

# NOTES ON CITIZEN DIPLOMACY IN MEXICO 2012-2018

Luz Elena Baños Rivas  
Compiler



MINISTRY OF FOREIGN AFFAIRS  
MEXICO



NOTES ON CITIZEN  
DIPLOMACY IN MEXICO  
2012-2018



# NOTES ON CITIZEN DIPLOMACY IN MEXICO 2012-2018

Luz Elena Baños Rivas  
Compiler



MINISTRY OF FOREIGN AFFAIRS  
MEXICO

Vice-Ministry for Multilateral Affairs and Human Rights  
Directorate General for Liaison with Civil Society Organizations

Minister of Foreign Affairs

*Luis Videgaray Caso*

Vice-Minister for Multilateral Affairs and Human Rights

*Miguel Ruíz-Cabañas Izquierdo*

Director General for Liaison with Civil Society Organizations

*Luz Elena Baños Rivas*

Deputy Director General for Liaison with Civil Society Organizations

*Pedro Eliud Cisneros Cuervo*

Notes on Citizen Diplomacy in Mexico 2012 – 2018 / Luz Elena Baños Rivas, Compiler

Mexico, Ministry of Foreign Affairs, Directorate General for Liaison with Civil Society Organizations, 2018.

The opinions expressed in this book are the exclusive responsibility of the authors and do not necessarily reflect the official position of the Ministry of Foreign Affairs. It is allowed the total or partial reproduction of these articles, as long as the source is mentioned.

**First Edition, 2018**

© Ministry of Foreign Affairs

Directorate General for Liaison with Civil Society Organizations

20 Plaza Juárez, Downtown, Mexico City, 06010.

Printed in Mexico

# INDEX

## **INTRODUCTION**

Luz Elena Baños Rivas

## **SELECTIONS FROM**

### **“CITIZEN DIPLOMACY AND SUSTAINABLE DEVELOPMENT IN MEXICO”**

#### *Introduction*

Miguel Ruíz-Cabañas Izquierdo

#### *Participation of Civil Society in Mexico's International Agenda*

Luz Elena Baños Rivas

#### *Civil Society, a Strategic Ally for the Implementation of the 2030 Agenda for Sustainable Development*

Adolfo Ayuso Audry

#### *Challenges for the Implementation of the Sustainable Development Agenda*

Laura Becerra Pozos

#### *New Multilateralism and Civil Society; Challenges for the Implementation of the 2030 Agenda for Sustainable Development in Mexico*

Rebecka Villanueva Ulfgard

## **SELECTIONS FROM**

### **“PARTICIPATION OF CIVIL SOCIETY ORGANIZATIONS IN MEXICO’S MULTILATERAL AGENDA”**

#### *Introduction*

Luz Elena Baños Rivas

#### *One Foot in and One Foot out; CSOs and the Multilateral Agenda on Drugs*

Zara Ashley Snapp Hartman

*The COP13 of the Convention on Biological Diversity, as a Scenario for Activation of Mexican Civil Society Organizations towards Mexico's International Agenda*

Raquel Jiménez Acosta

*NGO: from State Gap-Filling to Strengthening Capacities Towards the 2030 Agenda*

Hanna Monsiváis Lehne

*Mexican Civil Society Impact in the 2030 Global Agenda. ACT!2015 Initiative Perspectives*

Antonia Nájera Pérez

*The Role of Civil Society Organizations in Mexico's Foreign Policy: Mechanisms for Dialogue and Cooperation*

Patricia Baranda Carmona

## ANNEXES

*Guidelines for driving, development, organization and operation of mechanisms for citizen participation in agencies and entities of the Federal Public Administration, 11 August, 2017 (SEGOB).*

*Agreement that modifies the Guidelines for the Participation of Civil Society Organizations on Foreign Policy issues, 6 March, 2018 (SRE).*

*Index of "Citizen Diplomacy and Sustainable Development in Mexico"*

*Index of "Participation of Civil Society Organizations in Mexico's Multilateral Agenda"*



# INTRODUCTION

Mexico's prestigious tradition towards multilateralism has facilitated a growing presence of Civil Society Organizations (CSOs) for the discussion of these subjects. CSOs are an essential actor of democratic life that encourage the adoption and implementation of better public policies.

These notes are intended to disseminate two publications of the Ministry of Foreign Affairs that illustrate citizen engagement in Mexico's foreign policy, especially in the multilateral agenda.

The first book, "Citizen Diplomacy and Sustainable Development in Mexico", with a prologue written by Minister of Foreign Affairs, Luis Videgaray Caso, explains the extended dynamics that CSOs and the Federal Government carried out to build a dialogue that enriched the Mexican contribution to the definition of the 2030 Agenda and its subsequent adoption, in September 2015.

These notes include the introduction and selections from the following essays: "Participation of Civil Society in Mexico's International Agenda"; "Civil Society: a Strategic Ally for the Implementation of the 2030 Agenda for Sustainable Development"; "Challenges for the Implementation of the Agenda for Sustainable Development in Mexico" and "New Multilateralism and Civil Society; Challenges for the Implementation of the 2030 Agenda for Sustainable Development in Mexico".

The second book "Participation of Civil Society Organizations in Mexico's Multilateral Agenda", presented by Vice-Minister Miguel Ruíz-Cabañas and with a prologue written by Olga Pellicer, shows a broad thematic overview of the citizen influence in the Mexican multilateral agenda, which exemplifies the ascending process of socialization of Mexican foreign policy.

The publication has eight chapters that cover priority areas of Mexico's multilateral agenda. This publication includes the introduction and excerpts from the following essays: "One Foot in and One Foot out; CSOs and the Multilateral Agenda on Drugs"; "The COP13 of the Convention on Biological Diversity, as a Scenario for Activation of Mexican Civil Society Organizations towards Mexico's International Agenda"; "NGO: from State Gap-Filling to Strengthening Capacities Towards the 2030 Agenda"; "Mexican Civil Society Impact in the 2030 Global Agenda. ACT!2015 Initiative Perspectives" and "The Role of Civil Society Organizations in Mexico's Foreign Policy: Mechanisms for Dialogue and Cooperation".

To enrich the comprehensive vision of the mechanisms that facilitate dialogue and joint work between the civil society and the government, the annexes include the "Guidelines for driving, development, organization and operation of mechanisms for citizen participation in agencies and entities of the Federal Public Administration" (SEGOB), published in the Federal Official Gazette on August 11, 2017 and the " Agreement that modifies the Guidelines for the Participation of Civil Society Organizations on Foreign Policy issues" (SRE), published in the Federal Official Gazette on March 6, 2018.

The above-referred guidelines for 2017 allow to strengthen the effective cooperation of the federal authorities with organized civil society. 2018 guidelines have promoted the incorporation of members of CSOs in Mexico's official delegations participating in international fora, thus becoming one of the best practices of Mexican diplomacy. This experience has proven to be a virtuous circle to benefit both parties, by giving them the possibility of being actors in the positioning of Mexico in relevant international issues to the country's development sustainability.

Indexes of the above-mentioned books are found in the annexes and they are available in Spanish, in electronic version, at the following links:

"Citizen Diplomacy and Sustainable Development in Mexico"

<https://goo.gl/ZCs37j>

"Participation of Civil Society Organizations in Mexico's Multilateral Agenda"

<https://goo.gl/68hZet>

**Luz Elena Baños Rivas**  
Director General for Liaison with  
Civil Society Organizations.

SELECTIONS FROM  
“CITIZEN  
DIPLOMACY AND  
SUSTAINABLE  
DEVELOPMENT  
IN MEXICO”





# INTRODUCTION

**Miguel Ruíz-Cabañas**

This publication is the outcome of the seminar organized by the Directorate General for Liaison with Civil Society Organizations (DGVOSC, Spanish acronym) held in the Ministry of Foreign Affairs, on November 3 and 4, 2016, entitled "Public Diplomacy, Civil Society and Sustainable Development in Mexico". The main objective of the seminar was to provide a space to enrich reflection and advance in multi-sectoral dialogue among academics, officers of the Federal Public Administration and the Mexican Civil Society Organizations, to contributing to the implementation of the 2030 Agenda for Sustainable Development, by linking social participation with the objectives of the Agenda. The way in which this global development framework is designed, demands everyone's participation for compliance therewith.

Due to the quality of texts, the researchers Andrés Malamud and Gabriela Ippolito were included in this publication, and they participated in the Conference named "Foreign Policy and Civil Society in Latin America: Challenges for Mexico", organized by the DGVOSC with Matías Romero Institute, on October 31, 2016.

For two days, representatives of more than 70 organizations of civil society from different parts of Mexico participated, including the four members of the Commission for the Promotion of Activities Conducted by Civil Society Organizations (CSOs) (Ministry of the Interior, Ministry of the Treasury and Public Credit, National Institute of Social development and Ministry of Foreign Affairs), as well as the Technical Advisory Council of the Federal Law on Promotion of Activities Conducted by Civil Society Organizations and the Senate of the Republic. The speakers shared their knowledge to enrich sustainable development analysis. Below are some of their main thoughts.

Gabriela Ippolito O'Donnell addresses the role of civil society in the transition and democratization processes in Latin America, and she analyses their impact on the formulation of inclusive public policies, particularly regarding foreign policy, towards the construction of public diplomacy in the region. She finds that democracy-building role of civil society in the field of citizen diplomacy presents specific features, in accordance with the way of formulating and implementing foreign policy. Occasionally, there are some disincentives faced by civil society to participate in the democratization of public policies. One of the challenges she presents is the establishment of alliances between CSOs and sectors within the state bureaucracy committed to citizen participation and the deepening of democracy.

Luz Elena Baños Rivas states that the defense of multilateralism is one of the best decisions and bets for Mexico, which has built a foreign policy based on international law, the defense of sovereignty and peace as cornerstones of the coexistence among Nations, cooperation as an expression of solidarity, and human rights as the basis for preserving dignity and justice and ensure human development. For decades, the multilateral work of the Mexican Ministry of Foreign Affairs has retained its proactive, propositional and inclusion-oriented profile, to which it owes its prestige in international fora. An excellent example to illustrate this practice has been the work done between 2012 and 2015 to define the Sustainable Development Goals (SDGs) of the 2030 Agenda, a process in which our country always remained at the forefront, by nurturing the efforts of the United Nations. The vitality of organized civil society in Mexico is closely linked to the socialization of Mexican foreign policy, considered a bastion of multilateralism, in which the Mexican diplomacy has been traditionally respected, and it has established guidelines to be followed by other countries. This vitality was reflected in the active participation of CSOs to enrich the Mexican position in the definition of the 2030 Agenda, so our country was an example of the value of including the voices of civil society in the construction of the participatory democracy to strengthen democratic governance. Mexican foreign policy has strengthened with the rise of citizen diplomacy, which is increasingly dynamic and influential in the definition of its priorities and strategies. This equation civil society-government will have new challenges in the implementation stage of the SDGs, which Mexico will begin in 2017. The comprehensive nature of the 2030 Agenda's design will require strong and wide participation of CSOs to advance steadily at the national level, in compliance with the indicators and targets of these ambitious objectives for all Mexicans to be included in the development, leaving no one behind.

Andrés Malamud's work introduces us to a discussion that is increasingly gaining greater relevance in the analysis of the foreign policy approach, and that has to do with the influence of internal policy in foreign policy. Based on a review of the literature, the author argues that in an increasingly interdependent world, there is greater interconnection and entanglement between societies. This way, it is observed that foreign policy has a greater influence of domestic factors. For Dr. Malamud, this influence is non-relevant, but his work allows us to understand the reason for an increased interest in the study of foreign policy and the role of non-governmental actors in relation therewith.

From the perspective of the National Institute of Social Development, María Angélica Luna y Parra y Trejo Lerdo shows the transition of civil society from its organizational origin towards an articulated and consolidated society on the move, which she calls "creative democracy". She provides multiple examples, where organized civil society has raised its voice to introduce changes worldwide, by generating a synergy between the local and the international environments. The mission of the National Institute of Social Development has been to accommodate all multiple ways to create and strengthening social cohesion, by putting together different perspectives from all the country through social organizations.

Lucero Saldaña Pérez provides a view from the Senate of the Republic on the implementation of the 2030 Agenda, for which 17 United Commissions were created to establish the modalities of work, themes and activities, and to channel and promote actions intended to comply with the SDGs in Mexico, including the following, among others: preparing the analysis of existing policies, assigning responsibilities to the different secretariats of State and to identify priorities

and areas of opportunities in public policy. She focuses on gender equality, and other subjects where she had a direct contribution, when she created the General Law for Equality between Women and Men in 2006, which strengthens the gender equality policy in our country. The Senate has also promoted steady and inclusive growth of full and productive employment and fair work for everybody. In her capacity as Chairman of the Commission on Foreign Affairs and Non-Governmental Organizations, Senator Saldaña has engaged in the task of involving civil society in the promotion of national development.

Fernando Montoya Vargas refers to the critical role that teachers play in the achievement of the SDGs 4 (High-Quality Education) and stresses the importance of the academic sector in the formulation of public policies and the need to strengthen a culture of negotiation, mediation and construction of collaborative agreements between the social, economic, academic, and public sectors. In this regard, he considers that the social dialogue is an example of citizen participation to discuss the future of the SDGs in 2030, through three axes: development and international integration, social protection and transversal policies. He points out that, when exercising its capacity for action and dialogue on these issues, Mexico, would influence at the regional level through an agenda that matches its own model of regional integration based on human rights, good governance, respect for the interests of several social actors, equality and multilateralism. The imperatives for the implementation of the 2030 Agenda that he establishes are agreeing on short-term (annual) progress goals and finding progress metrics or indicators.

From the perspective of the Centre for Studies in International Cooperation and Public Management, Susana Cruickshank Soria's article focuses on the need to change the profile of many development institutions, by considering the participation of civil society in the 2030 Agenda in Mexico. In particular, such article reviews the urgent need to rebuild the institutions that seek to generate development, in the sense of allowing orderly and systematic participation in this historical stage, which is so convulsed as a result of an international financial crisis and the change of administration in the United States government and in other countries, which seems to present a new economic paradigm. This scenario evidences the need to build new forms of relationship between different actors and transforming public institutions.

Adolfo Ayuso Audry proposes implementation mechanisms of the 2030 Agenda in Mexico, such as the creation of the National Council of the 2030 Agenda for Sustainable Development. It is an initiative of the Mexican Government, which will oversee and coordinate the implementation of SDGs at a national level and will provide an open fora for dialogue among different actors, encouraging coherence and inclusion, looking forward to benefit holistic actions to comply with SDG's. He also emphasizes the National Strategy for the implementation of the Agenda, which will include non-governmental collaboration. The National Institute of Statistics and Geography is leading efforts to assign the set of global indicators to the different relevant federal units to measure the progress of the objectives, by taking into account the specificities of their development processes, and by generating methodologies and by gathering the data necessary for processing thereof. Implementation, monitoring and follow-up of the SDGs will be a task that the Mexican government shall surely perform with civil society.

Laura Becerra Pozos explains the debate that has arisen in multilateral fora in recent years, up to the adoption of the 2030 Agenda in 2015. This Agenda was an intense deliberation process

among multiple civil society actors, and it became the new Action Framework in the field of development, at all levels, throughout the world. It proposes that the resources available to each country must be fundamental for implementation thereof, as well as the design of public policies for compliance therewith, political will, articulation of actors and alliances. The SDGs must have a budget and be aligned with national and sub-national development plans, by adjusting them to the vision and ambition of the 2030 Agenda.

Rebecka Villanueva Ulfgard explains that at the present time there are two parallel trends: on the one hand, the growing participation in the so-called "Global South", especially middle-income countries, in global governance processes, including, for example, the consolidation of the 2030 Agenda and, on the other hand, the call from civil society for democratizing the construction of foreign policy, and the incorporation of civil societies to multilateral spaces or mechanisms. She refers to the "new multilateralism", in which the participation of civil society in the design of the SDGs and the 2030 Agenda has been essential. This new multilateralism has involved an increase of spaces for civil society to raise its voice in regional and global fora. It understands public diplomacy as one that seeks to complement and enrich the decision making process of governments and regional and multilateral bodies with the ultimate goal of democratizing international relations and multilateral fora.

Dámaso Luna begins his article with an affirmative statement, and he maintains that before 2015 there had not been so many conditions to firmly advance towards resilient, peaceful and sustainable societies, in order to fight against the structural causes of poverty, inequality and environmental degradation. The support of civil society was fundamental to ensure a solid position and an active participation of our country in such a way that many of the political advances of the 2030 Agenda were driven by Mexico. CSOs' proposals and demands contributed to raise the ambition level of this global development plan. Luna goes through the international negotiations process, which ended up in the adoption of this Agenda.

Guadalupe Gómez Maganda states that there has been an evolution both in women's rights demands and in the concept of gender and development, as well as their mutual relationships. Gender equality and women empowerment as transversal development factors were among the priorities promoted by Mexico within the framework of the 2030 Agenda. From the standpoint of the Gender Equality Policy Unit of the Ministry of Foreign Affairs, the strategic measures that will enhance the implementation of SDG 5 and will provide a transversal nature to gender perspective in the 2030 Agenda must be identified, and therefore, she believes that a priority must be given to girls in the achievement of the goals relating to the field of education, since it's largest and long-term empowering mechanism, in addition to responding to the principle of inclusion.

Flor Ramírez Mejía focuses on the gender agenda of the SDGs and the feminist movement in Latin America, a region that has been characterized by institutional action spaces reflected in the formal conferences on women, by giving life to a series of agreements and action plans. The SDGs consider the observance of rights as the main component of development, by making special emphasis on women, and by including a multidimensional analysis that encompasses social, economic and environmental aspects of injustice and inequality. She notes that gender issues are not restricted to the SDG 5, but there are several signs of inclusion of a



transformation agenda in favor of gender equality in the rest of the goals. The SDGs speech on women empowerment requires to be rooted in a deep change which takes shape in a transformative agenda.

Noel González Segura and Priscilla Miranda García offer an overview on international cooperation for development as a source of public funding for the 2030 Agenda. They point out that Mexico has assumed the goal of building a new cooperative approach, by capitalizing on the experience and internal resources, with a comprehensive vision towards 2018. The responsibility of the Mexican Agency of International Cooperation for Development (Amexcid, Spanish acronym), in relation with the 2030 Agenda, addresses, in particular, the SDG 17, related to the means of implementation, particularly the revitalization of the Global Alliance for Sustainable Development. While all countries must implement the Agenda based on their resources and priorities, international cooperation is vital to its achievement. It highlights the work of Amexcid in identifying the specific contributions of International Cooperation to the implementation of the Global Development Agenda, as well as to the implementation of SDGs.

Miguel de la Vega Arévalo describes the outstanding issues for CSOs for the sake of strengthening and building capacities, in particular, the strategic ones, in order to expand their presence and impact. To do this, he examines the impact on public policies, the generation of strategies for institutional sustainability, articulation for horizontal learning and efficiency in organizational management, among others. He emphasizes the importance of citizen participation through CSOs as effective means of construction of citizenship, governance and consolidation of democracy. He outlines CSOs' challenges as lack of directorial skills in senior managers and media, and financial weakness. He believes it is necessary to encourage the use of resources to increase mobilization and input generation capabilities, in order to rely less on donors or sources and encourage organizational sustainability.

Humberto Muñoz Grandé addresses the issue of the 2030 Agenda from the standpoint of the importance of CSOs for the achievement of their SDGs, while recognizing the prevailing need for collaboration between CSOs and the government. He describes the path followed by the so-called "Institutional Framework of the CSOs" (MIOSC, Spanish acronym) in Mexico, whose purpose is the construction of a State policy in the participation between the government and civil society. The collaboration feasibility and efficiency to articulate actions aimed at achieving of the SDGs depends on the State vision and government policies and regulations aimed to strengthen CSOs. The 2030 Agenda is a recent example of the construction of comprehensive public policies with citizen participation. Its relevance lies in the transition from an idea of cooperation based on relations donor-recipient to an approach where all stakeholders are taken into account as interdependent and equal partners in the development plans.

Carlos Zarco Mera analyzes the CSOs' achievements in Mexico and the way in which, in recent years, they have asserted their presence and contributions, and they have managed to be recognized as a real actor in the design of public policies and a source of contributions in the construction of citizenship in our country. From that recognition of achievements, challenges are analyzed, in order to continue deepening the institutional strengthening actions and financing, to enhance its action and to help eradicate poverty and to fully exercise human rights.

The richness of the analysis included in this publication contributes to deepen the knowledge on a subject of great importance to international and also national level, which has been discussed and analyzed by broad sectors of Mexican society. The 2030 Agenda is an opportunity to make Mexico a better country for everyone. We hope that the texts presented here will contribute to the generation of further ideas, and that the wish to expand the benefits of its implementation extends throughout the country. In this new phase, collaboration between civil society and the government will strengthen the fulfilment of Sustainable Development Goals in Mexico. The 2030 Agenda represents a paradigm shift, and it is the most ambitious document that has been adopted since the Charter of the United Nations (1945). Therefore, compliance therewith requires everyone's participation, especially society, to which it is directed.

# PARTICIPATION OF CIVIL SOCIETY IN MEXICO'S INTERNATIONAL AGENDA

**Luz Elena Baños Rivas**

Mexico is a dynamic actor in the international arena. As an emerging country, a middle power or a constructive nation, it has faced internal challenges and, at the same time it has performed a significant and well-recognized work in the multilateral agenda.

The increasing participation of civil society, organized around the discussion of the Mexican foreign policy positions, has strengthened decision-making on priority issues like drug policy, migration, climate change and sustainable development. This socialization trend of Mexican foreign policy is increasing and steady and it represents a suitable policy which the Mexican State has decisively built, mainly since 2000.

Mexican foreign policy has played an important role in the plural articulation of several voices of Mexican society and its inclusion in the negotiation and strengthening processes of national decisions, by nurturing and strengthening the country's position in multilateral spaces and processes. This practice is one of the wisest decisions of Mexican diplomacy, which has helped build the country's democratic governance and the effective incidence of civil society in the definition of Mexico's International Agenda, by placing it closer to the specific priorities of the population and sustainable national development.

Foreign policy, which is a bridge between the local and the global environment has increased its social sensitivity by incorporating policies that have brought it closer to the participation of civil society, establishing effective cooperation of mutual benefit. Very recent experiences exemplify this progress: arms trade, human rights, transparency and biodiversity are some of the issues where the incidence of civil society, has notably enriched Mexican foreign policy.

It has been very constructive and positive for Mexican foreign policy to hear the contributions of academics, of Civil Society Organizations and experts, and it has strengthened learning to build consensus and to respect dissenting opinions, by enriching its content with citizens' arguments.

This way of conceiving politics has made Mexican diplomacy to firmly boost its foreign policy' socialization, by expanding participatory democracy, and thus reinforcing inclusive multilateralism with a development commitment. The guiding principles of global matters connect, through Mexican diplomacy, national priorities with those of the global agenda, since multilateralism strengthens the progress of national agendas, which is one of its main virtues. These priorities are fully expressed in the Sustainable Development Goals, in which Mexico has different levels of progress, so there is a commitment with significant progress thereof.

The strengthening of multilateralism in Mexico has a strong citizen component. The plurality of citizen diplomacy has been one of the main bastions of its defense. In view of the current challenges in international relations, the protection of multilateralism has gained momentum, and many countries - as it is the case of Mexico - have expressed their faith in this ultimate method of negotiation.

The Directorate General for Liaison with Civil Society Organizations has boosted the presence and participation of Mexican Civil Society Organizations in different processes of the international agenda, and it considers that it is important to have an influence in our country's foreign policy, which is closely related to overcoming national challenges, because foreign policy is an instrument to promote national development. This Directorate-General has sought greater coordination and development of institutional mechanisms, criteria, policies, programs, strategies and guidelines aimed at facilitating the interaction of the SRE with Civil Society Organizations to include citizen's agendas in Mexican foreign policy.

The participation of civil society in foreign policy allows Mexico to strengthen its international agenda and align it with its national interests. The support and momentum that multilateralism provides for the definition of public policies and best practices is one of the main contributions of the Mexican multilateral diplomacy to sustainable development of the country and to the incorporation of new legislation, by means of international conventions and treaties signed by our country.

The participation of civil society in public affairs is a fundamental component of democratic societies. Currently, Civil Society Organizations play a central role in the dynamic world affairs, so it is unthinkable to conceive the multilateral agenda without the active participation of citizen diplomacy, which, in addition to its influence in the global affairs, it performs monitoring and evaluation actions for its proper implementation.

Civil society in Mexico is diverse and heterogeneous. Some analysts believe that this condition has not allowed it to have a greater impact in the public life of the country. If these different expressions of Mexican civil society are seen from the participatory democracy standpoint, they are perceived as a sign of what social forces are in Mexico in the first quarter of the 21st century: plural citizenship, with several vocations and different levels of incidence in public affairs, and they are all goal-setting and collective aspirations spaces.

Citizen participation requires enabling environments that promote the convergence of priorities and alignment of agendas. Good practices carried out in the Mexican Ministry of Foreign Affairs to incorporate citizen voices into foreign policy, have significantly strengthened citizen diplomacy in our country, which shows an upward trend that must continue to be purposefully driven in the following governmental administrations.

# CIVIL SOCIETY: A STRATEGIC ALLY FOR THE IMPLEMENTATION OF THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT

**Adolfo Ayuso Audry**

This essay aims to explore inclusive and participatory processes where the public sector and civil society may closely work for the achievement of sustainable development in Mexico. Thus stated, the issue seems idealistic and, in some way, distant. Fortunately, as regards the Office of the President of Mexico, sustainable development is not a vague and inaccessible concept: since the adoption of the 2030 Agenda for Sustainable Development in the United Nations Organization in September 2015, both in Mexico and at international level, development means considering the 169 goals and 230 global indicators included in the 17 Sustainable Development Goals. Our country's commitment takes into account the whole environmental, economic and social dimensions, both in relation with the priorities presented and the actions to be performed. Thus, the 2030 Agenda is not a list of aspirational goals, but a practical guide for legal, programmatic and budgetary alignment of all our efforts in order to achieve a dignified life for present and future generations within 14 years.

However, even if we managed to align all government efforts to implement the SDGs, we would not be able to guarantee compliance therewith. The dimension and complexity of development challenges that we face as human beings and as a country, and the multiple ways in which these are interrelated make this an impossible task for a single actor. Finally, that is what governments are: although we have been commissioned to lead and coordinate efforts for the implementation of the 2030 Agenda, we are just a node on the network of actors who will need to be activated, in order to achieve such ambitious goals. Thus, inclusion and promotion of non-governmental actors' participation is not only a principle of democratic governance: it is a genuine need.

The 2030 Agenda presents us with a double challenge. On one hand, the thematic scope of the SDGs requires us to break with institutional, professional and academic silos to promote, by means of policies coherence, the simultaneous, integrated and synergistic implementation of all goals. On the other hand, the mandate of "not leaving anyone behind" implies, not only that the Agenda must be spread to all government levels in order to reach the state, community and individual levels, but also the active identification of marginalized groups and the design of strategies targeted for inclusion. In this context of vertical and horizontal expansion of our commitments, it is clear that the government cannot move ahead on its own: we need to identify the support of multiple actors, and generate appropriation among the people that the Agenda is intended to address.

In Mexico, this translates into the establishment of a national alliance that includes all the actors involved - public, private and social actors - to maximize their comparative advantages, coordinate work and channel resources towards a common goal. While the participation of the

Civil Society Organizations (CSOs) is part of this effort to be coherent at the national level, the role of civil society goes far beyond the compliance scope of the 17 SDGs.

In other words, civil society plays one of the most essential roles in the whole implementation architecture of the 2030 Agenda, by accompanying and supervising the process at the same time.

The present administration has a long-term vision. The ultimate purpose is to reach and exceed the goals included in the SDGs by 2030. To this end, priorities, from this day to 2018 must be as follows: 1) set up the necessary institutional architecture for the implementation of the Agenda, including a favorable regulatory environment and budgetary sufficiency; 2) ensure coherence of efforts, both between sectors and between the different powers of the Union and government levels, and 3) create and strengthen a national alliance with civil society, the private sector and the academic sector.

In other words, this administration is strongly committed to building the Mexican concepts of the 2030 Agenda in an inclusion environment, and setting up machinery to ensure its continuity over the next 14 years. And in each of these steps, civil society plays an important role.

As part of the widest process described above and in order to lay down the institutional foundations to implement the 2030 Agenda, we identified five key areas for the active participation of CSOs.

*First:* The National Council of the 2030 Agenda for Sustainable Development.

*Second:* Key participation space for civil society will be the process of elaboration of a National Strategy for the implementation of the 2030 Agenda.

*Third:* We identify the design of national indicators as a key participation space.

*Fourth:* Space for participation we highlight is undoubtedly the most important one, since it is the actual implementation.

*Fifth:* We identify a key participation area for civil society in the monitoring and follow-up process.

# MULTILATERALISM AND CIVIL SOCIETY; CHALLENGES FOR THE IMPLEMENTATION OF THE SUSTAINABLE DEVELOPMENT AGENDA IN MEXICO

**Laura Becerra Pozos**

Mexico's participation in the negotiation of the Post 2015 Development Agenda was outstanding, since our country was among the most proactive ones in the intergovernmental negotiations process in the first half of 2015, through the Ministry of Foreign Affairs, both through the Directorate-General for Global Issues (DGTG, Spanish acronym) and the Mexican Agency of International Cooperation for Development (AMEXCID, Spanish acronym), in coordination with the Permanent Mission of Mexico in the United Nations.

In the position paper of the DGTG of the Foreign Ministry entitled: "Mexico in the Negotiation of the Post 2015 Development Agenda", points out that our country has been a dynamic actor in this process, that participated in 2013 and 2014, in consultations and negotiations carried out in the Open Working Group (OWG) of the UN General Assembly (UNGA) on Sustainable Development Goals (SDGs), which generated a final report containing the SDGs proposal and by agreement of the United Nations General Assembly, was the main basis for the Post-2015 Development Agenda. For Mexico, this Agenda represents a unique opportunity to build a framework of sustainable and inclusive development containing concise objectives that act as a guide for the elaboration of public policies that promote social development, economic growth and that include environmental responsibility.

Briefly, below are some outstanding topics supported by the Mexican delegation during the intergovernmental negotiations process:

- Multidimensional poverty measurement.
- Human rights and the rule of law.
- Gender equality.
- A positive view of migration and the rights of migrants.
- Attention focused on middle-income countries, such as Mexico, not only on the least developed countries.
- South-South cooperation.
- Transparency and accountability and measurement systems based on national indicators.
- Participation of civil society in the negotiations.

The adoption process of the 2030 Agenda, which was framed by the debate on the development we need, questioned the economic model that prevails in the Latin American region. Development is recognized as a right.

It is essential to continue demanding an enabling or favorable environment - in its several dimensions and areas - which encourages the participation of CSOs, recognized as development actors on their own behalf. Without this the circle of alliances for sustainable development cannot be completed.

Given the experience of over thirty years of CSOs in Latin America and the Caribbean, in the promotion of social or sustainable development, local models have been created in the rural-community and the popular urban environments that have proved to be viable, they have gained strength and they are recognized as actors and as factors of development.

These processes have different components, including alliances between municipal authorities, social organizations, NGOs-CSOs and local economic actors that recognize that in the local environment, situational diagnosis, the articulation of actors and viable public policy proposals are generated. CSOs have been instrumental in the consolidation of democracy and citizenship. To recover and revalue those alternative experiences or models for democratic and multiple participation, with the several development agents, would favor the collective definition of joint actions and mechanisms to implement the 2030 Agenda.



# NEW MULTILATERALISM AND CIVIL SOCIETY: CHALLENGES FOR THE IMPLEMENTATION OF THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT IN MEXICO

**Rebecka Villanueva Ulfgard**

This article discusses two main topics that largely mark contemporary global policy. Nowadays, two parallel trends exist: on the one hand, an increasing participation of the so-called Global South and, above all, the middle income countries, under global governance processes, as we have seen in the transition from the Millennium Development Goals (MDGs, 2000-2015) to Sustainable Development Goals (SDGs, 2015-2030) and the design of the 2030 Agenda, the COP; Conference of the Parties of the Framework Convention of the United Nations on Climate Change, or in the G20, to name a few. And, on the other hand, the call from civil society, to democratize the construction of foreign policy, and the incorporation of civil societies to multilateral spaces or mechanisms.

In its first part, the article is about the new multilateralism as a theoretical-analytical approach to better understand the new dynamics in international cooperation and negotiations between international/regional organizations, States and civil society (the private market and the academic sector, among others may also be included in this list). In the second part, the phenomenon of the new multilateralism is exemplified through a discussion on the participation of civil society in the design of the SDGs and the 2030 Agenda (mainly between March 2013 and July 2014), as opposed to the definition of the MDGs (in 1999-2000). Finally, the article reflects on some of the challenges for Mexican civil society in the implementation process of the 2030 Agenda and the MDGs in Mexico.

The participation of civil society in processes of co-construction and integration of foreign policy and public policies that reflect the spirit of the 2030 Agenda and the MDGs specifically, form part of the idea of achieving "a better management of democracy both for Mexico and for the world ". From there, a link may be established with Goal number 16 of the SDGs: "Promote peaceful and inclusive societies for sustainable development, by facilitating access to justice for everyone and create effective, accountable, transparent, and inclusive institutions at all levels", which is the sine qua non condition for the efficient implementation of the other SDGs. Therefore, the role of Mexican civil society in the design of indicators "beyond SDGs" that result from specific contexts in this country, would be an exercise of the utmost importance, once this process has begun. Subsequently, participation in the implementation of the country's own SDGs is crucial, not to mention SDGs monitoring, evaluation and follow-up exercises, while maintaining a constructive dialogue with the designated authorities.

Now, the ways to achieve this co-construction and integration of Mexican civil society in foreign policy and in public policies is of great significance in the spirit of the new multilateralism: Beyond the need to have sufficient resources and a solid institutional framework,

an "enabling environment" (policy environment ) for the diplomacy of the NGOs and the Mexican civil society is also required; the SDG 16 comes into action at this point, as well as the ability and political will of the Ministry of Foreign Affairs to form part of the new multilateralism. Since the design of the 2030 Agenda and the SDGs was shared among several actors, not only between Governments and the UN system, as it was the case with the generation of the MDGs, its continuity must also have such open and plural nature and it must recognize the complexities of particular interests and common challenges.

To understand the new multilateralism with a central role of the NGOs diplomacy is a major challenge not only for decision makers but also for civil society and the academic and private sectors. As it has been already stated, NGOs diplomacy serves as a counterweight to the hegemony of national, regional and international political and economic elites that have largely defined the content of agendas and the course of international politics, without take into account the views of the major sectors that have been affected by this process.

Thus, in a globalized and unequal world, and with one deep democratic deficit both in the national and international levels, organized civil society's challenge is to diversify their action and incidence strategies, by extending its area of action at a geographic scale, by increasing the quality of their contributions, diversifying their allies, and supervising the diplomacy of international governments and agencies to promote policies that address the challenges that today transcend geographical, social, economic and cultural borders. In the context of the implementation of the 2030 Agenda and SDGs in Mexico, the demand to generate better channels of communication and interaction between decision-making spaces in the governmental and intergovernmental levels is already present, and the proposals of the Civil Society Organizations and their networks, are also present. It is now necessary to intensify this dialogue in a constructive spirit for all parties involved.

SELECTIONS FROM  
“PARTICIPATION OF  
CIVIL SOCIETY  
ORGANIZATIONS  
IN MEXICO’S  
MULTILATERAL  
AGENDA”





# INTRODUCTION

**Luz Elena Baños Rivas**

Civil society is a fundamental actor of participatory democracies. In Mexico, its presence has strengthened the democratic process with an increasingly comprehensive and ascending political incidence in the priority topics of the national agenda.

Mexican foreign policy has been enriched in conjunction with Civil Society Organizations (CSOs) that have nourished Mexican positions and decisions in major international fora. Mexico's multilateral agenda has received an important influence of the CSOs which provide follow-up to issues of great relevance in the development of the country.

To promote research and analysis of citizen diplomacy on global issues, the Directorate General for Liaison with Civil Society Organizations (DGVOSC, Spanish acronym) and Matías Romero Institute (IMR, Spanish acronym) of the Ministry of Foreign Affairs (SRE, Spanish acronym) called for a contest entitled Participation of Civil Society in Mexico's Multilateral Agenda, with the participation of 115 essays. The first, second and third places were respectively awarded to Raquel Jiménez Acosta, for the work entitled "The COP13 of the Convention on Biological Diversity, as a Scenario for Activation of Mexican Civil Society Organizations towards Mexico's International Agenda"; Joseph Alan Medina Reyes for the essay "Civil Society Contributions to Mexico's International Agenda in Open Government Matters", and Antonia Nájera Pérez for "Mexican Civil Society Impact in the 2030 Global Agenda. ACT!2015 Initiative Perspectives". A special mention was also awarded to Hanna Monsiváis Lehne for the essay entitled "NGO: from State Gap-Filling to Strengthening Capacities Towards the 2030 Agenda".

The publication brings together the best essays that participated in the contest, divided into eight chapters that illustrate the priorities of Mexican foreign policy, an agenda that has accompanied by the DGVOSC to facilitate the participation and the impact of CSOs in several forms, from the construction of enabling spaces to the incorporation of CSOs' representatives in Mexican official delegations that participate in international fora and events, which has become one of the best practices of Mexican foreign policy.

Government-civil society mechanisms are part of democratic governance. The Political Constitution of the United Mexican States establishes in Article 26 that planning must be democratic and deliberative, based on social demands which must be collected through appropriate participation mechanisms to be incorporated to the development plans and programs.

The construction of democratic governance in Mexico has an important component in the different spaces of dialogue between government and civil society, and many of them show encouraging results due to the CSOs' influence in the definition of public policies in fields as significant as the ones entrusted to the National Women's Institute (Inmujeres), the National Council to Prevent Discrimination (Conapred), the National Electoral Institute (INE) and the National Commission on Human Rights (CNDH).

Both the Planning Act (Article 4) and the National Development Plan 2013-2018 consider citizen participation as a pillar of democratic governance, directly related to the improvement of public administration and accountability. The "Guidelines for driving, development, organization and operation of mechanisms for citizen participation in agencies and entities of the Federal Public Administration", published in August 11, 2017 in the Federal Official Gazette emphasize the need to have well-functioning mechanisms of citizen participation to strengthen participatory democracy in Mexico. These guidelines are intended to facilitate and improve the performance of public officers for citizen mechanisms to be effective and efficient.

In terms of foreign policy, citizen consultation and its impact on specific issues, very remarkable in multilateral issues, has been a carefully built process, more effectively since the nineties, when the internationalization of the CSOs launched an accelerated development and the democratic process in the country advanced in relation with citizen participation.

Multilateral actions and decisions taken by Mexico have increasingly taken into account the voice and interests of the citizens in matters of the utmost importance for the sustainability of the development of the country. The priorities of Mexican foreign policy have been strengthened with the dynamic and permanent participation of CSOs. Some of the processes that exemplify it are those relating to global drug policy, the 2030 Agenda, climate change, biodiversity, migration, refuge, sexual and reproductive rights, gender equality and international cooperation for the development.

Mexico's historical defense of multilateralism has strengthened the Mexican foreign policy and has given strong impetus to its socialization in the country. Increasingly, international affairs affect and create links in the lives of Mexican citizens, by increasing the virtuous circle of interest and impact on the global agenda that Mexico assumes from a comprehensive vision and participation with shared responsibility.

The faith that Mexico has in multilateralism as an effective methodology to preserve world peace and defend national interests led the country to seriously engage in the progress of the agendas that are negotiated in this field. In so far as the openness of Mexican multilateralism has included different actors, it has consolidated effective cooperation with CSOs, by respecting differences and including multiple opinions, which is a plurality feature of the democratic systems. The essays in this publication account for the internationalization of the work of organized civil society in Mexico and the socialization of Mexican foreign policy, so the Ministry of Foreign Affairs considers it relevant to disclose them in order to enrich the analysis and the research processes that have fed the democratic life of the country, strongly based on participatory and inclusive practices that reinforce the construction of the kind of country we aim to achieve.

In the first chapter dedicated to human rights, in his essay "Mexican Civil Society in Defense of Human Rights", Jorge Morón Vilchis analyzes relevant aspects of citizen work that contribute to a better understanding of the importance that their performance has in the national and international contexts. By analyzing a specific case, the author exemplifies the actual exercise of the third sector in defense of human rights.

In turn, Salvador Vázquez Fernández examines the topic called "Incidence. A basis for the Construction of a Multilateral Agenda for Exercise of Children's Rights", which offers a methodological basis for the association between States and civil society, within the framework of childhood topics. To this end, he proposes the construction of a route that serves as a positioning framework for multilateral relations.

In "The role of Mexican Civil Society in the Implementation and Monitoring of the Convention on the Rights of the Disabled", Valeria Bereniz Ramos Barba establishes that citizen diplomacy does not seek to replace, but integrate, and enrich the decision-making process of governments and multilateral agencies, under the principles of global governance.

Global drug policy is the second chapter, in which Zara Ashley Snapp Hartman explains brilliantly on this challenging issue in the essay entitled "One Foot in and One Foot out; CSOs and the Multilateral Agenda on Drugs". The author considers that a movement in favor of drug policy reform has caused the CSOs and the Government to take action to demand a change in the international drug control regime, in order to adopt a vision focused on human rights, public health, community safety and social welfare.

The third chapter, "Migration", starts with the essay "NGOs Incidence in the Mexico-United States Migration Policy" by José Víctor Flores Carmona, who reflects on this priority issue for Mexico as a country of origin, destination, transit and return of migrants. Throughout the text the author states that CSOs have managed to influence migration policies in Mexico and in the United States, by creating spaces to express their voices that reflect the interests of migrants.

The fourth chapter about open government include the essay entitled "Civil Society Contributions to Mexico's International Agenda in Open Government Matters", by Joseph Alan Medina Reyes, in which the importance of citizen participation in this new culture of ruling the country by disclosing relevant information to civil society. The essay proposes that during recent decades, world problems are no longer an exclusive responsibility of the States, because they transcend their competencies and capacities, in addition to requiring other actors for its management and solution, such as civil society, which has gradually and deeply managed to obtain spaces in debate, positioning and solution of international issues of greatest relevance, and it has even managed to complete, enrich and strengthen the actions of governments in front of these complex scenarios.

In "Open Data and Civil Society: an Opportunity for Improvement in Mexico's Multilateral Agenda", Sebastián Alfonso Rueda Quesada ensures that transparency plays an important role for the democratic sustainability as it enables control and supervision of public actions and decision-making. In this regard, the multilateral initiative named Open Government Partnership

has accelerated the implementation of important processes for accountability and the fight against corruption and impunity, as well as the increase in public services and the influence of citizens in democratic governance.

Two of the issues that record increased activity of CSOs in the multilateral agenda are found in the fifth chapter: "Climate Change and Biological Diversity", which starts with the essay "The COP13 of the Convention on Biological Diversity, as a Scenario for Activation of Mexican Civil Society Organizations towards Mexico's International Agenda" by Raquel Jiménez Acosta that, as already mentioned, won the first place in the contest. "Reforestamos México", the organization in which the author works, performed an outstanding work to articulate citizen consultation in the country in order to prepare the thirteenth Conference of the Parties of the Convention on Biological Diversity, which was held in Cancun, Mexico, in December 2016. The guiding principle of the essay is the documentation of processes involving CSOs on the occasion of the COP13, in the light of the theoretical and conceptual framework resulting from the liberal schools of thought - better known as idealists - on International Relations, where approaches to global governance and international cooperation may be found.

In his essay "Ultima Tule Messages; perception of the environment and participation of civil society in the elaboration and the fulfillment of the contributions nationally planned and determined in Mexico", Francisco Gallardo Negrete analyzes citizen participation in the battle against climate change. To do so, exposes the Ultima Tule metaphor, which refers to a presumably paradisiac place that had been imagined by travelers and explorers from Classical Antiquity. The author states two guidelines in the debate of public policies on climate change: the redistribution of sectoral efforts and the reformulation of language in governmental initiatives.

Sandra Leticia Guzmán Luna, in turn, explores the international connection path to the local context in the essay "The Role of Civil Society in the Climate Agenda of Mexico: from Global Incidence to National Action". The author points out the importance of the participation of civil society in the process of international negotiations on climate change and its translation into national action in Mexico, and this kind of participation is considered crucial to raise the level of implementation of Mexico's international commitments.

To close this important chapter, in the essay called "Improvement of Civil Society Participation in the Fight against Climate Change," Rodrigo Arturo Jiménez Silva states the relevance of civil society in the fight against climate change from multilateral fora in which Mexico participates, by focusing on the G20 and the Open Government Partnership. The author considers that it is imperative for governments and multilateral fora to provide adequate dialogue frameworks, so that civil society can express itself in a free, fair and transparent manner.

The sixth chapter discusses the new urban agenda, in the essay entitled "Incidence of Civil Society in Habitat Conferences:" Habitat III and the Right to the City as an Alternative Principle for Rethinking Cities and Urbanization", Arianne Berenice Reséndiz Flores states that Mexico has made progress in this field, where collaborative government-civil society work is a priority to promote the new urban agenda, since more than seventy percent of the population of the country lives in urban areas, so that the right to the city is essential to the real progress of the aforementioned agenda.



The seventh chapter "2030 Agenda" presents one of the most adequate government-civil society collaboration experiences, which has been widely recognized within the United Nations due to the strong collaboration established between CSOs and the government for the definition and adoption of this agenda.

The essay written by Laura Becerra Pozos, "An Experience of Dialogue and Incidence of Civil Society Organizations in the Approval and Implementation of the 2030 Agenda for Sustainable Development", objectively illustrates the strong cooperation that nurtured for months the work coordinated by the Mexican Ministry of Foreign Affairs, which allowed Mexico to exercise leadership through active performance, in order to achieve the adoption of the Agenda in September 2015. The author says that foreign policy and global issues have been, for decades, areas of interest of CSOs in Mexico due to their relationship with the national agenda. It is considered that these organizations are an engine for change and an effective way to exercise rights, because they become the voice of those who have no other way for being heard.

In "NGO: from State Gap-Filling to Strengthening Capacities Towards the 2030 Agenda", Hanna Monsiváis Lehne analyzes the roadmap that citizen participation has followed within the framework of the Mexican foreign policy that, as part of constitutional principles, has performed actions beyond governmental action with the inclusion of CSOs in the center of gravity of international action enriched by citizens. The author says that there are now conditions for CSOs to evolve from providing services to becoming capacity developers in governmental institutions. The essay explores the evolution of these organizations and proposes a new form of interaction with the Mexican Government as an alternative to the achievement of Sustainable Development Goals.

In the essay entitled "Mexican Civil Society Impact in the 2030 Global Agenda. ACT! 2015 Initiative Perspectives", Antonia Nájera Pérez argues that proactive citizen participation allows for reducing vertical public decision-making, especially when dealing with issues that affect human rights. The author argues that although there are still few CSOs that generate political incidence to influence the public agenda and multilateral affairs, citizen participation in the definition of the 2030 Agenda is a good example of its importance, especially as regards the ACT! 2015 initiative.

In his essay entitled "Dialogues between Governments and Citizens; A Governance Exercise in Mexico for the 2030 Agenda", Juan Carlos Páez Vieyra analyzes the efforts to advance the civil society and government joint reflection process to discuss common agendas. The author makes a timely follow-up of the role of the Mexican Ministry of Foreign Affairs to promote effective participation of civil society during the negotiation and adoption of a comprehensive, consistent and universal 2030 Agenda, with institutions' support and response capabilities.

In "Mexico's Civil Society and the 2030 Agenda in the 21st Century: Collaboration and Impact on Foreign Policy and International Cooperation", Jazmín Antonieta Arista Islas considers that Mexico is characterized by the level of influence and participation in multilateral fora and organizations to promote dialogue, consensus and collaboration with other governments and with civil society, which has become a major global actor with increased incidence in Mexican foreign policy agenda.

The eighth chapter closes the edition with the essay by Patricia Baranda Carmona, "The Role of Civil Society Organizations in Mexico's Foreign Policy: Dialogue and Cooperation Mechanism", where she reflects on the process in which organized citizens have established spaces that have enabled them to achieve real cooperation with the government. For the author, the work of CSOs, for some time focused on national affairs, has spread to the international level through the globalization process that is being experienced. In this new dimension, political incidence is more important for the implementation of local agendas. The essay reaffirms the importance of citizen participation in Mexican foreign policy through dialogue and the construction of collaborative mechanisms to contribute to the development of an innovative and modern foreign policy with evaluation mechanisms to assess challenges and lessons learned.

As it may be seen, several lines are analyzed in the essays, which underline the strategic role of citizen participation in public affairs, specifically in foreign policy. The authors highlighted the progress and challenges of citizen diplomacy in Mexico and the need to deepen the internationalization of Mexican CSOs.

Among the subjects that have shown greater progress in international citizen influence, climate change, human rights, migration, drug policy, transparency and the 2030 Agenda are those that have shown a steady and increasing development.

Supporting the development of CSOs' capacities to strengthen the international dimension of their participation remains one of the main tasks of the Mexican Ministry of Foreign Affairs, as well as the use of inclusion formats that promote a well-balanced representation of citizens' work in multilateral areas of broad participation to boost Mexican leadership in priority areas for Mexico, such as the reduction of disaster risk, the implementation of the new urban agenda and the preservation of biodiversity.

The publication of the "Guidelines for driving, development, organization and operation of mechanisms for citizen participation in agencies and entities of the Federal Public Administration" offers an opportunity to enhance the effectiveness of spaces of dialogue, agreement and cooperation of the government with organized civil society. For the Ministry of Foreign Affairs the presence and effective participation of CSOs is essential to continue to build an increasingly strong participatory democracy.

# ONE FOOT IN AND ONE FOOT OUT: CSOs AND THE MULTILATERAL AGENDA ON DRUGS

**Zara Ashley Snapp Hartman**

From the end of 2015, the SRE, through "Follow-up Meetings with Civil Society Organizations towards UNGASS 2016", intended to update the status of the arrangements for several preparation events of UNGASS on drugs, in order to prepare the necessary inputs and build, together, the position of Mexico abroad on the issue of drugs. Several organizations and activists participated in the process: from networks of substance users to drug policy organizations or treatment centers.

This way, civil society found a space to express its needs and, through the Mexican Ministry of Foreign Affairs, it managed to have an influence on the United Nations during the preparatory process. The SRE adapted the demands stated in the meetings and managed to include them in its multilateral agenda.

CSOs actions on the subject of drugs did not emerged from the preparatory process for the UNGASS, but rather, as a result of a continuous influence process to reform drug policies at the national level, which has an impact on the international level. Latin America is one of the regions where the war against drugs has caused the most devastating effects; hence, some of its countries decided to deal with the problem.

By working for drug policy reform in its respective countries, civil society managed to change the situation and approach to drugs. This, inevitably, influenced the position of those countries at an international level, which, by seeing the benefits of adopting more humane and less repressive drug policies, advocated putting an end to the international drug control regime.

The efforts of the CSOs to influence the decision-making process on the subject of drugs have been conducted through different routes and activities. These efforts increased when the UN, at the request of the governments of Colombia, Guatemala and Mexico, decided to carry out the UNGASS on the world drug problem, in 2016. Civil society was supposed to have an influence in two directions.

Externally, through communication campaigns and strategies, civil society has managed to transmit a message to the public opinion and other interest groups on the need to reform international drug control policy, by grouping the communities affected by the war against drugs, and by consolidating a front which is becoming more difficult to ignore. Internally, through implementation of changes in the countries' internal drug policy and by using the communication channels made available by governments, civil society influences the position that countries must necessarily take in the international arena, by taking into account the local context.

Both paths have had an influence on the countries' multilateral agenda. Media pressure resulting from the involvement of different stakeholders in open campaigns for the reform of drug policy and the use of direct incidence spaces within governments is what allows countries to take into account the needs of the society that has been affected by the war against drugs. In the case of Mexico, these were the main actors for the establishment of the leadership of the country in the region and in international fora.

Civil society has played a predominant role in decision-making, by establishing strategies in and out of the countries, for a global drug policy reform. Mexico and a block of allied countries have the opportunity to open spaces, so that organizations and groups most affected by the war against drugs may have an influence on the multilateral agenda, in order to make it more plural, diverse and representative.

# THE COP13 OF THE CONVENTION ON BIOLOGICAL DIVERSITY, AS A SCENARIO FOR ACTIVATION OF MEXICAN CIVIL SOCIETY ORGANIZATIONS TOWARDS MEXICO'S INTERNATIONAL AGENDA

**Raquel Jiménez Acosta**

This work refers to the participation of Mexican Civil Society Organizations (CSOs) in the activities and events carried out before and during the thirteenth Conference of the Parties (COP13) of the Convention on Biological Diversity (CBD), the most important meeting between States to address the loss of biodiversity, which took place in Cancún, Mexico, from December 2 to 17, 2016.

This essay implies an effort to document processes involving CSOs on the occasion of the COP13, in the light of the theoretical and conceptual framework resulting from the liberal schools of thought - better known as idealists - on International Relations, where approaches to global governance and international cooperation that may constitute a basis for Mexico's international agenda may be found.

The essay is divided into two parts. The first part is a review of the theoretical and conceptual frameworks which may act as a basis for the incidence of non-state actors in foreign policy and international agendas. Reflection on interrelated concepts, such as: State, sovereignty, and governance is essential to characterize the scenario where there is a growing motivation that considers the voice of non-State actors, such as Civil Society Organizations essential, both in the international and national agendas.

On the basis of this understanding, the second part will discuss the ways in which the participation of civil society in the CBD and the incipient effort is taking place within the framework of the COP13 by promoting the inclusion of Mexican CSOs in the planning of the foreign policy on biodiversity issues, as well as the potential construction of an alliance to articulate several Civil Society Organizations in collective work that will have an impact on different levels.

The conclusion will include a brief final reflection on the potential of Mexican Civil Society Organizations to articulate themselves and these processes to participate in the necessary changes that will allow for solving cross-border problems, such as the loss of biodiversity.

# NGO: FROM STATE GAP-FILLING TO STRENGTHENING CAPACITIES TOWARDS THE 2030 AGENDA

**Hanna Monsiváis Lehne**

The challenges for the development of Mexico and the world require new forms of interaction between non-governmental organizations (NGOs) and the government. Despite the progress made in the last forty years, triggered by the student movement of 1968, there is still space to strengthen the relationship between the civil sector and the governmental sector. Given the growth of civil society in Mexico, international trends and the common action path marked by the 2030 Agenda for Sustainable Development, today there are conditions for NGOs to evolve from being service providers to develop capacities in government institutions. This essay explores the evolution of NGOs at national and international level, the current international trends with special focus on the development of government capacities, and it proposes a new form of interaction between these organizations and the Mexican government as an alternative to successfully achieve the Sustainable Development Goals (SDGs).

This essay explores the role of NGOs in Mexico and it proposed a change in their relationship with the government, in line with global trends, in order to support the implementation of the international agenda. A first section reviews the evolution of the relationship between NGOs and the Mexican government from the 1970's to date. It then examines the evolution of the role of NGOs at the international level, in relation with the trends of their main financing sources. In the third section, there is a review of the relationship that the 2030 Agenda prescribes for NGOs and Governments, followed by a proposal that promotes them as government capacity developers. The penultimate section lists some challenges for the implementation of this proposal.

NGOs have a critical role in the development of the Mexican government capacities, and in this sense in the success of the 2030 Agenda on Sustainable Development. Their alignment with the international development agenda, their experience in the field, their proximity to the communities, their ability to test models of intervention at a small and medium-scale and their ability to generate alternatives for Development, "with a capital letter D", make them a perfect ally to contribute to the development of the State's capacities. However, to date, the relationship between NGOs and governments has focused on competition for the provision of services or confrontation in the design of public policies. The current situation has its roots in the evolution of national and international conditions. If the relationship between these actors got stuck, it would result in the reduction of the responsibility of governments to their citizens and it would limit the potential of NGOs to generate alternatives for Development with "capital letter D".

The 2030 Agenda has helped create the conditions to strengthen a relationship of collaboration between both actors, even as a means to facilitate the achievement of the SDGs. The 2030 Agenda, by placing different sectors under the same action plan, provides the basis for collaboration and transfer of capacities. This concept of interdependence and collaboration has been adopted by international actors, such as cooperation agencies, multilateral agencies and international financial institutes, but has yet to be transferred to ideology and national practice.

The adoption of this type of interaction process promises great benefits, but it must take into account certain challenges. Firstly, for this model to be successful, it is necessary to focus on the financing of the work of NGOs beyond projects operators or service providers. Secondly, NGOs must strengthen their institutional capacities to generate a range of attractive government training and, finally, in order to contribute to the strengthening of state capacities, a significant change is required in the traditional conceptualization that NGOs have about government and vice versa. The current world challenges demand international and intersectoral collaboration; in this sense, to bet on the development of capacities that the NGOs can offer to the government institutions is an action that will bring us one step closer to the fulfilment of the Sustainable Development Goals by 2030.

# MEXICAN CIVIL SOCIETY IMPACT IN THE 2030 GLOBAL AGENDA. ACT!2015 INITIATIVE PERSPECTIVES.

**Antonia Nájera Pérez**

Civil society is an actor of great value for democratic life. Citizen participation allows for reducing vertical public decision-making, especially when dealing with issues that directly affect human rights of groups and persons.

In Mexico, the third sector is hardly consolidated; while there are many of legally registered organizations, a few of them carry out functions relating to the formulation, implementation, evaluation and monitoring of public policies, and even less organizations generate political incidence mechanisms to have an influence on the political agenda and subsequent public decision-making.

If at a national and local levels the impact of civil society is recent, its multilateral work and its global impacts are also innovative. An example of this is the participation of various Civil Society Organizations in the definition of the agenda for International Development 2015-2030, formally known as 2030 Agenda, which reflected the momentum and positioning of issues of particular relevance to the Mexican youth, specifically through the ACT! 2015 initiative. This initiative is located in a national context, which is undoubtedly a peculiar context, defined by the also recent creation of mechanisms of citizen participation within a barely defined participatory democracy. The purpose of this essay is to reflect on the extensive work carried out by the initiative; in this regard, three points will be addressed: the social and political scenario that served as the action framework for the political incidence of ACT!2015; characteristics of its participation in the new global agenda for development and the inclusion of adolescents and young people, and the scope of political incidence of ACT! 2015 in favor of multilateralism and global governance.

To understand the framework where the work of the Mexican civil society is currently located, it is necessary to understand two aspects which consolidate the emergence and strengthening of a participatory third sector; first, democratic consolidation defined by the political alternation principles of the Millennium; second, the inclusion of human rights in the governmental approach, more emphatically considered in the Mexican political agenda of transition governments.

By 2015, Mexican civil society had become a dynamic social actor that beyond its well-known task of implementing and evaluating policies and programs for the benefit of target populations, already had a basic institutional structure - although a certainly weak one - to influence the public local, national and global agendas, by creating counterweights to state actors, and setting up a more sophisticated model of citizen participation, characterized by political involvement in the public decision-making process.



Participation in ACT! 2015 showed a steady work both between the organizations that generated the initiative, and with Mexico's representation at the UN. It is possible to highlight at least three points that characterized the multilateral incidence of these organizations during the construction process of the 2030 Agenda: the first one is the role played by the SRE to include the proposals of ACT!2015; the second one is the reduced and unclear selection of ACT! 2015 people and organizations that obtained a place in the Mexican delegation, and the third one refers to the obstacles generated by the shortage of funding for the participation of young representatives of the initiative.

# THE ROLE OF CIVIL SOCIETY ORGANIZATIONS IN MEXICO'S FOREIGN POLICY: MECHANISMS FOR DIALOGUE AND COOPERATION

**Patricia Baranda Carmona**

The participation of civil society acquires greater relevance in the direction of international relations as it affects issues such as human rights, development, economy, trade, climate change, and the environment, among others. Its role is essential in building a fairer, more equitable, and more prosperous society, considering that social participation complements, strengthens and enhances the action of Governments on issues that transcend the individual competence of the States.

This reaffirms the importance of Civil Society Organizations involvement in the field of foreign policy through dialogue and the generation of mechanisms for collaboration with the government, in order to contribute to the development of a modern and innovative foreign policy. For such reason, this paper seeks to answer the following questions: What is the importance of the participation of CSOs in Mexico's foreign policy? And what are the mechanisms of dialogue between the Mexican State and civil society in this field, taking into account the society-government co-responsibility before a democratic system where several actors and patterns converge at the national and international level? The article begins by stating a conceptual framework with key concepts on which the article is based; the participation of CSOs in Mexico's foreign policy is reviewed to identify the dialogue under construction between the Mexican State, through the SRE and the CSOs; the participation of Civil Society Organizations in international fora is pointed out as a mechanism for dialogue and cooperation, and a series of final thoughts are included.

In the Mexican Ministry of Foreign Affairs three stages have developed that show how their openness to civil society has evolved: 1) in 2003 the Unit for Attention to Social Organizations (UAOS, Spanish acronym) was established; 2) the Liaison Office for CSOs was created in 2005, and 3) the DGVOSC within the structure of the Vice-Ministry for Multilateral Affairs and Human Rights was created in 2009.

This essay explains how SRE redesigns and redefines its field of action and interaction with organized society, which means a transformation in the attitude of the citizens that form part of diplomacy and that are democratically responsible for exercising their activity under the criteria of transparency, accountability and dialogue with civil society actors to share, discuss, and build public decisions that have a direct and an indirect impact on citizens.

The public policies implemented by the SRE for the inclusion of civil society in these agendas, have been innovative measures whose relevance lies in transformations that are taking place to include these actors in the consultation circuits on governments' tasks in external relations areas.

Dialogue spaces for the CSOs and the government still lack stronger incidence mechanisms, since we need to strengthen a political culture of political dialogue and communication between governments and civil society actors, in order to be able to have a proper influence in foreign policy. Similarly, it is necessary to institutionalize this participation with measures that clearly define the scope of each actor, in order to join efforts for a common purpose, without limiting or substituting responsibilities; likewise, there is a need to design mechanisms for evaluation of the quantitative and qualitative results of the coordination between the government and civil society; it is necessary to strengthen the role of academics in the construction of these bridges for dialogue, coordination and design initiatives to promote not only an innovative Mexican foreign policy in accordance with the international dynamics, but with a view to become a State policy.



# ANNEXES





# Guidelines for driving, development, organization and operation of mechanisms for citizen participation in agencies and entities of the Federal Public Administration

FEDERAL OFFICIAL GAZETTE,  
MEXICO CITY, AUGUST 11, 2017.

## **FIRST TITLE** General provisions

### **CHAPTER I** Purpose, scope and definitions

*First.* These guidelines are intended for establishing the conditions and minimum requirements to be observed by the agencies and entities of the Federal public Administration for the impulse, creation, organization and functioning of citizen participation mechanisms.

*Second.* The guidelines are applicable to all citizen participation mechanisms implemented by the agencies and entities of the Federal public Administration, without prejudice to the obligations laid down in other applicable legal provisions.

*Third.* Citizen participation mechanisms must include a human rights perspective, a gender perspective and the promotion of participatory processes of incidence on public policies and strengthening of democratic governance.

*Fourth.* For the purposes of the present guidelines, the following terms will have the following meaning:

- I. Academics: Higher education institutions, research centers and professional colleges.
- II. Peer-support group or groups without affiliation: group of people who share a common goal and is not registered before a Notary Public.
- III. Indigenous communities: Group of indigenous people who form a social, economic and cultural unit in a territory and recognize their own authorities, in accordance with their traditions and customs.
- IV. Agencies: The Secretariats of State and Coordinated Regulatory Bodies in Energy Matters referred to in Article 28, eighth paragraph, of the Political Constitution of the United Mexican States.
- V. Entities: Decentralized agencies, state-owned companies, national credit institutions, ancillary national credit organizations, national institutes of insurance and sureties, and public trusts as parastatal entities referred to in Articles 3, 45, 46 and 47 of the Organic Law of the Federal Public Administration.

- VI. Members: Public service personnel and civil society representatives who are part of a citizen participation mechanism.
- VII. Guidelines: The guidelines for driving, development, organization and operation of mechanisms for citizen participation in agencies and entities of the Federal Public Administration.
- VIII. Citizen participation mechanisms: Those through which government and society are related and articulated to strengthen planning, execution, monitoring and evaluation of public policies.
- IX. Level of incidence: The degree of influence of citizen participation in public management on the design, implementation, monitoring and evaluation of public policies, program and projects.
- X. Business organizations: Chambers of Commerce, services and tourism, as well as confederations and business associations.
- XI. Civil Society Organizations: Legally constituted civil groups including persons or social groups with the aim of engaging in activities related to and in favor of third parties' rights.
- XII. Social organizations: Groups formed for a common purpose on their members' self-interest, and that might have a productive purpose.
- XIII. Ministry: The Ministry of the Interior.
- XIV. ICTs: Information and communication technologies.
- XV. Political Development Unit: The Political Development and Civic Promotion Unit ascribed to the Vice-Ministry of Prevention and Citizen Participation of the Ministry of the Interior.

*Fifth.* The Ministry, through the Political Development Unit shall interpret the Guidelines for administrative purposes.

*Sixth.* The Political Development Unit will provide the necessary advice for the implementation of the Guidelines.

*Seventh.* Agencies and entities must give priority to the adoption and use of ICTs for the operation of their citizen participation mechanisms.

In the case of citizen participation mechanisms that are developed in digital media and that are likely to be made available through the electronic portal, agencies and entities must be duly published in the link [www.gob.mx/participa](http://www.gob.mx/participa), in accordance with the applicable provisions.

For such purpose, agencies and entities, in accordance with the applicable provisions, may request the advice and support of the Digital Government Unit of the Ministry of Public Administration.



---

**CHAPTER II**

## Guiding principles of citizen participation mechanisms

*Eighth.* Agencies and entities must observe the following principles in the actions implemented for driving, development, organization and operation of citizen participation mechanisms:

- I. **Effective incidence:** That citizen participation will have an effective influence in the design, implementation, monitoring and evaluation of public policies, programs and projects, through citizen participation mechanisms, by means of which society issues will be considered and will receive a detailed response.
- II. **Equality and non-discrimination:** Citizen participation mechanisms must be characterized by the access that people or groups of people have to equal enjoyment of rights arising from rules and facts, and by being open to all persons who meet the requirements stated by the regulations applicable to the corresponding mechanism, whereas equality of opportunities, rights and responsibilities, regardless of skin color, ethnic or national origin, sex, culture, gender, age, disabilities, social, economic, health or legal status, religion, physical appearance, genetic characteristics, immigration status, pregnancy, language, opinions, sexual preferences, identity or political affiliation, marital status, family status, family responsibilities, language, criminal records, or any other reason that violates human dignity.
- III. **Inclusion:** Citizen participation mechanisms must include all people and groups interested participating in public administration and in getting to know the diverse opinions and points of view.
- IV. **Transversality:** The process by which agencies and entities implement policies, programs and actions related to citizen participation mechanisms, which must be based on a scheme of action and coordination of efforts and resources.
- V. **Co-responsibility:** Collaboration between individuals, social groups and levels of government, responsible for the improvement of society's quality of life.
- VI. **Transparency, access to information and data protection:** agencies and entities with citizen participation mechanisms must give publicity to the discussions and actions related to their responsibilities, as well as give access to the information generated, in accordance with the legislation related to transparency, access to public information and protection of personal data.
- VII. **Promotion of technological innovation:** citizen participation mechanisms must facilitate the participation of the population in public administration through the adoption and use of ICTs.

## SECOND TITLE

### Citizen participation mechanisms

#### CHAPTER I

##### Types and modalities of citizen participation mechanisms

*Ninth.* There are three types of citizen participation mechanisms.

- I. Advise: Agencies and entities collect the opinion and information from citizens to facilitate decision-making processes on the planning of public policies, programs and projects.
- II. Execution: civil society representatives may participate in the implementation of public policies, programs and projects, in the terms established in the applicable legal provisions.
- III. Monitoring: Civil society representatives supervise the proper and timely fulfillment of the goals, the application of public resources and the development of public policies, programs and projects of agencies or entities.

*Tenth.* To meet the objective of citizen participation mechanisms, agencies and entities may implement any of the following modalities:

- I. Face to face: Those in which citizen participation is exercised in person.
- II. Digital: those in which citizen participation is carried out through the ICTs.

*Eleventh.* Levels of incidence in citizen participation mechanisms may include the following:

- I. Information: civil society representatives have access to information, data, facts or messages about a public issue.
- II. Dialogue: public service personnel and civil society representatives exchange information regarding specific issues or problems, in a two-way relationship.
- III. Opinion: civil society representatives state or submit proposals on topics or issues arising from questions asked by public service personnel.
- IV. Deliberation: public service personnel and civil society representatives hold joint discussions to improve the adoption of a certain decision.
- V. Co-management: public service personnel and civil society representatives are jointly involved in the implementation of public policies, programs and projects.
- VI. Surveillance: civil society representatives that monitor public decisions' compliance.

#### CHAPTER II

##### Creation of citizen participation mechanisms

*Twelfth.* In order to establish citizen participation mechanisms, agencies and entities must have the following:

- I. Authority in the issues subject-matter of citizen participation mechanism.
- II. Well-grounded analysis of the public problems and citizen participation requirements that reflect the need to establish the citizen participation mechanism.

- III. Diagnosis of benefits to be obtained with the citizen participation mechanism.
- IV. Members profile, by ensuring the inclusion of different actors of society related to the nature of the problem or issue public.

*Thirteenth.* Once the agency or entity determines the creation of any participation mechanism must:

- I. Determine the type of citizen participation mechanism and its modality.
- II. Establish the level of incidence based on the analysis of section II of the Twelfth Guideline;
- III. Identify the profile of the Members of the citizen participation mechanism.
- IV. Issue a public call for citizen participation through the website [www.gob.mx/participa](http://www.gob.mx/participa), in accordance with the applicable provisions, and through other means of communication as determined by the agency or entity.
- V. Perform the actions established by the applicable legal provisions in citizen participation matters, files, transparency and access to information related to such citizen participation mechanism.

### **CHAPTER III**

#### Actions to promote and strengthen citizen participation mechanisms

*Fourteenth.* Agencies and entities must promote and strengthen their citizen participation mechanisms, though, at least, the following elements and actions:

- I. Generate a development program for the citizen participation mechanism, which must be in accordance with the Guidelines, the agency's internal regulations and the applicable provisions.
- II. Perform periodic analysis of the progress and functioning of the citizen participation mechanism, in relation with the public issue to be addressed and citizen participation requirements.
- III. Elaborate the analysis of the participation mechanism, which shall be published on their website.
- IV. Actions deemed necessary for the strengthening of the citizen participation mechanism.

### **CHAPTER IV**

#### Members of citizen participation mechanisms

*Fifteenth.* Citizen participation mechanisms must be integrated by public service personnel and civil society representatives.

*Sixteenth.* Members of citizen participation mechanisms that are not public service personnel, are not subject to any working relationship with the corresponding agency or entity.

*Seventeenth.* Civil society representatives who are part of citizen participation mechanism are honorary members and they include the following, among others:

- I. Citizens, on an individual basis.
- II. Civil Society Organizations' representatives.
- III. Academics.
- IV. Social Organizations' representatives.
- V. Indigenous communities' representatives.
- VI. Business organizations' representatives.
- VII. Peer-support groups or groups without affiliation.

## CAPÍTULO V

### Development processes

*Eighteenth.* Agencies and entities must make public calls to integrate citizen participation mechanisms, which must include at least:

- I. Type, mode and incidence level of the citizen participation mechanism.
- II. Purpose of the citizen participation mechanism.
- III. Profile of civil society representatives.
- IV. Deadlines for the development of the citizen participation mechanism.
- V. Geographical demarcation in which the citizen participation mechanism will be developed.
- VI. Public service personnel in charge or coordinator of the citizen participation mechanism, depending on the type and form of such mechanism.

*Nineteenth.* Agencies and entities may directly invite civil society representatives, when the citizen participation mechanism so requires.

For the purposes of the provisions of the preceding paragraph, the agency or entity must assess at least the following aspects:

- I. Career: The civil society representative invited must have public recognition in the field of the citizen participation mechanism.
- II. Experience: the civil society representative invited must have knowledge and skills arising from their social, work or professional practice in the matter of the citizen participation mechanism,
- III. Others to be determined by the agency or entity.

*Twentieth.* The renewal of civil society representatives in face-to-face citizen participation mechanisms, where appropriate, must be gradual, so that there is continuity in the work, as well as transmission of experiences and learning.

*Twenty-first.* The following are causes of separation of the Members of the citizen participation mechanism:

- I. Conclusion of the activities of the citizen participation mechanism.
- II. Express resignation.
- III. Non-compliance with the development and working program of the citizen participation mechanism.
- IV. Conflict of interest.

*Twenty-second.* Agencies and entities must appoint the public service personnel included in the citizen participation mechanisms, who must have powers to make agreements and decisions related to the citizen participation mechanism.

### THIRD TITLE

#### Organization of citizen participation mechanisms

#### CHAPTER I

#### Structure of citizen participation mechanisms

*Twenty-third.* The structure of face-to-face citizen participation mechanisms must have a technical secretariat, which will be in charge of a public service managing officer or an equivalent hierarchy officer. The person in charge of the technical secretariat has the following functions:

- I. Call the Members of the citizen participation mechanism to the first session.
- II. Draw up and submit the work program to the members of the citizen participation mechanism.
- III. Make sure that the actions of the citizen participation mechanism comply with the applicable legal provisions.
- IV. Facilitate and support the work of the citizen participation mechanism and that of its Members.
- V. Safeguard the physical and electronic files generated by the implementation of the citizen participation mechanism.
- VI. Publish and keep the information referred to in the Thirty-fifth Guideline updated.
- VII. Provide the information of the citizen participation mechanism, in accordance with the legislation on files, transparency, protection of personal data, National One-Stop Shop and other applicable provisions.
- VIII. Others established by the work program of the citizen participation mechanism, as well as by the agency or entity in charge thereof.

*Twenty-fourth.* Digital citizen participation mechanisms must have a coordination office, which will be in charge of a public service general managing officer or an equivalent hierarchy officer. The person in charge of the coordination office has the following functions:

- I. Prepare the schedule of the citizen participation mechanism.
- II. Make sure that the actions of the citizen participation mechanism comply with the applicable legal provisions.
- III. Safeguard the physical and electronic files generated by the implementation of the citizen participation mechanism.
- IV. Publish and keep the information referred to in the Thirty-fifth Guideline updated.
- V. Provide the information of the citizen participation mechanism, in accordance with the legislation on files, transparency, protection of personal data, as well as National One-Stop Shop and other applicable provisions.
- VI. Others established by the corresponding agency or entity.

## CHAPTER II

### Organization and operation rules of the citizen participation mechanism

*Twenty-fifth.* Once the citizen participation mechanism is organized, the public service officer in charge of the technical secretariat or coordination office, as appropriate, shall submit to the consideration of the Members the organization rules of the mechanism that must be published in [www.gob.mx/participa](http://www.gob.mx/participa), in accordance with the applicable provisions, which shall contain at least:

- I. General provisions.
- II. Integration.
- III. Structure.
- IV. Functions and activities.
- V. Responsibilities of the Members.
- VI. Frequency of sessions, where appropriate.
- VII. Work program.
- VIII. Monitoring and evaluation system.
- IX. Transparency and accountability.

*Twenty-sixth.* The members of the citizen participation mechanism can be internally organized in committees or working groups and hold meetings they consider necessary for the performance of their functions.

*Twenty-seventh.* Agencies and entities in charge of the organization of citizen participation mechanisms must observe the following aspects for their optimal performance:

- I. Reasonable deadlines. Citizen participation mechanisms must be structured so that members will have enough time to review the documents and the information concerning the mechanism, with the aim of guaranteeing the quality of their contributions.
- II. Public, complete, clear, understandable and timely information. The information arising from citizen participation mechanisms must be publicly accessible, in accordance with the legislation on files, transparency and protection of personal data, as well as understandable to all the Members of the mechanism, and posted in digital format in [www.gob.mx/participa](http://www.gob.mx/participa), in accordance with the applicable provisions.
- III. Clear work procedures. The rules that govern involvement in citizen participation mechanisms must be clear.
- IV. Empowerment. Involvement in citizen participation mechanisms must strengthen citizens, by reinforcing their capacities and promoting changes that have an impact on public policies for the benefit of society.

*Twenty-eighth.* If necessary, the members of the citizen participation mechanism may request, through the person in charge of the technical secretariat or coordination office, the opinion of the public service personnel and experts in the subject under analysis. In addition, the Members of the citizen participation mechanism can exchange experiences and learning with Members of other mechanisms related to its object.

**CHAPTER III**

## Determination of action of citizen participation mechanisms

*Twenty-ninth.* Citizen participation mechanisms in agencies and entities can have national coverage, or be established in the states, regions, municipalities or localities of the United Mexican States, subject to the powers and competence of the corresponding agency or entity. The territorial coverage may be:

- I. National: when the organization and scope of operation of the citizen participation mechanism is at the federal level.
- II. State: when the organization of the citizen participation mechanism has a territorial structure that allows it to be present in a state.
- III. Regional: when the organization of the citizen participation mechanism has a territorial structure in several states.
- IV. Municipal or Local: when the organization of the citizen participation mechanism includes a territorial structure at the municipal or community level.

**CHAPTER IV**

## Training of Members of citizen participation mechanisms

*Thirtieth.* The citizen participation mechanism must take into account training processes for its members on the following topics:

- I. Key elements of the process of design, planning, programming and budgeting of public policies.
- II. Citizen participation.
- III. Civil society.
- IV. Public policies with human rights approach and gender perspective.
- V. Access to information.
- VI. Files, transparency, accountability and protection of personal data.
- VII. Any topics related to the objective of the citizen participation mechanism.

**FOURTH TITLE**

## Results of citizen participation mechanisms

**CHAPTER I**

## Results and reports of activities of the citizen participation mechanisms

*Thirty-first.* The results generated by the citizen participation mechanisms must be stated in writing, be publicly accessible and rely on clear and objective criteria, consistent with the subject-matter of the mechanism.

*Thirty-second.* Agencies and entities must develop and disseminate an annual report of their citizen participation mechanisms through [www.gob.mx/participa](http://www.gob.mx/participa), in accordance with the applicable provisions, which shall include:

- I. Progress report on the fulfilment of the work program.
- II. Activities performed within the framework of the citizen participation mechanism.
- III. Internal evaluation of the results achieved.
- IV. The results generated, as appropriate.

The report must be submitted physically and electronically, by using clear, concise and inclusive language.

*Thirty-third.* Within the scope of their powers, agencies and entities must provide follow-up to the results and performance of the citizen participation mechanisms for their permanent improvement.

## CHAPTER II

### Transparency, access to public information and protection of personal data

*Thirty-fourth.* Citizen participation mechanism activities must be governed by the constitutional principles on files, transparency and access to public information and protection of personal data.

*Thirty-fifth.* Agencies and entities need to update every six months in their electronic portal and in the website [www.gob.mx/participa](http://www.gob.mx/participa), in accordance with the applicable provisions, the information related to the formation, organization, operation and results of the activities of the citizen participation mechanism.

*Thirty-sixth.* Agencies and entities must publish the information of each citizen participation mechanism through the modality of open data, in accordance with the applicable provisions.

## CHAPTER III

### Database of citizen participation mechanisms

*Thirty-seventh.* Agencies and entities must appoint a person from the public service Director General or an equivalent hierarchy officer to act as the liaison with the Ministry to comply with the obligations established by this chapter, as well as for consultations and exchange of information on the citizen participation mechanisms.

*Thirty-eighth.* The Political Development Unit must create a database of citizen participation mechanisms in agencies and entities, which includes, at least, the following information:

- I. Name of the agency or entity.
- II. Name of the citizen participation mechanism.
- III. Type of the citizen participation mechanism.



- IV. Modality of the citizen participation mechanism.
- V. Legal framework that supports the integration of the citizen participation mechanism.
- VI. Name of the Members of the citizen participation mechanism.
- VII. Operational aspects of the citizen participation mechanism.

The Political Development Unit must update that information every 90 business days, and it must be published in [www.datos.gob.mx](http://www.datos.gob.mx) in open data, in accordance with the applicable provisions.

*Thirty-ninth.* In case of creation of a new citizen participation mechanisms, agencies and entities must deliver to the Political Development Unit, within a maximum of 30 business days as from the beginning of their operation, the information referred to in the Thirty-Eighth Guideline.

*Fortieth.* The information of the database referenced in the Thirty-Eighth Guideline is considered public, in terms of the provisions on transparency and protection of personal data.

## Agreement that modifies the Guidelines for the Participation of Civil Society Organizations on Foreign Policy issues, published in the Federal Official Gazette, on March 6, 2018.

DOF: 03/06/2018

On the margin, there is a seal with the National Coat of Arms that reads: United Mexican States - Ministry of Foreign Affairs.

*LUIS VIDEGARAY CASO*, Minister of Foreign Affairs, pursuant to Articles 28 of the Organic Law of the Federal Public Administration, 13 of the Federal Law of Promotion of Activities of Civil Society Organizations, Article 4 of the Federal Law on Administrative Procedure, Articles 1, 6 and 7 of the Internal Regulations of the Ministry of Foreign Affairs.

### WHEREAS

According to Article 30 of the Internal Regulations of the Ministry of Foreign Affairs, the Directorate General for Liaison with Civil Society Organizations must act as a link between the Ministry and Civil Society Organizations and facilitate the promotion of liaison actions at national and international level, through access to information, dialogue, consultation and analysis on issues of foreign policy, through fora, public events and conferences;

The Agreement that establishes the Guidelines for the Participation of Civil Society Organizations on foreign policy issues, published in the Federal Official Gazette, on March 2, 2005 was done to establish a specific framework to promote civil society participation in foreign policy issues.

The new global context allows for acknowledging and providing for increased participation of social actors that present solutions to common problems and interests and provide an institutional response on behalf of government agencies to social organizations' demands, by ensuring a policy of comprehensive institutional care and promoting the participation of Civil Society Organizations interested in the issues of the international agenda;

In the specific case of Mexican foreign policy, the importance of strengthening the participation of civil society in the governmental processes, not only contributes to their inclusion in the decision-making process, but also, facilitates building a country with democratic institutions involving the greatest number of voices in public affairs that increasingly contribute to generate comprehensive and arranged solutions;

The Ministry of Foreign Affairs has incorporated, as a main element of its foreign policy, the promotion and strengthening of the institutionalized participation of civil society and its organizations in international activities, by promoting the creation and implementation of new mechanisms for the institutionalization of the social participation of the Mexican organizations.

Since this requires strengthening the institutional instruments for dialogue, deliberation and submission of proposals of Civil Society Organizations with respect to foreign policy, as a task that must involve the Administrative Units and decentralized Bodies of the Ministry of Foreign Affairs, the latter has issued the following.

## AGREEMENT

**SINGLE ARTICLE.-** The second, Third, Fourth, Fifth, Sixth, Seventh, Eighth, Ninth, Tenth, Eleventh and Twelfth Guidelines are amended, and the Thirteenth Bis Guideline is added to the agreement establishing the guidelines for the participation of Civil Society Organizations in foreign policy issues, published in the Federal Official Gazette on March 2, 2005, in the following terms:

**FIRST.-** ... (This article remains with no changes, as in the 2005 guidelines).

**SECOND.-** Dialogue is established as a basic and essential role to learn and assimilate, where appropriate, the opinion of Civil Society Organizations, to form action criteria that will serve to assess and guide the governance positions assumed by the Ministry of Foreign Affairs.

**THIRD.-** To maximize the benefits and make the process of dialogue and participation between the Government and Civil Society Organizations more efficient, this shall be proactive, responsible and in good faith.

**FOURTH.-** For the dialogue and consultations with Civil Society Organizations, the Ministry of Foreign Affairs undertakes to:

- I. Inform civil society and keep it updated on international multilateral meetings involving Civil Society Organizations, as part of the official delegation.
- II. Promote greater participation and commitment of civil society in the discussion for the design and presentation of proposals on foreign policy.
- III. Promote a higher quality relationship and coordination among the government, civil society and social actors organizations.
- IV. Encourage transparency and consensus on the proposals and design of public policies.

**FIFTH.-** The Ministry of Foreign Affairs will keep Civil Society Organizations informed on foreign policy issues, through the following mechanisms:

- I. Public fora and events, work, information or coordination meetings.
- II. Material included in disclosure booklets, brochures, publications and printed papers.
- III. Access to information through electronic networks, whether they are Internet portals or via e-mail.

- IV. Conferences and academic activities for foreign policy updating, such as courses and diploma courses.
- V. Any other communication tool that may be used by the Ministry of Foreign Affairs.

**SIXTH.-** The Ministry of Foreign Affairs will publish on the web site of the Directorate General for Liaison with Civil Society Organizations information related to events and international fora of interest to Civil Society Organizations, as well as the progress, results and positions expressed.

**SEVENTH.-** The Ministry of Foreign Affairs will invite Civil Society Organizations to participate in spaces for meeting and dialogue to design, arrange and promote strategies that strengthen the articulation and liaison of proposals on foreign policy issues. The participation of Civil Society Organizations will be free of charge and it will not generate any labor or economic link with the Ministry of Foreign Affairs.

**EIGHTH.-** Information and participation will be open to all Civil Society Organizations. Participation will be based on the following criteria:

- I. Legally constituted civil groups with participation of individuals or social groups with emphasis on the multilateral agenda.
- II. The organization, association or network must have knowledge and skills arising from their social, work or professional practice in the multilateral agenda.
- III. The organization, association or network must have recognized experience in the issues of the multilateral agenda.
- IV. Others to be determined by the agency or entity that assumes the title of Head Officer of the Mexican Delegation.

**NINTH.-** The information provided by the Ministry of Foreign Affairs shall be subject to the provisions of the Federal Law of Transparency and Access to Public Information, so that, in accordance with these regulations, public officers of the Ministry of Foreign Affairs involved in the negotiations must preserve the confidentiality of the information whose dissemination undermines international relations. The criteria to be followed will be offering the maximum possible information to the members of civil society.

**TENTH.-** The Ministry of Foreign Affairs may invite up to five representatives of Mexican Civil Society Organizations to participate with the official delegations attending international meetings of multilateral nature. These representatives must at all times be subject to the participation criteria issued for such purpose by the agency of the Federal Public Administration, who assumes the title of Head Officer of the Mexican Delegation.

**ELEVENTH.-** The decision about who will participate among Civil Society Organizations shall be in charge of the stakeholders themselves through a transparent decision-making process. In cases where no proposals are received by Civil Society Organizations, or when it has not been previously agreed upon, it will correspond to the Ministry of Foreign Affairs through the Directorate General for Liaison with Civil Society Organizations, in consultation with the pertinent areas of the Ministry, to establish the procedure to ensure that such social representation is included.

**TWELFTH.**- The Ministry of Foreign Affairs will report the results of the meeting or international negotiations, in which Civil Society Organizations are included in the official delegation, within the month following such event, through any of the institutional mechanisms established in the FIFTH and SIXTH guidelines.

**THIRTEENTH.**- ... (This article remains with no changes, as in the 2005 guidelines).

**THIRTEENTH BIS.**- The Directorate General for Liaison with Civil Society Organizations by charging it to their approved budget may exceptionally provide support to Civil Society Organizations representatives included in the official delegations, pursuant to the provisions of Articles 5, 6 section V and 7 of the Federal Law on Promotion of Activities Conducted by Civil Society Organizations.

#### **PROVISIONAL ARTICLES**

**FIRST.**- This Agreement shall enter into force on the day after its publication in the Federal Official Gazette.

**SECOND.**- The information referred to in the SIXTH guideline of this Agreement, will be published in the following link: [\*http://participacionsocial.sre.gob.mx\*](http://participacionsocial.sre.gob.mx)

Given in Mexico City, on February twenty-third, two thousand eighteen.- Minister of Foreign Affairs, Luis Videgaray Caso.- Signature.

# Index of "Citizen Diplomacy and Sustainable Development in Mexico"

## **Prologue**

Luis Videgaray Caso

## **Introduction**

Miguel Ruíz-Cabañas Izquierdo

## **I. Foreign Policy and Civil Society**

*Notes on the Incidence of Civil Society in Public Policy  
with Special Reference to Foreign Policy*

Gabriela Ippolito O'Donnell

*Participation of Civil Society in Mexico's International Agenda*

Luz Elena Baños Rivas

*Foreign Policy and Social Demands in Latin America: Current Situation*

Andrés Malamud

## **II. Civil Society, Government and Sustainable Development in Mexico**

*Considerations on the Role of Civil Society in the Sustainable  
Development of Mexico*

María Angélica Luna y Parra y Trejo Lerdo

*The Senate of the Republic and Civil Society in the Implementation of  
the UN 2030 Agenda for Sustainable Development*

Lucero Saldaña Pérez

*Social Dialogue and Sustainable Development Goals*

Fernando Montoya Vargas

*The Need to Renew Institutions Towards the Construction of Public and Citizen  
Diplomacy for Sustainable Development: the Mexican Case*

Susana Cruickshank Soria

## **III. Multilateralism and Civil Society. Challenges for Implementation of the Sustainable Development Agenda in Mexico**

*Civil Society: a Strategic Ally for the Implementation of the 2030  
Agenda for Sustainable Development*

Adolfo Ayuso Audry

*Challenges for the Implementation of the Sustainable Development Agenda in Mexico*  
Laura Becerra Pozos

*New Multilateralism and Civil Society: Challenges for the Implementation of the 2030 Agenda for Sustainable Development in Mexico*  
Rebecka Villanueva Ulfgard

*Civil Society Contributions During the Negotiation of Sustainable Development Goals and the 2030 Agenda*  
Dámaso Luna Corona

#### **IV. Gender, Human Rights and Sustainable Development in Mexico**

*The Rights of Women and Girls and the 2030 Agenda*  
Guadalupe Gómez Maganda

*The Gender Agenda Post 2015: Progress, Actors and Challenges*  
Flor Ramírez Mejía

#### **V. Strengthening and Financing Civil Society in the Sustainable Development Agenda in Mexico**

*International Cooperation for Development as a Source of Public Funding for the 2030 Agenda 2030 for Sustainable Development and the Strengthening of Civil Society*  
Noel González Segura y Priscilla Miranda García

*Strengthening and protection of CSOs' Rights*  
Miguel de la Vega Arévalo

*Institutional Framework of CSOs in Mexico: Second and Third Generation Challenges for Cooperation Relationship between the Government and Civil Society Organizations in Search of Sustainable Development Goals*  
Humberto Muñoz Grandé

*The Necessary Strengthening and Financing of Civil Society Organizations*  
Carlos Zarco Mera

#### **About the authors**

#### **Annexes**

# Index of "Participation of Civil Society Organizations in Mexico's Multilateral Agenda".

## **Presentation**

Miguel Ruíz-Cabañas Izquierdo

## **Prologue**

Olga Pellicer

## **Introduction**

Luz Elena Baños Rivas

## **I. Human Rights**

*Mexican Civil Society in Defense of Human Rights*

Jorge Morón Vilchis

*Incidence. A basis for the Construction of a Multilateral Agenda for Exercise of Children's Rights*

Salvador Vázquez Fernández

*The role of Mexican Civil Society in the Implementation and Monitoring of the Convention on the Rights of the Disabled*

Valeria Bereniz Ramos Barba

## **II. Global Drug Policy**

*One Foot in and One Foot out: CSOs and the Multilateral Agenda on Drugs*

Zara Ashley Snapp Hartma

## **III. Migration**

*NGOs Incidence in the Mexico-United States Migration Policy*

José Víctor Flores Carmona

## **IV. Open Government**

*Civil Society Contributions to Mexico's International Agenda in Open Government Matters*

Joseph Alan Medina Reyes

*Open Data and Civil Society: An Opportunity for Improvement within the Multilateral Agenda in Mexico*

Sebastián Alfonso Rueda Quesada



## V. Climate Change and Biological Diversity

*The COP13 of the Convention on Biological Diversity, as a Scenario for Activation of Mexican Civil Society Organizations towards Mexico's International Agenda*  
Raquel Jiménez Acosta

*Ultima Tule Messages; perception of the environment and participation of civil society in the elaboration and the fulfillment of the contributions nationally planned and determined in Mexico*  
Francisco Gallardo Negrete

*The Role of Civil Society in the Climate Agenda of Mexico: from Global Incidence to National Action*  
Sandra Leticia Guzmán Luna

*Improvement of Civil Society Participation in the Fight against Climate Change*  
Rodrigo Arturo Jiménez Silva

## VI. Urban Development

*Incidence of Civil Society in Habitat Conferences: Habitat III and the Right to the City as an Alternative Principle for Rethinking Cities and Urbanization*  
Arianne Berenice Reséndiz Flores

## VII. 2030 Agenda

*An Experience of Dialogue and Incidence of Civil Society Organizations in the Approval and Implementation of the 2030 Agenda for Sustainable Development*  
Laura Becerra Pozos

*NGO: from State Gap-Filling to Strengthening Capacities Towards the 2030 Agenda*  
Hanna Monsiváis Lehne

*Mexican Civil Society Impact in the 2030 Global Agenda. ACT!2015 Initiative Perspectives*  
Antonia Nájera Pérez

*Dialogues between Governments and Citizens; A Governance Exercise in Mexico for the 2030 Agenda*  
Juan Carlos Páez Vieyra

*Civil Society in Mexico and the 2030 Agenda in the 21st Century: Collaboration and Incidence in Foreign Policy and in International Cooperation*  
Jazmín Antonieta Arista Islas

## VIII. Foreign Policy and Citizens

*The Role of Civil Society Organizations in Mexico's Foreign Policy: Mechanisms for Dialogue and Cooperation*  
Patricia Baranda Carmona

## Authors' Profiles

## Annexes

*Notes on  
Citizen Diplomacy  
in Mexico 2012-2018*

*General Coordination:* Luz Elena Baños Rivas

*Work Supervision:* Pedro Eliud Cisneros Cuervo

*Editorial Supervision:*

María Constanza García Colomé, Instituto Matías Romero

*Typography, Edition and Design Adequacy:*

Arbel Impresores, S.A. de C.V.

*Original Cover Design:*

Luis Armando Cornejo Castillo, Instituto Matías Romero

*General Support:* Rosa Isela Aguado López and Karla Vanessa Hidalgo Contreras

*Translation into English:* Verónica Cecilia Armida, Precisa Traducciones

*Booklet Design:* Jhonatan Martín León Girón and Ricardo Pérez Maciel

*Administrative assistance:* Karla Anabel Roque Moreno

Notes on Citizen Diplomacy in Mexico 2012 – 2018,  
Finished printed in April 2018 in the workshops of  
Arbel Impresores, S.A. de C.V.,  
25, Circuito Plaza Tenexpa, Col. Dr. Alfonso Ortiz Tirado,  
Iztapalapa, Mexico City, 09020.  
1000 copies were printed in coated paper of 125 grs.



Vice-Ministry for Multilateral  
Affairs and Human Rights

Directorate General for Liaison with  
Civil Society Organizations

