

BRINGING FOUNDATIONS AND GOVERNMENTS CLOSER

EVIDENCE FROM MEXICO



MEXICO

PRODUCTIVE PROJECTS

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BRINGING FOUNDATIONS AND GOVERNMENTS CLOSER

Evidence from Mexico

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FOREWORD

International co-operation can no longer be considered without acknowledging the role and contribution of key actors who are part of the dynamics of global development.

This is why governments need to pursue inclusive development with a comprehensive approach involving all relevant stakeholders. This diversity of actors should lead to strengthening inclusive multi-stakeholder partnerships seeking to produce effective development, as specified by the Monterrey Consensus. These partnerships have proven to be a necessary instrument for implementing the ambitious 2030 Agenda and its Sustainable Development Goals (SDGs). Similarly, the Addis Ababa Action Agenda confirms this requirement by recognising the importance of public and private, national and international financial flows in implementing the new development paradigm.

The Guidelines for Effective Philanthropic Engagement are intended to help philanthropic organisations improve their development outcomes through effective co-operation with a variety of actors. This effort is driven by the OECD Development Centre's Network of Foundations Working for Development (netFWD), and was launched at the First High-Level Meeting of the Global Partnership for Effective Development Co-operation (GPEDC) held in 2014 in Mexico City as a voluntary initiative.

As demonstrated in this study, Mexico, as GPEDC Co-Chair, has committed itself to promoting inclusive and effective partnerships. This study offers a diagnosis and specific recommendations on how to implement the Guidelines for Effective Philanthropic Engagement in order to enhance collaboration between Mexican foundations and the Federal Government on the basis of three pillars: dialogue, data and information sharing, and partnerships.

For the third pillar – partnerships – it is crucial to factor in the increasing number of stakeholders involved and the complexity of their interactions. Similarly, inclusive partnerships are precisely one of the four principles for effective development guiding the work of the GPEDC. The goal of the GPEDC is to eradicate poverty through effective development co-operation by following up on the progress and implementation of the Busan commitments through their constantly evolving monitoring framework.

By developing a wide range of activities, foundations have positioned themselves as catalytic agents of development. Moreover, the Global Partnership recognises them as key development co-operation partners, in the quest for lasting and sustainable results. Accordingly, foundations have been included as members of the GPEDC Steering Committee.

The case study of Mexico is therefore an enriching exercise contributing to the creation of a strategic partnership between the philanthropic sector and governments.

The recommendations formulated in the study provide the basis for close and effective co-operation between Mexican foundations and government agencies, including the Mexican Agency for International Development Co-operation, *Agencia Mexicana de Cooperación Internacional para el Desarrollo* (AMEXCID). The study expands the spectrum of key development partners for a co-operation agency of the South. Similarly, it has been recognised that not only governments, but all actors, including foundations, must co-operate and assume their respective responsibilities in order to achieve the SDGs.

Gina Casar
Executive Director, AMEXCID

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This study presents the results of a research project on collaboration between Mexican foundations and the Federal Public Administration (FPA) conducted from April to December 2015. The study was developed jointly by AMEXCID, the Mexican Centre for Philanthropy, *Centro Mexicano para la Filantropía* (CEMEFI), the *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ) GmbH, and the OECD Development Centre's Network of Foundations Working for Development (netFWD).

The study was designed and supervised by Bathylle Missika, Senior Counsellor to the Director (acting) and Head of the Partnerships and Networks Unit, OECD Development Centre, and Emilie Romon, Co-ordinator of netFWD, in the context of the implementation of the Guidelines for Effective Philanthropic Engagement (OECD netFWD et al., 2014) led by netFWD in different countries. Fabiola Soto Narváez, Director of Strategic Planning at AMEXCID, Lorena Cortés, Research Director at CEMEFI, and Brisa Ceccon Rocha, Technical Adviser at GIZ, directed the work from their respective institutions.

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ACRONYMS AND ABBREVIATIONS

ABP	Asociación de beneficencia pública (public-charity organisation)
AC	Asociación civil (civil association)
AFE	Asociación de Fundaciones Empresariales (association of corporate foundations)
AMEXCID	Agencia Mexicana de Cooperación Internacional para el Desarrollo (Mexican Agency for International Development Co-operation)
CEMEFI	Centro Mexicano para la Filantropía
CIESC	Centro de Investigación y Estudios sobre Sociedad Civil AC (research and study centre on civil society)
CONAPRED	Consejo Nacional para Prevenir la Discriminación (national discrimination-prevention council)
CSO	Civil Society Organisation
DAC	Development Assistance Committee
EFC	European Foundation Centre
FG	Federal government
FPA	Federal Public Administration
FUMEC	United States-Mexico Foundation for Science
GDPE	Grupo de Fundaciones y Empresas de Argentina (Group of foundations and companies of Argentina)
GPEDC	Global Partnership for Effective Development Co-operation
GIFE	Grupo de Institutos Fundações e Empresas (group of institutes, foundations and companies of Brazil)
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IADB	Inter-American Development Bank
IAP	Instituciones de asistencia privada (private aid institutions)
IBP	Instituciones de beneficencia pública (public-charity institutions)
IMJUVE	Instituto Mexicano de la Juventud (Mexican youth institute)
INAES	Instituto Nacional de la Economía Social (national institute of social economy)
INDESOL	Instituto Nacional de la Desarrollo Social (national institute of social development)
INEGI	Instituto Nacional de Geografía y Estadística (national institute of geography and statistics)
JSIP	Joint Social Investment Programme
MXN	Mexican pesos
netFWD	OECD Network of Foundations Working for Development
PPPD	Public-private partnership for development
PRONAFIM	Programa Nacional de Financiamiento al Microempresario (national micro-entrepreneurship financing programme)
RIMISP	Latin American centre for rural development
SAT	Sistema de Administración Tributaria (tax administration system)
SDG	Sustainable Development Goal
SEDATU	Secretaría de Desarrollo Agrario, Territorial y Urbano (Ministry of Agrarian, Territorial and Urban Development)
UAM	Universidad Autónoma Metropolitana
UNDP	United Nations Development Programme
USD	US dollars
WINGS	Worldwide Initiatives for Grantmaker Support

EXECUTIVE SUMMARY

Collaboration between governments, civil society and corporations is acquiring increasing importance in the international agenda as a solution to the complex problems currently affecting our societies. It has become clear that issues such as climate change, persistent poverty, increasing inequality, social exclusion and other major current challenges cannot be tackled by a single sector alone. Given this reality, it is encouraging to see that more and more initiatives featuring various forms of collaboration are being enacted to tackle major social issues. However, despite progress, there is limited knowledge of these initiatives in different countries. This study aims at filling this gap by examining in Mexico how foundations and federal government (FG) departments and agencies have been engaging with each other.

The purpose of the study is to diagnose and formulate recommendations based on the Guidelines for Effective Philanthropic Engagement (OECD netFWD et al., 2014), which comprise three pillars: dialogue, data and information sharing, and partnerships. The Guidelines were developed through a participatory consultation process by netFWD in 2014, in collaboration with the European Foundation Centre (EFC), the Stars Foundation, the United Nations Development Programme (UNDP), the Worldwide Initiatives for Grantmaker Support (WINGS) and the Rockefeller Foundation. The Guidelines are voluntary and nonbinding; they seek to promote mutual recognition and to facilitate dialogue between governments and private foundations in order to establish frameworks conducive to collaboration for development, poverty reduction and the development of effective public policies.

The results and findings were obtained based on two online questionnaires submitted to 46 government liaison agents with civil society working in various FPA domains and to 81 members of the operational teams of foundations working in Mexico. Focus groups and in-depth interviews were conducted with public servants and foundation executives to validate the results of the questionnaires. Finally, two workshops were organised with foundation executives and public servants managing programmes supporting productive projects.¹ The question of income generation through productive projects initiated by populations living in poverty was selected as the central issue for the case of Mexico, given the importance of this agenda in the country's public policy. The theme was selected because of the foundations' long accumulated experience in this type of projects, and the significant potential of increasing their scale and impact through greater co-operation with the government.

As foundations constituted a fundamental group for this analysis and, unlike in most of Latin America, the concept of a foundation in Mexico does not refer to a legal form of organisation, it was important to establish a working concept for the study. Foundations were thus understood in this study to be not-for-profit organisations with own funds or a continuous flow of funds, either from a company, a family or a group of donors. This type of organisation in Mexico is constituted under different legal forms, the main ones being civil associations (AC) and private aid institutions (IAP).

Out of the total number of foundations that participated in the study, approximately half (48%) had resources from the corporate sector, whether from a single company (corporate foundations) or from groups of companies (multi-corporate foundations). They were followed in importance by community foundations (17.1%), family foundations (14.5%), intermediary ones (9.2%) and finally internationally funded ones (6.6%).

The diagnosis showed that relations between federal public agencies and foundations were greater than is usually believed. Of the public servants, 80% declared that they had collaborated

with a foundation in the past year and almost all the foundations that answered the online questionnaire stated that they had connections with FPA departments or agencies.

Overall, public servants had a positive appreciation of the co-ordinated work, and especially valued foundations' capacity to implement programmes and policies. Collaboration with foundations on the design, monitoring and evaluation of policies is much less common. On the foundations' side, although collaboration with the government was also acknowledged, they specifically appreciated the access to resources enabling them to increase the scale of their interventions. In other words, they saw the government more as a joint funder of projects than as a partner.

This explains why, although there is definitely a positive appraisal of the potential of public-private partnerships amongst public servants and foundation executives, most of these are short-term partnerships. These are based on personal contacts and are built as a way for foundations to get resources or to implement a government programme, meaning they are much more pragmatic than programmatic in nature. On the other hand, both foundations and public servants see greater possibilities to develop partnerships at government and municipal levels.

At the institutional level, there are a large number of policy dialogue mechanisms in which foundations can participate (fora, committees, councils). Although the potential for collaboration in these different mechanisms is acknowledged, a significant percentage of foundations (18%) have never, or infrequently, participated in them.

The potential for information sharing has also been recognised as a way to broaden visions and contextualise problems. Foundations appreciate the possibility to rely on information produced by government bodies, which can provide diagnoses, and map and correlate various social issues. On the other hand, public servants appreciate the foundations' capability to obtain detailed information on topics and areas that are less known to the federal government. Nevertheless, only 63% of foundations and 43% of public servants have participated in policy dialogue and information sharing initiatives, despite the appreciation of their importance.

The factors limiting collaboration include the following:

- There is low awareness amongst public servants of the specific characteristics of foundations and their strengths compared to civil society organisations (CSOs).
- Policy dialogue is usually consultative, with no decision-making power, and the processes have become rather bureaucratic. Thus they do not generate positive incentives for continued and constructive dialogue.
- Lack of information-sharing platforms and difficulties in accessing information lead civil servants to prefer informal channels to collect information on and communicate with foundations.
- Long-term partnership building is hampered by different budgeting periods, complex procedures and constant turnover of civil servants. The fact that several foundations view the government as a provider of financial resources rather than a potential partner makes it difficult to develop and design joint initiatives and strategies.

Following the foundation-executive and civil-servant workshops, four main recommendations were developed. Each of the recommendations contains proposals for specific activities and suggestions from the actors who can implement them. The first three recommendations are of a general nature and are applicable to the diversity of issues concerning the relation between the FPA and the foundations. The fourth recommendation is geared to improving relations between

government bodies and foundations in the context of productive projects, particularly those in support of local small producers of goods. These recommendations are summarised in the following table.

RECOMMENDATIONS	WHO
<p>1. Strengthen existing co-ordination efforts amongst foundations in order to promote peer learning and to facilitate interactions with the FPA</p> <ul style="list-style-type: none"> • Disseminate good practices and lessons learnt from co-operation programmes between foundations and the government • Map out the relational spaces and inform on how they work • Harmonise the language in order to facilitate information sharing • Set up a continuing training programme for foundations and FPA public servants • Set up theme-based groups • Promote progressive inclusion of the foundations' proposals in FPA decisions 	Foundations
<p>2. Set up an information-sharing platform</p> <ul style="list-style-type: none"> • Map out foundation and government-agency programmes • Stimulate inter-institutional learning amongst government agencies • Formalise information-sharing mechanisms, as well as their proper use by both actors • Establish partnerships and share data with regional and global organisations 	Foundations and FPA
<p>3. Improve the policy and regulatory framework</p> <ul style="list-style-type: none"> • Promote the establishment of multi-year budgets in the FPA • Simplify collaboration agreements between foundations and FPA agencies • Establish greater stability in the operating rules • Formalise agreements so that they remain in place even after changes in administration • Make decision making a stronger part of the dialogue fora 	FPA
<p>4. Establish a multi-stakeholder partnership to work on productive projects</p> <ul style="list-style-type: none"> • Work with the whole of the value chain for small producers, in support of regional development plans • Disseminate programmes and the lessons learnt from support strategies to successful productive projects • Review the goals and indicators of the productive projects supported by the FPA • Establish a participatory mechanism to evaluate the partnership, including all relevant stakeholders 	Foundations and FPA

Implementing these general recommendations and all related activities will help bring together the specific strengths of each stakeholder. This will generate synergies that will make it possible to tackle Mexico's major development challenges.

INTRODUCTION

Very large portions of today's world population are currently being affected by major global problems such as poverty, inequality or marginalisation. In the twentieth century, solutions were sought through a variety of social and political co-ordination projects, but it seems that none of them achieved the expected results nor were able to meet the exceptional challenges being faced (Messner, 1999; Lechner, 1997). The new social co-ordination paradigms are aimed at strengthening collaborative mechanisms amongst actors in diverse areas of public policy and social conflict.

In past decades, civil society, the private sector, the academia and other stakeholders have significantly contributed to addressing contemporary social challenges. For this reason, special attention is being paid to building forms of collaboration amongst this growing myriad of national and global potential partners as shown as much by the rising interest in collaboration in different countries as in the various intergovernmental institutions. The most outstanding initiative at the international level has been the adoption in 2015 of the SDGs, suggesting that sustainable development will only be possible with a shared agenda and active collaboration. To achieve that, development actors need to break silos and build partnerships across sectors.

The purpose of this study is to analyse the current state of relations between foundations and the FPA in Mexico, and to understand the progress achieved in advancing multi-stakeholder collaboration. The idea behind the project was to develop a diagnosis and make recommendations that would result in positive steps towards strengthening this relationship with a view to boosting the co-ordinated work of these actors in promoting development.

Background

The global development community has been working for more than ten years towards greater co-ordination and impact in international co-operation. As a result of these efforts, the Global Partnership for Effective Development Co-operation (GPEDC) was instituted as a multi-stakeholder dialogue forum intended to optimise the results of international development co-operation. Its main goal is to implement in various countries the effective co-operation principles that were established in four international conferences (Rome 2003, Paris 2005, Accra 2008 and Busan 2011). These principles are: national ownership, focus on results, inclusive development partnerships, and mutual transparency and accountability.

Mexico has become a standard-bearer of this agenda and for this reason hosted the First High-Level Meeting of the GPEDC in April 2014 in Mexico City. The event was attended by nearly 2 000 representatives of various development stakeholders. Following this meeting, the Netherlands, Malawi and Mexico assumed the role of co-chair of the Partnership.

Against this background, Mexico, through its international Agency for International Development Co-operation, AMEXCID, decided to pilot the Guidelines for Effective Philanthropic Engagement in collaboration with netFWD, CEMEFI and GIZ.

The Guidelines are voluntary and nonbinding; they seek to promote mutual recognition and to facilitate dialogue between governments and private foundations in order to establish frameworks conducive to collaboration. They demonstrate the growing commitment of foundations to development and poverty reduction through the elaboration and implementation of activities and programmes. These include in particular financing, co-ordinating and contributing to the global development agenda as well as to the development of public policies and to high-level fora within

the framework of development co-operation.

The Guidelines were developed by netFWD in 2014 (OECD netFWD et al., 2014) in collaboration with the EFC, the Stars Foundation, UNDP, WINGS and the Rockefeller Foundation. They are the outcome of a participatory consultation process intended to ensure their inclusive development and relevance.

The GPEDC recognised their value in its First High Level Meeting and put netFWD in charge of their implementation, as reflected in its final official communiqué: “we welcome the voluntary Guidelines (...) developed in conjunction with the OECD Network of Foundations Working for Development and encourage continuous multi-stakeholder dialogue and co-operation to foster their implementation and follow up” (AGCED, 2014).

Mexico is pioneering this pilot study, and the methodology developed for this case has been replicated in a number of other countries (India, Kenya, Myanmar, etc.) to compare experiences across regions. The results described in this document will be presented and discussed at the Second High-Level Meeting of the GPEDC in Nairobi, Kenya, on 30 November and 1 December 2016.

Guidelines for Effective Philanthropic Engagement

The Guidelines are divided into three dimensions: dialogue, data and information sharing, and partnerships (Table 1).

Table 1. Guidelines for Effective Philanthropic Engagement

DIALOGUE	<ol style="list-style-type: none"> 1. Multi-level dialogue and co-ordination amongst foundations, governments and other development stakeholders 2. Inclusive dialogue and co-ordination between foundations and governments 3. Dialogue for policy-setting processes and designing development frameworks 4. Institution of community dialogues 5. Creation of public-private partnerships
DATA AND INFORMATION SHARING	<ol style="list-style-type: none"> 1. Importance of using timely and accurate data to support better decision making 2. Sharing knowledge and experience across sectors in an effort to improve effective engagement amongst development actors 3. Amplifying effectiveness by working together more closely with other foundations and governments
PARTNERSHIPS	<ol style="list-style-type: none"> 1. Collaboration amongst foundations at different levels and through different approaches 2. Set up partnerships to increase impact and support innovation 3. Empower local partners and contribute to developing a more conducive enabling environment for philanthropy in which local partners can thrive and operate more effectively 4. Initiate and consolidate partnerships across sectors that enhance synergies and leverage the distinct comparative advantages of foundations, the government and other development actors towards advancing a shared vision for a more inclusive and sustainable world

Mexican foundations and the FPA are generally thought of as separate worlds with very different and distant rationales, and practically no relations. This study will verify the veracity of this type of statement.

Structure of the document

The document comprises three sections. The first structures a theoretical framework that provides the project with a conceptual basis, and offers a brief description of the methodology used to conduct the study. It also includes a summary description of the contextual framework in which relations between foundations and the FG are developed in Mexico. The second constitutes a diagnosis of the present state of relations between foundations and the FG. The third section details a series of recommendations to improve the existing relations between these actors. The main findings of the research are summarised in the conclusions section.

I. OUTLINE OF THE PROJECT: CONTEXT, KEY CONCEPTS AND METHODOLOGY

1.1 The context of Mexican foundations

Historically, foundations in Mexico were set up for charity purposes and were mainly driven from the Catholic Church, a legacy of colonial customs. As the nineteenth-century liberal government took over the mission of assistance, these charitable activities were organised into legal entities. Many foundations preserved the practice of altruistic donation and became more professional with time. In the twentieth century, many more were created to implement programmes and offer grants to individuals or CSOs in line with their purpose and mission, which broadened their focus and increased their intervention capacities.

The professionalisation of foundations is more recent, especially in the area of engagement in specific causes. For example, many corporate foundations have appeared in the past 20 years, operating as the companies' social branches. The private sector thus participates in improving the well-being of local communities, also as an additional way to meet corporate-social-responsibility goals.

In parallel, foundations have become increasingly active in promoting development in the country, defending what they consider to be just causes.

Foundations operate in a complex environment, defined by a very diverse set of actors, institutions, regulations and processes, all of which significantly affect and influence their actions. The following are a few examples.

The FPA grants support to legally constituted CSOs, which include foundations and other actors. This support derives from the policy objective of fostering CSO activities initiated in 2004. Since the implementation of this new policy framework, several public initiatives have been implemented at the

“The joint responsibility that is part of joint investment should allow channelling mutual resources (public and private) into projects of public interest in which there are common purposes. The government should preserve its governing function and the CSOs should be able to participate freely without losing their autonomy.” (Director of a citizen movement, interviewed on 26 August 2015)

federal level to boost foundations' projects and programmes. For example, the Joint Social Investment Programme (JSIP), run by the national development institute — *Instituto Nacional de Desarrollo Social* (INDESOL) —, allocates funds to CSOs for the management of development promotion projects. The problem is that there is no distinction between the types of actors that are legally defined as CSOs. Moreover, the resources granted by the FPA to the social sector, especially those

out of programmes with operating rules, are often divided into very small amounts that can hardly be significant for foundations.² On the other hand, other agencies that distribute much larger financial amounts to CSOs follow very fuzzy rules, with little auditing and transparency.

Furthermore, the context of foundations is defined by the existence of an increasing number of mechanisms and participation spaces in which they interact with CSOs (potentially including foundations) and various FPA bodies. At the end of 2015, the FG reported that there were nearly 400 mechanisms with these characteristics, 153 of which were councils, 64 consultation fora and the rest distributed under 20 other types of mechanism (Rodríguez, 2015). Fewer than half of these are covered by the operating rules and other official policy documents. Hence, the government needs to improve the quality of the regulatory framework, including making performance and accountability mechanisms more transparent. The Mexican government produces a report that describes the existing relations between the CSOs – including the foundations – and the federal government (SEGOB, 2016).

Finally, a third contextual area for foundations is the issue of access to information. The current law on transparency and access to public information, *Ley General de Transparencia y Acceso a la Información Pública*, published in May 2015, makes it an obligation for practically all governmental information to be publicly available. Getting information from the government is thus more than a procedure; it is a right. Foundations and other CSOs are also required to make certain institutional information public.

It is interesting to note that although there is a legal and institutional framework that generally governs relations between CSOs (as a whole) and the FG, the institutional environment for foundations has become increasingly complex following a series of governmental decisions. Issues such as accountability, access to public funds, production of statistics, policy dialogue platforms and co-management of multilateral projects are areas, amongst many others, that significantly change the institutional context for foundations. Changes in these regulations can even modify the legal form of CSOs and foundations. For the purpose of this project, some key concepts have been defined in the following subsection.

“The institutional design (Who makes up the executive bodies? Who selects them and what are the selection procedures?) and the attributions of the councils are essential for the existence of democratic governance. An example of progress in forms of democratic governance is that of the discrimination-prevention council, CONAPRED, where the Governing Council (the highest collegial executive body) has equal representation, in that it comprises seven representatives of the federal executive authority and seven from the consultative citizens assembly (made up of representatives of the private and social sectors, and of the academic community). Its subjects of deliberation are not mandated, but seven of the members are formal members of the Governing Council and represent half of the Governing Council.” (Director of a citizen movement, interviewed on 26 August 2015)

1.2 Key concepts and definitions

Mexican foundations

Civil society is a network of relations amongst subjects that are produced relatively independently from the state and the market and can be classified into the two following categories (Hevia de la Jara and Isunza Vera, 2006):

- Individual actors (citizens) who participate through individual means (petitions, letters, complaints, through information systems, website reviews, etc.) and collective means (protests, pressure, street demonstrations). They are extremely variable and they only participate when directly affected by specific cases.
- Collective actors (organised civil society): these include civil associations, academics and other groups (of parents, of *ejidatarios* [collective landowners], professionals, etc.) participating in lobbying activities, in collegial bodies and in specific sectors.

In this study, “collective actors” refers to CSOs, traditionally understood as being part of the “third sector” (Salamon and Wojciech Sokolowski, 2004), as a series of formal and informal organisations, registered or not, private (in the sense that they are not part of a public institution), which do not distribute economic benefits amongst their members and executives, have no commercial purpose, do not seek political power, and are self-governed and voluntary (meaning supported by people with no contractual obligation).

In this sense, CSO intentions are diverse, they use a variety of means, and their operations are complex. Foundations are a particular type of organisation falling under this category. At the global level, foundations have been defined as “independent, non-state entities that associate private resources and deploy these through funding or by running own programmes to advance social, cultural, economic, environmental, scientific and other public-good purposes at the local, regional and/or international levels” (OECD netFWD, 2014).³

The concept of foundation in Mexico, unlike in most of Latin America, does not refer to a legal form of not-for-profit organisation, but rather to civil associations (*asociación civil*, or AC) and private-aid institutions (*instituciones de asistencia privada*, or IAP). There are also few other legal not-for-profit entities in the country, designated as public-charity institutions (*instituciones de beneficencia pública*, or IBP), public-charity organisations (*asociaciones de beneficencia pública*, or ABP), as well as civil societies. In Mexico, organisations calling themselves foundations are usually registered as AC or IAP. Therefore having the name of “foundation” does not mean that it is neither a donor organisation, nor an organisation with own resources. It can be an organisation seeking resources by submitting funding proposals or using other fundraising mechanisms. On the other hand, there are many foundations that run programmes and/or fund third parties. Categories that would encompass all foundations would include: a) donor foundations, geared to granting resources to other organisations or causes; b) operating foundations, which have their own programmes and resources to implement them; and c) mixed foundations, which use their resources to fund other organisations and run their own programmes.

Hence, foundations in Mexico can be understood as “not-for-profit organisations with own funds or a continuous flow of funds, either from a company, a family or a group of donors” (Butcher García-Colín, 2013).

The category of foundation used for this study also includes the definition by CEMEFI, CIESC, WINGS and Comunalía⁴ – a network of community foundations created in 2010. These organisation have enlarged the concept of foundation, leading to a more specific definition of the types of existing foundations in Mexico:

1. Family foundations
2. Corporate foundations
3. Multi-corporate foundations
4. Community foundations
5. Intermediary foundations
6. International foundations in Mexico⁵

Federal Public Administration

“Public administration” is a set of hierarchically established institutions that have the means of developing and implementing government laws and policies. Under this definition, public administration can fall under federal, state or municipal government. For the purposes of this study, we will concentrate exclusively on the FPA, considered as the FG’s operational embodiment.

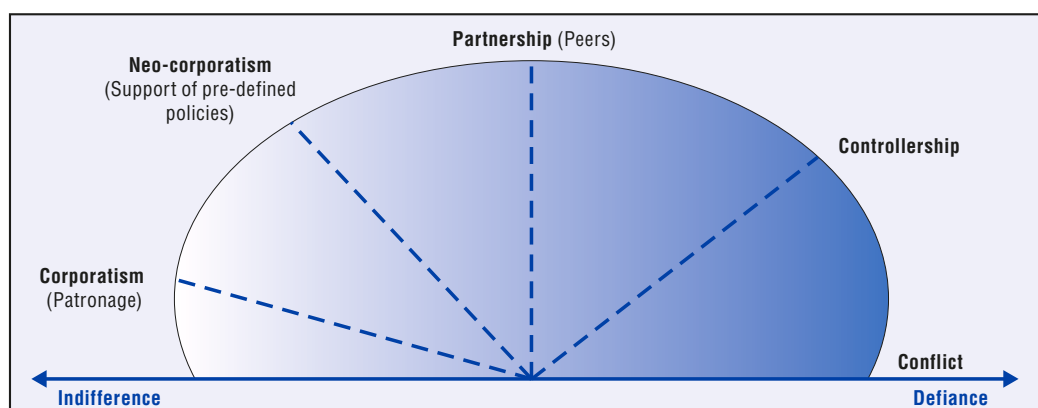
The FPA, in accordance with its organic law, is made up of centralised and parastatal institutions. Centralised public administration is constituted by state agencies and departments (and their decentralised bodies), and by the Legal Counsel of the Federal Executive Authority. Parastatal public administration is constituted by decentralised entities such as state-owned enterprises (state manufacturing companies), national credit institutions, ancillary credit organisations,

national insurance and bonding institutions, and public trusts. For the purposes of this study, only state departments and some of their decentralised bodies have been included, particularly those with the highest potential of collaboration with foundations.

1.3 Relations between the FPA, Mexican foundations and CSOs

The relation between government and civil society can be described under a wide range of possibilities going from smoothest to most conflictive. In this respect, Anheier (2000) argues that the relationship between the two categories will depend, among other factors, on the type of political regime and the dominant paradigm of the public administration in place. In this sense, these relations can range from indifference, to corporatism, neo-corporatism, partnership, controllership or conflict (Diagram 1); several of these situations can co-exist in the same relationship. In some cases, the organisations serve as complementary public-policy mechanisms by channelling social demands, claims or rights, or as an alternative way to provide public goods and services. This study focuses on the relations between foundations and the FG from the point of view of peer collaboration, identified as the most desirable relationship.

Diagram 1. **Typology of Mexican government-foundations relations**



Source: Muñoz, 2013.

For the purposes of this study, although a multiplicity of relations between foundations and the FPA were observed and analysed, special emphasis is given to those associated with the netFWD Guidelines: dialogue, data and information sharing, and partnerships.⁶

1.4 Methodological aspects

This study is exploratory and descriptive and is based on the interpretation of data from primary and secondary information sources. The findings were obtained from two online questionnaires, one addressed to 46 government agents acting as liaison with civil society, and another one addressed to 81 members of the operational teams of foundations working in Mexico. To validate the results of the questionnaires and deepen the information, focus groups and in-depth interviews were conducted with FG servants and foundation executives. Finally, two workshops were organised with executives of foundations and public servants. The first workshop was attended by 6 foundation directors and 6 public servants from various bodies, and the second was attended by 8 foundation directors and 11 public servants.

As previously mentioned, the concept of foundation in Mexico is fuzzy. Neither the foundations themselves nor public servants seem to be able to identify the differences between foundations and other types of CSO. This aspect is not only relevant to the analysis but also constitutes an important methodological challenge for the study, given the scarce availability of relevant information on foundations to establish a representative sample. For this reason, different sources were consulted, such as the database used by Villar Gómez et al. (2014), including the CEMEFI foundation directory, which, with its 248 entries, was the most comprehensive (CEMEFI, 2010). Based on this set of information sources, the questionnaire was submitted to 81 staff members of various foundations, for a total of 229 questionnaires. This number does not constitute a representative sample in the statistical sense, but offers significant information on this particular sector of CSOs in Mexico.

For the FG, a total of 98 public servants, defined by their own agencies as FPA liaison agents with civil society, were consulted.⁷ A further representative sample of 79 public servants were culled (95% trusted sources and a 5% margin of error), out of which only 46 answered the questionnaire.

Finally, a specific theme was identified to perform the analysis of the relations between foundations and the FG. The selected theme was income-generating productive projects, involving populations living in poverty.

1.5 Income-generating productive projects

Entrepreneurship programmes, thanks to the direction currently set for them by the FG, are a fertile working field for many foundations aiming at improving the living conditions of their target population. The strong momentum given on a national and international scale to entrepreneurship, perceived as a mechanism to exit poverty, thanks to self-generated productive means, makes it a worthy subject to examine the existing relations between foundations and the FG.

Role of the government in productive projects

One of the current priorities of the FG in its social policies to fight against poverty is economic, financial and labour inclusion through income-generating productive projects.

This priority is embedded in the government's main social programme, PROSPERA,⁸ which aims to:

“Articulate and co-ordinate the institutional supply of social-policy programmes and actions, including those related to productive promotion, income generation, economic well-being, financial and labour inclusion, education, food and health, and is addressed to the populations living in extreme poverty” (SEGOB, 2014).

To achieve this goal, the FG has proposed a collaborative approach between government, civil society and private enterprise, as stated in the PROSPERA mission.

“PROSPERA saw that one of the most serious problems facing productive projects was the market entry, and they realised that businesses could provide productive projects with such market entry.” (Foundation director interviewed on 15 July 2015)

PROSPERA sets out several lines in the area of economic inclusion:⁹

1. *Productive inclusion.* The purpose of this line is to promote self-generating and sustainable income that will allow a population living in poverty to exit this state and sustain itself through its own means. PROSPERA beneficiaries are given a source of income and high-priority access to 15 productive programmes.
2. *Financial inclusion.* This line of work, through the development bank *Banca de Desarrollo*, helps beneficiaries access a variety of services, such as financial education, savings accounts, life insurance or loans with favourable rates.
3. *Labour inclusion.* The goal of this line of work is to increase the purchasing power of the beneficiary families and foster training and employment policies. These initiatives aim at improving social well-being and accessing labour market under favourable conditions. Different services that are linked to productive action are offered, such as job counselling and orientation by a labour advisor. Scholarships are also granted to young people through the Bécate programme for training in labour qualifications, mixed qualifications and qualifications in self-employment.

“... effort complementarity is important to ensure that producers get the required support. For example, supplementing the support of INAES in seed capital with incubation funds from PRONAFIM, or with those from the youth institute, IMJUVE, allows agencies to provide producers with the instruments best adapted to their needs.” (Public servant interviewed on 6 October 2015)

“Now, among productive projects, everyone is looking for the best quality products. Often, these projects can begin informally to help a small group of producers and then grow to the dimensions of Toks jams and preserves, for example. Not all stories are successes though; some don’t work out.” (Foundation director interviewed on 29 June 2015)

The productive and financial-inclusion lines are interdependent, as it is not possible to develop productive projects without access to financial services. But the labour-inclusion line can be developed somewhat independently from the other two and with different institutional and social actors. With this reasoning in mind, in this study we only worked with the productive and financial-inclusion lines of work.

Box 1. PROSPERA: Productive territories

An example of a PROSPERA initiative that provides a model of relations between foundations and the government is the “Productive Territories” initiative. It is an initiative geared to finding income-generating alternatives under a territorial approach. It is based on a model developed by the rural-development centre RIMISP, in which the territories selected for the initiative are located near urban centres, which allows articulating the supply with its markets.

The initiative mobilises a number of different government bodies and agencies. These include the Ministry of Economy’s national micro-entrepreneurship financing programme (*Programa Nacional de Financiamiento al Microempresario* – PRONAFIM), which has a pool of resources for incubation processes. Given their need of experts in this area, they have the support of foundations such as the United States-Mexico Foundation for Science, FUMEC, which has experience in the field and a number of incubation models.

Role of foundations in income-generating productive projects

Income-generating productive projects are entrepreneurial initiatives organised by CSOs or enterprises aimed at generating independent and sustainable income through marketing and sales processes in some type of market (PROSPERA, 2016).¹⁰ These income-generating initiatives usually have a co-operative aspect at some phase of the cycle, such as for the purchase of inputs, production, access to financial services or product marketing. The markets to which these initiatives are geared are varied. They can be traditional, dynamic, specialised, local, regional, national or international markets and can be product or services markets. The selection of the markets can vary over time and according to the organisations' capacities.

For their development, these initiatives require access to financial and non-financial resources, as well as a series of organisational and managerial skills. Support to these initiatives therefore usually combines financial inclusion, technical counselling and training. Foundations, especially the corporate ones, are very interested in these initiatives, given the proximity with the private sector and the potential to integrate the corresponding value chain. In agreement with the multi-corporate foundation Fundemex, these projects seek to promote human, technical, entrepreneurial and technological development in order to enable the communities to connect with the market, generating wealth and ensuring its equitable redistribution to community members. These socially oriented projects can be promoted through: *i*) organisations or enterprises that will develop the productive initiative, *ii*) the value chains between the organisations and medium-sized and large companies, or *iii*) the whole of the ecosystem that makes good development of these initiatives possible (social organisations, companies, accelerator or empowering initiatives, financial entities etc.).

“Many foundations in Mexico have made important strategic changes towards this type of cause. Not all the companies involved in productive projects necessarily have a foundation, but participating in this type of project is part of their core business. There are foundations that have changed in this direction, often including this activity as one more cause to attend to, amongst the other things these foundations do. We should remember that this also has to do with the companies these foundations come from, since they are the ones making decisions on where they want to place their donations...” (Foundation director interviewed on 29 June 2015).

Box 2. Foundations in productive projects: The Walmart Foundation

In order to improve the efficiency of its productive initiatives, Walmart has approached other groups of companies, multilateral organisations and foundations in Mexico to learn how projects that are working on developing value chains have come about, so as to build a collaboration initiative for inclusive agriculture.

In this initiative:

- participating foundations and enterprises: Walmart, Nestlé, Danone, Tostitos, PepsiCo, Gigante, Bimbo;
- support was received from: Ford Foundation (for the NUP Platform), GIZ and Inter-American Development Bank (IDB);
- Walmart resources were involved;
- an Internet-based platform was built to share information on product supply and demand (NUP Platform);
- the global professional services company Accenture produced a consultation document underscoring lessons learnt, based on interviews with companies, multipliers and producers;
- Ashoka, which invests in collaborative entrepreneurship, organised an event on inclusive agriculture focused on identifying the role of a good intermediary or multiplier (organisations that support groups of producers) and its place in the ecosystem; 15 multipliers participated in this event.

The main lessons learnt on this type of initiative were that:

- it must be geared towards clearly defined results (for example, having a stronger pool of suppliers);
- it must add value where each of the participants contributes to the primary goal and to developing the result;
- it must have key persons working with small groups, where each of the participants has a real decision-making capacity;
- the participants must contribute to the proposed goal and be interested in supporting the collective effort.

This section has provided an overall view of the contextual and theoretical-methodological framework of the project. The next section provides a one-off review of the most important findings of the diagnosis of the relations between foundations and the FG.

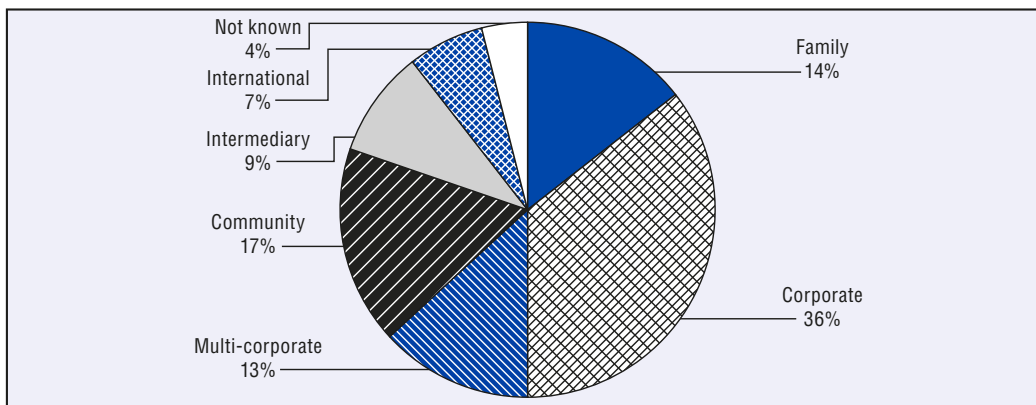
II. DIAGNOSIS OF THE RELATIONS BETWEEN MEXICAN FOUNDATIONS AND THE FEDERAL PUBLIC ADMINISTRATION

This section offers a diagnosis of the relations between foundations and the FPA taking into account the data provided by the surveys and the focus groups. It starts by establishing a characterisation of the foundations, followed by a general analysis of the relations between the foundations and the FPA. The third part is devoted to analysing these relations in terms of the three OECD Guidelines: dialogue, data and information sharing, and partnerships.

2.1 Characterisation of Mexican foundations

The results of the online surveys showed that the largest share of the participating foundations were of the corporate type (36%).¹¹ This share rose to 48% when the group of multi-corporate foundations were included, i.e. those set up by groups of companies providing them with their own assets or regular income. Corporate foundations were followed by community foundations amounting (17.1%). Family foundations accounted for 14.5% of the sample, followed by intermediary ones at 9.2%. Finally 6.6% were international foundations, i.e. with resources from foreign offices and representation in Mexico, operating in the national territory. Figure 1 shows the shares of participant foundations by type.

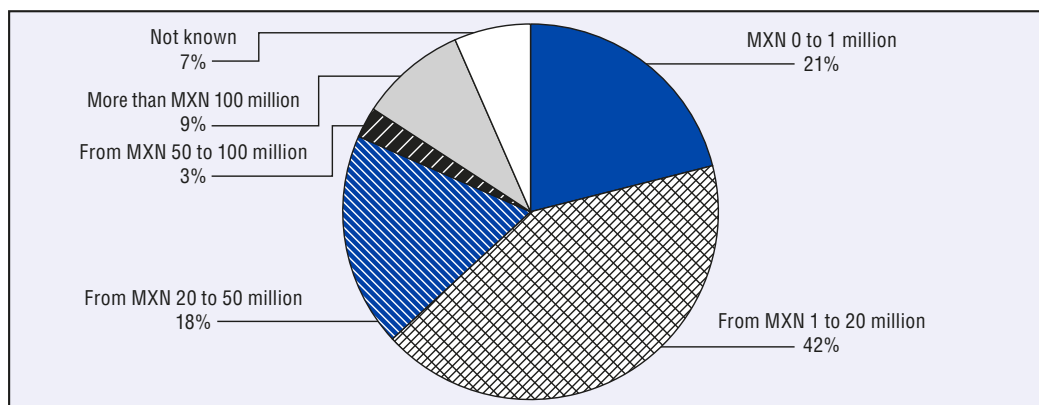
Figure 1. Origin of foundations in Mexico (percentage)¹²



The survey showed that 62% of the foundations that participated in the study had an endowment fund. More specifically, this was true for 100% of the international foundations, 86% of the intermediary ones, 82% of the family ones, 62% of the community ones, 50% of the multi-corporate ones and 48% of the corporate ones.¹³

As for their average annual income, the foundations can be classified according to income levels, with 63% of the Mexican foundations between MXN 0 and MXN 20 million, or USD 0 to 1 190 000, and 30% in the MXN 20 to MXN 100 million, or USD 1 190 000 to USD 5 950 000.¹⁴ The disaggregated data shows that the MXN 0 to MXN 20 million bracket included 100% of the intermediary foundations, 92% of the community ones, 73% of the family ones, 67% of the corporate ones and 60% of the multi-corporate ones. By contrast, 100% of the international foundations and 35% of the whole of corporate and multi-corporate ones had annual resources amounting to MXN 20 million and more (Figure 2).

Figure 2. Share of foundations by annual income (percentage)



2.2 General analysis of the relations between Mexican foundations and the FPA

The increasing co-operation between foundations and the FPA should be further strengthened. Unawareness and confusion have persisted in the government regarding the Mexican philanthropic sector and, more generally, the organised civil-society sector. Public servants particularly appreciate foundations for their ability to implement programmes and give them legitimacy, whereas foundations are primarily interested in extending the impact of their actions through joint financing with the FG. The challenges of collaboration include differences in budget cycles, high turnover of public servants, difficulties in establishing horizontal working relations with the FPA and absence of adequate legal instruments.

The data in this research corroborate the existence of relations between the foundations and the various FPA bodies, these being complementary worlds with sometimes coinciding rationales. In this respect, almost all the foundations that answered the online questionnaire stated that they had relations or links with FPA agencies or bodies. On their side, 80% of the surveyed public servants stated that they had collaborated with a foundation in 2014. This process has been the product of increasing co-operation between stakeholders both within and without the governmental perimeter, proving the growing complexity and specialisation of the networks of actors concerned with the public sphere in Mexico.

“There is little knowledge of foundations. CSOs are often viewed as subsidy seekers or actors for whom staging protests is sometimes more important than making proposals.” (Public servant interviewed on 6 October 2015)

The 2004 federal law to foster CSO-implemented activities established that a yearly report should be submitted on the measures to promote and support CSOs. Under this legal mandate, the FG instituted the position of head of co-ordination, to be appointed by the agencies in order to establish collaboration and exchange mechanisms with the CSOs in the various agencies and bodies. Some organisations, particularly foundations, were invited to take part in designing and monitoring programmes in several domains, such as the fight against hunger (National Crusade against Hunger) and productive financing (with the Ministry of Agrarian, Territorial and Urban Development, SEDATU). This proves the positive attitude of foundations in addressing and gradually integrating new concepts useful for dealing with public issues in Mexico in some FPA areas. In the past few decades, the FG has also promoted the creation of spaces to foster

dialogue, participation and co-ordination mechanisms. This is reflected in the Appendix to the Public Account reports and in the results of our survey, in which 30% of the public servants chose this option as the first type of support granted to foundations.

The relationship of foundations with the FG can take several forms. Some foundations established links with public entities, for example, in social development, mentioned by 27% of the foundations, followed by the health sector (14%) and the education sector (11%). Amongst other public institutions, however, the focus groups observed significant unawareness and complicated joint working mechanisms. It is interesting to note that there are many cases of little openness and flexibility regarding co-ordinated work. In some foundations, there are limited resources to undertake collaborative work with the various FG institutions. Even worse, sometimes the FG is seen not so much as a partner, but rather as a provider of resources (particularly financial) for the expansion of foundations' own social interventions, as observed in the focus group with foundation staff members and in the survey. Indeed, 26% of the surveyed foundations stated that the reason they were collaborating or had collaborated with the FG was to benefit from joint financing for their projects. Such instrumentalism leads to undermining the significant possibilities that could be offered by the FPA in terms of scale, impact, logistical capabilities, networking and interconnection with strategic partners inside and outside the national territory.

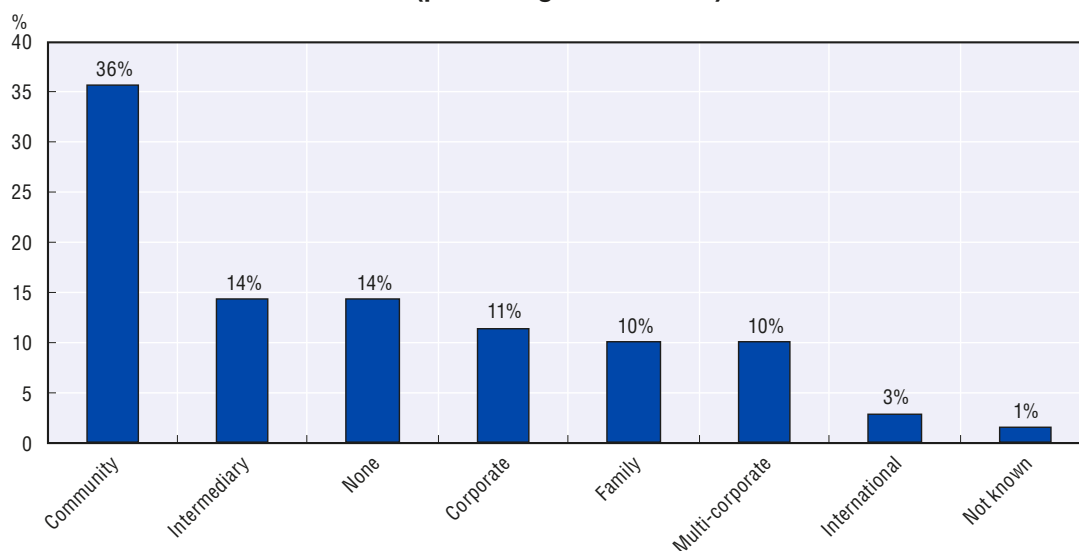
Amongst the public servants, the prevailing view (48% of the respondents to the survey) on collaboration with foundations is geared to implementing programmes and policies. This idea is also supported by the fact that 24% of public servants stated that their first purpose of engaging with foundations was programme design, and 14% who stated that their primary goal was policy and programme assessment. The FG would, therefore, appear to view foundations as important partners in gaining public legitimacy and helping them to implement specific programmes, rather than sources of finance. In fact, only 5% of the surveyed public servants stated that they received resources from a foundation for public programmes.

In the focus group, public servants indicated that, while they are keen to consult with foundations on policy issues, they do not necessarily follow their advice. This shows the limited impact of foundations on influencing public policies.

“CSOs see themselves as organisations only considered for consultation purposes, but not considered for decision making in public policies.” (Public servant interviewed on 6 October 2015)

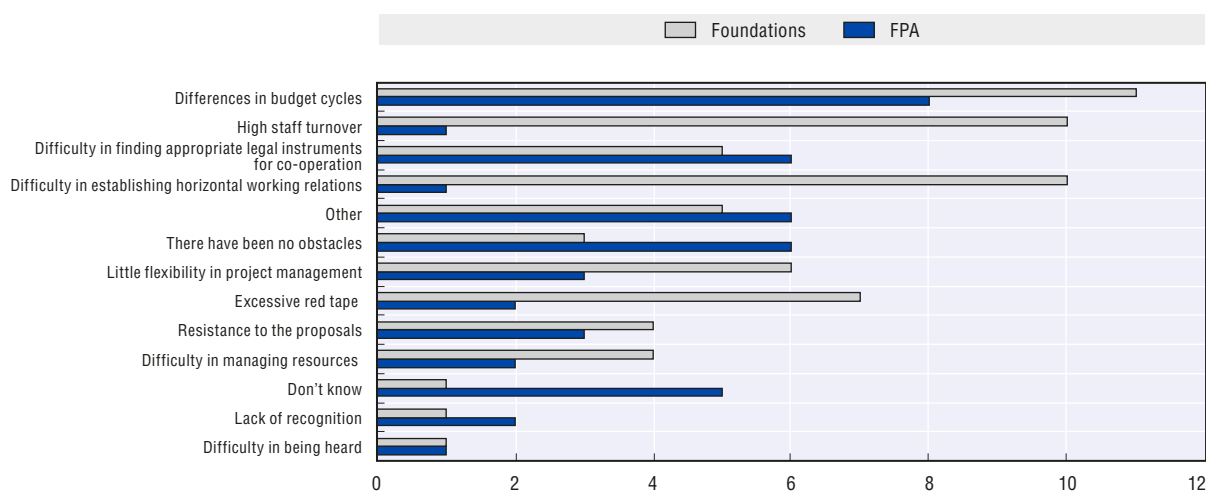
Regarding collaboration, the data indicated that community foundations had the most regular and productive relations with the FG (Figure 3). Thanks to their working methods and proximity to the population, it is easier for the public administration to establish specific programme-implementation agreements or direct partnerships with this type of foundation. This is also explained by the specificity of the goals and operational rules of the programmes.

Figure 3. Distribution of FPA collaboration by type of foundation in 2014 (percentage of answers)



Establishing long-term relations with a variety of actors can be difficult. Public servants and foundations agree that the most important obstacle to collaboration is the difference in their respective budgetary cycles, which restricts the possibility of planning initiatives on a multi-year basis (Figure 4). The government works with annual budget lines, while foundations generally commit to a project for several years. The constant turnover of public servants and the difficulties in establishing horizontal working relations with the FPA are foundations' primary challenges. On the contrary, public servants do not perceive these issues as their most important concerns. A fourth challenge, perceived as much by the foundations as by the public servants, is the absence of adequate, flexible and efficient legal instruments to facilitate co-operation.

Figure 4. Challenges of FPA-foundation collaboration (number of answers)



In the focus groups, public servants expressed a sort of resignation due to a complex scenario that seemed unmodifiable, and they appeared quite unwilling to search for alternatives that might contribute to improving the institutional environment. A measure of aversion to change was also detected. They also showed strong reluctance to giving a more flexible interpretation to the rules set out in the policy documents and regulations, or to do more than what is stated in the law, for fear of being penalised. Issues of transparency and accountability have sometimes resulted in negative externalities in terms of political-administrative innovation. Searching for new working methods in the FPA would involve investing time and other public resources that are currently severely limited and would fall directly under the responsibility of the public servants. This important issue does not seem to improve in the near future given the budgetary cuts made in 2016 and those planned for 2017 by the FPA.

Based on the information produced by the focus groups, it can be stated that the FPA is not usually open to partner with foundations or other civil-society actors when the project is not on the government agenda. Furthermore, it was observed that there is little space to introduce new items into the government agenda. In other words, it is very difficult for the foundations to influence the government agenda, as acknowledged several times in the corresponding focus group.

2.3 Diagnosis according to the OECD Guidelines

This paragraph describes the findings of the diagnosis conducted through the OECD Guidelines: dialogue, data and information sharing, and partnerships.

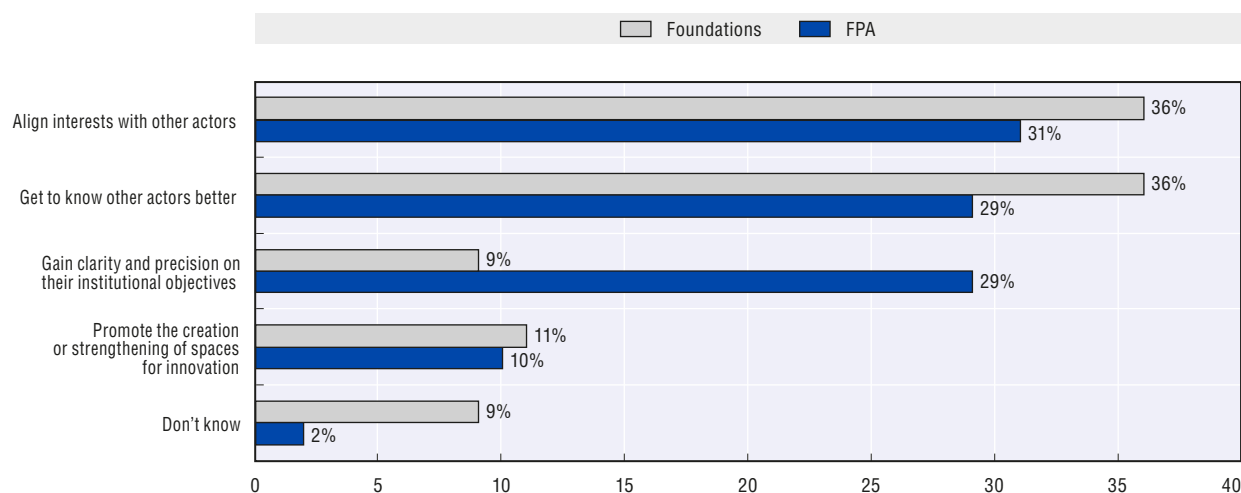
Dialogue

Dialogue with foundations and other civil society actors in Mexico is an increasingly recurrent practice for the government. In the new millennium, formal spaces have been promoted but issues still exist regarding the institutionalisation and legal support for dialogue across the FPA. According to the respondents, formal partnerships and committees promoting dialogue have been established and, though not very frequent, they have been beneficial, especially for knowledge and interest sharing. In the following section, based on the data from the survey, four fundamental requirements for an institutionalised dialogue are analysed: a) identification of the benefits of dialogue; b) the availability of spaces and mechanisms for dialogue and co-operation; c) identification of the obstacles to dialogue; and d) frequency of participation in these dialogue mechanisms.

a) The benefits of dialogue

Co-operation between foundations and the FPA takes place between specific actors and under projects very clearly defined on both sides. Dialogue is particularly fruitful when agendas coincide, leading to concrete agreements and efficient implementation of projects. From this perspective, dialogue is a useful and instrumentally valuable tool for collaboration because it delivers manifold benefits (Figure 5), such as shared interests, the stakeholders' deeper knowledge of one another and the clarity of institutional goals. This last aspect was particularly emphasised by the public servants.

Figure 5. **Benefits of dialogue between foundations and the FPA (percentage of answers)**

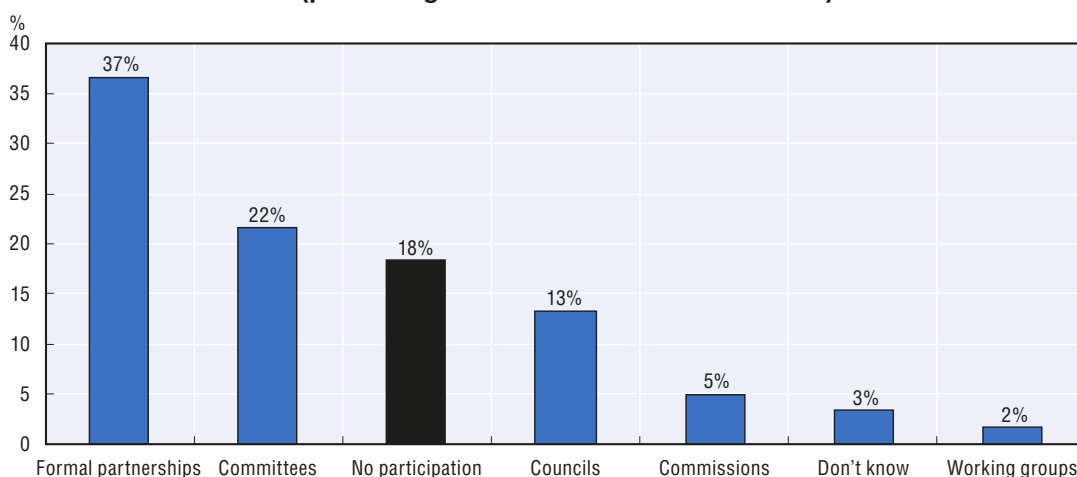


Note: The variables are a construct of multiple answers.

b) Dialogue spaces

The FPA currently has a variety of spaces for the participation of citizens (Figure 6) with different working mechanisms and structures; they can be fora, councils, committees, commissions, or take other forms. Beyond bilateral formal partnerships, committees and councils are the foundations' preferred ways to dialogue with the FPA. Nonetheless, it is observed that 18% of the foundations in the survey indicated that they did not participate in these dialogue mechanisms.

Figure 6. **Participation in co-operation and dialogue spaces with the FPA (percentage of answers from foundations)**



In addition to these relatively institutionalised spaces, others, such as negotiating tables, are set up to solve specific issues. They are generally attended by social actors who are more accustomed to the logic of political negotiation and to conflict-disruption and -resolution mechanisms. These platforms have an operative logic that can be considered very different from that adopted by foundations. For this reason, institutionalised spaces are more appropriate for foundations.

c) Obstacles to dialogue

So far, however, foundations' participation has been very limited for the following reasons:

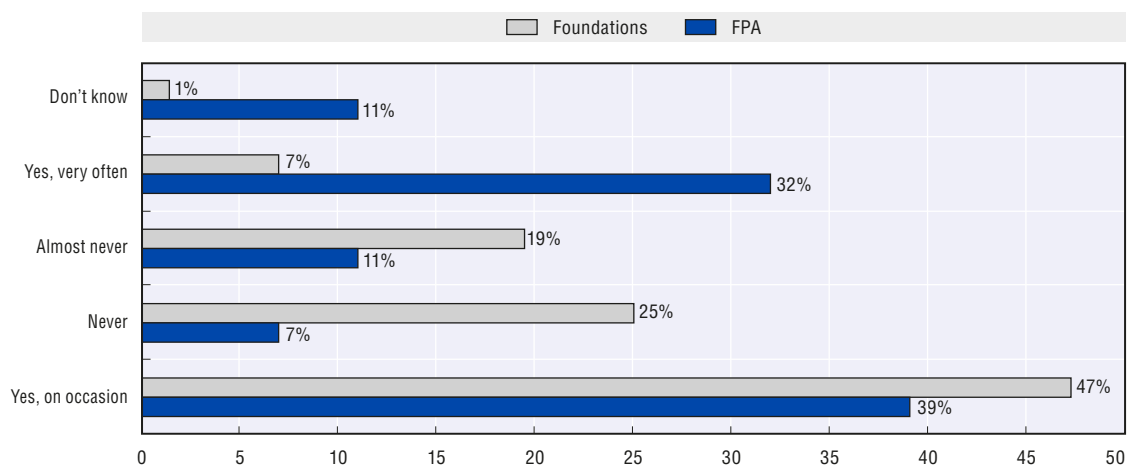
1. *The bureaucratisation of deliberative and administrative processes.* The spaces for dialogue frequently become bureaucratic, i.e. they become complex participation spaces in which immersion in the institutional maze is overwhelming. In the FPA it is recognised that in the long run these spaces are desirable and are the most appropriate form to bring civil society into the public-policy process. In the short and medium term, however, they are not very attractive and their reach is very limited, to the point of discouraging citizen participation, as was verified in the public-servants focus group. Social actors complained of participating in deliberative and administrative processes that ultimately did not result in tangible results and had an important transaction costs in terms of invested human, material, financial and/or time resources.

“What predominates is bilateral relations, non-continuous and time-specific. In the area of productive projects we need to establish tables of dialogue in a real and shared conversation.” (Foundation director interviewed on 15 June 2015)
2. *A space in which to deliberate, but not necessarily to make decisions.* These spaces are not of a decision-making nature, which leads to failed or unfulfilled expectations. This is even truer when the executive authorities do not take into account the opinions generated after long and complicated deliberations. What prevails amongst civil-society actors, including foundations, is the lack of understanding regarding the eminently consultative character of the spaces. In the future, these spaces are expected to gradually take on a decision-making character or to become joint governing mechanisms. It is likely that trained stakeholders, such as some of the foundations, will take increasingly pre-eminent positions. For the moment, however, these actors are not given sufficient importance in promoting multi-sectorial dialogue.
3. *Lack of knowledge of the existence of dialogue spaces.* The existing complex institutional framework at the FPA, difficult to understand for the philanthropic actors, inhibits the potential of the dialogue spaces. Public servants, foundations and other civil-society actors do not have sufficient knowledge about spaces in which their input and experience could be highly valued. According to some public servants, foundations do not usually participate in the existing institutionalised spaces for multi-sectorial dialogue, because they are unaware of them.

d) Frequency of participation in the dialogue mechanisms

Moreover, institutionalisation of the dialogue supposes the existence of corresponding spaces and a certain frequency of participation. The foundations' evaluation of dialogue opportunities is mixed: where 7% state that dialogue occurs “quite often”, 25% consider that it “never” happens. On the other hand, in the past few decades the FPA has sought to promote and extend dialogue spaces with social actors, such as foundations. This is probably the reason why recently public servants have participated in them more frequently (Figure 7).

Figure 7. Dialogue frequency in 2014 (percentage of answers)



Data and information sharing

Data and information sharing between foundations and the FPA mainly occurs via informal means based on personal relations. When such exchanges occur, they serve to give visibility to government actions and to obtain support or financing for foundations' programmes. For this reason, the relationship is generally characterised by a low level of information sharing. As far as it was possible to corroborate this, non-routine or compulsory information sharing is an exception to the rule.

A first explanation of this is that information sharing is fragmentary and superficial. Foundations reported that only on rare occasions had they used the information generated from one or another FPA body. This is largely explained by the fact that the complexity and the volume of information produced the FPA sometimes outstrips foundations' or other social actors' capacity to apprehend and analyse it. The lack of clarity and logic with which some institutional projects are designed and run also plays an important role.

In the other direction, the diagnosis is even less flattering, given that the FG hardly ever uses the information produced by the foundations. Among the reasons given, 14% mention difficulties in accessing the information, and 7% its limited substantiation, deficiencies in its systematisation and its irrelevance to the purposes of the agency or body. Moreover, the focus groups comprising FPA representatives revealed that this also happens because there is no knowledge of the information, and even when it is known, it turns out not to be very useful because it is too specific, extremely segmented or not technically appropriate.

The overall results indicate that for both actors information sharing is not a common practice. Only 29% and 33% of foundations and public servants, respectively, stated that they had shared information beyond that required by law. They also highlight the fact that most foundations (63%) and a good part of the public servants (43%) do not implement such practices (Figure 8). On the other hand, 66% of the foundations' answers indicated that 25% of the information that they had made public was concentrated in project reports, 22% in activity reports and 19% in financial statements.

“With these companies and foundations there are no agreements, but the working relations are good. Spaces of dialogue and continuous conversation are set up to share information, but the relations are more personal than institutional. It's not that easy to institutionalise these processes. Relations are always under someone's banner.” (Public servant interviewed on 16 October 2015)

Figure 8. Data and information-sharing beyond that required by law (percentage of answers)

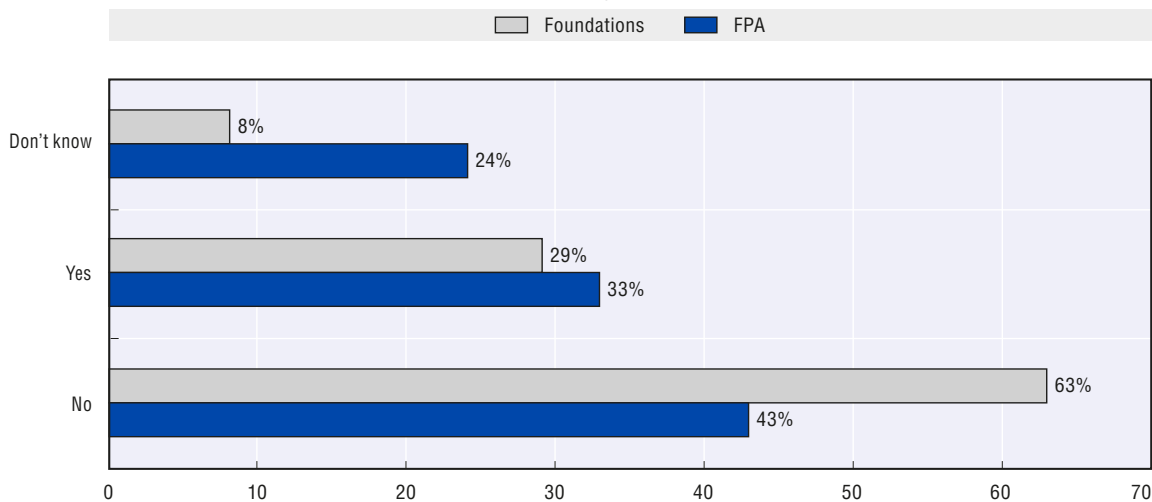


Figure 9. Institutional actors which the FPA shared information in 2014 with (number of mentions)

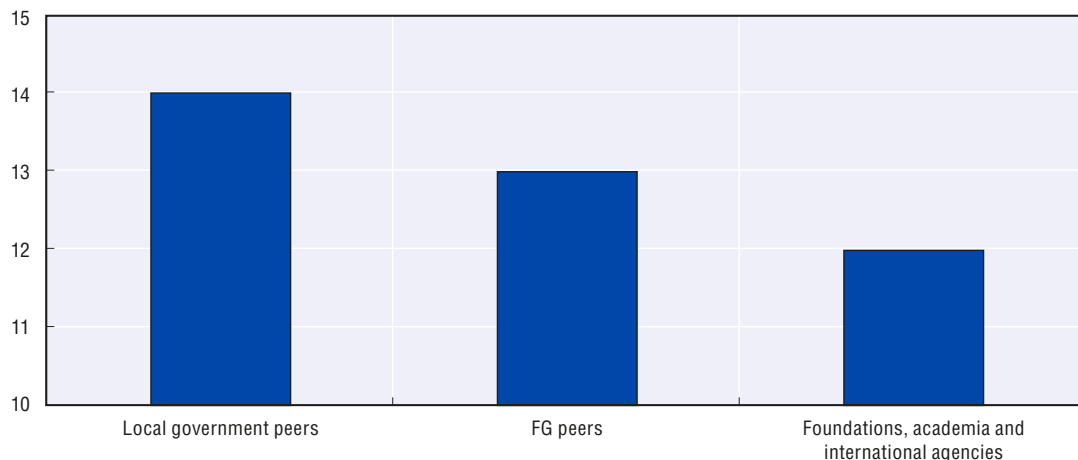
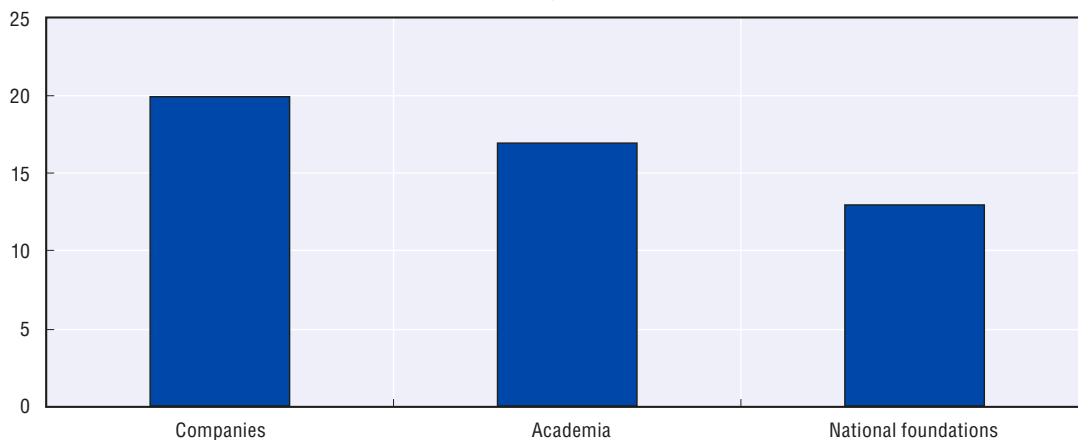


Figure 10. Institutional actors which the foundations shared information in 2014 with, in addition to the federal government (number of mentions)



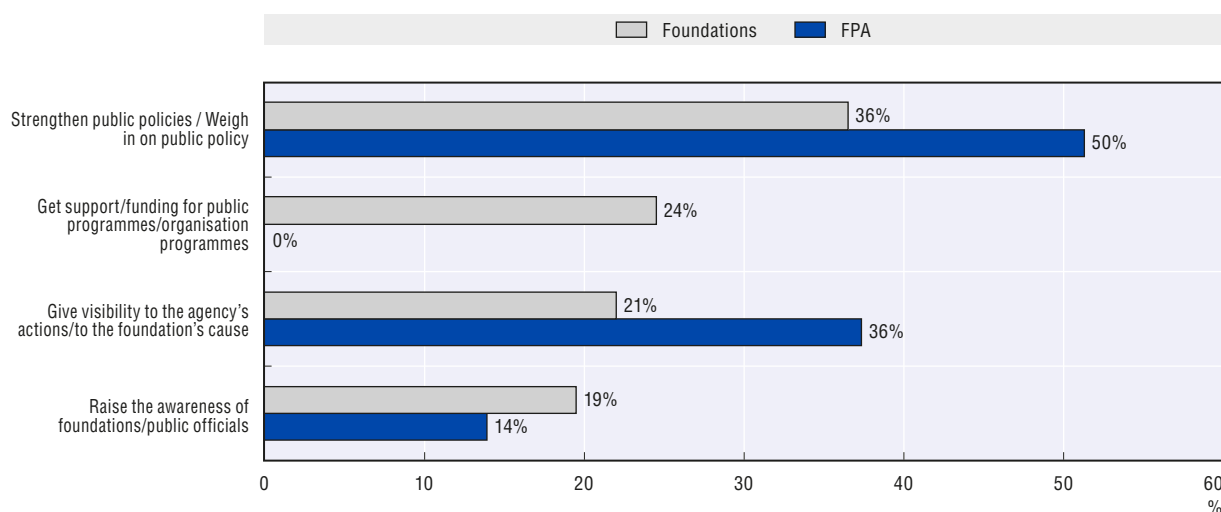
Another important aspect of information sharing is the identification of the other involved actors. Leaving aside FG and local official bodies, public servants share information with a group made up of foundations, academia and international agencies. If we apply this same analysis to the foundations, they share information mainly with companies. This can be explained by the greater participation of corporate and multi-corporate foundations in the study, which together amount to 49% of the participating foundations (Figures 9 and 10).

The following is an analysis of the purposes, mechanisms and characteristics of information sharing.

a) Purposes of data and information sharing

Information sharing is important for fostering constructive relations between foundations and the FPA. This process is recognised as useful to strengthen public policies, as well as for making both the FPA's and the foundations' development programmes more visible. Figure 11 gives an idea of the importance of information sharing for both institutional actors.

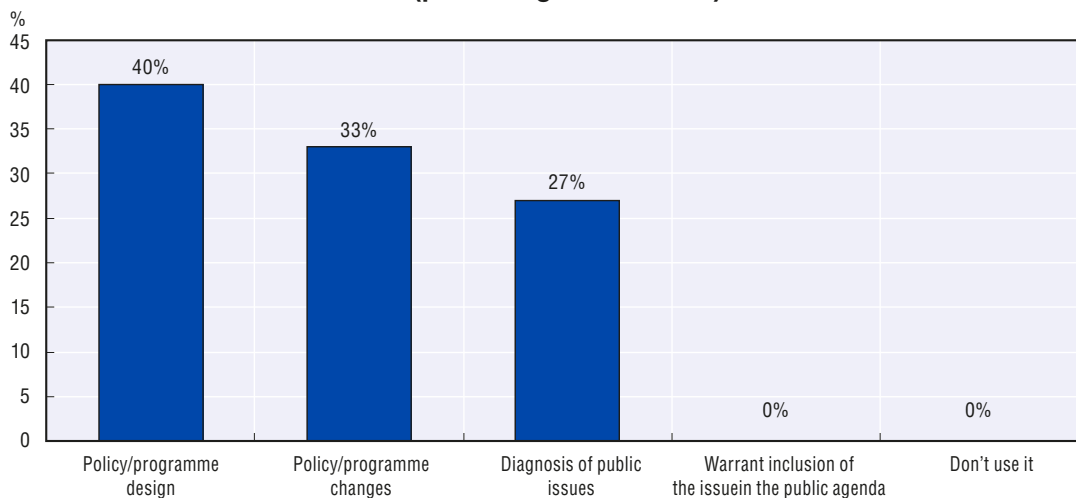
Figure 11. Purposes of information sharing (percentage of answers)



From the point of view of foundations, FPA information is valuable because it includes diagnoses and builds and interrelates large maps in various social domains. The corresponding focus group observed that this is appreciated by foundations, because this information helps them to focus and contextualise their own interventions in specific sectors and geographic areas, and with small and much more targeted groups of populations.

In addition, foundations and other CSOs can get much closer knowledge of micro-social spaces and contribute to building their actors' capacities. In some cases, foundations truly constitute eye-witnesses or "social laboratories" in remote areas that the FG and its multiple institutions have trouble reaching, or do so very sporadically. It was thus found that the information produced by foundations was used by the FPA as input to develop diagnoses in 27% of the cases, to design development of programmes in 40% of them and as a basis to change or amend public policies in 33% of them (Figure 12).

Figure 12. Government use of foundation-produced information (percentage of answers)



Foundations and the FPA can support each other in building diagnoses on social issues and in improving the implementation and assessment of their projects, thanks to specialised and strategic information sharing, as it is currently happening to some extent. Of the surveyed foundations, 25% share information with the FPA on sectors and geographic areas of work, 24% share research, 22% budgets, 20% programme and project evaluations and, to a lesser extent, 10% share information on the members of their governing body.

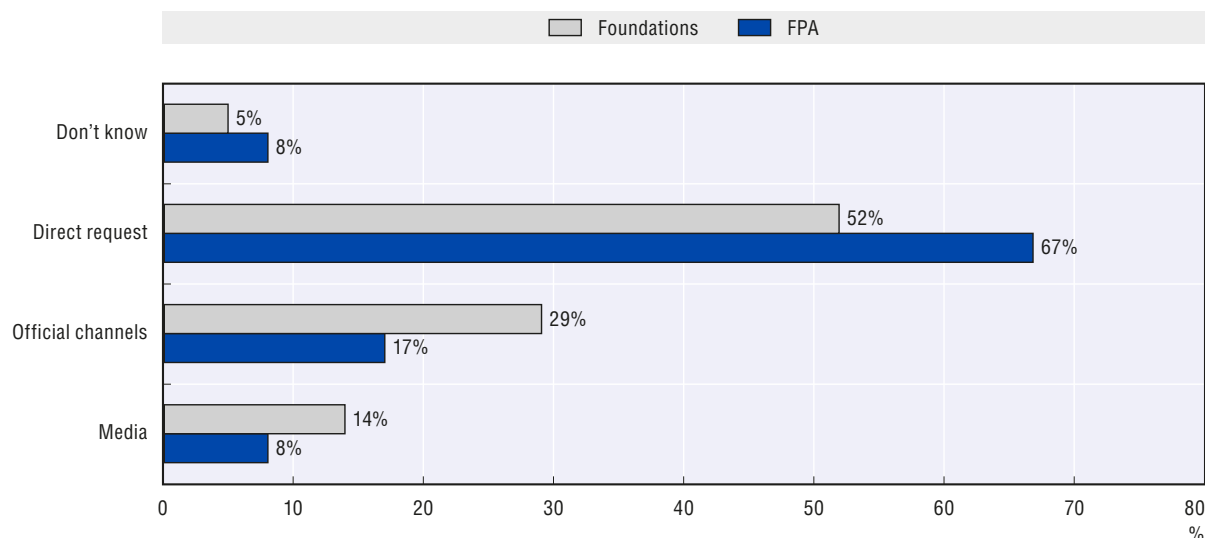
To promote information sharing, it is important for this type of interaction to be of an eminently technical nature and be mainly motivated by the purpose of designing joint interventions, and much less as a mechanism to promote own projects and actions.

Mechanisms for geo-referencing vulnerable populations, logistic routes, diagnoses of cultural and social specificities at sub-national levels, topographic particularities, successful experiences, support and monitoring of projects and programmes, performance or impact assessments are the type of information that could and should flow much more abundantly between foundations and the FPA. Yet this is precisely the type of information that has been rarely shared.

b) Information-sharing mechanisms

Successful dialogue requires efficient information-sharing mechanisms. Our data revealed that in the majority of instances information sharing happens via informal means such as direct requests, according to 67% of the public servants and 52% of the foundation staff. On the other hand, in total numbers, the formal or institutional mechanisms most used by both actors are official means, followed by media (Figure 13).

Figure 13. Information-sharing mechanisms between foundations and the FPA (percentage of answers)



What is important here, however, is the need to expand the use of more institutional information-sharing processes.

c) Characteristics of the information

The information produced by foundations is appreciated by the FPA as comprehensive, clear and updated. Foundations do not have always the same opinion on the information produced by the FPA. Nonetheless, levels of response to this question are low, amounting to only 12% of the foundations and 29% of the public servants surveyed. This weak participation provides some interesting data; for example, the group of FG servants were inclined to give more homogenous answers than the group of foundations.

For 54% of the foundations, the information produced by the FPA was seen as sufficient; but 60% of the opinions were that this information was neither clear nor up to date (Figure 14). In contrast, the servants had a better appreciation of the information from the foundations, with 93% of respondents considering it sufficient and up to date. For 79% of the public servants it was clear and for 86% it was timely (Figure 15).

The most important explanation of this is probably that in the FG there are better technical capacities for understanding the information originating from other actors and that produced within their own structure. In the focus groups (particularly the foundations), it was pointed out that often the information originating from the FPA was difficult to access, not very transparent and lacking in clarity in the technical sense, as sometimes it was extremely complex.

Figure 14. **Foundations' appreciation of the information produced by the FPA (percentage of answers)**

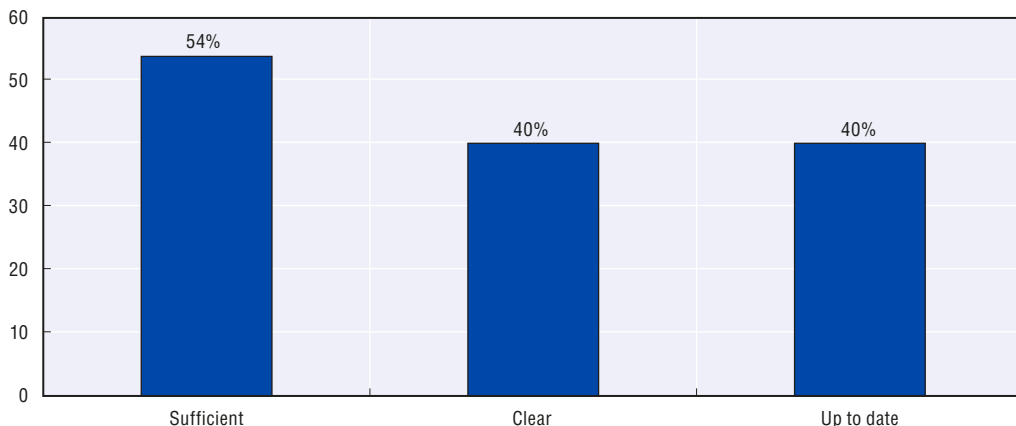
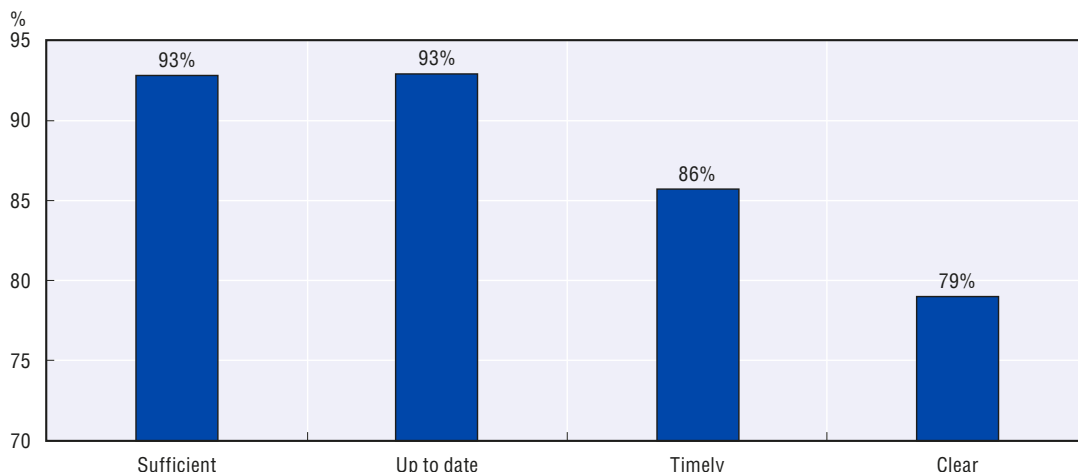


Figure 15. **FPA's appreciation of the information produced by foundations (percentage of answers)**



Overall, the analysis shows that, in the foreseeable future, there will be a gradual increase in the level of knowledge of the information produced by each of these actors through its standardisation. An example is the recent approval of the Partnership for Open Government, aiming at not only improving transparency and accountability mechanisms in the FPA, but also making the information more accessible to the public.

Partnerships

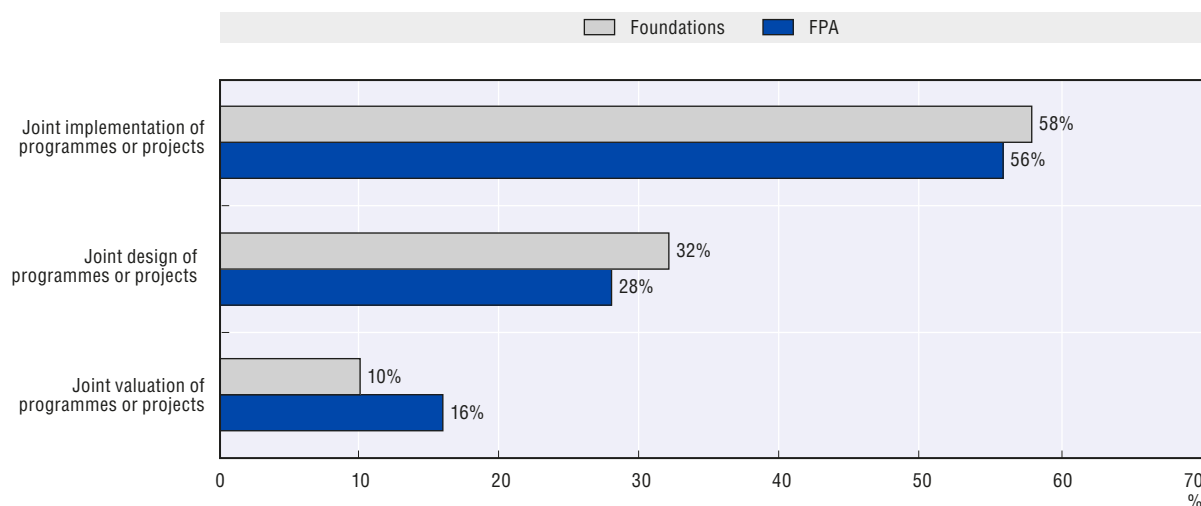
This section presents an analysis of the characteristics of partnerships in Mexico, and the obstacles encountered in their building and development.

a) Characterisation of foundation-FPA partnerships in Mexico

As much for public servants as for the members of foundations' operating teams, there is a positive appreciation of partnerships (79% of those surveyed), which are usually more formal and enable deeper exchanges. A typical partnership between a foundation and the FPA in Mexico is

established through a formal programme or project implementation agreement where, in most cases, the FG participates by providing resources, financial or in kind. Although the institutional actors of the partnerships are motivated to foster and improve interventions in favour of vulnerable populations, they generally respond to more instrumental public-policy goals. The joint implementation of projects, followed by the design and the evaluation of programmes and projects, make up the sequence of priorities of these partnerships (Figure 16).

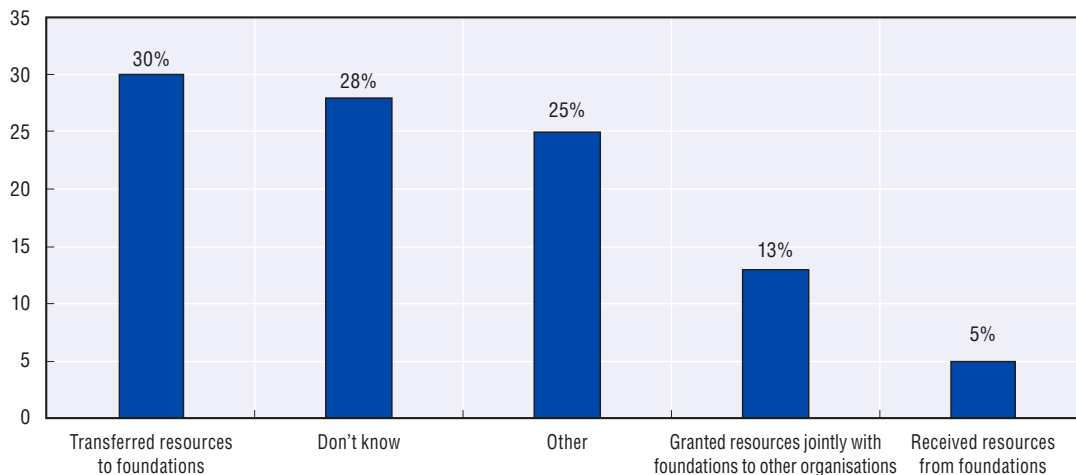
Figure 16. **Main instrumental features of the partnerships between foundations and the FPA (percentage of answers)**



In terms of timeframe, as a whole, most foundations and public servants consider that partnerships are short-term, whereas only 32% of respondents see them as a strategic or long-term instrument to set up programmes or projects.

On the other hand, 80% of respondents (foundations and public servants) consider that formal-type partnerships predominate. These take the form of an agreement signed by both parties, with a governing structure and clear definitions of functions, responsibilities and timeframes. For the other 20%, partnerships are generally informal and agreements are not needed. Public servants do not see foundations as important partners as far as financing is concerned. There are different types of partnerships in which the nature of the shared resources, in addition to the symbolic ones, can be as much financial as in kind. According to 30% of the public servants, the flow of resources goes from the FPA towards the foundations, whereas only 5% of those surveyed stated that their agency received resources from foundations. It is also interesting to note that 28% of the public servants said they did not know whether their agency or body had shared resources with foundations (Figure 17).

Figure 17. **Financial resources and resources in kind according to the FPA (percentage of answers)**



b) Obstacles and problems in partnership building

Building partnerships between foundations and the FPA is a growing process in Mexico, though still not frequent. The process of building such partnerships is perceived to be a way of improving development initiatives in favour of vulnerable populations. Building partnerships augments institutional capacities, allows improvements in the identification of target populations, goals and territorial focus of the interventions. Partnerships also help recognise the most appropriate tools and methodologies, and to select the most effective mechanisms of execution. Finally they allow a two- or three-way evaluation, thus gaining in quality and degree of objectivity.

Building partnerships includes several phases: firstly, recognition of an issue or specific problem in which both actors have a converging priority interest; secondly, identification (particularly for foundations) and contact with the relevant actors; thirdly, conclusion of the agreement for the joint project, formalising the corresponding legal instruments; finally, execution of the collaborative project and assessment of its impact on the beneficiaries. There are currently important obstacles and limits for the partnerships. Some of these were detected in the focus groups, enumerated as follows:

1. For regulatory reasons, building partnerships with private institutions (foundations as much as other Mexican civil-society actors, or even private companies) is very complicated. The red tape is extremely complex and makes the potential partners, governmental and non-governmental, think twice about the possibility of initiating this type of process.
2. In addition to the administrative burdens, the regulatory framework in general is permeated with lack of trust, resulting in sometimes excessive financial and technical controls that increase the costs of co-operation.

“There is a danger in the government positions, where there are too many politically motivated changes. There are no proper technical criteria for changing the persons in public positions. Field operatives should not be taken out; those in central government don’t see the importance of making sure that these persons remain in their positions. Bureaucracy has become expendable, and it isn’t always. These are the persons who often serve as a bridge, whom people recognise in public administration as someone from the government.” (Public servant interviewed on 16 October 2015)

3. Public servants have also explicitly recognised the role of local authorities for partnerships in the context of programmes led by the central government. This is problematic because, according to foundations, local public servants act in many cases very informally and their actions are continuously geared towards electoral gain.

The problem of high rotation of public servants is another important factor which complicates partnership building, hinders the continuity and formalisation of interactions, and limits synergies. Bringing a new public servant up to date, and re-securing his or her political commitment to the previously built partnership are difficult processes involving investment of resources, which do not necessarily lead to favourable results. This kind of situation occurs particularly in longer-term partnerships and costly investment projects.

Difficulty was also detected in establishing multi-year agreements or partnerships due to the FG's budgetary and tax system. For foundations, this problem places significant limits on building long-term partnerships, given that their projects and initiatives are usually designed for timeframes greater

than one year, and getting multi-year contracts with the FG continues to be an extremely complicated administrative process. Moreover, the FPA's annual budgetary and financial cycles make building partnerships with foundations difficult, because the timely delivery of contract- and agreement-based resources is often subject to delays. Naturally, these problems affect the planning processes of foundations and other social actors wishing to build partnerships with the FPA. According to foundations, they are often forced to finance the joint projects entirely, and recover the invested resources at a later stage.

“The institution I work in makes calls for funding requests, so as to ensure that there is the budget and opportunity for them. But the budget dynamics sometimes leads to making untimely calls or to resources becoming available when it is not the best time for an agricultural project. What we have done is work on them with sufficient time for the resource to be timely. When it comes to distributing the resource, it is planned, delimited and squared. This increases the possibility of getting results.” (Public servant interviewed on 16 October 2015)

III. RECOMMENDATIONS

This section offers a set of recommendations geared to improving dialogue, data and information sharing, and partnerships between Mexican foundations and the FPA. The recommendations stem from the set of methodological strategies comprised in this work. They take into account the diagnosis analysed in the previous section as well as recommendations from the focus groups and interviews with public servants of government bodies and foundation directors. The two specific workshops on the subject of income-generating productive projects were of special importance in the development of these recommendations. The main goal of these workshops was indeed to produce and validate suggestions to improve relations between the FPA and the foundations involved in this area.

Four main recommendations are presented, each containing specific proposals and suggestions. The first three recommendations are of a general nature and are applicable to the diversity of issues on the relations between the FPA and foundations. The fourth recommendation is geared to improving relations between the two stakeholders in the specific case of driving productive projects.

Table 2 presents a summary of the recommendations, which are explained and developed throughout the section.

Table 2. Summary of recommendations

RECOMMENDATIONS	WHO
<p>1. Strengthen existing co-ordination efforts amongst foundations in order to promote peer learning and to facilitate interactions with the FPA</p> <ul style="list-style-type: none"> Disseminate good practices and lessons learnt from co-operation programmes between foundations and the government Map out the relational spaces and inform on how they work Harmonise the language in order to facilitate information sharing Set up a continuing training programme for foundations and FPA public servants Set up theme-based groups Promote progressive inclusion of the foundations' proposals in FPA decisions 	Foundations
<p>2. Set up an information-sharing platform</p> <ul style="list-style-type: none"> Map out foundation and government-agency programmes Stimulate inter-institutional learning amongst government agencies Formalise information-sharing mechanisms, as well as their proper use by both actors Establish partnerships and share data with regional and global organisations 	Foundations and FPA
<p>3. Improve the policy and regulatory framework</p> <ul style="list-style-type: none"> Promote the establishment of multi-year budgets in the FPA Simplify collaboration agreements between foundations and FPA agencies Establish greater stability in the operating rules Formalise agreements so that they remain in place even after changes in administration Make decision making a stronger part of the dialogue fora 	FPA
<p>4. Establish a multi-stakeholder partnership to work on productive projects</p> <ul style="list-style-type: none"> Work with the whole of the value chain for small producers, in support of regional development plans Disseminate programmes and the lessons learnt from support strategies to successful productive projects Review the goals and indicators of the productive projects supported by the FPA Establish a participatory mechanism to evaluate the partnership, including all relevant stakeholders 	Foundations and FPA

3.1 Strengthen existing co-ordination efforts amongst foundations to promote peer learning and to facilitate interactions with the FPA

An important step towards facilitating dialogue, experience sharing and learning amongst foundations is reinforcing connections and synergies through existing informal channels. This would not only facilitate sharing and learning of foundations' programmes, but also the development of joint initiatives and projects, the establishment of a specific agenda and the implementation of actions in priority areas. Ideally, a group could arise out of this co-ordination activity and become a representative and legitimate mechanism to establish dialogue and agreements with the government and other actors.

To implement this recommendation, it might be useful to build on the various initiatives initiated in Mexico to facilitate co-ordination among foundations, such as the Forum of Donors and Social Investors set up and promoted by CEMEFI, the Comunalia network mentioned earlier, the Mexican chapter of RedEAmérica (a network of Latin American corporate foundations), and a group that gathers international foundations. Representatives of each group could meet to speak about their respective priorities, propose general guidelines, invite other foundations, suggest joint activities and promote their development.

There are several associations of foundations in Latin America that can be used as a benchmark for partnerships. For example, it is worth mentioning the Colombian association of corporate foundations, AFE, the Brazilian group of institutes, foundations and companies, GIFE, and the Argentine group of foundations and companies, GDFE (Table 3). The functions of these associations include promoting and circulating their members' activities, providing information on the sector, training and supporting their members, fostering collaboration amongst members and with other key actors, setting up exchange mechanisms with the government and generating peer-learning and knowledge-management spaces (Villar Gómez, 2015: 137-139).

Table 3. Foundation partnerships in Brazil, Colombia and Argentina

	Brazil	Colombia	Argentina
Name	<i>Grupo de Institutos Fundações e Empresas</i> (group of institutes, foundations and companies of Brazil – GIFE)	<i>Asociación de fundaciones empresariales</i> (association of corporate foundations – AFE)	<i>Grupo de Fundaciones y Empresas</i> (group of foundations and companies – GDFE)
Year of institution	1995	2008	1995
Type and number of members	Associates: 130 <ul style="list-style-type: none"> • Corporate institutes and foundations: 58% • Companies: 13% • Community institutes and foundations: 3% • Family institutes and foundations: 8% • Independent institutes and foundations: 18% 	Members: 60 <ul style="list-style-type: none"> • Corporate and multi-corporate: 71.6% • Family: 23.3% • Independent: 5% 	Partners: 33 <ul style="list-style-type: none"> • Corporate foundations: 55% • Independent foundations: 18% • Companies: 27%

Source: Villar Gómez, 2015: 139.

It is possible to highlight the following initiatives as examples of what can be done through a platform for co-ordination:

- **Disseminate good practices and lessons learnt from co-operation programmes between foundations and the government**

Foundations can learn about successful cases of co-operation with other foundations and with the government. This requires identifying programmes jointly designed by several foundations or projects implemented with the government, and analyse the results. Disseminating the outcome will motivate future collaboration initiatives and provide some guidelines for their implementation.

Learning and dissemination can be promoted through various dialogue and learning formats such as fora, congresses, panels, conferences, blogs, etc. Internet-based spaces for interaction can also be explored. Publishing the results of the learning events, along with cases, handbooks and guides based on the lessons learnt will facilitate new additional collaboration initiatives.

- **Map out the relational spaces and inform on how they work**

In addition to disseminating successful collaboration programmes, it is important to analyse the relational spaces in which foundations and the FPA engage in dialogue and share information. Their invitation criteria, interaction dynamics, achievements and challenges, and in general the lessons learnt for their effective functioning would provide useful information in order to improve these spaces in the future.

It would also be very valuable to develop different communication products (videos, documents, guides, etc.) about the key mechanisms for establishing effective partnerships.

- **Harmonise the language in order to facilitate information sharing**

Developing a common understanding of language and terminology is fundamental to progress in information sharing. It would be very useful, for example, to agree on concepts such as philanthropic organisations, foundations, partnerships, resources, counterparts, etc. An association of foundations or a co-ordinating entity could play an important role in this harmonisation process.

- **Set up a continuing training programme for foundations and FG public servants**

In order to promote a new culture of collaboration between foundations and FG agencies, training programmes should be set up for public servants and foundation staff. These programmes should include aspects such as: the importance of collaborating and forming public-private partnerships for the country's development, different types of collaboration between foundations and the public administration, successful cases of collaboration, key factors for collaboration initiatives, mechanisms and procedures to set up partnerships and to evaluate collaboration, etc.

The programme could be funded by a mix of private and public resources, and be managed by the association of foundations.

- **Set up theme-based groups**

Depending on established priorities, groups could be set up to work on specific themes, to enable participants to actively contribute in their field of interest. An example could be working on how to share relevant information on programmes of public interest.

Since 2008, the national institute of geography and statistics INEGI has developed a “satellite account of not-for-profit institutions” aimed at measuring the weight of the third sector in the national economy as a share of GDP. This measurement, driven by civil society, is supported by a technical committee of foundations and other CSOs. It is intended to enhance INEGI's understanding of social issues as well as to make it accessible to the general public.

- **Promote progressive inclusion of the foundations' proposals in FPA decisions**

The existence of a space for co-ordination will allow foundations to make proposals for a more favourable enabling environment, as well as for co-operation with the government. Well-developed proposals and an atmosphere of trust would make it possible to promote the gradual inclusion of foundations' proposals in the FPA decisions.

3.2 Set up an information-sharing platform

Currently there is no platform in Mexico for timely and effective policy consultation between foundations and FPA. Mapping out foundations' programmes, issues and target territories, as well as the federal policies and programmes, and then sharing this information would contribute to better mutual knowledge of what the various stakeholders do.

Some existing platforms could serve as basis for creating this information-sharing platform. *Fondos a la Vista*, an *Alternativas y Capacidades* initiative, contains financial and thematic information produced by government agencies (the tax administration system, SAT, and national institute of social development, INDESOL), but there is nothing on the relations between foundations and the government (see www.fondosalavista.mx). Fostering a space that would

provide information in real time on the various interaction mechanisms between the FG and foundations would add value to the relationship and allow other actors to become aware of partnership opportunities.

Some initiatives in Latin America could serve as a benchmark to design the platform. In Colombia, AFE has a project-management platform, the *Plataforma Estratégica de Gestión de Proyectos*, launched at end-2014, which provides relevant information on the projects led by each foundation (geographic areas, focuses, populations and issues). The projects listed on the platform are shared with the “social map” (*Mapa Social*) and promoted by the national government, which displays private and public social investments in the country’s municipalities.¹⁵ Recently, CEMEFI launched a social-investment platform (*Plataforma de Inversión Social – Pladis*) intended to be a window for projects applying the Indicators of Institutionalality and Transparency and Socially Responsible Businesses, and seeking to set up partnerships with institutions.

In Argentina, the GDFE launched in 2014 a geo-referential map of private social investment, where foundation programmes can be consulted on their issues, sub-issues, funding amounts, geographic location, initiative, type of entity and targeted population. The results can be visualised on a map displaying different icons to facilitate reading and analysis.¹⁶

None of these cases include clear government linkage. The information-sharing platform could be developed jointly by foundations and some government departments, such as the Ministry of Social Development, or INDESOL. In addition to the platform, the idea is to perform the following tasks, which would serve as a complement to interaction between the actors and also help to feed the system.

- **Map out foundation and government-agency programmes**

In order to produce a comprehensive map of foundations’ and governmental programmes and projects, it is necessary to encourage both parties to share information on their programmes. One way to do this would be to develop a search system that includes the municipal level and even the district level in the case of large cities, in order to allow government institutions, foundations, and also local citizens, to identify who is working in the different social issues, and thereby promote partnerships and synergies.

- **Stimulate inter-institutional learning amongst government agencies**

Just as inter-foundation learning is an important step towards understanding what works and what does not in their interventions, so is learning amongst government agencies responsible for social programmes. The lessons that can be drawn from this learning will contribute to optimising their own programmes and those of other agencies.

It would be important for the FPA to propose training activities for public servants in contact with the civil society. It is just as important for this learning to include upper-level civil servants, to ensure the support of middle and senior management.

- **Formalise information-sharing mechanisms, as well as their proper use by both actors**

In order to eliminate direct requests between public servants and foundation staff, it is important to establish permanent and regular information-sharing processes that will lead to institutionalising the relationship. This information sharing should not be limited to promoting own experiences, but should be geared to the goal of

INDESOL's joint investment programme, for example, has managed to institutionalise a very solid process for ruling on CSO projects to be financed with public resources.

achieving joint interventions. It must therefore be a permanent and regular process, gradually replacing direct and one-off requests between public servants and foundation staff.

Apart from sharing information, foundations need to have staff who are familiar with the type of information produced by the FG, and capable of making proper use of it. This will thereby increase the possibility of reaching partnerships.

Similarly, the FG needs to be familiar with the type of information produced by foundations, and understand that this type of information is generally much more issue-specific and focused than that produced by the FG. Even then, it is important to remember that the actions of foundations and other civil-society institutions can be considered as private “social laboratories” for programmes and projects, which, when successful, can later be good pilots for public programmes of greater scope.

- **Establish partnerships and share data with regional and global organisations**

Various existing regional and global organisations and networks have important information for Mexico and could benefit from information produced in Mexico. Some of these networks, such as RedEAmérica, geared to the development of sustainable communities, or Reduca, geared to education issues, have members in Mexico, which will facilitate collaborative work. Other organisations, such as the Foundation Center in the United States, have collaborated in initiatives in Mexico, like Fondos a la Vista, and would possibly be interested in continuing their support to Mexican organisations. At the global level, the partnership with WINGS, a global network of philanthropy associations and support organisations, and the OECD would contribute to the production of information that can be analysed in the international context. WINGS is developing a project to provide quality information that is comparable amongst countries, the Data Charter, in which CEMEFI is also involved. The OECD’s Development Assistance Committee (DAC) is endeavouring to record, with increasing effectiveness, philanthropic flows for development in order to complete its government statistics.

3.3 Improve the policy and regulatory framework

To improve the environment for collaboration between foundations and the FPA, it is important to strengthen the current policy and regulatory framework. This is a job for the government agencies themselves, but any proposal made by foundations would be of great importance. The following are few ideas for potential regulatory reforms.

- **Promote the establishment of multi-year budgets in the FPA**

The absence of multi-year budgets and above all the delays in transferring yearly budgets is a challenge for long-term partnerships between foundations and the FPA. Multi-year budgets would facilitate collaboration, by ensuring continuity and timely disbursements. Furthermore, it will be necessary to work with the legislative authorities to reduce delays in the disbursement of federal resources to CSO-run programmes.

Multi-year mechanisms are complex in Mexico, though there are other ways for organisations to gain some security in their yearly budget. Multi-year mechanisms are a pending issue, not only in this domain but in many more FPA spaces.¹⁷

The OECD has proposed to the Mexican government to consider multi-year budgets as a strategy to move forward on medium- and long-term programmes. This proposal is in line with the OECD view on the efficiency and effectiveness of multi-year budgets (OECD, 2009).

- **Simplify collaboration agreements between foundations and FPA agencies**

There are several examples of collaboration between foundations and FPA agencies on a variety of issues and under a variety of agreement schemes. It would be important for the different government agencies to share and analyse the different agreement formats, to learn about the best ways to draw them up and to disseminate the most appropriate and simplest proposals for future agreements.¹⁸

- **Establish greater stability in the operating rules**

The operating rules proposed by the FPA in its many development-promotion programmes are an important factor determining the type and scope of the relation between the government and foundations. These rules vary significantly among the different agencies, but their common issues are continuous changes and increasing complexity year after year. These continuous changes make long-term planning difficult for foundations and reduce motivation for partnership. Having more stable operating rules developed on the basis of a good analysis of successful past experience would contribute to facilitating collaboration and to building public-private partnerships. In addition, there has been important public support for social organisations that do not follow these operating rules, encouraging actions with less transparency and accountability.

Dealing with the issue of operating rules will require them to be jointly analysed by the various FG agencies. Foundations that have had direct experience with them should also be consulted. Foundations participating in the co-ordination space will be able to analyse this issue and propose appropriate adjustments.

- **Formalise agreements so that they remain in place even after changes in administration**

Several successful collaboration initiatives have ended because of a change in management within government agencies. Formalising and establishing long-term agreements will free collaboration from dependency on changes in political commitment. Instead, agreements will be treated as an institutional and collaborative work between the public administration and the foundations, independently on the administration in charge at the time of the signature.

- **Make decision making a stronger part of the dialogue fora**

Progress should be made in better using the institutional dialogue platforms set up by the FPA. Few foundations participate today in the existing fora, committees, councils, meetings and in any of the more than twenty other options of dialogue mechanisms. There is little incentive for greater participation, given that in most cases these spaces are only consultative. It would be advisable for these spaces to gradually acquire greater decision-making weight in certain public matters.

There are several complementary ways in which this could be achieved. For the FPA, a political-development and civic-promotion unit of the Ministry of the Interior is currently analysing, together with the UNDP, the dialogue spaces of federal agencies in which CSOs can participate, specifying the goal of these spaces, as well as the mechanisms for broader participation.

In parallel, collaboration can be sought from the Ibero-American network of governments linking with civil society, *Red de Gobiernos Iberoamericanos para la Vinculación con las Organizaciones de la Sociedad Civil*, to learn about the various existing institutional dialogue mechanisms in the countries that are part of the network, and explore what could be applied to Mexico.

Based on these maps, and taking into account the UNDP study on the subject, a strategy could be developed to increase participation in the most relevant dialogue platforms. These platforms should be considered because of their thematic linkage with foundations or their cross-cutting nature allowing foundations to have greater influence on the government's social agenda. The same information could serve to develop proposals to enhance their decision-making role where relevant.

3.4 Establish a multi-stakeholder partnership to work on productive projects

Given the importance of productive projects in the government's agenda and the accumulated experience of foundations in the field, there is potential to progress by establishing partnerships between foundations and the FPA.

At the FPA, there are approximately 40 programmes aiming at supporting income-generating productive projects amongst vulnerable populations. Disseminating experience and lessons learnt is very limited, so good practices are scarcely circulated.

On the other hand, at the level of relations between foundations and the FPA, there is greater collaboration among those working in the field of productive projects than in other fields. Most of these relations, however, are established bilaterally and in some cases opportunistic.

Currently, most partnerships are set up between a government agency and a foundation. The reason for this is that in general, public servants prioritise policy implementation as the purpose of the partnership, whereas foundations prioritise fundraising. It is desirable that partnerships go beyond the purely instrumental nature often sought by each of the actors and envisage associations in which initiatives and the purpose of collaboration are jointly developed.

Partnerships should also be more long-term and aim to grow in scale and in impact. Collaboration between various foundations and government agencies would contribute to this goal by generating synergies, bringing complementary strengths into play and accelerating collective learning on important issues for the country.

The proposal is therefore to launch a long-term partnership with multiple actors, which, designed jointly with them, will contribute to providing examples to be spread amongst foundations and the FPA.

Concretely, AMEXCID, jointly with two or three representatives of the foundation sector (for example, the Walmart Foundation, Fundemex, the PepsiCo Foundation) and public servants with experience in the field and in working with foundations (for example the national entrepreneurs' institute, *Instituto Nacional del Emprendedor* [INADEM], the national institute of social economy, *Instituto Nacional de la Economía Social* [INAES] and PROSPERA) could set up a pilot partnership to work on a specific issue that they consider a priority. This will involve meeting to identify synergies in their respective strategies, and probably setting up a steering committee, setting common goals and sharing out responsibilities.

This pilot partnership could also perform some of the following tasks.

- **Work with the whole of the value chain for small producers, in support of regional development plans**

Support to income-generating projects in the FPA programmes has been generally provided through subsidies and technical assistance to improve production. As has been shown in various inclusive-business initiatives, however, the success and sustainability of productive initiatives requires working with the whole value chain (supply of goods and services, production, marketing, etc.). It is, therefore, important to have a systemic support approach and not be limited to one-off contributions (GIZ, 2015: 1-3). It is advisable to set sector-based agendas connected with both the country's challenges and regional and local development plans. This will allow working with a systemic approach with the various actors, e.g. companies investors, government, associations of small producers involved in productive projects (GIZ, 2015: 91).

- **Disseminate programmes and the lessons learnt from support strategies to successful productive projects**

In Mexico, a few initiatives have worked with a systemic approach and the whole of the value chain. For example, in the field of sustainable agriculture, Walmart and Ashoka have launched two events in which agreements have been made and working guidelines have been set to integrate small producers into the value chains of large companies. This has resulted in more efficient production models and marketing platforms that will generate greater scale and improve the income of small producers. A platform that will organise the information and facilitate the relationship between various actors has also been proposed (Expok, 2015).

On the other hand, GIZ has produced an important document on inclusive business in Mexico and Colombia, which analyses the stakeholders, the ecosystems and the business models in use. Based on successful cases, the document presents a significant series of recommendations to promote good practices in inclusive business (GIZ, 2015).

It is crucial to learn from past experience and take into account the recommendations made, in order to change the common practice of subsidies to producers into capacity-building, technical assistance and financial support programmes. A joint analysis of the institutional ecosystem for income-generating projects (federal and state programmes, donor organisations, technical-support institutions, empowering entities, marketing entities, intermediaries, companies, suppliers and purchasers, etc.) would significantly contribute to redesigning these programmes.

- **Review the goals and indicators of the productive projects supported by the FPA**

Currently, incentives for public servants are oriented towards spending rather than investing in results-oriented projects and developing capacities for the sustainability of economic undertakings. Evaluation indicators and audit criteria are focused on financial disbursements or implemented activities more than on the results and sustainability of productive initiatives. Public servants and foundation directors should review the goals and indicators used to evaluate government programmes in support of productive projects. This action is important because these indicators can potentially lead, in the long-term, to perverse incentives and hinder the sustainability of income-generating initiatives. Changing the audit criteria would also contribute to bringing about more creative support options for the public servants geared towards generating more sustainable productive alternatives.

- **Establish a participatory mechanism to evaluate the partnership including all the participating stakeholders**

Developing participatory evaluations of productive projects involving the various stakeholders in the value chain can help to draw lessons for the support of future projects.

Box 3. Public-private partnerships

“We are convinced that no systemic change can be made unless there is joint participation of the governmental and non-governmental sectors. And this is what somehow defines what a private-public partnership for development (PPPD) must be. Joint participation not only be in investment, but also in mission, vision, responsibilities, commitment and funding. For us at *Un Kilo de Ayuda* we will not achieve results – and in our case the most important result is to eradicate infant malnutrition – without joint public-private participation” (Director of *Un Kilo de Ayuda*, Promotora Social México and CIDEAL Foundation, 2013: 83).

CONCLUSIONS

This work has highlighted some of the current progress in Mexico in the area of dialogue mechanisms, information sharing and partnership building between foundations and different FPA agencies. Although the study identified more collaboration and exchange mechanisms than initially expected, there is still a long way to go to develop the full potential of collaboration between foundations and governments.

It is important to recognise that the relationship between foundations and the government is intense and getting stronger every day. There is a measure of recognition in the FG of the work done by foundations; foundations have increasingly sought to expand the impact of their interventions and programmes leveraging government's support. This has resulted in broader participation in dialogue spaces, greater information sharing and increased seeking of strategic alliances. However, it is problematic that there is very little mutual knowledge between the two actors. Limited collaborative partnerships have been set up, which are very pragmatic and direct, with the dominance of the bureaucratic-administrative rigidity of the FPA often complicating a further enhancement of the relationship. This makes the dialogue between the two actors superficial, the information sharing very erratic and scarcely systematic, and leads to only one-off, short-term partnerships.

For this reason, although it is fair to recognise that collaboration between foundations and the FG is promising in terms of co-ordinated work to promote development in Mexico, its potential is still largely unfulfilled. The relationship offers significant windows of opportunity and improvement. To achieved this, four main recommendations have been put forward:

1. Strengthen existing co-ordination efforts amongst foundations to promote peer learning and facilitate interactions with the FPA.
2. Set up an information-sharing platform.
3. Improve the policy and regulatory framework.
4. Establish a multi-stakeholder partnership to work on productive projects.

These general recommendations and the resulting set of activities are useful inputs that could contribute to bringing together the efforts of these two important development actors and widening the scope of their work. This would generate the needed synergies to tackle some of Mexico's major social challenges.

The case of Mexico developed here is a pilot experience of national scope that offers lessons for countries interested in learning more about existing relations between governments and their foundations. This study also has an international reach, given that its methodology was built on the premise that it would be used in various domains and different national contexts. Applying this methodology in a variety of countries will make it possible to share lessons, compare experiences and expand the possibility of helping other nations to improve how they work with their national philanthropic sector.

Notes

1. The Glossary (Appendix 1) provides a precise definition of “productive projects”.
2. The operating rules are the set of provisions specifying how a programme is to be run: objectives, population, beneficiaries, types of support, rights, obligations and penalties, execution and evaluation procedures, etc.
3. OECD Network of Foundations Working for Development, <http://www.oecd.org/site/netfwd/>.
4. Comunalía is a network of community foundations which was launched in 2010.
5. The Glossary (Appendix 1) provides a precise definition of each of these categories.
6. The Glossary (Appendix 1) provides precise operational definitions of these three concepts, which were used to design the study and implement the project. Appendix 2 presents three cases that made it possible to exemplify each of the Guidelines in the relations between foundations and the FG.
7. Federal departments report through these liaison agents on promotion actions to the Federal Public Treasury Account in an appendix to the Annual Report on Promotion Actions and on the Support and Stimuli Granted by FPA Departments and Entities in favour of CSOs, given annually by the Executive Authority to the Congress of the Union.
8. www.prospera.gob.mx.
9. PROSPERA has other lines of work such as in health, education and social inclusion. These are not analysed in this document because they do not correspond to the selected themes.
10. The fact that they are geared to the market means that they are not self-consumption initiatives and that the production and marketing processes are expected to be led by demand in the type of market selected for selling the products.
11. Villar et al. (2014) point out the existence of 131 organisations of this type in the country, 64% of which were set up by companies from amongst the 500 leading ones in Mexico.
12. All the figures in this section were developed by the authors.
13. This is consistent with Villar et al. (2014), which states that 60% of the corporate foundations had an endowment fund.
14. For a USD 1 = MXN 16.80 exchange rate on 4 December 2015.
15. <http://afecolombia.org/es-es/LasFundaciones>
16. <http://www.gdfedatos.org.ar/mapa/>
17. The issue of a multi-year budget is not easy to solve as it involves the commitment of various political forces and a fiscal stability that the country does not currently enjoy. In sectors as strategic as those of education, security and agribusiness, multi-year budgets have been proposed but so far have not materialised. Currently, there are only multi-year budgets for infrastructure work and the other programmes have been solved by means of trusts. In Mexico, according to the Law on Treasury Responsibility, the federal budget is set on a yearly basis. The only tangible way of getting multi-year budgets is to modifying this law, but this implies having fiscal stability.
18. A few examples can be considered, such as the work agreements established between the Fundación Gonzalo Río Arronte and the FG, whose collaboration managed to override administrative and government changes.

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APPENDIX 1. GLOSSARY

Partnership: “An open and established horizontal relationship amongst active partners whose strength lies in the different but complementary contributions made by each to reach a common purpose decided by all” (Corona Foundation and World Bank, 2002). “Open and horizontal relationship” refers to structured relations under equality criteria and rules agreed upon by the partners, usually set under previously and officially defined contractual mechanisms.

Dialogue: Institutionalised or informal approach or contact allowing actors to share opinions and perspectives on a specific reality or purpose through means including consultation, committees, commissions, councils, meetings, fora and social witnesses.

Family foundations: Organisations that make donations based on the interests produced by family assets disposed for this purpose or on donations made regularly by a family to support certain programmes, institutions or causes. Their executive board or patronage is made up mainly of the family members.

Corporate foundations: Private not-for-profit organisations, geared to public benefit, established by a company and constituted as legally independent organisations, but closely connected to the company at the strategic and financial levels and through the foundation’s governing body (Villar et al., 2014).

Multi-corporate foundations: Foundations set up by groups of companies providing the foundation with own assets or regular income.

Community foundations: Collective, independent not-for-profit organisations, formed by a group of individuals and geared to the development of a community or a geographically delimited area.

Intermediary foundations: These are constituted to manage funds from public and private entities, establish criteria for granting resources and monitor the operations of the programmes they support (CEMEFI, 2010).

International foundations in Mexico: Their assets come from foreign sources, but they have representation offices in Mexico and strategic programmes. In other words, these do not include foundations working from abroad that have projects in Mexico.

Information sharing: Flow of non-routine or non-compulsory information between the FPA and foundations, that is to say, over and above the data or information to be shared as required by law. It arises from the foundations’ and the FPA’s capacity to send, receive and use information between one another on a variety of aspects, as for instance budgets, accounting data, staff data, incidence models, methodologies, practices, evaluations, indicators and studies, amongst others.

Productive projects: Income-generating productive projects are entrepreneurial initiatives organised as CSOs or enterprises aimed at generating “independent and sustainable” income through marketing and sales processes in some type of market (PROSPERA, 2016). The fact that they are market-oriented means that they are not self-consumption initiatives and that the production and marketing processes are expected to be led by demand in the type of market selected for selling the products.

APPENDIX 2. EXAMPLES OF RELATIONS BETWEEN FOUNDATIONS AND THE FEDERAL GOVERNMENT IN LINE WITH THE OECD GUIDELINES

Following are three cases exemplifying what is understood in this research report when referring to co-ordinated actions in terms of the relations between the foundations and the federal government.

Dialogue PepsiCo Foundation

The PepsiCo Foundation has participated in a variety of projects with the FG. One of these was the outcome of an initiative of the World Economic Forum to work with agricultural producers living in poverty. The initiative invited companies and government to engage in dialogue and fostered the formation of partnerships to develop productive programmes.

Goal: To use the synergy of the dialogue in the groups that participated in the initiative, made up of companies and agricultural producers, to set up new civil associations seeking to consolidate relations with the Ministry of Agriculture, Livestock Farming, Rural Development, Fishing and Food (*Secretaría de Agricultura, Ganadería, Desarrollo Rural, Pesca y Alimentación* – SAGARPA). Dialogue spaces were established for each of these groups, in which alternatives for the production and marketing of their products were generated.

Working method: Set clear targets and goals in addition to establishing the commitments of each of the participants.

Collaborators: The government contributed significantly to producing synergies between the groups and different stakeholders in the productive chain, and the foundation supported the civil organisations to develop their capacity to implement the projects and improve their productivity.

Results: The value of collaboration was demonstrated. There are many joint working possibilities and opportunities for the government to support pilot projects or collaborate in them. When these projects take on the dimension required by the governments, the production volumes acquire the potential to grow exponentially. Impact assessment of various pilot projects, along with systematisation of the processes are key elements in the foundations' production of knowledge and constitute significant potential that could be of benefit to the government. When government processes are thoroughly known along with how to approach their relational structures, it is far more likely that CSOs, together with government, will achieve strong results.

Partnerships

Fundación Haciendas del Mundo Maya (FHMM)

Starwoods Hotels and Resorts' boutique-hotels project in the Yucatan Peninsula began in the early 1990s with the acquisition, rescue and rehabilitation of henequen haciendas in view of developing a hotel project under a sustainable-tourism model. This model underpinned a commitment to promote community development by supporting and generating new jobs in the formal economy, community micro-enterprises that have strengthened the local economy and a variety of community actions.

In 2002, as a result of the devastation left behind in the Yucatan Peninsula by Hurricane Isidore, social commitment in the region became stronger and the group instituted the *Fundación Haciendas del Mundo Maya*, A.C. (FHMM)

Goal: Its mission is to foster sustainable micro-regional development in the Mayan rural communities with high patrimonial and cultural value of the Yucatan Peninsula, in order to raise its inhabitants' quality of life and living conditions through cultural and tourist-oriented development with participation of the population as promoters of their own social-welfare projects.

Working method: Original materials of the area were used, with the help of the local populations, who contributed not only manual labour, but also their knowledge of the materials and building techniques, and later they were trained to offer professional hotel services. The young population, which in many cases had emigrated for lack of opportunities, joined the project and entire families returned to live in their community. Based on each community's initiatives, community inhabitants were encouraged to participate in the design and execution of sustainable development projects in the following areas: 1) health, 2) personal and family development, 3) education, 4) housing rehabilitation, 5) the environment, 6) productive projects and 7) community infrastructure.

Collaborators: For the development of its projects, the FHMM worked in collaboration with the local and state governments of Campeche and Yucatan, corporate foundations and companies, including Fomento Cultural y Fomento Social Banamex, Fundación Merced, Fundemex, Peñoles, Cemex, Kellogg Foundation and the Walmart Foundation. It was also supported by the region's research centres and universities.

Results: This effort paved the way for the communities' populations to hold 90% of the jobs generated by the Haciendas.

Through its programmes, the FHMM has set up and bolstered community organisations and citizen committees, promoted new leadership and developed individual and collective capacities allowing greater citizen participation in guiding the destinies of their towns and communities.

Partnerships

Mexico for Haiti Partnership

On 12 January 2010 a very serious humanitarian disaster descended on Haiti; an earthquake of 7 degrees on the Richter scale devastated the Caribbean country, leaving 316 000 dead, 350 000 injured and nearly 1.5 million inhabitants homeless.

Facing the consequences of the disaster, the international community mobilised to offer aid to the people of the poorest nation in Latin America. Mexico stood up to lead in the relief efforts by establishing an airlift and a sea bridge that allowed shipping more than 15 000 tonnes of aid donated by the government and Mexican society. After the tasks of rescue and humanitarian aid, it initiated the deployment of medium- and long-term programmes and projects that, beyond the emergency, have endeavoured to contribute to the sustainable development of Haiti.

Goal: To develop basic infrastructure projects in Haiti.

Investment: USD 5.5 million.

Working method: The governments of both countries agreed to focus their co-operation efforts on four basic sectors: education, health, agriculture and socio-economic development.

In addition to these efforts, novel public-private collaboration schemes were fostered such as the Mexico for Haiti Partnership (*Alianza México por Haití*), constituted in November 2010 and aimed at developing basic infrastructure projects in Haiti.

Collaborators: Ministry of Foreign Relations, through the Economic Relations and International Co-operation Unit, now the Mexican Co-operation Agency for International Development (*Agencia Mexicana de Cooperación Internacional para el Desarrollo – AMEXCID*), as well as seven private organisations: Fomento Social Banamex (FSB), the BBVA Bancomer Foundation, the Chrysler Foundation, the Cuervo Foundation, the Televisa Foundation, the Azteca Foundation and Unidos por Ellos.

Results:

1. The vocational school *Escuela de Oficios México-Haití-Nuestros Pequeños Hermanos*, located in Tabarre, which will provide vocational training to more than 8 000 students.
2. The support centre *Centro de Apoyo Integral México-Haití-Mensajeros de la Paz*, also located in Tabarre, which will offer education services, shelter and medicine to 500 children and indirectly to 4 000 people in the area.
3. The orphan education centre *Centro Educativo-Orfanato México-Haití-Mission Haiti*, in Duverger, in the Nippes department.
4. The education centre *Centro Educativo Rural México-Haití-Petit Boucan*, in Gressier, in the Ouest department, which along with that of Mission Haiti, will benefit approximately 400 children.
5. The primary healthcare centre *Clínica de Atención Primaria México-Haití-Fond des Blancs*, located in the Sud department, which will offer general medical services, and dentistry, laboratory and pharmacy services.

It is estimated that the work, as a whole, will benefit 1 630 000 persons in Haiti. The majority of these will be orphaned children. By means of its contribution of basic infrastructure work and its renewed support in very different domains of technical co-operation, Mexico confirmed its historical solidarity with the Latin American and Caribbean cause for the sake of sustainable development, supplementing the efforts of the Haitian state to recover its capacity for progress.

It should be emphasised that the Mexico for Haiti Partnership has become a landmark in the formation of public-private partnerships. The experience of combining government efforts with the philanthropic sector in Mexico has confirmed that strategic linkage between actors fuels, leverages and catalyses official efforts in the realm of development.

APPENDIX 3. MATRIX OF THE RELATIONSHIP BETWEEN THE RESULTS OF THE DIAGNOSIS AND THE RECOMMENDATIONS

Following is a matrix that relates the observations stemming from the diagnosis with our recommendations. It was not possible to develop a recommendation for each observation, as many elements go beyond the foundations' relations with the FG and would be the subject of other, deeper recommendations regarding the dynamics and structure of the FPA, but the table below features windows of opportunity.

Guideline	Diagnosis	Recommendation
General	The prevailing feature is both stakeholders' significant ignorance of the other's intentions, functions and constraints.	<ul style="list-style-type: none"> • Set up a continuing training programme for foundations and FPA public servants. • Harmonise the language in order to facilitate information sharing. • Map out foundation and government-agency programmes.
	In some of the foundations, there are limits in the capacities and the disposition to foster collaborative work with the FG.	<ul style="list-style-type: none"> • Set up a continuing training programme for foundations and FPA public servants.
	Some foundations see the FG exclusively as a supplier of resources (particularly financial ones).	<ul style="list-style-type: none"> • Set up a continuing training programme for foundations and FPA public servants.
	The difference in the budgetary cycles restricts the possibility of submitting initiatives on a multi-year planning basis.	<ul style="list-style-type: none"> • Promote the establishment of multi-year budgets in the FPA. • Formalise agreements so that they remain in place even after changes in administration.
	There is a regulatory difficulty in the fact of not being able to depend on adequate legal instruments that are sufficiently flexible and speedy to facilitate relations.	<ul style="list-style-type: none"> • Simplify collaboration agreements between foundations and FPA departments. • Establish greater stability in the operating rules. • Formalise agreements so that they remain in place even after changes in administration.
	Amongst the public servants there is some resignation due to a rigid scenario with no leeway for a flexible interpretation of the regulations.	<ul style="list-style-type: none"> • Although this problem goes beyond the relations between foundations and the FPA, it is recommended that foundations consider the public servants' administrative and legal constraints and, in this respect, develop tangible proposals that fit within the limits of their capacities and their respective agencies.
Dialogue	There is constant turnover in the posts of public servants.	<ul style="list-style-type: none"> • Set up a continuing training programme for foundations and FPA public servants. • Stimulate inter-institutional learning amongst government departments.
	The dialogue spaces are quite rigid, and very rigorous technically and formally, which in the short and medium term, makes them not very attractive and limits their reach, which can discourage participation.	<ul style="list-style-type: none"> • This point goes beyond the relations between foundations and the FPA because it is directly connected with government regulations. Nonetheless, we propose that insofar as they are able, public servants envisage dialogue spaces that are designed to make participation attractive.
	These spaces are not of a decision-making nature, which leads to failed or unfulfilled expectations.	<ul style="list-style-type: none"> • Make decision making a stronger part of the dialogue fora.
	Lack of knowledge of the existence of dialogue spaces.	<ul style="list-style-type: none"> • Map out the spaces for establishing relations and inform on how they work.
	Lack of frequency and constancy in the dialogue spaces.	<ul style="list-style-type: none"> • This point goes beyond the relations between foundations and the FPA because it is directly connected with government regulations. Nonetheless, we propose that bodies such as the commission for fostering SCO activities, <i>Comisión de Fomento a las actividades de las organizaciones de la sociedad civil</i>, coordinate and monitor the existing spaces of dialogue, propose schedules of activities and make them known to the interested actors.

Guideline	Diagnosis	Recommendation
Data and information sharing	Knowledge of the information produced on either side is fragmented and shallow.	<ul style="list-style-type: none"> • Set up an information-sharing platform. • Establish partnerships and share data with regional and global organisations.
	The complexity and the volume of information produced by the FPA outstrip most foundations' capacity to apprehend and analyse it.	<ul style="list-style-type: none"> • Formalise information-sharing mechanisms, as well as their proper use by both actors.
	The information produced by the FPA is difficult to access, is not clear and not up to date.	<ul style="list-style-type: none"> • Formalise information-sharing mechanisms, as well as their proper use by both actors.
	The FG has trouble using the information produced by the foundations due to difficulties in accessing the information, its limited substantiation, deficiencies in its systematisation and its irrelevance to the purposes of the FG department or agency.	<ul style="list-style-type: none"> • Formalise information-sharing mechanisms, as well as their proper use by both actors.
	There is lack of knowledge of the information produced by the foundations and the information can be too focused and segmented.	<ul style="list-style-type: none"> • Set up an information-sharing platform. • Set up a continuing training programme for foundations and FPA public servants.
Partnerships	Partnerships are mainly short-term, for specific projects or one-off activities.	<ul style="list-style-type: none"> • Formalise agreements so that they remain in place even after changes in administration
	Public servants do not know whether their department or agency has shared resources with foundations.	<ul style="list-style-type: none"> • This issue goes beyond factors of work between foundations and the FG as it is related to the bureaucratic practices of the government institutions. Nonetheless, we recommended that particularly in areas in which there is direct collaboration with civil society, a culture of dialogue is cultivated within the interested department so that operative public servants know of the linkage with CSOs and the characteristics of this linkage.
	For reasons related to regulatory issues, building partnerships with private institutions is very complicated.	<ul style="list-style-type: none"> • Simplify collaboration agreements between foundations and FPA departments.
	In the existing partnerships, financial control and control of the fulfilment of the stipulated targets are rigorous, and sometimes excessive.	<ul style="list-style-type: none"> • Promote the establishment of multi-year budgets in the FPA. • Formalise agreements so that they remain in place even after changes in administration.
	There is difficulty in establishing multi-year agreements or partnerships due to the budgetary and tax system on which the FG operates.	<ul style="list-style-type: none"> • Promote the establishment of multi-year budgets in the FPA.

APPENDIX 4. STRENGTHS AND WEAKNESSES IN THE RELATIONS BETWEEN FOUNDATIONS AND THE FEDERAL GOVERNMENT

Following is a summary of the main strengths and weaknesses in the relations between foundations and the FG. These were taken into account in the series of recommendations presented in Section III for the strengthening and institutionalisation of the relations between these key actors in the promotion of development.

	General	Dialogue	Data and information sharing	Partnerships
Strengths	Foundations-FG relations are intensifying, with 80% of the surveyed public servants stating that they had collaborated with a foundation in the past 12 months.	Spaces and mechanisms have materialised as fora, councils, committees, commissions and in other forms.	Foundations consider FPA information as valuable in that the government has diagnoses and builds large maps in various social domains.	Foundations and the FPA have a positive appreciation of the partnerships (79% of those surveyed).
	Public servants appreciate foundations for their legitimacy and implementation capacities.	According to foundation and public-servant respondents, spaces of dialogue have been beneficial, especially for the partners' mutual knowledge and union of interests.	Foundations use information from the FPA to develop diagnoses and programmes and to substantiate changes or amendments of the public policies.	The partnerships are seen by both groups as mechanisms that are more formal and enable deeper exchanges.
	Foundations seek to raise the impact of their actions through FG joint financing of their programmes.	Public servants consider that these spaces are desirable and the most appropriate form to bring civil society into the public-policy process.	The recent approval of the Partnership for Open Government promoted by the President of the Republic is aimed at improving the FPA's existing transparency and accountability mechanisms.	Formal partnerships predominate, i.e. those constituted by means of an agreement signed by both parties, with a governing structure and definitions of functions, responsibilities and timeframes.
Weaknesses	There is ignorance in the FPA about the particular subsector of foundations.	Participation in dialogue spaces is moderately frequent, with only 18% of the surveyed foundations indicating that they did not participate in these dialogue mechanisms.	The relationship is characterised by a low level of information sharing. Between 29% and 39% stated that they had shared information beyond that required by law.	Public servants do not see foundations an important actor as far as financing is concerned. Only 5% of the surveyed public servants stated that their department received resources from foundations.
	Foundations see the FG more as a provider (mainly of funds) than as a partner, which minimises the possibilities that can be offered by the FPA in terms of scale, impact, logistics, networking and interconnection with strategic partners inside and outside the national territory.	The spaces or mechanisms usually become bureaucratic; they become complex participation spaces in which immersion in the institutional maze is sometimes overwhelming.	The FG uses the information produced by the foundations only occasionally, due to lack of knowledge of the information, difficulties to access it, and its limited substantiation and systematisation, as well as its irrelevance to the purposes of the FG department or agency.	Building partnerships is complicated, the red tape involved is complex, in addition to which the constant turnover in the public servants' posts and the impossibility of multi-year agreements are limitations to building partnerships.
	The FPA is not usually open to working in co-ordination with foundations or other civil-society actors when only the latter are interested in a specific theme. Co-ordinated work is possible when the issue is already on the government agenda.	The nature of these spaces is basically advisory, not decision-making, which leads to failed or unfulfilled expectations.	According to 67% of the public servants and 52% of the foundation staff, information sharing happens via informal means, that is, through a direct request.	Public servants consider that before any other actor, it is states and municipalities that are their main partners for the local implementation of programmes and actions. Nonetheless, for foundations, these actors are in many cases very informal and their actions are continuously geared for electoral gain.

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