 Comisión Nacional de los Derechos Humanos (2010), Informe Especial de la Comisión Nacional de los Derechos Humanos Sobre Violaciones a los Derechos Humanos y Delitos Cometidos por Homofobia.
1.4.2 Existing Institutional and Key Legal Frameworks

Regarding VAC, at national and state levels, the national and state DIF (National System for Integral Family Development, sometimes referred to in English as the Agency for Family Development) is the main agency responsible for protecting children from violence and responding to violence, while prosecutorial authority lies with the judicial branch. At state level, some states have councils on children’s rights that play advocacy and oversight roles in relation to child-related policies including protecting children from violence and responding to the needs of children in contact with the law, and children in conflict with the law.

The Constitutional reforms that took place between 2005-2011 improved the children rights focus of the national legal and policy environment, but the country still lacked a single national legal framework covering the rights of children. Mexico was one of only three Latin American countries to lack such a framework, and the confusion caused by unclear mandates and conflicting laws and policies meant that the national response lacked coherence and was inefficient. Section 4.2.1 focuses on the development of legal and policy frameworks during the most recent years of the evaluation period.

1.5 Summary of Outcomes and Approaches on Reduction of VAC: UNICEF Mexico Country Programme

In line with the 2008 CPS and MTSP 2006-2013, UNICEF/Mexico’s child protection strategy emphasised systems strengthening. Its overall goal in Mexico is to support the creation of a protective environment for children and adolescents. This is achieved through advocacy and technical support to strengthen legal and planning frameworks and co-ordination. Support for capacity strengthening, improved service delivery mechanisms, as well as mobilisation for change and accountability mechanisms are also included.

The overall Programme Component Result – PCR (now termed Outcomes) for the 2008-2013 Country Programme of relevance to the VAC evaluation was “by the end of 2013, children in marginalised, rural and indigenous communities are protected from violence and all forms of exploitation by inter-institutional mechanisms for the protection and mechanisms for the protection and restitution of their rights”. There were three Outputs associated with this PCR, one of which referred to the particular problem of child migration (national and international):

- **Output 2.1** By the end of 2013, children in marginalised urban, rural and indigenous communities benefit from functioning inter-institutional protocols and methodologies to respond to violence and exploitation, including their access to justice and social care as victims, witnesses and perpetrators.
- **Output 2.2** By the end of 2013, inter-institutional mechanisms for the protection of the rights of children in internal and international migration are operating, documented and disseminated.
- **Output 2.4** By the end of 2013 legislative reform processes on child rights governance and special protection in Mexico are informed with international standards and good practices.

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32 UNICEF/CEPAL (2013) Alejandro Morlachetti, Comprehensive national child protection systems : legal basis and current practice in Latin America and the Caribbean

33 Please note that, in accordance with the Terms of Reference for the evaluation, the focus is concentrated on the most recent years to end 2013.
Please note that Output 2.3 focuses on birth registration and is consequently not within the scope of the current evaluation.
2 EVALUATION CASE STUDY SCOPE AND METHODOLOGY

2.1 Scope of the Evaluation Case Study

The country case study focuses on assessing Child Protection indicators falling under the VAC-specific UNICEF/Mexico 2008-2013 Country Programme outcome “children in marginalised urban, rural and indigenous communities are protected from violence and all forms of exploitation by inter-institutional mechanisms for the protection and restitution of their rights”. Relevant indicators are shown in the clear box in the centre-bottom of the following figure. The Intermediate Results (IRs) noted in the following figure are a subset of all IRs that are specifically related to VAC. Progress is tracked across each of these indicators, with the final tracking report submitted on 23 January 2014. The indicators reflect the focus on the development of protocols, training and capacity development, strengthening the evidence-base, and strengthening the ability of state and sub-state actors to protect children.

Figure 1: Mexico Evaluation Framework

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34 UNICEF/Mexico (2014), “PCRs/IRs and Indicator Status by Business Areas as of 23 January 2014”, mimeo issued by UNICEF/Mexico, Mexico City, Mexico.
2.2 Case Study Objectives and Evaluation Questions

The overall objectives of the Country Case Study in Mexico were to:

- Assess the design, implementation and results of UNICEF supported approaches to reduce VAC in Mexico.
- Assess UNICEF’s leadership, leveraging, and convening role at Mexico country level.
- Assess the adequacy and relevance of UNICEF’s global strategies on VAC in Mexico.
- Assess application of strategies at national level, considering both prevention and response.
- Provide forward-looking conclusions, lessons and actionable recommendations.

Based on these objectives, specific evaluation questions linked to the global evaluation questions were developed:

- **EQ 1**: How relevant, appropriate, and coherent is UNICEF’s global Child Protection Strategy and the related strategies and results proposed in the 2009-2013 MTSP with respect to protecting children against violence at Mexico country level?
- **EQ2**: How relevant and coherent is the programme logic of the Mexico VAC programme?
- **EQ3**: How effective has the UNICEF-supported Mexico child protection programming been in terms of implementation processes and programme results regarding VAC?
- **EQ4**: How effectively have the VAC-related Mexico child protection programmes integrated key cross-cutting themes and implementation modalities, including gender equality, disabilities, other human rights and equity considerations, country context and capacity into design, implementation, monitoring and evaluation to feed back into policy and decisions?
- **EQ 5**: How effective have UNICEF’s advocacy, leadership, leveraging, convening and partnership roles been at country level in Mexico to protect children from violence?
- **EQ 6**: How efficient have UNICEF’s organisational processes and country programme management practices been in obtaining results with regards to VAC at Mexico country level?
- **EQ 7**: To what extent are VAC programme implementation processes and results in Mexico sustainable and can they be scaled up over the immediate,\(^{35}\) medium and long term?

2.3 Evaluation (Case Study) Methodology

The field visit to Mexico to conduct the evaluation took place from 28 August to 12 September 2014, involving three international consultants and two national consultants. Activities included extensive interviews within UNICEF across programme areas, interviews with government officers and civil society organisations, child protection programme site visits in the Federal District in and around Mexico City, as well as fieldwork in the states of Hidalgo, Tabasco and Chiapas.

\(^{35}\) With immediate operationalized as 0-5 years, medium as 6-10 years, long term as 10 years or more.
2.3.1 Key Stakeholder Types Included in the Evaluation

1) UNICEF Country Office:
   - Senior management and staff responsible for child protection with specific focus on VAC.
   - UNICEF staff working in the different thematic areas and programme areas (Health, Education, Justice, Children and AIDS, Communications, Monitoring and Evaluation Specialists).

2) United Nations agencies and international NGOs and networks representatives who work to address VAC.


4) Local authorities and other agencies with specific focus on child protection with attention to VAC at sub-national levels.

5) Key national and local civil society organisations (including NGOs) and activists focusing on child protection in general and/or VAC in particular.

6) Adult and child leaders representing groups involved in UNICEF supported field locations and other community members.

2.3.2 Selection of Field Study Locations and Sampling

The evaluation team met with stakeholders and partners in the Federal District (the area around and including Mexico City), in Pachuca, Hidalgo, Villahermosa and Tenosique in the state of Tabasco and Tuxtla Gutierrez, Simovel and Jitotol in the state of Chiapas. The field sites were selected to represent a cross section of activities undertaken during the 2008-2013 Country Programme, i.e.: a) urban and rural locations; b) locations with significant indigenous populations; c) sites that would yield insights into policy development, advocacy, capacity building; d) interlocutors that would give insight into strategies, programmes and legislation at national, state and local level; and e) sites that would give insights into UNICEF technical support and advocacy for prevention and response models for scaling up. As noted below, it proved more difficult than anticipated to find informants associated with the activities implemented during the period under review because of changes in administration and resulting staff turnover.

The evaluation used a purposive sampling methodology to select the specific individuals to be included in interviews and focus groups. Purposive sampling involves strategically selecting appropriate respondents to provide relevant information in line with the evaluation questions. Considerations with respect to gender and equity were also included.

At community level, evaluators prioritised the purposive sampling of interviewees and/or focus group members to adult and child leaders. Other adults and children were selected as randomly as possible within the context of the overall approach.

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36 See Annex 4 for detailed listing of those interviewed.
2.3.3 Data Collection

The evaluation relied on data gathered from a combination of interviews with key informants, focus group discussions, direct observation and document assembly and review.

For key informant interviews, a semi-structured approach was used to allow for deepened questioning on key issues that interviewees raise. Additional probing on the core and sub-evaluation questions in interviews and focus groups allowed the teams to collect data on the related priority issues. The teams travelled with UNICEF personnel, who assisted in co-ordinating the field effort. This allowed the
consultants to hold extensive consultations *en route* with UNICEF personnel involved at the implementation level. Interviews with government and civil society partners at federal level were held without the presence of UNICEF staff.

Focus group discussions were conducted at community level with child protection committees, other groups of relevant key informants and local committees, leaders, parents and children. The focus group discussions covered the successes, challenges, gaps and recommendations to improve efforts in addressing VAC. The focus groups were conducted in particular to identify the most significant change(s) in communities as well as the level of engagement of group members with respect to addressing VAC. A series of focus group questions then helped prioritise the key results and identify evidence of social norms change in the community via the voices of children and other community members.

2.3.4 Data Analysis

All information was analysed using data analysis coding in accordance with the overall Evaluation’s Matrix. A coding form was developed to allow for the organisation of all collected data by category of required information. Patterns within the triangulated data were identified which were cross-checked by returning to documentation and notes to ensure that correct conclusions were being drawn. Relationships between identified themes were also drawn out, particularly when identifying gaps and recommendations. The data were then triangulated to achieve a better appreciation of UNICEF and partner efforts to address VAC in Mexico, including raising points made in earlier interviews with later ones, raising queries with UNICEF/Mexico, and considering secondary materials along with field interview findings.

2.4 Limitations of the Evaluation

The evaluation faced a few limitations:

- In the wake of a changeover of government in December 2012 following elections for federal, state and municipal officials in Mexico, very few of the national stakeholders interviewed had first-hand knowledge or experience with UNICEF activities during the 2008-2013 primary period that was the focus of the evaluation. A number of field sites visited and informants interviewed were therefore not directly associated with UNICEF CP activities carried out during the 2008-2013 Country Programme but only with programming from 2014 onward.
- The team had limited opportunity to speak with child victims of violence, or users of available services or systems to prevent or respond to child violence.
- Little quantitative data related to UNICEF-supported activities was available at national, state and local (municipal) levels.
- One of the international consultants fell ill and joined the team for the second week of the country visit only.
3 RELEVANCE AND COHERENCE OF COUNTRY PROGRAMMING LOGIC AS RELATED TO VAC

Key findings: The evaluation found that UNICEF/Mexico’s Child Protection strategy with respect to VAC is largely aligned with UNICEF’s global strategies and also internally well aligned with country needs. It is important to note that, under the 2008-2013 Country Programme UNICEF/Mexico supported a strengthened child rights focus appropriate to the specific context of Mexico with respect to migration, indigenous populations and children affected by organized crime. The evaluation found that UNICEF was able to flexibly adjust programming in line with contextual realities. Emphasis on VAC in the context of crime was, for example increased after the mid-term review of the 200-2013 country programme based on the greater recognition the impact of organised crime violence and particularly the impact of a decision from December 2007 to combat it militarily. Balance between prevention and response is good. Consistent with the role of UNICEF in an upper middle income country, UNICEF has focused on assisting in the development of clear and well understood protocols, the development and roll-out of tools to improve response, strengthening information systems around justice for children. UNICEF/Mexico has used extensive evidence to inform logframe development and modification of actions, and it has extensively considered vertical links within the logframe and up to the UNDAF.

3.1 Appropriateness of Child Protection Programme Design for VAC

The national strategy was grounded in the application of systems strengthening at federal and state and municipal levels. It was also focused on strengthening social dialogue, the latter oriented to supporting advocacy for marginalised groups and the development of innovative systems of more relevance to indigenous societies. The 2014-2018 Country Programme reinforced the emphasis on policy dialogue, advocacy and technical assistance for the implementation of a monitored action agenda at federal and sub-national level, including for VAC.

While Mexico already has important elements of a child protection system in place that includes VAC, these need strengthening, with a focus on improving coherence. The UNICEF VAC strategy is aimed at addressing these and is thus well adapted to the realities of an upper middle income country which is further ahead with respect to systems development as compared to many countries with lower incomes. UNICEF’s efforts include advocating and supporting further development of legal and policy frameworks in specific areas, notably state and municipal level policy and strategy development based on solid data (consistent with MTSP 2006-2013 KRA1, and specific to the main VAC-related indicators in the 2008-2013 Country Programme associated with strengthening under-served municipalities and districts). It also includes supporting the development, testing and documentation of protocols on the social and legal care of child victims of violence at federal and state level. The UNICEF/Mexico strategy also highlights reducing practices harmful to children though fostering dialogue on relevant behaviour change including concurrent efforts to raise the status of women and girls to reduce gender violence (MTSP 2006-2013 KRA2). With respect to monitoring, research, evaluation and the use of data (MTSP 2006-2013 KRA4), the design includes various studies to inform the systems strengthening processes, including situation
analyses at state and municipal levels and working with national information systems to improve the availability and disaggregation of data.

Under the 2008-2013 Country Programme UNICEF/Mexico supported a strengthened child rights focus appropriate to the specific context of Mexico with respect to migration, indigenous populations and children affected by organized crime. Particular importance is focused on equity as reflected in Output 2.1 on marginalised communities and children. Output 2.2 focuses on unaccompanied children involved in international migration, affecting both Mexican children and children from Central American countries. It tangentially focuses on children affected by organized crime, but the magnitude of the problem and the challenges to child protection has meant that this is also considered in terms of legal developments associated with Output 2.4. It has done so while recognising state sensitivities about development agencies ‘interfering’ with domestic affairs, and the particular challenges this presents for VAC programming. Related to this last point, 2008-2013 Country Programme Output 2.4 on legislative reform in the area of child rights governance and special protection has been especially relevant in guiding legal developments.

3.2 Balance of Prevention and Response

UNICEF/Mexico’s 2008-2013 Country Programme reflected a mix of actions covering prevention and response. Output 2.1 specifically focuses on response, covering the development and utilisation of care protocols and approaches to response to violence, including access to justice and care as victims, witnesses, and perpetrators. Consistent with the role of UNICEF in an upper middle income country, UNICEF/Mexico has focused on assisting in the development of clear and well understood protocols, the development and roll-out of tools to improve response, strengthening information systems around justice for children and working towards expanded diversion programmes. Output 2.4 is focused on broad-based reforms aimed at ensuring the scaling-up and consistency of child protection procedures and alignment with international standards, aimed at improving the response. Output 2.2, focusing on children affected by internal and international migration, reflects a mix of prevention and response actions, with the former focused on identifying children at risk and preventing trafficking, and with the latter focused on strengthening the legislative and regulatory environment and training.

3.3 Programme Logic to Address VAC

UNICEF/Mexico has used extensive evidence to inform logframe development and modification of actions, and it has extensively considered vertical links within the logframe and up to the UNDAF. The logical framework has been further deepened and better evidenced for the 2014-2018 Country Programme. The new Country Programme includes an Output specifying “a child protection system articulating sectors and branches of government at national and state levels to prevent and respond to violence against children and adolescents, especially gender-based violence, and discrimination, is in place”, and a second Output that focuses specifically on prevention of violence and abuse. It also contained an overarching indicator under monitoring as follows: “management information system in place regularly providing data on children to inform planning and resource allocation, with particular focus on improving data collection on violence and exploitation against children”. From 2014, violence and

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abuse are now more threaded through the entire programme, coupled with specific focus on how to support efforts to prevent violence.

With the change from a sectorally-focused Country Programme until 2013 to a more integrated Country Programme from 2014, cross-sectoral programming of this nature is both more likely, and more likely to be successful. For example, staff from different disciplines in UNICEF/Mexico are working together in Outcome Groups, focusing on achievement of the outcome overall rather than within a particular sector. In early child development, there are specialists involved from health and nutrition, early education and child protection working together to achieve results and targets associated with that outcome.

The United Nations, along with most development agencies, has adopted a Theory of Change (ToC) approach to programme development and, increasingly, programme implementation and review. A robust Theory of Change can establish the most effective means for the development and implementation of VAC programming, and can guide implementation, evaluation and learning. If properly evidenced, such a Theory of Change can help ensure that some mistakes are avoided and opportunities for learning from good initiatives (even those undertaken in a neighbouring country or half a world away) exploited.

ToC can apply for a full child protection system, a cross-sectoral thematic area such as VAC, or a more specific programme area such as child marriage, child trafficking or school violence. Programme areas and thematic areas can also have nested theories of change within a broader social protection ToC. In discussing the issue of a ToC with senior personnel in UNICEF/Mexico, it was noted that having a ToC would not add sufficient value beyond what was already the case with a deepened logical framework, save possibly better linking across outputs within programming. This is primarily because it is more strategic for UNICEF to focus on gaps within a government system that is already well informed.
4 EFFECTIVENESS of UNICEF’s RESPONSE TO ADDRESS VAC

4.1 Introduction

This section considers effectiveness of planned and implemented actions with regard to progress towards systems strengthening, social norms change and monitoring, research, evaluation and use of data for VAC, and what this means for VAC programming in Mexico. Relevant linkages between the three areas are considered, while recognising that social norms change and monitoring, research, evaluation and use of data are also aspects of overall systems strengthening.

It should be noted that, with respect to discussion of the extent to which Mexico has achieved the planned outputs, it is difficult to place them in precise places in the report. Two of the outputs are relevant to different aspects of systems strengthening and they are also relevant to equity issues. As a result, the evaluation team has assessed the outputs in several places. Output 2.1, which is a comprehensive statement covering all aspects of systems strengthening and to some extent on equity, is therefore, globally assessed in Section 4.2 on Systems Strengthening and in 4.6 on equity. Elements of Output 2.2 on inter-institutional mechanisms are discussed in Sections 4.2.2, 4.4.1, 4.5, 4.6 and 6.2. Output 2.4, which primarily focuses on legislative reform, it is discussed in Section 4.2.1.

4.2 Systems Strengthening

**Output 2.1** By the end of 2013, children in marginalised urban, rural and indigenous communities benefit from functioning inter-institutional protocols and methodologies to respond to violence and exploitation, including their access to justice and social care as victims, witnesses and perpetrators.

**Key findings:** The evaluation found that UNICEF has contributed to the development and testing of inter-institutional protocols and methodologies to respond to violence and exploitation, including their access to justice and social care as victims, witnesses and perpetrators. The utility of the protocols still needs to be confirmed following monitoring and impact analysis. UNICEF’s overall activities on advocacy, prevention and response models, capacity and alliance building, and social behaviour change communications (SBCC) initiatives were useful in working to reduce VAC. The evaluation also concludes that UNICEF/Mexico has also been strengthening its results monitoring that measures progress in this regard.

As noted in Section 1 systems strengthening, as the term implies, refers to efforts to strengthen various aspects of the child protection system aimed at preventing and responding to VAC, from policy development and implementation to strengthening laws, from building capacity within organisations involved in VAC to expanding the reach of these organisations, from improving budgeting and developing child friendly budgets that consider VAC to improving structures and functions in agencies involved in
VAC. It also includes the effectiveness of less formal structures that impact child protection, and how together less formal and more formal systems prove effective in preventing and responding to VAC.³⁸

Evaluation interviewees aware of the activities consistently argued that UNICEF’s advocacy prevention and response models, capacity and alliance building, and awareness raising initiatives were useful in working to reduce VAC. The evaluation concludes that UNICEF/Mexico has also been strengthening its results monitoring that measures progress in this regard.

Key informants in UNICEF noted that a number of Latin American countries had systems in place for an effective state response to child protection, including VAC, and that these systems had been in place for decades. Mexico’s systems were noted to be weaker, in part due to complexities associated with the federal system and resource differences across states. The federal system was noted to have raised numerous complexities in terms of roles and responsibilities that remained ambiguous and unresolved. System weaknesses have resulted in pockets of underserved communities, especially in locations with large indigenous populations.

Given UNICEF’s role as an upper middle income developing country, UNICEF/Mexico’s 2008-2013 Country Programme has focused on identifying gaps in the child protection system and supporting Government to close these gaps.

In line with Output 2.1, UNICEF/Mexico reported that an inter-institutional protocol for the care of children affected by VAC were modelled at subnational level between 2010 and 2013. At the time of this evaluation, the utility of this protocol as well as the others was not certain, but underserved municipalities in ten rural and eight urban areas were implementing these care protocols. Data collection on the impact of these protocols still needs to be conducted as it is still early into the implementation period. Further, a common protocol between military, law enforcement, justice and social welfare personnel at federal level to support social and legal care for children affected by violence in contexts of organized crime had been tested and army and navy personnel trained in its application. Within the justice system, the Supreme Court developed an important Protocol for Justice Operators on Access to Justice for Children, drawing on UN Guidelines on Access to Justice for Children. UNICEF had developed an on-line training diploma for justice operators in the application of this protocol together with the Supreme Court and ODI, which was being offered and certified through justice institutions such as the Institute of Penal Sciences, the Council of Higher Justice Tribunals.

Under the 2008-2013 Country Programme, UNICEF/Mexico focused on seven of the most disadvantaged states (and at the federal level), with support for a range of strategic interventions. A key role for UNICEF has been to support informed advocacy. Situation analyses were supported in Chiapas, Oaxaca, Zacatecas, and Yucatan, with state agencies heavily involved in the conduct of these assessments, aimed in particular at better understanding of underserved populations and modalities that might be effective in reaching them. This has helped to strengthen inter-sectoral planning, especially important for child protection. Under the 2014-2018 Country Programme, the focus has expanded to all 32 states, and situation analyses have recently been conducted in Chihuahua, Jalisco and Hidalgo, and are also being developed for the country overall, as well as the Federal District. While all the situation analyses touched on VAC, the Chihuahua situation analysis specifically identified VAC as a priority problem.

³⁸ A more detailed description of systems strengthening was included in Section 1.
Progress towards results under the 2008-2013 Country Programme were as follows:

- **Output 2.1** includes an indicator “# of under-served municipalities and districts operating care protocols, by type (urban, rural, indigenous etc.)”. As of the end of 2013, the target was 99% reached as follows: 10 rural (7 Chiapas, 3 Oaxaca) 7 urban (Zacatecas) 1 borough (Federal District).

- **Output 2.1** also has an indicator “protocols at federal level to secure social and legal care of child victims of violence developed, tested and documented”. As for the end of 2013, the target had been largely reached, with the following accomplished: inter-institutional Federal Protocol to protect children in organised crime situations was incorporated in regular training for army and navy personnel in 2012. Supreme Court Protocol for Justice Operators operating since 2012. Online course for justice operators developed to apply child friendly procedures and Supreme Court Protocol, for launching in 2014.

- **Output 2.4** has an indicator “# and % of migration personnel trained in protecting child rights in Mexico and in the regional migration conference”. From 2010 onwards each year between 300 and 500 specialized Child Protection Officers were trained. As of the end of 2013, 300 were trained out of a target of 500, while 75 migration officials were specifically trained to serve on the southern border. An additional 1000 federal migration officials were trained online on human rights and child rights issues. Between 2009-2011 over 400 migration and child protection staff from Guatemala, El Salvador, Honduras, Costa Rica, Nicaragua and the Dominican Republic were trained through south-south cooperation between Mexico and these countries with UNICEF, IOM and UNHCR participation, to ensure specialized attention to children in situations of migration.

- **Output 2.4** has an indicator “# technical documents disseminated to inform legislative process”. Two were noted, “UNICEF/CEPAL study on child protection systems, and UNICEF/Mexico briefing on essential elements in a child rights protection system. These and other technical documents relevant to the legislative process can be found on the specialized information platform [www.leyderechosinfancia.mx](http://www.leyderechosinfancia.mx)

Additional details are as follows:

1. Federal, state and municipal judges now have access to an online course in child protection. In 2014, 3,500 judicial operators were involved in online courses on Child Rights and Access to Justice, working with the Supreme Court. Participants completing the course receive certification from professional bodies such as the Institute of Penal Sciences, INACIPE, and the Council of State Justice Tribunals, CONATRIB.

2. To build practice and evidence on effective non-custodial measures, UNICEF supported the development of a specific model in the Federal District.

3. State and municipal personnel in both social welfare and justice systems are now using inter-institutional protocols developed by ODI and UNICEF to respond more holistically to cases of child violence.

4. Most states have committed to incorporate a ten-point plan for upholding child rights (being one of them the prevention and response to violence against children), into their development planning.

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39 UNICEF/Mexico (2015). “PCRs/IRs and Indictor Status by Business Area as of 24 January 2015”, prepared by UNICEF/Mexico, Mexico City, Mexico.

40 The Federal District has the first network in the country, through which 14 civil society organisations, supervised and in coordination with local governments, are attending more than 500 adolescents and their families and communities, improving the quality of the attention and the possibilities for effective reintegration after committing a crime. UNICEF has also documented this model in order to promote its dissemination and replication in other states.
known as 10 X Infancia. All 32 governors have agreed to the initiative as of the final quarter of 2014, while by the end of 2014 fourteen states and 1,500 municipalities had signed the initiative.

5. As of 2014, UNICEF had provided technical assistance to seven state governments in budgeting for child protection (Chiapas, Estado de Mexico, Jalisco, Oaxaca, Puebla, Nuevo Leon, Yucatan).

4.2.1 Advocacy and Strengthening National Legal and Planning Frameworks Regarding VAC

Output 2.4: By the end of 2013 legislative reform processes on child rights governance and special protection in Mexico are informed with international standards and good practices.

Key findings: The evaluation found that UNICEF has contributed substantially to legislative reform processes in the programme period and beyond into 2014. Evaluation interviewees affirmed UNICEF’s engagement at the federal level focused on maintaining VAC in the limelight through continuous advocacy efforts to increase coordination and develop a national framework for child protection. UNICEF’s advocacy role, recognised by evaluation government and other key informants, was particularly noted with respect to the passage of the 2014 General Law on Girls, Boys and Adolescents’ Rights but also for other laws, policies and plans.  

The UNICEF CP Section provided particularly strong support to Mexico to improve legal and regulatory frameworks to protect children from VAC. Evaluation interviewees affirmed UNICEF’s engagement at the federal level focused on maintaining VAC in the limelight through continuous efforts to increase coordination and develop a national framework for child protection. The evaluation interviews with stakeholders and partners and field observation also consistently indicated that violence against children is increasingly being seen and addressed as a multi-dimensional and cross sector matter. The report cannot comprehensively cover all of the laws, regulations, and plans developed with advocacy and technical input from UNICEF as that would be beyond the scope of the evaluation. Consequently, the current report will just highlight some of the key accomplishments.

UNICEF played a recognised advocacy role, according to government and other key informants with respect to the passage of the 2014 General Law on Girls, Boys and Adolescents’ Rights. The General Law represents an important step in improving the coherence of child protection programming, and bringing various policies and legislation into alignment with the CRC.

Following the 2011 Constitutional amendment that made a national law possible, UNICEF organised a series of international exchanges to put at Mexico’s disposal current thinking and practice on child protection systems. In September 2011 the President sent a draft General Law to Congress allowing 60 days for both houses of Congress to consider it. UNICEF, together with civil society organisations and academics were invited by the six senate commissions that revised and adapted the draft, to present technical opinions and contributions in line with international standards. The process of consultations continued, culminating in final consultations around a revised draft in the last quarter of 2014 and the adoption of the General Law.

With the passage of this law, Mexico has put into place a legal framework for children that is expected to clearly guide institutional development, co-ordination arrangements (at federal level, between the federal

41 The law was passed after the field work was completed but interviewees had already stressed UNICEF’s advocacy role.
level and the states and municipalities, and between the states and municipalities), national and sub-
national legal development, policy development, and programming. A new National Child Rights
Protection System, is established by the law at the highest level of government. It is headed by the
President, with an Executive Secretariat linked to the Ministry of Interior to follow-up on decisions and
obligations across sectors and states. Specifically, The General Law on Girls, Boys and Adolescent
Rights is expected to yield the following which are all also well aligned with UNICEF’s overall strategies
on VAC:

- The creation of a National System of Integrated Protection of the Rights of Children and
  Adolescents, focused on the co-ordination of all institutions involved in child rights at all three
  levels of government (federal, state, municipal). It requires that mechanisms be put into place to
efficiently respond to rights violations centred around the child, rather than the needs of the
agency.
- Protection procedures must be put into place to protect boys and girls from violence, whatever
  the source of violence. It includes the creation of a new Child Protection Authority at federal and
state levels that would co-ordinate child protection cases, and would directly defend children’s
interests in court.
- Responsibility for oversight of the National System falls under the mandate of the Office of the
President, placing it at the highest level of government.
- Develop and employ a comprehensive information management system to track implementation
and impacts over time, and use this information to improve policies and programmes over time.
- Regular evaluations will take place by the independent Council for Social Policy Evaluation
(CONEVAL).

One key achievement of UNICEF has been its advocacy efforts to make public spending on children
more transparent. Since 2011 the federal budget specifically identifies spending on children, seen as an
important advance towards improving the targeting and effectiveness of social programmes. After
securing earmarking of budgets for children in the Federal Budget, UNICEF started work with state level
governments to do the same. As of 2014, the first two states of Chiapas and Yucatan were reached,
while budgeting for 2015 for these two states as well as Puebla and Oaxaca provides for child-sensitive
budgeting.

This work originated through UNICEF-supported expenditure analysis, the methodology for which was
taken up by the Finance Ministry to identify each Ministry’s spending on children. A specific annexe to
the Federal Budget, which is voted into law with the Federal Budget, has now been issued annually since
2011. An analysis grouping programmes by categories of rights reached the significant conclusion that,
while rights to survival and development account for 97% of the federal budgets for children (heavily
focused on the ministries of health and education), programmes categorised as related to child protection
accounted for only 1% of federal spending on children.

UNICEF has advocated and provided technical support for the national initiative 10x Infancia. The 10
Points for Children advocacy platform, has been a means of agenda setting on outstanding issues,
including violence prevention and response, with all 32 states.

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43 10xInfancia seeks to establish the minimum criteria required to create an environment conducive for reducing children’s
vulnerability to violence through institutionalizing child protection systems. These include adequate budgeting to address child rights
issues, institutionalized coordination body of duty bearers, and legal standards across states.
UNICEF has contributed to follow-up technical assistance to some 18 states and the dissemination of good practices, manuals and guidelines have been made available to a much wider range of actors than the earlier seven priority states. UNICEF has also availed itself of new technologies to ensure a wider reach for guidance materials. These can be evidenced through the on-line courses on Access to Justice for Children, and on Forensic Psychology developed with the Supreme Court and ODI, and the on-line platform set up with the National Congress, on implementation of the General Law on the Rights of Girls, Boys and Adolescents.44

Evaluation interviewees indicated that UNICEF’s advocacy is helpful in keeping specialised committees focused in the face of competing demands on the development of a legislative response to school violence. The two Houses of Congress (Deputies and Senators) have recognised that school violence consists of much more than “bullying” and UNICEF is providing technical assistance to the specialised Education committees to harmonize education legislation with the new General Law.

Government and other interviewees noted that UNICEF provided useful advocacy for other laws. In 2011, two important laws – the Migration Law and the Law on Refugees and Complementary Protection were promulgated, with support from UNICEF/Mexico which included advocacy for inclusion of child rights in these laws. The 2011 country report noted that UNICEF/Mexico had been supporting various institutions with the aim to protect the rights of children in situations of regional and domestic migration, with a particular focus on preventing violence and exploitation. While progress was made in the early years of the 2008-2013 Country Programme, the new government that came into power in late 2012 resulted in this issue losing momentum. This changed with the mid-2014 crisis of unaccompanied migrant children from Central America, forcing the issue back onto the federal agenda. The result was a new protocol for the care of migrant children, developed by DIF with support from agencies IOM, UNHCR and UNICEF, which included care in shelters. UNICEF responded to a specific request from the Mexican Foreign Ministry for UNICEF to support the development of a Protocol for Consular Assistance to children in situations of migration, which once implemented and evaluated will be shared with the eleven countries of the Regional Conference on Migration.

### 4.2.2 Institution Building and Coordination at National and Sub-National Level

**Output 2.2:** By the end of 2012, inter-institutional mechanisms for the protection of the rights of children in internal and international migration are operating, documented and disseminated.

**Key findings:** “Without UNICEF we would not have done what we have done with the rights approach. It was basic to the work that everyone now does within DIF.” This key informant interview comment from a priority region in southern Mexico highlights a general perception among the targeted states that, without an injection of ‘fresh thinking’ and links to international norms around child rights, these issues would not have been easily considered by state and municipal actors. UNICEF/Mexico has assisted through extensive support for training of various officials, including immigration services and police, and has also worked with the federal government and partners on protocols for responding to child rights in immigrant situations, especially important given rapid increases in trans-migration.

UNICEF has substantially contributed to the development and piloting implementation of inter-institutional mechanism for the protection of the rights of children in internal and international migration. In reviewing the 2008-2013 Country Programme and reports on progress, and in considering the results of key

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44 See www.leyderechosinfancia.mx.
informant interviews, the evaluation found clear evidence on how UNICEF/Mexico supported and strategically focused efforts in a manner aimed at strengthening the federal and state systems for child protection overall and for VAC in particular. This includes advocacy and technical support for the establishment of Child Rights Commissions in both houses of Congress. Having said this, key informants knowledgeable about Latin America child protection overall noted that Mexico’s system was still weaker and had more gaps that need to be addressed than many other upper middle income countries in the region. The evaluation concludes that the capacity strengthening provided is useful but gap analysis indicates that there is still a very large unmet need for further capacity strengthening. A range of key informants noted that the content of the training was highly relevant to the specific capacity needs to address VAC in Mexico.

UNICEF/Mexico had identified major challenges with respect to systems strengthening at federal and state levels. These include institutional weaknesses, information gaps, lack of capacity and coordination, absence of models and protocols. In reviewing the 2008-2013 Country Programme and reports on progress, and in considering the results of key informant interviews, the evaluation found clear evidence on how UNICEF/Mexico supported and strategically focused efforts in a manner aimed at strengthening the federal and state systems for child protection overall. This is consistent with UNICEF/Mexico’s role in an upper middle income country, where many aspects of the system are in place, and where weaknesses can be approached in a more precise, strategic manner. Having said this, key informants knowledgeable about Latin America child protection overall noted that Mexico’s system was weaker, less comprehensive and had more specific gaps than many other upper middle income countries in the region.

The focus for the 2008-2013 programme period was on more disadvantaged states, selected on the basis of poverty and child development indicators, emphasising the more serious gaps in child protection in these states. For 2014-2018, this has shifted to a more strategic focus on information generation and sharing, and advocacy, helping the federal government and all 32 states identify and fill key gaps in child protection.

### 4.2.2 National Level Institutions and Coordination

The elaboration of clear responsibilities between agencies for child protection and strategies against VAC is one of the advances of the 2014 General Law on Child Rights. Given Mexico’s complex federal structure, depending on nature of the issue at stake child protection matters can either be of federal or local jurisdiction.

Prior to the law, the entity with the greatest remit for overseeing child protection policy was the National Agency for Family Development (DIF). This agency is a division of the Ministry of Health, and is responsible for coordinating social assistance services nationally, including to the elderly and those with disabilities. The DIF is mirrored at state and municipal levels, and therefore has important reach to all 2,456 municipalities. According to Mexican political traditions the honorary Presidency of DIFs at Federal, State and Municipal levels is occupied by the spouse or female relative of the head of the executive at each level. The DIF at national and state levels is Mexico’s Central Authority for adoption purposes, is in charge of alternative care and runs programmes for the protection of street children and those in situations of migration. The 2014 General Law creates a Child Protection Authority at Federal, State and Municipal Levels – the ‘Procuradorias de Protección’, building on previous functions in the DIF, with increased powers to coordinate other agencies in the diagnosis, referral and determination of child protection restitution plans. The Federal Child Protection Authority has been created within the National DIF, and likewise at state level in the majority of state legislations deriving from the General Law.
Following the decentralization of juvenile justice to the states from 2005, there is no central policy-making body for juvenile justice at national level, something expected to be remedied in forthcoming national juvenile justice legislation.

Migration policy is dealt with as a federal issue. It falls under the National Institute of Migration, subordinate to the Ministry of the Interior, as well as the Foreign Ministry and the National Agency for Family Development.

UNICEF/Mexico’s advocacy at the federal level helped lead to the establishment of Child Rights Commissions in both houses of Congress. Issues regarding the reduction of VAC were important elements under discussion in these commissions. Child Rights Commissions in the Chamber of Deputies and the Senate were created and made permanent in September 2012 and April 2014 respectively. These Commissions are mandated to give prior opinions on child-related legislation before it passes for vote in the Plenary of both Houses of Congress. The Chamber of Deputies Commission makes recommendations for appropriations for child-related policies and programmes in the Federal Budget. Both Commissions played a key role in the process of revision and passing of the General Law for Girls, Boys and Adolescent Rights.

To support the major institutional reforms mandated by the 2014 General Law, UNICEF/Mexico is now providing technical support for the roll-out of the new National System for Integrated Protection of Children’s Rights at federal, state and municipal levels, with better coordination between institutions to both guarantee children’s rights, address equity gaps, and strengthen special protection measures for protection and restitution of rights when these are threatened or violated.

### 4.2.3 Sub-National Level Institutions and Coordination

Prior to the passing of the General Law twenty-eight Mexican states had established child rights committees with varying functions and powers, providing useful experience for the establishment of new state level integrated protection systems. UNICEF had given technical support to several of them.

An important UNICEF strategy to support the development of local child protection systems, and specifically in relation to VAC, was the participative design and piloting of an Inter-Institutional Model of Responding to Violence against Children in indigenous rural communities in Chiapas and Oaxaca where levels of violence are high. The model is reported to have generated more comprehensive referrals of children at risk, while children’s cases are being better documented, more cases of violence against children are being reported, and the system is now being extended to other states. The model was piloted in Chiapas and Oaxaca, to develop and test operational flows between actors to attend cases.

During the field visit to Chiapas, the evaluation consultants found that in the communities they had visited, local child protection agents were applying ‘child rights restitution plans’ in relation to cases of violence and abuse detected. This was shortly after a roll-out training had been conducted by UNICEF’s implementing partner, the Office for the Defence of Children’s Rights, ODI, in Chiapas. This contributes to evaluation evidence from other interviews and documentation that the training strategy was effective and had the impact of ensuring the adoption of common child protection procedures in these communities, which previously had little resources for responding to violence and gender based violence against children.

In 2014 UNICEF provided support for the replication of the model to the states of Hidalgo, Jalisco, Puebla, Morelos and Tabasco in training sessions. The evaluation team observed one of these training...
sessions carried out with multiple sector actors (justice, welfare, education, security, and others) in Pachuca, Hidalgo and found that it was useful for the participants.

The evaluation identified evidence of the growing commitment and capacity of states to take a more pro-active approach towards fighting violence against children in the fact that several states were engaging in a mapping exercise to identify gaps to be addressed. With UNICEF/Mexico technical support, violence against children and child protection resources were among the issues analysed in State Level Situation Analyses completed in Chiapas, Oaxaca, Yucatán, Zacatecas, Chihuahua, Hidalgo and Jalisco, and have been planned for others. Starting in the 2008-2013 Country Programme, UNICEF/Mexico held regular consultations with authorities in the states of Tabasco, Nuevo Leon, Jalisco, State of Mexico, Chihuahua, Puebla, and the Federal District in relation to their budgeting for children. Consequently, since 2013, these states have included a budget line for social policy related to child welfare and protection.

4.2.4 Community Level Structures For Prevention and Response to VAC

The formation of local Child Protection committees provides a mechanism not only to respond to child protection cases, but also to develop behavioural change campaigns to elevate awareness of VAC issues. Key informants at subnational and federal level indicated that motivation, commitment and capacity of these committees to co-ordinate a response to violence against children varies across states and municipalities. Children’s committees, formed under the guidance of the Mexican Network of Child Friendly Cities, have been actively working to prevent VAC through peer education. They are also involved in raising awareness among children who may have been subject to violence that their problem is not unique, and that there are ways to get help. UNICEF and the network of civil society organizations REDIM, have provided regular support to the Mexican Network of Child Friendly Cities to strengthen their capacity to promote child rights policy coordination, child rights budgeting and child participation at municipal level.

In each state, National System for Integral Family Development (DIF), has a presence, and it plays a key role in co-ordinating child protection activities. Key evaluation informants stressed that there are still important gaps that need to be addressed. There are leadership challenges associated with the fact that the head of the DIF in each state is headed by the spouse or a female relative of the chief executive of the state. While this gives considerable access at the political level, it has meant that implementation is uneven and practices are not well entrenched within DIF at state level. These DIF-level interventions are especially unlikely to gain traction in states with large indigenous populations where customary law led by local less formal leaders is still powerful. The UNICEF-supported inter-institutional protocol to prevent gender-based violence against children in indigenous communities, piloted in Chiapas and Oaxaca, promoted dialogue and agreements between state led authorities and traditional authorities at community level to agree roles and responsibilities for child protection.

In a country with the size and population of Mexico and with the limited budget of the Mexico Country Office, community-level project activity supported by UNICEF is directed toward the development of innovative intervention models, and the generation of an evidence base for their wider take-up. The specific numbers of children and adolescents covered in these pilots are not indicative of the impact targeted, given the intended demonstration effect. Rather, the numbers directly reached are negligible in relation to the total population. For this reason, the evaluation agrees with UNICEF/Mexico in its strategy to support the implementation of a mix of innovative actions on the ground coupled with policy advances and policy implementation to obtain impacts at state and federal levels. A recent example of this is the inclusion of the child protection procedure developed in Oaxaca and Chiapas which is now applicable nationwide via the General Law.
The 2008-2013 UNICEF Country Programme, focused on trying to strengthen links between the formal and less formal systems, and it is also an area where UNICEF/Mexico 2014-2018 Country Programme is focusing additional attention. One example is the UN Joint Programme on Prevention of Gender Violence, which has a specific strategy on intercultural challenges and effective programming.

4.2.5 Capacities of Structures to Prevent and Respond to VAC within the Child Protection System

UNICEF has been active in the development of training tools and supporting the implementation of training to strengthen capacities among a range of national actors in various VAC related subject areas. A range of key informants noted that the content of the training was highly relevant to the specific capacity needs to address VAC in Mexico. Unfortunately, little information is available regarding the impact of the various forms of training that have been provided as post-training evaluations were not conducted. For this reason, the evaluation could not assess the actual impact of the capacity strengthening that was provided. Future impact evaluations are planned.

One of the aims of UNICEF’s technical and capacity building support is to ensure an appropriate balance between preventive and responsive actions. With better situation analysis, budgeting and co-ordination at subnational level it is hoped to promote more community and family-based preventive interventions. For example, one aim is to increase the capacity of child protection agents in the early identification of risks at family and community levels, and to ensure that protection interventions take into account family needs and resources, and supports enhancing family resources. Within the context of the 10 Points for Children initiative, UNICEF is working with the Juconi Foundation to train child protection services in ten states on how to work better with families in the prevention and response to violence. Key informants from government in one of the ten states, in southern Mexico, noted that Juconi’s involvement has been important in terms of improving the level of care provided to children in protection centres, and working with families in cases of domestic violence. Key informants also highlighted a wide range of capacity development and technical support provided to state and municipal governments and partner organisations and institutions, and argued that such an approach tended to help build relationships and support for child rights.

In collaboration with the Supreme Court, and the Office to Defend Children’s Rights, ODI, UNICEF has developed and disseminated materials for justice operators at all levels on child appropriate procedures and protocols for handling cases with children as witnesses, plaintiffs and defendants. An on-line course on Child Rights and Accessing Justice was developed with the Supreme Court and opened to 3,500 participants in the first cohort in 2014. The course trains Justice Operators in international standards, family law and related areas in specific methodologies for adjudicating child violence cases, thereby increasing access to justice for victims of abuse and their families. Within the same partnership, an on-line course on Forensic Psychology for multidisciplinary teams assisting legal processes was developed with UNICEF support for delivery in 2015.

In response to rising numbers of accompanied and unaccompanied children crossing borders, UNICEF supported the creation of a specialized body of Child Protection Officers within the Mexican Migration Institute from 2008, and their annual training with support from UNICEF, IOM and UNHCR. Each year since 2008 between 300 and 500 Mexican migration staff have been trained to be Child Protection Officers. In 2012, 75 migration officials in Tapachula on the border with Guatemala have received training in Child Rights, and another 1000 federal migration officials have received online training in human and child rights.
In 2014, at the request of the Mexican Foreign Ministry, UNICEF provided technical support for the development of a protocol on how best to protect children’s rights in a range of situations related to their identity, custody, family and migration status. UNICEF provided initial training to Mexican consular staff from 50 Consulates in the United States in its application. Further training is planned for 2015. Results monitoring reports have been prepared for the different training activities, and key informants noted that they felt that the training had generally been quite effective.\(^{45}\)

A particular challenge in Mexico has been VAC in the context of organised crime and state efforts to counter the problem. A number of children have been caught up in situations of extreme violence associated with organised crime, including children employed by criminal gangs. In 2011 UNICEF participated in the development of a common protocol for military, security, justice and social welfare personnel to protect the rights of children and adolescents during federal operations against organized crime, and the piloting of training courses in its application. By December 2012 some 60,000 army and navy personnel had been trained by the DIF in the application of the protocol. National and state level procurators, DIF social workers, law enforcement and CSOs were also provided with training to improve their technical skills to prevent and respond to cases of VAC.

The 2008-2013 Country Programme focused on states with large indigenous populations, recognising the particular challenges facing these communities. One example is a pilot initiative in Oaxaca focused on the community-based rehabilitation of children living with disabilities in rural indigenous locations.\(^{46}\) Another is a UN Joint Programme on the Prevention of Gender Violence in Indigenous Communities in Oaxaca and Chiapas, promoting inter-institutional protocols responding to VAC.

### 4.2.6 Child Referral and Case Management System of Children Affected by VAC

Of concern is the limited capacity of the justice system, already stretched thin and saddled with competing demands, to prosecute large numbers of perpetrators in a timely fashion. Overloading limited judicial resources in the event of a sharp increase in reported cases could undermine confidence in the system. The evaluation identified various bottlenecks and service provision gaps. It is often unclear which of the numerous local, state, and federal agencies bear responsibility for investigating a crime and ensuring care for an abused child. Crime reporting in Mexico is extremely low (levels of under-reporting are not known), and the same holds true for abuse cases. Fear of reprisals or that the government may take a child away prevents many families, relatives or community members from speaking up.\(^{47}\)

UNICEF supported the development of protocols and models for responding to violence in rural indigenous communities, and for expanding non-custodial juvenile justice, as per Output 2.1. Key informants within and outside of UNICEF/Mexico noted that this has contributed to improved quality of referral and case management of children affected by violence. The Consolidated Results Report for the 2008-2013 Country Programme noted that a key expected result was that 'in at least 50% of denounced cases of child sexual exploitation and violence victims are provided with psychological and legal support'.

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Child sexual exploitation was not specifically measured, but violence against children was. The report noted that, in 2011, there were 21,031 cases of VAC reported to the Social Welfare Agency, of which 1,666 were sent for prosecution and 8,843 were referred to hospital treatment.\textsuperscript{48} As baselines data on referrals was not available, however, the evaluation could not determine actual changes in reporting and the quality of referrals/case management. The evaluation could only infer that at least half of the children had received psychological and legal support with no clear evidence of the exact extent of improvement and the level of contribution of UNICEF to this result.

UNICEF has provided support for the development of a hospital-based model of integrating a public prosecutor inside the Paediatric Hospital in Iztapalapa, a densely populated urban neighbourhood of some two million people in Mexico City. The model has shown what can be achieved by converging legal resources and health and social services in a common location to prevent and respond to child violence, and brings the service to locations that can be reached by poorer households. Offering medical, social and legal follow-up to child violence cases as an integrated packaged increased detection of and response to sexual abuse of girls and to a lesser extent, boys—53\% of the child violence cases attended involved sexual abuse. The initial impetus for bringing counselling and legal support for abuse to the only referral facility serving over two million people in greater Mexico City came from within the hospital itself.

\textsuperscript{48} The figure for hospital treatment covers those aged 0-19, while cases of VAC covered those aged 0-17.
4.3 Social Norms Change

**Key findings:** UNICEF/Mexico has worked with governmental and non-governmental agencies to create social dialogue on social norms change at all levels, including through pilot testing models in communities. The evaluation found that, though UNICEF provided useful technical support for many interesting Social Behaviour Change Campaigns, SBCC, and life skills development approaches, dissemination and implementation still requires much more coverage. Challenges remain regarding low levels of reporting of VAC due to social norms and protection of perpetrators in the courts through corrupt practices. Findings from key informant interviews and from evaluations suggest that social norms are largely non-conducive to child protection from emotional and physical violence.

Evaluation key informants and documentation indicated that UNICEF/Mexico has worked with a range of governmental and non-governmental agencies to create social dialogue on social norms change. The evaluation found that, although UNICEF provided useful technical support for many interesting SBCC and life skills development approaches, dissemination and implementation still requires much more coverage. Children are not widely viewed as having the right to have their voice heard or influence decision-making at any level. The National Council to Prevent Discrimination, CONAPRED noted in a module on discrimination against children in its National Survey on Discrimination that 3.9% of people surveyed thought children had no rights whatsoever, whereas 27.6% thought children only had the rights that their parents bestowed on them.\(^{49}\)

UNICEF’s partnership with Red por los Derechos de la Infancia en Mexico (REDIM) on a national initiative “10xInfancia” (10 Points for Children) is reported to have yielded some positive results with respect to VAC. As of December 2014, 13 states and over 1500 municipalities had signed on to it.

Fear of, and lack of confidence in the police and other law enforcement officials in Mexico is felt to deter many victims of violence and their families from seeking redress. Several key informants noted that UNICEF technically supported training of law enforcement and justice personnel in human rights and not victimising the victim is a step in the right direction to help citizens feel less apprehensive about bringing abuse cases to police or DIF attention. However, they also noted that such training does not necessarily have an impact on preventing perpetrators from engaging in corrupt practices to prevent prosecution, something which they report is very common. Interviewees also reported other deterrents to reporting on abuse, including boys feeling that they should ‘act like men’ and not report abuse, misdirected guilt, fear of impunity, breaking up the family, reprisal from the abuser or law enforcement, and losing custody of children.

During 2014 UNICEF worked with the Education Commissions of the National Congress to hold a Forum on Violence in Schools in which the UN Special Representative on Violence against Children participated as well as a representative from the Costa Rica Education Ministry. The Forum was attended by legislators from the Senate, the Chamber of Deputies and from State Congresses. It responded to popular demands for punitive forms of legislation to penalise children and families. In contrast, the Forum posited schools as the best place to develop violence prevention strategies, to break cycles of violence and advocate for investment in public policies to strengthen capacities in schools for this purpose. The conclusions from this forum fed into the content of the chapter on the Right to Education in the new

\(^{49}\) Encuesta Nacional sobre Discriminación en México. ENADIS 2010. Resultados sobre niñas, niños y adolescentes. CONAPRED-UNICEF. p. 98
General Law on Children’s Rights, which includes sections on peaceful coexistence in schools. A follow-up forum is planned in 2015, in order to feed into the subsequent harmonisation of the General Law on Education with the General Law on Child Rights, with specific reference to children’s right to grow up free from violence.

Key informants interviewed for the evaluation indicated that public discourse in the country includes children as rights’ holders but that this does not permeate institutional, community or family life. UNICEF and partners’ awareness campaigns are therefore oriented to creating greater public awareness of child rights, including on VAC.

4.4 Monitoring, Research, Evaluation and Use of Data

Key findings: Key informant interview findings and a review of documents highlighted both high capacity in Government to implement a wide range of research activities and UNICEF/Mexico’s leading role in helping identify priority research areas around child rights, including VAC. They also point to solid evaluation and monitoring capacity at federal level to collect data of relevance to measuring progress in child protection, among other fields. UNICEF has also successfully established its own competitive edge, and strategic partnerships, to support the implementation of effective research and development of indicators on child rights and the establishment of an online interface. State level situation analyses have been particularly effective in raising the profile of child protection problems and opportunities. The evaluation found that UNICEF/Mexico has a robust monitoring and evaluation capacity, despite the limited number of staff. Notwithstanding these positive findings, there is still room for increased integration of the results of information gathering into systems strengthening at all levels. This includes deeper integration on knowledge regarding good practices and lessons learned on preventing and responding to VAC.

The planning of knowledge products included in the design of the 2008-2013 Country Programme included local situation analyses and planning documents that are both evidenced and relevant for implementation in local contexts. In part, the aim was to reinforce decentralised planning and strengthen decentralised entities to improve policy and strategy implementation, nuancing federal policies in a manner that makes them more applicable to the local context, but doing so within a child rights framework that recognises international standards.

UNICEF/Mexico has supported the development and distribution of studies aimed at overcoming poor resource targeting, including a comprehensive child poverty assessment (working with the national poverty measurement authority, CONEVAL), and the sub-national situation analyses noted above (with the first ones covering four states with large indigenous populations -- Chiapas, Oaxaca, Yucatán, and Zacatecas, followed by three more in 2015: Chihuahua, Hidalgo and Jalisco).

UNICEF/Mexico has a robust monitoring and evaluation capacity, despite the limited number of staff. It works with federal government agencies with high research or monitoring capacity, as well as with state level agencies. The office competently manages incoming information and cataloguing and sharing information. UNICEF/Mexico works closely with key government agencies to plan research needs annually, and to play a small back-up roll in tracking progress and commenting on reports if needed. Given high levels of competency in Government, attention is focused on agenda-setting rather than technical support for implementation and write-up.
UNICEF/Mexico’s M&E unit also monitors the annual work plans, and tracks progress against the country programme. This includes tracking finances, raising issues in particular when funds are not spent in a timely manner, but also covering performance monitoring. Results monitoring is engrained in the M&E system, and UNICEF/Mexico work plan reporting includes results. The office runs an online indicator tracking system, quantitative in focus but allowing space for narrative. Historically UNICEF/Mexico has been able to follow-up to verify information because of the focus on a limited number of states and a presence in each state. Under the 2014-2018 Country Programme, this has now become significantly more challenging because all 32 states are included.

Key informant interview findings highlight both high capacity in Government to implement a wide range of research activities, and UNICEF/Mexico’s leading role in helping identify priority research areas around child rights. At outcome level, the 2008-2013 Country Programme was ranked as ‘on track’ in terms of informed policy design based on ‘consistently high quality analysis and publications’. The 2008-2013 Country Programme focused on policy and legal advocacy at the national level and studies to inform this, and more detailed investigations in areas where particular child protection issues presented themselves, focusing on the seven priority states mostly in the south. This is shifting as a result of the new strategy in the 2014-2018 Country Programme, where national advocacy has now been complemented by expanded state-level information collection for advocacy and programming purposes.

Under the 2008-2013 Country Programme, UNICEF/Mexico supported a wide range of research activities in the seven priority states and, based on particular issues arising, other states as well. Of particular importance have been partners with the national poverty measurement authority, CONEVAL, as well as the national statistical agency INEGI. For the latter, UNICEF is directly involved in three statistical specialized committees, allow UNICEF/Mexico to play a direct role in reviewing a range of survey tools to consider how information of relevance to child rights could be considered.

Towards the end of the Country Programme, UNICEF/Mexico technically supported state-level situation analyses, with the process expanding to new states on a regular basis into 2015, to continue in the future. There was a particular emphasis on engagement with government and civil society, and consultations at community level, to build a support base for the situation analyses and buy-in for the results. The publication of the first four reports, covering Chiapas, Oaxaca, Yucatan and Zacatecas represented the first time that these investigations had been conducted at sub-national level, and provided previously unavailable information to decision-makers at state level. Following publication, a series of consultative meetings were held to disseminate results, and a number of knowledge products were developed for circulation and sharing online. In line with its focus on equity, in 2014 UNICEF/Mexico also supported a study mapping public service availability for children under-five in marginalised communities in municipalities with the lowest human development index in seven states. UNICEF’s contribution was to test at municipal level how these services, including violence prevention and response, were delivered or reaching families. This important reality check is feeding back into policy design for better coordination and common standards across programmes.

**National Data Collection and M&E Feedback Into National Decision-Making**

Mexico, as an upper middle income developing country, has highly developed data collection and analysis capacity. This includes the high capacity National Statistics Office (INEGI). The evaluation found that UNICEF has successfully provided technical support to strengthen data collections and analysis.

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50 UNICEF/Mexico (2015). “PCRs and IRs and Indicator Status by Business Area as of 24 January 2015”, prepared by UNICEF/Mexico, Mexico City, Mexico.
further. In 2010 UNICEF partnered with INEGI to hold a regional conference on child rights indicator development.

UNICEF has successfully supported the alignment of knowledge management in 2010 to national and regional systems consolidating more than 279 child-related indicators to enhance monitoring of disparities affecting children and analysis on social programmes and expenditures, (www.infoninez.mx).

Mexico’s Council of Evaluation of Social Development Policy (CONEVAL) is the legally mandated body for independent poverty measurement and social policy evaluation, and is also a high capacity organisation with the resources needed to fulfil its data collection, analysis and dissemination purposes. UNICEF has also partnered with CONEVAL to issue biannual national measurements of child poverty, utilising CONEVAL’s multi-dimensional poverty measurement methodology which, in addition to income measurement, examines access to social rights across multiple dimensions (including housing, education, health and social security).

As one senior key informant in UNICEF/Mexico put it, because UNICEF offers strategic support for child protection policy and programming in Mexico, ‘documentation of actions is key’. For the 2008-2013 Country Programme, UNICEF/Mexico focused particular attention on careful documentation of the work undertaken and the results of programme actions. There was particular attention to documenting good practices, and showing by example how other good practices could be documented. While this documenting is useful, there is still a need for deeper integration on knowledge regarding good practices and lessons learned on preventing and responding to VAC into efforts across all levels.

A range of studies carried out during the programme period informed policy discussions and service delivery strategies, including the following:

- Inputs into the child labour module of the biannual occupation and employment survey (from 2007)\(^51\).
- Supporting data disaggregation and inclusion of information on crimes against children as part of the public security and justice surveys,\(^52\)
- Supported refinement of the Juvenile Justice Information System, using UNICEF’s Global Core Indicator’s Manual,\(^53\)
- Supported studies on juvenile justice in all 32 states.\(^54\)
- Supported a study on birth registration, including trends in registration.\(^55\)


\(^{55}\) Derecho a la identidad: La cobertura del registro de nacimiento en México 1999-2009.
• Support de-institutionalisation of unaccompanied migrant children, and undertake analysis on child migrants\textsuperscript{56}.
• Support a study on school-based gender violence.\textsuperscript{57}
• Documentation of good practices in child protection in terms of the following:
  o Rural child protection systems in Oaxaca and Chiapas).
  o Urban child protection systems (Federal District).
  o Non-custodial juvenile justice measures and civil society engagement (Federal District).
  o Child labour prevention and school inclusion for children of migrant farm workers (Sinaloa).
  o Community-based rehabilitation for children with disabilities in rural and indigenous communities (Oaxaca).
  o Developing supervision and care standards for residential care (federal district).

When asked about the utility of UNICEF-supported research, key informants were almost always positive when discussing these studies, and often gave examples of how they were using the results of these studies. Quantitative surveys were often conducted by CONEVAL, and were felt to be of high quality.

UNICEF/Mexico is incorporating the Monitoring Results for Equity System as both a programming and monitoring tool. Given the size of the country and the limited human and financial capacity of the Country Office, particular adaptations are necessary. Since Mexico has strong national data collection capacity, UNICEF concentrates on influencing national survey design, questions and disaggregation, and now sits on three technical statistical committees in order to do so. It uses its 10 Points for Children advocacy platform with states and municipalities to monitor changes in key indicators at subnational level. It also takes advantage of field presence providing technical assistance in key states and on key issues to collect information at community level on the impact of services on the lives of children and their families, to feed back into policy design and adjustment. The analysis of deprivations, bottlenecks and barriers to child rights fulfilment is incorporated in situation analysis conducted at national and subnational levels.

\textsuperscript{57} Informe Nacional sobre Violencia de Género en Educación Básica en México (Primera Parte)
4.5 Children’s Participation in Implementation, Evaluation of VAC Reduction

**Key findings:** Child participation presents a major challenge in Mexico at all levels, in part due to the recognised status of children as rights bearers but their voices are socio-culturally not yet widely included in planning and decision making. UNICEF/Mexico’s role in an upper middle income country is consistent with support for enhanced children’s participation in policy and programming, and UNICEF/Mexico has been active in this regard. Greater emphasis on facilitating attitude change towards the inclusion of children’s voices in decision-making is still needed in social behaviour change communications.

The 2008-2013 Country Programme, as well as the 2014-2018 Country Programme, both include prioritisation of child engagement in decision-making, considered from the particular strategic advantage point of UNICEF in a well-resourced upper middle income country. Attention to adolescent participation and resilience and to reducing gender violence in schools is thus included in the UNICEF country programme in order to strengthen families and communities and reduce school dropouts. For this reason, UNICEF/Mexico has focused on the active participation of indigenous children in their communities in arenas were UNICEF/Mexico has been active, including in the education sector in Chihuahua and Oaxaca. UNICEF/Mexico also supported the involvement of children, including indigenous children, in national consultations, including a conference on millennium development goals in the post-2015 era held in Jalisco state in 2014.

UNICEF supported the participation of 114 adolescent girls from 20 indigenous groups in Chihuahua and Oaxaca in a Forum of Indigenous Girls for Educational Inclusion where they reflected upon gender equality, migration, child rights and indigenous identity. Participants shared the results of the meeting with high-level federal and state authorities who then committed to increasing support for inclusion and completion of girls in education and to fight discrimination. UNICEF also capitalised on the International Day of the Girl Child, together with other UN agencies, to work with children to develop innovative public awareness messages for advancing girls education. UNICEF has also worked with the National Council to Prevent Discrimination (CONAPRED) on a range of initiatives to prevent bullying, discrimination against indigenous children, children living with disabilities, hate speech (including social media), children of African descent and LGBT children. CONAPRED has been especially important in terms of helping government to understand the importance of meeting international standards of non-discrimination, as elaborated by the United Nations Commission on Human Rights, and UNICEF has played an important convening role in this regard.

The Country office also sponsored children to attend international workshops on adolescent participation. In 2013 and 2014 UNICEF Mexico developed and implemented a strategy for revealing and ensuring responses to barriers to educational inclusion and community participation for girls in indigenous communities. In conjunction with the Ministry of Education’s Indigenous Education Department, state education secretariats, the indigenous peoples’ development council, and local NGOs, a methodology for participative workshops was developed. In 2013 two workshops were held with adolescent girls and their mothers from different indigenous communities in the states of Oaxaca and Chihuahua. By examining issues such as gender, cultural identity, migration, reproductive health, in specific workshops, the

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58 One-on-one interview with CONAPRED.
adolescents identified barriers they were facing in their access to education and then presented their findings to high level authorities in the state.

Mothers and teachers were also involved in reflections on the same issues. UNICEF/Mexico noted that, in the case of Oaxaca, this led to the Governor announcing the development of a State Plan against Discrimination in Education. In 2014 this effort was followed up by workshops with didactic supervisors and indigenous teachers within the state education systems, and two further kick-off forums with adolescents girls were held in Yucatan and Mexico State. The strategy involved participative bottleneck analysis with indigenous girls, their families and teachers, gaining political commitments from state governors to address them, and follow up training with teachers and educational supervisors to sensitise them to these barriers and how to overcome them. To date the strategy has been applied in four states, while the Country Office plans to apply this participative bottleneck analysis methodology much more widely through the adoption of UNICEF developed technologies such as U-Report and Edu-track.

Children in Mexico are directly participating in the global #ENDViolence Campaign to eliminate violence against children, and with a Mexico-based initiative initiated by UNICEF partner REDIM that is bringing children together to campaign ‘For a Childhood without Violence’. In 2014, some 54 municipalities belonging to Mexico’s Child Friendly Cities Network, with support from UNICEF and REDIM, organised a children’s walk (Caminata) to promote child participation in preventing and eradicating violence against children and adolescents. According to UNICEF and DIF-Hidalgo, children’s networks are being formed in Hidalgo and in other states. With support from UNICEF the Hidalgo network participated in a conference on Good Practices for Ensuring Child Rights at the Local Level and a workshop on “Systemising Public Investment in Children” that brought municipalities in Hidalgo together to discuss how to plan and budget for activities for children’s welfare and protection. The experience remains to be documented, but findings suggest that children, when offered the opportunity to participate in activities to further understanding of child rights, are keen to take part and make determined emissaries.

The evaluation team spoke with some members of the Pachuca chapter of the Mexican Network of Child Friendly Cities that has been operating since 2012 and is involved in enhancing public awareness around VAC. The three adolescent girls representing the Network spoke enthusiastically about the benefits of meeting children different from themselves in the course of promoting child rights. Doing so helped to open their minds, they noted, and helped them appreciate the dangers of gender, economic and ethnic discrimination. They said that they are taking better care of themselves, their friends and siblings now that they are more aware of their rights. The girls cited bullying, teen pregnancy, sexual violence and substance abuse as among the most important issues affecting them and their peers, and felt that children once apprised of their rights were more inclined to respect those of others.

The team also met with a number of migrant/refugee children being held in a joint DIF-migration facility in Tenosique, Tabasco, near a border crossing from Guatemala. Children reported that migration officials did not ask their opinion with respect to their vulnerability to violence/safety in their country. Several child interviewees noted they could no longer attend school because of the risk of being caught in gang crossfire both en route and at their schools.

Having said this, it should be noted that the evaluation team had fairly limited exposure to children while in the field, so the degree to which these findings represent the broader situation is unknown.
### 4.6 Child Protection Gender and Equity Issues

| Output 2.1 | By the end of 2013, children in marginalised urban, rural and indigenous communities benefit from functioning inter-institutional protocols and methodologies to respond to violence and exploitation, including their access to justice and social care as victims, witnesses and perpetrators. |
| Output 2.2 | By the end of 2012, inter-institutional mechanisms for the protection of the rights of children in internal and international migration are operating, documented and disseminated. |

**Key findings:** UNICEF has played an important role in Mexico in helping focus attention to gender and equity in the design of child protection programming in general and VAC in particular because of its strategic role on advocacy and informed decision-making. The evaluation found that key informants in different settings recognised UNICEF’s contributions in this respect. UNICEF has been providing consistent advocacy to ensure that gender issues are well considered in all activities although more attention needed to be devoted to dealing with sexual violence against boys and not just girls. Advocacy to continue scaling up efforts on VAC against LGBTI children, children with disabilities, and other especially vulnerable children also need continued attention.

Because of UNICEF/Mexico’s strategic role focused on advocacy and informing decision-making, UNICEF has an especially important role in Mexico in helping ensure attention to gender and equity in child protection programming. The evaluation found that key informants in different settings recognised UNICEF’s contributions in this respect. UNICEF/Mexico’s close working relationship with CONEVAL and INEGI, and the fact that UNICEF/Mexico sits on an advisory panel reviewing questionnaire design for various surveys, means that it has been able to advise accordingly. This has included support for child sensitive ethical protocols that are relevant for interviewing children.

### 4.6.1 Gender Issues

Gender equality was a cross-cutting strategy throughout the implementation of the two country programmes. The evaluation found that UNICEF has been providing consistent advocacy to ensure that gender issues are well considered in all activities even if there are still some gaps that need attention.

Some examples, together with the results of interviews with key informants and document review, serve to support this evaluation finding. The 2008-2013 Country Programme makes explicit reference to assisting Mexico in aligning with the 2015 Millennium Development Goals of the Convention on Eliminating All Forms of Discrimination Against Women (CEDAW). In more general terms, the country programme addressed the need to overcome access barriers to equal justice for all, ensure that men and women have equal opportunity to exercise their rights, and increase the penalties for gender violence. In 2013 a detailed gender assessment was conducted to inform the 2014-2018 Country Programme. One recent study on gender violence in basic education conducted with 35,000 students in the last two years of primary and first two years of secondary school, served as a key effort to understand, and consider how to address, gender stereotypes and violence in school settings. This has reportedly resulted in a

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60 Some elements with regards to Outputs 2.1 and 2.2 have been discussed in previous sections. In the current section only aspects regarding gender and equity will be discussed.
62 Ministry of Education (2010). National Study on Violence in General and Basic Education, prepared by the Ministry of Education with support from UNICEF/Mexico, Mexico City, Mexico.
number of initiatives by the Ministry of Education, including specifically targeted materials for primary and secondary school teachers, which was thereafter documented by UN Women.63

One gap that has been identified is the need for more attention to dealing with sexual violence against boys and not just girls. UNICEF/Mexico directly supported implementation of pilot interventions under a UN Joint Programme to Prevent Gender Violence in Indigenous Communities, with UNFPA, UNESCO, UNDP and ECLAC, in the states of Oaxaca and Chiapas which have high levels of poverty and large indigenous populations. What was especially important here was that the pilot initiatives considered the intersection between marginalisation and gender violence. The experiences indicated that sexual violence against boys had been under-highlighted.

UNICEF/Mexico also sits on the Inter-Agency Group on Gender. UNICEF/Mexico has actively advocated for making children more visible in gender analysis, and helping ensure that gender reporting includes consideration of children. UNICEF/Mexico also contributed to the UN Country Team submission to the Committee on the Elimination of All Forms of Discrimination against Women, including children’s issues. Since 2012 Mexico has been celebrating the International Women’s Day as a day for ‘women and girls’.

In 2013 the UN Trust Fund Programme on Gender Violence was concluded after three years. The Programme, involving four other UN agencies as well as UNICEF, involved participatory planning with a range of community members, including children, and mobilisation of local leaders to develop a range of community-based interventions. This was evaluated in its final year, and evaluation recommendations led to the development of good practice documentation and an overall set of guidelines for replication and scaling-up.

UNICEF’s implementation of strategies for reducing violence against children in areas with large indigenous populations through promoting girls’ education continue although implementing partners indicate that bringing about change in strongholds of traditional male dominated leadership is challenging. Many cultures in Oaxaca and Chiapas continue harmful traditional practices that run counter to the interests of women and children, especially girl children. These include early marriage, which may put a young girl at risk of sexual and domestic violence. In 2013, UNICEF and four other UN agencies through a joint programme consolidated an inter-cultural approach, subsequently translated into a Good Practices protocol, to reduce gender violence in indigenous communities. Efforts are channelled through participatory planning and mobilisation of traditional authorities to develop community led responses.

### 4.6.2 Equity Focus, Human Rights, Cultural Sensitivity in Country VAC Efforts

Evaluation key informants within the UNICEF CO noted that, in many cases, national research already considers important gender and equity issues, but that CP section provides technical support in situations where this may not be clear. UNICEF/Mexico has also specifically sponsored research that has included consideration of gender based violence, marginalised persons, access to services by location and socio-economic status, and similar issues. The situation analyses that UNICEF/Mexico has been supporting have, further, devoted due consideration to a range of gender and equity issues, including modification of this based on the particular situation facing each state. UNICEF/Mexico has supported a number of efforts to disaggregate data across males and females and more broadly to support gender analysis in terms of how poverty, exclusion and violence affects boys and girls.64

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63 UN Women/Mexico (2014). Assessment of the Ministry of Education’s Strategies to Prevention Gender Violence in Schools, prepared by UN Women/Mexico, Mexico City, Mexico.

4.6.3 Consideration of Needs of Children with Disabilities

The 2008-2013 Country Programme addressed children with disabilities in the context of developing better indicators and information systems to keep track of especially vulnerable children. UNICEF/Mexico also helped develop models for social inclusion of children with disabilities in remote indigenous communities but good practices and lessons learned still need to be adapted and replicated to other localities. An initial baseline study on numbers of children out of school in Oaxaca, indicated that the main reasons for children being out of school where i) lack of birth registration documents, ii) having a disability and iii) involvement in child labour.

Mexico was a strong promoter of and has signed and ratified the Convention on the Rights of Persons with Disabilities. UNICEF/Mexico used the launch of the 2013 State of the World’s Children to highlight the particular issues around children and disabilities in Mexico. In 2014 UNICEF/Mexico submitted a summary of issues around children and disabilities to the Committee on the Rights of People with Disabilities, which tracks progress in this regard.

The document “Case Study on Community Rehabilitation for Children with Disabilities in Rural Indigenous Communities”, was prepared for the United Nations Department of Economic and Social Affairs as a supporting document for the Convention on the Rights of People with Disabilities State Parties Conference. It was, in part, based on findings from the 2008-2011 community-based rehabilitation programme focused in indigenous communities in Oaxaca. Preparatory work conducted to develop the programme found that children with disabilities were less likely to be attending school, and tended to be hidden at home. This work did not, however, specifically discuss the issue of disabilities and violence. Attention to the special situation of children with disabilities and VAC needs much more scaling up.

4.6.4 Consideration of Needs of Other Types of Vulnerable Children

The number of children living on or working in the streets nationwide is not known, nor is there information that indicates the origins of children. Interviews with key informants knowledgeable about the issue noted that most children tended to have a place to go to at night and come from extremely poor households that do not necessarily offer a safe environment.

One of UNICEF’s successful partners is the Juconi Foundation, a national civil society organisation, based in the city of Puebla. The evaluation team interviewed a Juconi representative who indicated that UNICEF’s support was useful for strengthening the foundation. Juconi provides personalised support to highly vulnerable children and families trapped in cycles of both family violence and chronic poverty. In 2009, UNICEF awarded a prize to Juconi for its innovative methodology and effectiveness in reaching out children engaged in street activities. The provision of prizes for effective work helps motivate implementing organisations. Such UNICEF prize giving initiatives also provide a good opportunity for awareness raising and the dissemination of good practices. It would be useful to replicate such efforts in other areas. Frequently, this population is so socially marginalised that it becomes effectively ‘invisible’

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66 Una mirada a la infancia y la adolescencia en México. 1° Premio UNICEF http://www.unicef.org/mexico/spanish/17054_28046.htm
67 JUCONI prefers not to use the term street children because often children working on the street have families, while the term suggests that these children are living on the streets.
and beyond the reach of traditional programmes. These children tend to face severe challenges in terms of staying in school, creating and maintaining functional relationships, and otherwise enjoy a healthy childhood. As a result, many end up involved in street activities as a means to make a living, or to escape from difficult home lives.

4.6.5 Children in Conflict or in Contact with the Law

To divert children and youth engaged in criminal activities from incarceration and its associated risks, UNICEF and NGO partners have developed and piloted models for non-custodial sentences and community reintegration in Mexico City. The evaluation found that the models are successful and that they are already being disseminated and replicated in additional states. Fourteen civil society organisations are working in collaboration with local government in the capital to provide non-custodial alternatives, including vocational training, counselling and anger management, family support and reintegration assistance to juvenile offenders.

UNICEF provided support for the development of protocols for restorative justice of juvenile delinquents and managing children and adolescents involved in gangs. The protocol for Adolescents in Conflict with the Law acknowledges the vulnerability of this age group, particularly in a society increasingly dominated by criminal gangs, and has helped remove over 700 children and adolescents from illegal pursuits, and divert them from detention to rehabilitation and counselling. The 2005 constitutional reform instituted a specialised system of juvenile justice in Mexico and subsequent state legislations in this regard. With rising concern about crime levels, several states subsequently reformed their juvenile justice legislation to increase the range of crimes for which custodial sentences are mandatory and to increase the lengths of custodial sentences. Currently Mexico has the anomaly that adolescents accused of the same crime can be convicted with sentences ranging from 5 to 20 years depending on which state they are prosecuted in. The harmonisation of juvenile justice norms and ensuring that they are in line with international standards is the objective of Child Protection Output 2.3 on Juvenile Justice and UNICEF is likely to be engaged in intensive advocacy in this regard.

4.6.6 Response and Prevention - Consideration of Children by Age Categories

Evaluation key informants involved in the UN Working Group on Youth and Adolescents noted that UNICEF had been very active in the Group and following through on agreed actions. In this and many other aspects of the work of the UNICEF CP Section in Mexico, the evaluation found that UNICEF had been proactive and their inputs appreciated. The Working Group is one mechanism to leverage the reputation of the UN in getting the needs of adolescents and young people on the national agenda. In addition, UNICEF has provided advocacy support to a USAID-funded project, Juventudes 2030.

Juventudes 2030 brings together government stakeholders, civil society organisations, academics and UN agencies to make public policy recommendations and showcase good practices for youth and adolescents, including attention to reducing VAC. The 2008-2013 and 2014-2018 Country Programmes include components relevant to different age groups, including specific issues around early childhood and adolescence, with UNICEF using a life cycle approach for programming.

UNICEF/Mexico has worked with the Ministry of the Interior on the National Social Prevention of Violence and Crime Programme. Seventy-three districts around the country account for 59% of all reported crime, and the Programme focuses on these areas. UNICEF/Mexico provided advisory support to ensure attention in particular to the 12-17 year age-group, and for the development of criteria for municipal government projects to prevent VAC within the programme. In 2014 the Programme financed approximately 6,000 community activities to promote a culture of peace and community cohesion,
including sporting and cultural activities. This included 740 training activities in relation to children’s rights, prevention of bullying, positive parenting and prevention of ill-treatment and abuse of children. In 2015 the results of a Social Cohesion Survey, undertaken in 2014 by INEGI, will provide a baseline for measuring the impact of the Programme on young people.

4.7 UNICEF’s Leadership, Leveraging, Convening and Partnership Roles

**Key findings:** Despite operating in an uncertain and continually changing political environment, including varying levels of state ambivalence towards international development partners, UNICEF/Mexico is seen as a key and effective partner in the area of child protection.

This sub-section considers whether and how UNICEF/Mexico has engaged with key actors in child protection, using its experience and expertise in an appropriate manner to improve programming and policy.

Evaluation key informants within civil society, among other development partners and within UNICEF/Mexico itself consider UNICEF/Mexico’s advocacy and technical support role one of its main strengths. Throughout the evaluation, interviewees frequently referred specifically to the current UNICEF Representative and the Child Protection Team for putting and keeping child rights at the forefront of national, state and community political agendas. According to interviewees at two other UN agencies, UNICEF/Mexico is considered the ‘go-to source’ for guidance and technical assistance on all matters related to child protection, including VAC, and the evolving needs of children and adolescents. The continually changing political environment and varying levels of ambivalence of the government towards development partners have proved challenging. UNICEF has, however, still been able to maintain its position as a leader on Child Protection overall and violence against children in particular.

During the evaluation, key informants in the UNICEF/Mexico CO noted the difficulties associated with navigating the complicated political environment on a number of occasions. These challenges included the change over in Government during the 2008-2013 Country Programme and the replacement of a broad range of actors at the federal and state levels. In an upper middle income country with high implementation capacity, UNICEF’s role needs to be very strategic, and considerable caution is warranted to ensure that different stakeholders are in agreement on the best way forward. Most recently UNICEF/Mexico advised the federal government on the international standards and best interest of the child norms of relevance to the General Law on the Rights of Girls, Boys and Adolescents. The General Law was passed with key provisions in place. This has also applied at state level, and is one reason why the participatory planning and execution of situation analyses is considered to be key in identifying problems and challenges and agreeing to a way forward in child protection programming.

With the change from a sectorally-focused Country Programme until 2013 to a more integrated Country Programme from 2014, cross-sectoral programming is more likely and is also expected to be more successful. For example, staff from different disciplines in UNICEF/Mexico are working together in Outcome Groups, focusing on achievement of the outcome overall rather than within a particular sector. In early child development, there are specialists involved from health and nutrition, early
education and child protection working together to achieve results and targets associated with that outcome.

Despite these gains, the 2008-2013 Country Programme faced a number of co-ordination challenges, both at federal and state levels. The complex implementation environment, coupled with a change in government during the 2008-2013 Country Programme, and ambivalence towards external development partners (whether bilateral or multilateral) has meant that UNICEF/Mexico has had to proceed carefully. Institutional fragmentation, high staff turnover and communication bottlenecks across institutions have meant that effective dialogue about children’s rights is extremely challenging. In many respects these challenges are replicated at sub-national level, further complicated by partisan politics, weak implementing environments in some states, and the residual of different laws and regulations affecting children. As a consequence, UNICEF/Mexico has had to move with a degree of caution, and has to ensure high levels of research and monitoring to see how the situation changes over time.
5 EFFICIENCY ISSUES IN PROGRAMME IMPLEMENTATION AND OBTAINING RESULTS

**Key findings:** In an upper middle income country such as Mexico, UNICEF’s role is strategic and focused. The evaluation found that the UNICEF/Mexico country office has managed programming in VAC in as efficient a manner as possible, especially important in a financially constrained situation. For the period 2008-2013, UNICEF/Mexico’s child protection budget was under USD 1 million a year, a fraction of the amount provided to at least one major international child focused NGO. UNICEF/Mexico has its expected allocation on VAC programming, with expenditures tracked and recorded and conducted to consider results and impacts, and opportunities for scaling up. UNICEF/Mexico invests extensively in knowledge management to support advocacy, and legal and policy advances show progress. With the passage of the General Law in 2014, UNICEF/Mexico’s support to applied research activities to inform child protection should yield a positive return on investment, as the states endeavour to align with the new General Law.

### 5.1 Introduction

**Efficiency** focuses on the cost effectiveness of resources allocated compared to results.\(^{68}\) The section comprises an analysis of the availability and use of resources, the efficiency of child protection programming design and implementation, as well as the use of information resources, all considered from the point of efficiency, based on available information, and reliant in particular on opinions about how efficiently implementation has proceeded.

### 5.2 Funding Allocations

Consistent with its role in an upper middle income country, UNICEF/Mexico operates a small, low resourced operation. The 2008-2013 Country Programme allocated under USD 1 million a year to child protection. Given that Mexico has the funds for child protection programming and a relatively well trained and experienced human resource base overall, and sufficient funds to build solid, formal interventions in this regard, UNICEF/Mexico has necessarily had to look for strategic entry points and interventions that have strong possibilities for scaling-up and replication. For the 2008-2013 Country Programme UNICEF/Mexico’s child protection programming including dealing with the particular challenges facing states and areas with large indigenous populations that are, by national standards, relatively poorly reached with child protection outreach and services. A second strategic entry point is associated with the federal government and policy and legal development.

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5.3 Human Resource Allocations

There are a total of 40 staff at UNICEF/Mexico, 6 international and 11 national officers, and 22 support staff (1 post was vacant at the time of this evaluation). The Country Office was recently reorganised, aimed at obtaining what they regard as a more appropriate balance in terms of programme, communication and resource mobilisation expertise. The Child Protection Section was also reorganized to increase staff able to provide high quality technical assistance in response to demand. In child protection, there are now six staff (up from 4 previously): a new chief currently being recruited, 3 child protection officers, 1 research assistance and 1 programme assistant. There is also recognition that the skills profile for those involved in Child Protection is very high, and that this means attracting the right, skilled and experienced personnel.

For both strategies, UNICEF/Mexico has carefully documented programme activities and considered the types of knowledge management products that would best influence decision-makers and federal and state levels. As elaborated in Section 4, gaps remain and not all supported activities have been as successful as hoped. UNICEF uses various other monitoring methods, such as narrative tracking of outputs to verify results and field visits to observe how well planned activities are playing out on the ground, and to validate reported results. Information collected is used to inform planning, advocacy and technical assistance. As also elaborated in Section 4, UNICEF has partnered with Mexico’s competent National Council on Policy and Social Development Evaluation, as well as with the Mexican Statistical Institute, which has the mandate for monitoring and evaluating government activities and which collects various types of data for national programming, respectively.

Overall, UNICEF’s Child Protection Unit in Mexico is making the most of limited resources. Staff are overextended, but remain committed to the full Country Programme. Given the circumscribed nature of UNICEF’s assistance in Mexico, it is unlikely that allocating the moderate budget at its disposal any differently would have yielded better results, save the possibility of additional financing for human resources within child protection in UNICEF/Mexico. As the mid-term review for the 2008-2013 Country Programme noted69 (page 37), “UNICEF is widely perceived by Mexican public opinion as well as government counterparts as a strong, impartial and credible advocate for the rights of children … Of crucial importance is UNICEF’s credibility, moral authority and the high-quality technical competency of UNICEF’s staff to generate innovative ideas of relevance for the country. Continued staff development in this direction becomes therefore crucial to the delivering of programme results. Highly effective advocacy work requires the right staff profile and resources (time, financial, etc.) in order to conduct effective policy dialogue and build trust with stakeholders by providing regular technical support.”

5.3.1 Information Resources

UNICEF/Mexico has established efficient systems of information collection and sharing. Government conducted data collection activities have been largely of high quality, and UNICEF/Mexico now serves on three technical committees that review survey questionnaires content to consider children’s issues. As elaborated throughout this report, UNICEF/Mexico’s focus on advocacy and lessons learning for scaling-up and replicating effective child protection programming has resulted in engagement in, and in some cases direct support for, preparation of a range of knowledge products. Key informant interview results suggest that these materials are widely used by a range of actors, and as a result UNICEF is increasingly

69 UNICEF/Mexico (2010). Mid-Term Review of the 2008-2013 Country Programme, prepared by UNICEF/Mexico, Mexico City, Mexico.
viewed as a key resource for child protection information. This holds for VAC programming, with careful consideration of programme results, and inclusion of VAC in a range of data collection activities.

Field programmes falling under the 2008-2013 Country Programme were implemented by a range of partner organisations, with evaluations conducted of each. As part of preparation for the 2014-2018 Country Programme, UNICEF/Mexico carefully reviewed these partnerships and, for the new programme, selected those who had performed best to move forward with implementation of other programmes, including in other locations.

A review of monitoring systems shows that both programme activities and the results of these programme activities have been regularly monitored, and that data are well organised and accessible, and used for monitoring progress. Despite staff shortages, UNICEF/Mexico has been able to attract qualified personnel with the skills and experience necessary to monitor complex programming, and access this information.
6 SCALING UP AND SUSTAINABILITY OF RESULTS ON VAC

Key findings: The evaluation found that UNICEF/Mexico oriented much of its support with the aim of providing effective models for scaling up efforts on VAC and obtaining sustainability over the short, medium and long term during the 2008-2013 Country Programme. For 2014-2018, the focus has shifted more towards advocacy and support across all states.

Evaluation findings suggest that VAC programming for 2008-2013 has been implemented in a manner that is focused on specific priority issues and generally worked using approaches that are conducive to obtaining sustainable results, with key informants reporting important government buy-in in priority states. Scaling up to new states is being carried out and monitored using a system specifically developed to track and address indicators of progress across a shared priority agenda. At this juncture, it is too soon to establish whether this new strategy will be successful.

This section covers an analysis of sustainability of country efforts and achievements, including opinions on how government has responded to UNICEF/Mexico support and what this implies for sustainability. It covers the extent to which financial sustainability and related scalability are possible. Sustainability considers the strategic orientation of the intervention towards making a significant contribution to broader, long-term, sustainable development challenges, and also considers the likelihood that results of an intervention are durable and can be maintained or even scaled up and replicated by intervention partners.

6.1 Short and Medium Term Sustainability of VAC Results

The evaluation found that UNICEF/Mexico has oriented all of its support with the aim of providing effective models for scaling up efforts on VAC and obtaining sustainability over the short, medium and long term. Under the 2008-2013 Country Programme, UNICEF/Mexico focused specific attention at two levels: 1) poorer states with large indigenous populations; and 2) federal level policy and legal developments, and associated consistency in child protection policies and legislation at state level. The first focus was aimed at helping Mexico respond to particular challenges associated with indigenous populations, including low levels of service access, poorer development indicators, strong traditional norms that may not always enhance child protection, and social marginalisation. The second focus was aimed at, in part, establishing national standards that meet international norms, supporting application of these standards at state level, and serving the best interests of children.

The 2014-2018 Country Programme retained the second focus, but for the first focused less on specific states and more on the application of lessons learned to all 32 states, of which 18 have been receiving priority support; 3 states with the highest levels of poverty nevertheless remain a key focus for on-the-ground activities. Of the 18, as of late 2014, 13 had signed the ‘10 points for children’ initiative designed to address priority equity gaps for children, including access to protective services. A key role UNICEF/Mexico has played is supporting the collection and sharing of information aimed at advancing child rights. One activity started during the earlier country programme and now expanded during the new country programme has been the conduct of situation analyses at state level across the country. In doing so, it has nevertheless continued to focus attention on especially disadvantaged states and supporting continued attention to underserved populations. One key informant associated with a human rights organisation noted that ‘Mexico is so large and complex that it is important to recognise this complexity,'
and offer important advice and insights and information. There are populations that are excluded from society and discriminated against, this is where UNICEF can play an important role’. The situation analyses can play a key role in this regard.

6.2 Scaling Up to New States and Financial Allocations

As one officer in UNICEF/Mexico pointed out, their total budget was less than one-tenth of the budget of a single international non-governmental organisation. The issue of financial allocation is less important in an upper middle income country than is the case in lower income countries, and the strategic and cautious use of funds in a complex political and administrative environment is more important than the amount expended. UNICEF/Mexico is, of course, regularly looking for resources for its programming, but does so considering this role. Scaling up therefore relates less to UNICEF/Mexico’s direct financial engagement and more to its ability to draw resources to child protection.

Scaling-up is a key focus of the 2014-2018 Country Programme. Some activities targeting the most disadvantaged states during the 2008-2013 Country Programme have been scaled up within these states and with new states. Under the current Country Programme, UNICEF/Mexico has shifted from a focus on a subset of states to all 32, with a key focus on advocacy and information sharing. While the situation analyses being rolled out to all 32 states (with 18 priority states) represent perhaps the clearest examples of ‘scaling-out’, UNICEF/Mexico has carefully considered a range of initiatives and their relevance for new locations, including gender violence and education, expanded child participation, girls education, marginalised populations, and children affected by crime. UNICEF/Mexico is also now focusing attention on helping states to take the new General Law and applying it to state-level legislation. There is recognition within UNICEF/Mexico and among partner agencies that the shift to 32 states is not without risk.

UNICEF/Mexico has used results monitoring and evaluations to help evidence scaling-up. This applies for child protection education interventions and a range of other activities that took place under the 2008-2013 Country Programme, including juvenile justice, child migrant rights, child labour, and community-based rehabilitation of children living with disabilities. With 32 states and many large and powerful non-state actors, there will certainly be setbacks and new challenges. One challenge relates to UNICEF/Mexico’s role in Mexico, which relies on the power of evidenced persuasion rather than playing a more direct role in implementation. As a result UNICEF/Mexico is focusing on follow-up with partners and state actors to support continued attention to prioritise child protection issues. As one example, assessment findings from programme reviews suggest that past efforts to strengthen the capacity of the justice system to deal with child victims of violence and child perpetrators will need continued attention.

6.3 Sustainability of Institutional and National Counterparts’ Strengthened Capacities and Partnerships

As Mexico is an upper middle income country with considerable human resources, UNICEF/Mexico has historically focused on more disadvantaged states and municipal areas. Key informants within UNICEF/Mexico have noted that there has been, and remains, considerable scope for strengthening human resources in the child protection arena, especially in these states, but applicable in different ways throughout Mexico. The aim of programming has therefore been to provide good examples of what
works, advocate for improved service delivery, support training throughout the sector, and work with other actors to roll-out relevant activities.

6.3.1 Going Forward: Mexico CO’s 2014-2018 Country Programme

To ensure the scaling up and strengthening the sustainability of UNICEF supported accomplishments with legal and policy framework/model development, UNICEF has integrated good practice and lessons learned from the previous programme cycle into the 2014-2018 programme document. It is thus worthwhile including discussion on the 2014-2018 UNICEF programme here as it is almost entirely focused on ensuring country-wide coverage as well as medium and long term sustainability of past achievements.

The signing of the UNDAF 2014 – 2019 marked the establishment of a new milestone between the Government and the 24 UN agencies in Mexico. For ease of implementation, it included simplified results and a more coherent approach. A new UNICEF Country Programme Document 2014 – 2018 was negotiated thereafter between UNICEF/Mexico and the federal government. The proposed new programme structure combines a life cycle approach focusing on addressing gaps in early childhood and adolescent development with increased analytical capacity to pinpoint equity gaps, the development of integrated protection systems and a strong communications, resource mobilisation component. The 2014-2018 Country Programme has five programme components, one of which aims to build a system for child rights and protection (component II. Integrated protection systems), as shown in the following figure:

Figure 3: Country Programme Structure for UNICEF/Mexico

The 2014-2018 Country Programme continues to hold a national focus in relation to federal policies, but shifts to greater engagement at subnational level with all 32 states. Previous situation analyses had indicated disparities not only between states but within states in relation to pockets of poverty and
exclusion at municipal level, particularly among indigenous populations. The Country Programme seeks to engage all state governments in addressing these equity gaps. Situation analyses also indicated that the highest levels of violence were not necessarily in the states experiencing the greatest poverty levels. Under the new Country Programme UNICEF engages all 32 states through the 10 Points for Children advocacy and monitoring platform, and is providing technical assistance and capacity progressively to a growing number of states.
7 CONCLUSIONS AND RECOMMENDATIONS

There are three key result areas considered for the evaluation:

- **Key Result Area 1**: Better child protection systems that include national laws, policies and services across sectors, in particular justice and social protection, to protect all children from violence, exploitation and abuse.\(^7\)
- **Key Result Area 2**: Dialogue stimulated on social networks and nationally that reinforces social conventions, norms and values that favour the prevention of violence, exploitation, abuse and unnecessary separation for all children and lead to questioning of child rights’ violations, including harmful conventions and practices, while ensuring respect for the views of children and building on young people’s resilience.
- **Key Result Area 4**: Improved country level monitoring, research, evaluation and use of data on child protection.\(^7\)

Seven evaluation questions were specified:

- **EQ 1**: How relevant, appropriate, and coherent is UNICEF’s global Child Protection Strategy and the related strategies and results proposed in the 2009-2013 MTSP with respect to protecting children against violence at Mexico country level?
- **EQ 2**: How relevant and coherent is the programme logic of the Mexico VAC programme?
- **EQ 3**: How effective has the UNICEF-supported Mexico child protection programme been in terms of implementation processes and programme results regarding VAC?
- **EQ 4**: How effectively have the VAC-related Mexico child protection programmes integrated key cross-cutting themes and implementation modalities, including gender equality, disabilities, other human rights and equity considerations, country context and capacity into design, implementation, monitoring and evaluation to feedback into policy and decisions?
- **EQ 5**: How effective have UNICEF’s advocacy, leadership, leveraging, convening and partnership roles been at country level in Mexico to protect children from violence?
- **EQ 6**: How efficient have UNICEF’s organisational processes and country programme management practices been in obtaining results with regards to VAC at Mexico country level?
- **EQ 7**: To what extent are VAC programme implementation processes and results in Mexico sustainable and can they be scaled up over the immediate,\(^7\) medium and long term?

\(^7\) Note: In the 2009, 2010, 2011 Annual Thematic Reports on FA4, KRA1 is defined as ‘Better national laws, policies, regulations and services across sectors to improve child protection outcomes, in particular justice for children, social protection systems, and services in place to protect, reach and serve all children, notably those identified as vulnerable to harm, marginalized, or in contact with the law’.


\(^7\) With immediate operationalized as 0-5 years, medium as 6-10 years, long term as 10 years or more.
7.1 Conclusions

1. Advocacy

The evaluation found that UNICEF has contributed substantially to legislative reform processes in the programme period and beyond. Evaluation interviewees affirmed UNICEF’s engagement at the federal level focused on maintaining VAC in the limelight through continuous advocacy efforts to increase coordination and develop a national framework for child protection. UNICEF’s advocacy role, recognised by key informants in government and civil society interviewed during the evaluation, was particularly noted with respect to the passage of the 2014 General Law on Girls, Boys and Adolescents´ Rights but also for other laws, policies and plans. UNICEF can only provide advocacy and technical support for the adoption of laws and policies. It is not, of course, responsible for the adoption of national laws. Persistent advocacy has, however, contributed to the formalising of the 2014 General Law can be seen as a major step forward for Mexico.

The evaluation found that, despite operating in an uncertain and continually changing political environment—including varying levels of state ambivalence towards international development partners—UNICEF/Mexico is seen as a key and effective partner in the area of child protection.

2. Systems Strengthening

While Mexico has extensive structures across levels and departments of government, there are disincentives affecting the ability of officials to take bold action. The 2014 General Law will provide the framework for the strengthening of the child protection systems at all levels. As with many countries, it is likely that the vast majority of children in need of protection will not be reached with protective services. With changes in norms and a stronger implementation environment, it is likely that considerable gains could be made in child protection.

The evaluation found that UNICEF has contributed to the development and testing of inter-institutional protocols and methodologies to respond to violence and exploitation, including their access to justice and social care as victims, witnesses and perpetrators. The utility of the protocols still needs to be confirmed following monitoring and impact analysis. The evaluation also concludes that UNICEF/Mexico has consistently monitored results associated with its programme strategy.

UNICEF has substantially contributed to the development and pilot implementation of inter-institutional mechanisms for the protection of the rights of children in internal and international migration. In reviewing the 2008-2013 Country Programme and reports on progress, and in considering the results of key informant interviews, the evaluation found clear evidence on how UNICEF/Mexico supported and strategically focused efforts in a manner aimed at strengthening the federal and state systems for child protection overall. This includes advocacy and technical support for the establishment of Child Rights Commissions in both houses of Congress.

Having said this, key informants knowledgeable about Latin America child protection overall noted that Mexico’s system was still weaker and had more gaps that need to be addressed than many other upper middle income countries in the region. The 2014-2018 Country Programme balance between continuing to provide additional attention to states with large indigenous populations and providing strategic support to other states represents an attempt to redress these problems. A range of key informants noted that

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73 The law was passed after the field work was completed but interviewees had already stressed UNICEF’s advocacy role.
the content of the training was highly relevant to the specific capacity needs to address VAC in Mexico. The evaluation thus concludes that the capacity strengthening provided is useful but gap analysis indicates that there is still a very large unmet need for further capacity strengthening.

3. Social Norms Change

Cultural norms raise particular challenges in effective child protection programming associated with child participation and the exercise of other child rights, in particular affecting indigenous communities, further undermining the ability of government to reach those in need of protection. Cultural norms and institutional weaknesses hamper preventive activities, and slow progress in areas associated with protection of especially vulnerable populations.

UNICEF/Mexico has worked with governmental and non-governmental agencies to create social dialogue on social norms change at all levels, including through pilot testing models in communities. The evaluation found that, though UNICEF provided useful technical support for many interesting Social Behaviour Change Communications (SBCC) and life skills development approaches, dissemination and implementation still requires much more coverage. Continued advocacy to ensure higher Government and civil society budget allocations to these programmes will be needed. Challenges remain regarding low levels of reporting of VAC due to social norms and protection of perpetrators in the courts through corrupt practices.

4. Monitoring, Research, Evaluation and Use of Data

Key informant interview findings and a review of documents highlighted both high capacity in Government to implement a wide range of research activities and UNICEF/Mexico’s leading role in helping identify priority research areas around child rights, including VAC. UNICEF has also successfully established its own competitive edge, and strategic partnerships, to support the implementation of effective research and development of indicators on child rights. State level situation analyses have been particularly effective in raising the profile of child protection problems and opportunities.

The evaluation found that UNICEF/Mexico has a robust monitoring and evaluation capacity, despite the limited number of staff. Notwithstanding these positive findings, there is still room for increased integration of the results of information gathering into systems strengthening at all levels. This includes deeper integration on knowledge regarding good practices and lessons learned on preventing and responding to VAC.

5. Participation, Gender and Equity

Child participation presents a major challenge in Mexico at all levels, children are recognised as rights bearers by a wide range of stakeholders, but less so in society in general. They are not yet widely included in planning and decision making. UNICEF/Mexico’s role in an upper middle income country is consistent with support for enhanced children’s participation in policy and programming, and UNICEF/Mexico has been active in this regard. Greater emphasis on facilitating attitude change towards the inclusion of children’s voices in decision-making is still needed in social behaviour change communications.

UNICEF has an important role in Mexico in helping ensure attention to gender and equity in the design of child protection programming in general and VAC in particular because of its strategic role on advocacy and informed decision-making. The evaluation found that key informants in different settings recognised
UNICEF’s contributions in this respect. UNICEF has been providing consistent advocacy to ensure that gender issues are well considered in all activities although more attention needed to be devoted to dealing with sexual violence against boys and not just girls. Advocacy to continue scaling up efforts on VAC against LGBTI children, children with disabilities, and other especially vulnerable children also need continued attention.

6. Efficiency

In an upper middle income country such as Mexico, UNICEF’s role is strategic and focused. The evaluation found that the UNICEF/Mexico country office has indeed managed programming in VAC in as efficient a manner as possible, especially important in a financially constrained situation. For the period 2008-2013, UNICEF/Mexico’s annual child protection budget was under USD 1 million, a fraction of the amount provided to at least one major international child focused NGO. UNICEF/Mexico has spent 100% of its expected budget on VAC programming, with expenditures tracked and recorded and conducted to consider results and impacts, and opportunities for scaling up. UNICEF/Mexico invests extensively in knowledge management to support advocacy, and legal and policy advances show progress. With the passage of the General Law in 2014, UNICEF/Mexico’s support to applied research activities to inform child protection should yield a positive return on investment, as the states endeavour to align with the new General Law.

7. Sustainability

The evaluation found that UNICEF/Mexico has oriented all of its support with the aim of providing effective models for scaling up efforts on VAC and obtaining sustainability over the short, medium and long term. Evaluation findings suggest that VAC programming has, in fact, been implemented in a manner that is focused on specific priority issues and generally worked using approaches that are conducive to obtaining sustainable results. UNICEF/Mexico’s recognised leadership in child protection, including VAC, has helped to ensure close liaison between UNICEF/Mexico and government as well as civil society actors, which has contributed towards replication and scaling-up of evidenced interventions. Scaling up to new states is being carried out and monitored using a system specifically developed to track progress against agreed indicators.

7.2 Recommendations

All recommendations are for UNICEF, but need to be implemented in coordination with government and other national and sub-national stakeholders.

1. Continue to actively provide advocacy and technical support for the strengthening of co-ordination to address the fragmentation of legal and policy frameworks on VAC across sectors and levels of government.

Motivation, commitment and capacity of various committees to co-ordinate a response to violence against children varies at federal level and across states and municipalities, highlighting the need to collect and show evidence of gaps, and the importance of responding. A focus on systems strengthening may be the right thing to do, but it must be recognised that this will take time. Many actors are still issue focused, and others focus on solving problems after they have risen to a political level. The approach to systems strengthening therefore involves a long timeline, requiring measurement of progress towards systems strengthening at regular intervals.
2. **Provide technical support for scaling up mapping of bottlenecks and service provision gaps together with identification of roles and responsibilities of duty bearers at sub-national level.**

The justice system is already stretched thin and saddled with competing demands. Particular attention is needed to determine which of the numerous local, state, and federal agencies bear responsibility for investigating a crime and ensuring care for an abused child. Include technical support to identify means for improving the efficiency of the justice system.

3. **Continue advocacy to ensure higher government budget allocations for actions on the prevention of VAC and provide technical support for the expansion of SBCC and similar approaches.**

While SBCC is well developed, there needs to be greater government budget allocations for the prevention and response to VAC using a range of mechanisms. It should also include attention to identifying and strengthening positive traditional community-based mechanisms that protect children. UNICEF/Mexico’s particular experience in states with large indigenous populations offers some interesting possibilities in this regard.

4. **Increase focus on motivating the use of innovative methodologies among both government and various non-state actors for effective actions to prevent and respond to VAC.**

Working in an upper middle income country, UNICEF/Mexico does not have high levels of financial and human resources to prevent and respond to VAC directly. Instead, its role is to bring attention to issues around child protection that may not receive sufficient attention, and in so doing motivating other entities to do more. Means to increase government and non-state actor commitment to VAC programming may include provision of prizes and other public recognition of good practices, including visibility on the #Endviolence online global platform and behavioural change.

Related to this, UNICEF is in a position to build national commitment to international norms and standards, and to support Mexico learning lessons from other countries.

5. **Strengthen results monitoring and evaluation procedures—accompanied by technical support—to assess the utility of the developed inter-institutional protocols and methodologies to respond to violence and exploitation.**

Continued attention to VAC programming in Mexico presents an opportunity to focus particular attention on disseminating information gathered on the implementation of the protocols to ensure access to justice and social care for victims, witnesses and perpetrators of VAC. Use dissemination opportunities for advocacy and capacity strengthening. UNICEF/Mexico could also further support over-time data collection on VAC.

6. **Deepen integration of information gathered, including regarding good practices and lessons learned on preventing and responding to VAC, into further strengthening systems at all levels.**

While there has been development of models for the prevention and response to VAC with special groups such as indigenous children, knowledge gathered through these models should be more deeply integrated in the improvement of systems strengthening at all levels. It may also be possible to consider using a Theory of Change approach for furthering an understanding of a response and prevention approach to VAC among UNICEF/Mexico, governments, and other partners of what works and what does not and why as the 2014-2018 Country Programme proceeds.

7. **Increase advocacy and focus on specific groups of children—such as children with disabilities—and the types of VAC that affect them. Consistent with this, increase focus on the prevention and response to sexual and physical abuse of boys. Continue to focus relevant project attention on more deprived indigenous communities.**
UNICEF has been providing consistent advocacy to ensure that gender issues are well considered in all activities, although more attention needs to be devoted to dealing with sexual violence against boys in particular.

There is a specific need to increase both child participation in child protection issues, and in increasing commitment to child participation. This highlights a broader need to consider how social norms undermine VAC programming. Attention to the special situation of children with disabilities and VAC needs to be scaled up as well. UNICEF/Mexico’s support for strategic programming in states with large indigenous populations was important during the evaluation period, and warrants further attention in future programming.
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## ANNEX 1  SUMMARY RESULTS MATRIX: GOVERNMENT OF MEXICO – UNICEF COUNTRY PROGRAMME 2014-2018

### Millennium Results Matrix: Government of Mexico – UNICEF Country Programme, 2014 – 2018

#### Millennium Development Goals / Millennium Declaration Commitments / CRC Article(s):
- MDGs: MDG1: Eradicate Extreme Poverty and Hunger; MDG2: Achieve Universal Primary Education; MDG3: Promote Gender Equality and Empower Women; MDG4: Reduce Child Mortality; MDG5: Improve Maternal Health. **Millennium Declaration Commitments:** I (Values and principles), III (Development and poverty eradication), V (Human rights, democracy and good governance). **CRC Articles:** 1, 2, 3, 4, 17.

#### National Development Priorities: National Development Plan 2013-2018. National Target no.2: An inclusive Mexico. Objective 2.1 To guarantee the effective exercise of social rights for the entire population. Strategies 2.1.1, 2.1.2. Objective 2.2 To transit towards an equitable and inclusive society. Strategies 2.2.1, 2.2.2, 2.2.3. Objective 2.3 To ensure access to health services. Strategies 2.3.1, 2.3.2, 2.3.3, 2.3.5. Objective 2.4 To increase access to social security. Strategies 2.4.1, 2.4.2. **National Target no. 5 Mexico with Global Responsibility.** Objective 5.1 To widen and strengthen Mexico’s world presence. Strategy 5.1.2, 5.1.6, 5.1.7.

#### UNDAF Outcomes: Outcome area I. *Equality, equity and social inclusion.* & Outcome area VI. *Alliance for development.*

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</thead>
</table>
| 1. Policy analysis and knowledge generation            | By the end of 2018, monitoring mechanisms for child rights are created and functioning with the production of high quality disaggregated data and through the analysis of policies and programmes related to children. | Management information system in place regularly providing data on children to inform planning and resources allocation, with particular focus on improving data collection on violence and exploitation against children. No system exists in 2013. Particularly, regular disaggregated data on homicide and suicide available. National data on violent injuries is incomplete and data on sexual abuse and exploitation is lacking. | Management information system in place, with disaggregated data made available on violence against children. | • National Statistics Institute (INEGI)  
  • Office of the Presidency  
  • Ministries of Health (SSA), Education (SEP) and Social Development (SEDESOL)  
  • Red por los Derechos de la Infancia (REDIM)  
  • Centers of Excellence  
| MTSP Outcomes: Social Inclusion                         | Percent of federal social policy budget on programs that target children and explicitly address children living in extreme poverty (multidimensional) 6% of the federal spending is explicitly addressed on children on extreme poverty. *Source: Own estimates based on Presupuesto de Egresos de la Federación 2013* 12% of the federal spending is explicitly addressed on children on extreme poverty. | | |
|                                                        | Children in most vulnerable and excluded populations covered by social protections systems. 45.51% of children/adolescents in poverty do not have access to federal social protection programs *Source: Own calculation based on ENIGH 2010.* 30% of children/adolescents in poverty do not have access to federal social protection programs | | |

### Millennium Development Goals / Millennium Declaration Commitments / CRC Article(s):
- MDGs: MDG1: Eradicate Extreme Poverty and Hunger; MDG2: Achieve Universal Primary Education; MDG3: Promote Gender Equality and Empower Women.
Women; MDG4: Reduce Child Mortality; MDG5: Improve Maternal Health. **Millennium Declaration Commitments:** I (Values and principles), III (Development and poverty eradication), V (Human rights, democracy and good governance). **CRC articles:** 1-10, 12-16, 19-20, 23-32, 34-40.

**National Development Priorities: National Development Plan 2013-2018. National Target no. 1: Mexico in Peace.** Objective 1.5 To guarantee human right’s respect and protection and eradicate discrimination. Strategies 1.5.1, 1.5.2, 1.5.4. **National Target no.2: An inclusive Mexico.** Objective 2.1 To Guarantee the effective exercise of social rights for the entire population. Strategy 2.1.3. Objective 2.2 To transit towards an equitable and inclusive society. Strategy 2.2.2. Objective 2.4 To increase access to social security. Strategy 2.4.1.

**UNDAF Outcome:** Outcome area I. *Equality, equity and social inclusion.*

<table>
<thead>
<tr>
<th>Programme Component (and related outcome of the MTSP)</th>
<th>Programme Outcome ($)</th>
<th>Key Progress Indicators, Baselines and Targets (for each Outcome)</th>
<th>Major Partners, Partnership Frameworks and Cooperation Programmes</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. System building for child <strong>rights and protection</strong></td>
<td>By the end of 2018 laws, institutions and budgets are in place for an integrated system to guarantee the rights of children and adolescents, including special mechanisms for protection against violence, abuse and exploitation, and specialized juvenile justice.</td>
<td><strong>Indicator</strong>&lt;br&gt;Existence of National Legislation in line with international standards</td>
<td>Specific Law on Child Rights (2000) does not establish mechanisms, and standards vary between states. <a href="http://www.diputados.gob.mx/LeyesBiblio/pdf/185.pdf">http://www.diputados.gob.mx/LeyesBiblio/pdf/185.pdf</a> Constitutional Reform art. 4 y 73 (2011) <a href="http://www.diputados.gob.mx/LeyesBiblio/pdf/1.pdf">http://www.diputados.gob.mx/LeyesBiblio/pdf/1.pdf</a></td>
</tr>
<tr>
<td>MTSP Outcomes: Child Protection.</td>
<td></td>
<td><strong>Target</strong>&lt;br&gt;General Law on Child Rights with implementation mechanisms at federal, state and municipal level is approved and in operation, and wider harmonization of legislation in progress.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>Clear referral pathways and professional accountabilities established for child and gender-sensitive responses to violence, abuse, exploitation and neglect for all sectors in contact with children.</strong> (MTSP 6.3)</td>
<td>National Development Plan 2013-2018 proposes developing specific guidelines for preventing and responding to violence against children. Two federal protocols and several local protocols exist for inter-sectoral response to violence against children, but are not adopted on a national scale.</td>
</tr>
</tbody>
</table>

**National Development Priorities: National Development Plan 2013-2018. National Target no. 1: Mexico in Peace.** Objective 1.5 To guarantee human right’s respect and protection and eradicate discrimination. Strategies 1.5.1, 1.5.4. **National Target no.2: An inclusive Mexico.** Objective 2.1 To Guarantee the effective exercise of social rights for the entire population. Strategy 2.1.1. Objective 2.2 To transit towards an equitable and inclusive society. Strategies 2.2.1, 2.2.2, 2.2.3. Objective 2.3 To ensure access to health services. Strategies 2.3.1, 2.3.2, 2.3.3, 2.3.5. Objective 2.4 To increase access to social security. Strategy 2.4.2. **National Target no.3: Mexico with Quality Education.** Objectives 3.1 & 3.2 To guarantee inclusion, quality and equity in the education system. Strategies 3.1.3, 3.1.5, 3.2.1, 3.2.2

**UNDADF Outcome:** Outcome area I. *Equality, equity and social inclusion & Outcome area IV. Citizen security, social cohesion, and justice.*

<table>
<thead>
<tr>
<th>Programme Component (and related outcome of the MTSP)</th>
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</tr>
</thead>
</table>
| 3. Early Child and Primary-age Child Development with Equity | By the end of 2018 children 0-5 years old, especially the 1.6 million living in extreme poverty, have their rights to survival, development, protection and participation guaranteed through comprehensive early child development policies, and children 6-11 years old have equitable access to quality primary school, with special attention to indigenous girls and boys. | | **-** Ministry of Education (SEP)  
**-** CONAFE  
**-** Ministry of Health/Seguro Popular  
**-** National Welfare Agency (DIF)  
**-** Ministry of Social Development (SEDESOL)  
**-** Oportunidades (cash transfer programme)  
**-** Senate And chamber of Deputies  
**-** Ministry of Finance (SHCP)  
**-** State and Municipal governments  
**-** Civil Society  
**-** Private sector |
<table>
<thead>
<tr>
<th>Indicator</th>
<th>Baseline &amp; source</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of children receiving early education in rural and indigenous areas</td>
<td>452, 599 children (2010)</td>
<td>Increase the coverage of early education in rural and indigenous areas.</td>
</tr>
<tr>
<td>Source: <a href="http://www.conafe.gob.mx/educacioninicial/Paginas/default.aspx">http://www.conafe.gob.mx/educacioninicial/Paginas/default.aspx</a></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of out of school children 3 - 11 years old</td>
<td>Preschool (3-5 years): 2,942,092 children out of school Primary (6-11 years) 407,458 children out of school Total 3-11 years : 3,349,550 children out of school Source: CENSO 2010</td>
<td>Reduce the number of out of school children by 10%</td>
</tr>
<tr>
<td>Multisectoral, costed and sustainable national plan including clear targets on reducing under nutrition, especially among the most vulnerable groups.</td>
<td>No plan exists in 2013 that includes all necessary sectors.</td>
<td>Plan exists and is designed to go to scale nationally.</td>
</tr>
<tr>
<td>% &lt;1 birth registration</td>
<td>93.4% nationally, 97-7 % urban, 82% rural (2009) Source: INEGI/UNICEF 2012</td>
<td>100%</td>
</tr>
</tbody>
</table>

**Millennium Development Goals / Millennium Declaration Commitments / CRC Article(s):**

**MDGs:** MDG1: Eradicate Extreme Poverty and Hunger; MDG2: Achieve Universal Primary Education; MDG3: Promote Gender Equality and Empower
### National Development Priorities:

- **National Development Plan 2013-2018. National Target no. 1: Mexico in Peace.** Objective 1.5 To guarantee human right’s respect and protection and eradicate discrimination. Strategies 1.5.1, 1.5.2, 1.5.4.
- **National Target no.2: An inclusive Mexico.** Objective 2.1 To Guarantee the effective exercise of social rights for the entire population. Strategy 2.1.1. Objective 2.2 To transit towards an equitable and inclusive society. Strategies 2.2.1, 2.2.2, 2.2.3. Objective 2.3 To ensure access to health services. Strategies 2.3.1, 2.3.2, 2.3.3, 2.3.5. Objective 2.4 To increase access to social security. Strategy 2.4.2.
- **National Target no.3: Mexico with Quality Education.** Objectives 3.1 & 3.2 To guarantee inclusion, quality and equity in the education system. Strategies 3.1.3, 3.1.5, 3.2.1, 3.2.2

### UNDAF Outcome:

- Outcome area I. **Equality, equity and social inclusion** and Outcome area V. **Democratic Governance**

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>4. Adolescent development and participation MTSP Outcomes: Education.</td>
<td>By the end of 2018 positive opportunities for adolescent development and participation are expanded in more inclusive school and community environments, increasing educational access, inclusion and achievement, and adolescents’ resilience and capacity to protect themselves from violence, exploitation and crime, and to prevent early pregnancy.</td>
<td><strong>Indicator</strong></td>
<td><strong>Baseline &amp; source</strong></td>
</tr>
<tr>
<td>Number of out of school children 12 to 17 years old</td>
<td>Secondary (12-14 years): 538,920 children out of school</td>
<td>Reduce the number of out of school children by 10%.</td>
<td></td>
</tr>
<tr>
<td>Upper secondary (15-17 years): 2,191,225 children out of school</td>
<td>Total: 2,730,145 children out of school <strong>Source: CENSO 2010</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enrollment in upper secondary education</td>
<td><strong>Indicator</strong></td>
<td><strong>Baseline &amp; source</strong></td>
<td><strong>Target</strong></td>
</tr>
<tr>
<td>Age</td>
<td>Enrollment, School cycle 2010-2011</td>
<td>Increase national coverage in upper secondary education to 80% (government goal-Pacto por México)</td>
<td></td>
</tr>
<tr>
<td>15-17 years old</td>
<td>66.2 %</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Source:</strong> SNIE, SEP, Coverage school cycle 2010-2011.</td>
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</table>

### Millennium Development Goals / Millennium Declaration Commitments / CRC Article(s):

- **MDGs:** MDG1: Eradicate Extreme Poverty and Hunger; MDG2: Achieve Universal Primary Education; MDG3: Promote Gender Equality and Empower Women; MDG4: Reduce Child Mortality; MDG5: Improve Maternal Health. **Millennium Declaration Commitments:** : I (Values and principles), III
(Development and poverty eradication), V (Human rights, democracy and good governance). **CRC articles:** 1-10, 12-16, 19-20, 23-32, 34-40.

**National Development Priorities: National Development Plan 2013-2018. National Target no. 1: Mexico in Peace.** Objective 1.5 To guarantee human right’s respect and protection and eradicate discrimination. Strategies 1.5.1, 1.5.4. **National Target no.2: An inclusive Mexico.** Objective 2.1 To Guarantee the effective exercise of social rights for the entire population. Strategy 2.1.1, 2.1.3. **National Target no. 5 Mexico with Global Responsibility.** Objective 5.1 To widen and strengthen Mexico’s world presence. Strategy 5.1.2, 5.1.6, 5.1.7.

**UNDAF Outcome:** Outcome area I. *Equality, equity and social inclusion & Outcome area VI. Alliance for development.*

<table>
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</table>
| 5. Social and resource mobilization for children’s and adolescent’s rights | By the end of 2018, children and adolescents rights are at the centre of public agendas, generating social dialogue and resource mobilization. | **Indicator** | **Baseline & source** | **Target** | • Private sector  
• Mass media  
• Individual and corporate donors |
| | | Number of mobilization activities and media materials which result in media coverage per year. | In 2012: 8 mobilization events, 29 PRs, 36 speeches or talking points, 3 columns, 10 events with media, 44 interviews, 37 Q&As, resulting in approximately 1722 instances of coverage by print and digital media and 293 by TV and radio | At least 50% more than in 2012. |
| | | UNICEF’s image and brand positioning is strengthen and reaches one of the first two positions in the general public’s Top of Mind as the Expert in Children | TOM (Top of mind) - 20%  
Spontaneous aware - 40%  
Aided awareness - 95%  
Knowledge of what UNICEF does - 50%  
*Source: 2012 Barometer survey results* | |
# ANNEX 2  List of Consulted Stakeholders

<table>
<thead>
<tr>
<th>NAME</th>
<th>POSITION</th>
<th>ORGANISATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alison Sutton</td>
<td>Head of Child Protection Section</td>
<td>UNICEF/Mexico</td>
</tr>
<tr>
<td>Isabel M. Crowley</td>
<td>Resident Representative</td>
<td>UNICEF/Mexico</td>
</tr>
<tr>
<td>Eva Prado Sole</td>
<td>M&amp;E Officer</td>
<td>UNICEF/Mexico</td>
</tr>
<tr>
<td>Dr. Ramon Carvallo Herrada</td>
<td>Director</td>
<td>Paediatric Hospital Iztapalapa</td>
</tr>
<tr>
<td>Ms. Bony Mendoza Heurta</td>
<td>Paediatrician and Project Leader</td>
<td>Paediatric Hospital Iztapalapa</td>
</tr>
<tr>
<td>Leslie Alger</td>
<td>Technical Secretary, Mexican Social Security Institute</td>
<td>Paediatric Hospital Iztapalapa</td>
</tr>
<tr>
<td>Diana Araujo</td>
<td>Co-ordinator of Child Development</td>
<td>National Center for Health of Children and Adolescents</td>
</tr>
<tr>
<td>Maria Morales</td>
<td>Director of Relations with NGOs and Entrepreneurs</td>
<td>National Commission for the Prevention of Discrimination</td>
</tr>
<tr>
<td>Juliette Bonnafe</td>
<td>Programme Specialist</td>
<td>UN Women</td>
</tr>
<tr>
<td>Alison Lane</td>
<td>Director General</td>
<td>Juconi Foundation</td>
</tr>
<tr>
<td>Daniel Jose de Jesus Ponce Vazquez</td>
<td>Deputy General Director of Liaison, Education Programmes and Outreach</td>
<td>National Council to Prevent Discrimination</td>
</tr>
<tr>
<td>Olan Geraldo Ignacio Morales</td>
<td>Technical Secretary</td>
<td>State System for the Integral Development of the Family (DIF) - Tabasco</td>
</tr>
<tr>
<td>Antonio Villareal</td>
<td>Attorney for the Defence of Children and Family</td>
<td>State System for the Integral Development of the Family (DIF) - Tabasco</td>
</tr>
<tr>
<td>Mariana Correa Garcia</td>
<td>Deputy Director of Programme Co-ordination</td>
<td>State System for the Integral Development of the Family (DIF) - Tabasco</td>
</tr>
<tr>
<td>NAME</td>
<td>POSITION</td>
<td>ORGANISATION</td>
</tr>
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<td>------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Luz Elena Sanchez Tello</td>
<td>Director General</td>
<td>State System for the Integral Development of the Family (DIF) - Hidalgo</td>
</tr>
<tr>
<td>Margarita Griesbach</td>
<td>Director General</td>
<td>Advocacy Office for Children's Rights - ODI</td>
</tr>
<tr>
<td>Luisa Rivera Sanchez</td>
<td></td>
<td>Advocacy Office for Children’s Rights</td>
</tr>
<tr>
<td>Juan Martin Perez Garcia</td>
<td>Executive Director</td>
<td>Network for the Rights of Children in Mexico</td>
</tr>
<tr>
<td>Gabriela Castaneda</td>
<td>President of DIF - Pachuca</td>
<td>Mexican Network of Child Friendly Cities</td>
</tr>
<tr>
<td>Alma Ramirez</td>
<td>Director of DIF - Pachuca</td>
<td>Mexican Network of Child Friendly Cities</td>
</tr>
<tr>
<td>Kenya Monroy</td>
<td>President of the Children's Committee</td>
<td>Mexican Network of Child Friendly Cities</td>
</tr>
<tr>
<td>Arien Monterrubio</td>
<td>Member, Junior Committee</td>
<td>Mexican Network of Child Friendly Cities</td>
</tr>
<tr>
<td>Karina Lopez</td>
<td>Member, Junior Committee</td>
<td>Mexican Network of Child Friendly Cities</td>
</tr>
<tr>
<td>David Gustavo Ramirez</td>
<td>Secretary of Economic Development and</td>
<td>Ministry of Economic Development and Tourism, Government of Tabasco</td>
</tr>
<tr>
<td></td>
<td>Tourism</td>
<td></td>
</tr>
<tr>
<td>Patricia Huitrón Garcia</td>
<td>Director of DIF - Tabasco Assistance</td>
<td>Ministry of Economic Development and Tourism, Government of Tabasco</td>
</tr>
<tr>
<td></td>
<td>Programme</td>
<td></td>
</tr>
<tr>
<td>Noemi Olaya Festinher Arias</td>
<td>Co-ordinator of Advisors of the Secretariat for Human Rights</td>
<td>Human Rights Department, Ministry of Interior</td>
</tr>
<tr>
<td>Sandra Romero</td>
<td>Treasurer</td>
<td>Human Rights Department, Ministry of Interior</td>
</tr>
<tr>
<td>Oscar Jacome</td>
<td>Advisor</td>
<td>Human Rights Department, Ministry of Interior</td>
</tr>
<tr>
<td>NAME</td>
<td>POSITION</td>
<td>ORGANISATION</td>
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</tr>
<tr>
<td>Carla Juarez</td>
<td>Deputy Director of Equality and Non-Discrimination</td>
<td>Ministry of Foreign Affairs</td>
</tr>
<tr>
<td>Diego Alejandro de la</td>
<td>Director of Information Protection Policies, General Directorate of</td>
<td>Ministry of Foreign Affairs</td>
</tr>
<tr>
<td>Vega</td>
<td>Protection of Mexicans Abroad</td>
<td></td>
</tr>
<tr>
<td>Carlos Romero Hicks</td>
<td>President of the Education Commission</td>
<td>Federal Senate</td>
</tr>
<tr>
<td>Magdalena Cervantes</td>
<td>Coordinadora del Observatorio del Sistema Interamericano de Derechos</td>
<td>Supreme Court</td>
</tr>
<tr>
<td>Alcayde</td>
<td>Humanos</td>
<td></td>
</tr>
<tr>
<td>Jose Antonio Ruiz</td>
<td>Project Co-ordinator and Focal Point for Youth Relations</td>
<td>UNFPA</td>
</tr>
<tr>
<td>Hernandez</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>