

IOE



Investing in rural people

Independent Office of Evaluation



Country Strategy and Programme Evaluation in the United Mexican States

Presentation of the evaluation report

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131st
Evaluation
Committee

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Third country-level evaluation in Mexico, covering the period 2018–2024.

Objectives: (i) to evaluate the IFAD-funded strategy and programme in Mexico; (ii) to draw lessons and recommendations for IFAD's future work in the country.

Scope: strategy (COSOP), non-credit activities (including regional grants and a GEF-funded project), three loans (US\$ 185.92 million, of which USD 92.52 million financed by IFAD, cofinancing by Government of Mexico, beneficiaries, Spanish Fiduciary Fund, Green Climate Fund).

		Periodo de evaluación (2018-2025)								
		periodo anterior	2018	2019	2020	2021	2022	2023	2024	2025
Estrategia país - COSOP		2013-2018								
Prestamos/ operaciones							2020- 2025			
	PRODEZSA	desde 2012....								
	PROECOSOCIAL	desde 2017...								
	BALSAS						hasta el 2030			
	Presidentes de México	Enrique Peña Nieto		Andrés Manuel López Obrador						Claudia Sheinbaum Pardo
	Secretaría de Agricultura y Desarrollo Rural	José Eduardo Calzada Rovirosa	BHO	Víctor Villalobos Arámbula						Julio Berdegué Sacristán
	Secretaría del Bienestar (ex SEDESOL)	Luis Enrique Miranda Nava	EPM	María Luisa Albores		Javier May Rodríguez		Ariadna Montiel Reyes		
	Secretaría de Medio Ambiente y Recursos Naturales	Juan José Guerra Abud	Rafael Pacchiano Alamán	JGBOM	Víctor Manuel Toledo	María Luisa Albores González				Alicia Bárcena Ibarra
	Directores de País FIDA	Juan Diego Ruiz Cumplido			Francisco Pichón			Maija Peltola		Daniel Anavitarte

- The strategy and projects were aligned with the **country's priorities and its legislative and regulatory framework.**
- The second objective of IFAD's strategy (**scaling up innovative approaches**) **was less relevant** as the government emphasised autonomy in programme implementation from 2019 onwards.
- Two projects had their own spaces within the federal national programme, but the use of programme operating rules **dilutes the logic and sequence of IFAD's project activities and population targeting.**
- The project designs were **overly ambitious** given the limited resources of the loans.
- A stronger **link** was found **between the grant portfolio and loans** than in the previous period.
- The design of **PROECO lost alignment** after the change of administration in 2018.
- COSOP was **too ambitious in terms of partnerships**; good relations with key national entities (SHCP and Presidency), but **insufficient coordination** with other multilateral agencies and federal programmes.
- **Weak knowledge management** at the project level, except for efforts made in PRODEZSA.

- **120,683 people** directly reached; intervention in **20 states, 445 municipalities** (concentration in municipalities with high levels of marginalisation).
- Mixed results:
 - progress in **strengthening community forestry enterprises** and **restoring degraded land**;
 - underperformance in **income generation, financial inclusion** and **market access** with respect to targets, with limited scale and sustainability.
- Main **innovations** were related to technologies for the production and processing of non-timber forest products (PRODEZSA) and a model of productive inclusion based on the social economy (PROECO).
- IFAD projects contributed to **modifying operating rules to favour the participation of women, indigenous people and rural youth**, although their effective participation was below targets.
- Improvements are reported in the **economic empowerment of women and their participation in decision-making bodies of rural organisations** (not in all territories, with limited evidence).

Weaknesses in evaluability and M&E systems
+
Difficult economic and health context

Income and assets: PRODEZSA cushioned the impact of the COVID-19 pandemic (self-reported, and some cases among groups visited). In general, producers failed to achieve a relevant commercial scale or improve their financial inclusion.

Human and social capital: Improvements in individual capacities self-reported (PRODEZSA), limited evidence related to organisational capacities and social cohesion.

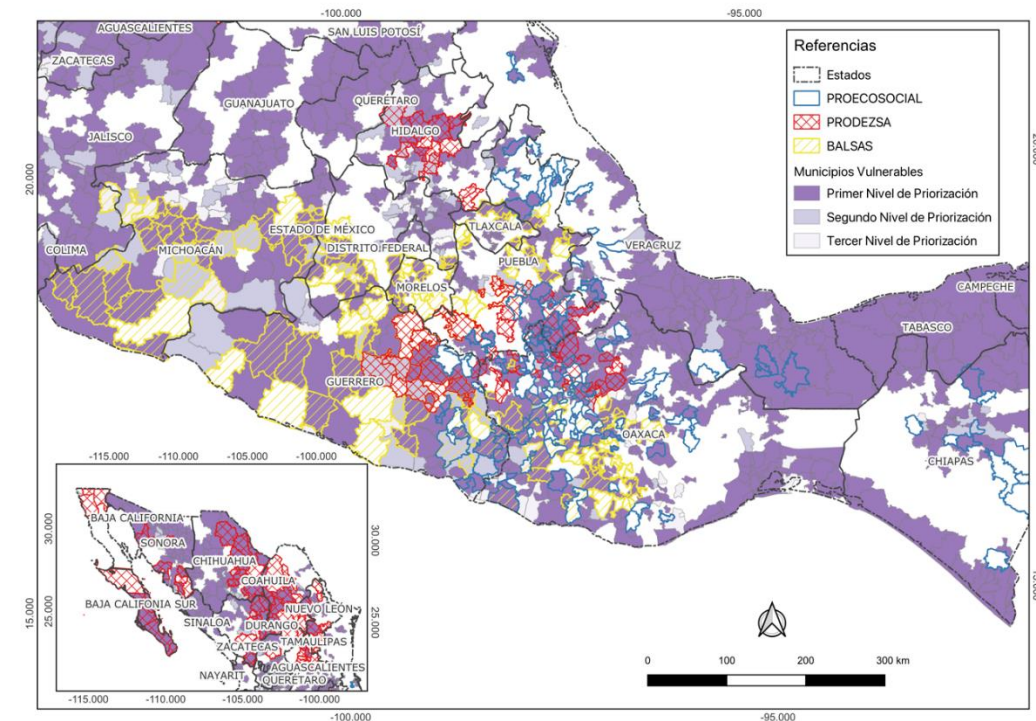
Food security and nutrition: Virtually no information is available, despite this being COSOP's first strategic objective.

Rural institutions and policies: PRODEZSA was a key instrument for articulating a national strategy in semi-arid areas. IFAD's non-credit agenda lacked an explicit strategy to strengthen its contribution to the public policy debate, except for some regional grants.



- PRODEZSA and PROECO: good **prospects for sustainability** (self-reported information), but not be corroborated in the field.
- The **early cancellation of PROECO** strongly affected its sustainability (and effectiveness).
- Geographic targeting considered **climate vulnerability criteria**: 57% of municipalities with IFAD project interventions are sensitive to CC and/or show low adaptive capacity (see map)
- IFAD operations carried out multiple **small-scale actions in favour of the environment, NRM and CCA**, but there is no monitoring of the contribution of projects to lower **greenhouse gas emissions or changes in ecosystems**.
- There is no evidence of **replication or scaling up** of PRODEZSA or PROECO actions.

Municipalities vulnerable to climate change and overlap with IFAD projects



Source: Prepared internally based on data from UEP and the National Atlas of Vulnerability to Climate Change (INECC, 2019).

- **Project management costs** are below the global IFAD portfolio average.
- **Government counterpart** was well above original estimates.
- **IFAD** is considered a **reliable and committed partner**, with **the flexibility** to adapt its interventions in response to changes in the country's political and sectoral orientation.
- Despite its limited physical presence in the country, IFAD has managed **to mobilise international resources** for environmental projects.
- **Limitations** were found in relation to the **coordination with other donors** in the rural development sector, as well as the **monitoring and evaluation of results**.
- The Government of Mexico has good **design and implementation capacity** and ensured its **fiduciary responsibility**.
- However, **changes in sectoral priorities** have affected the commitments established in the loans, leading to changes in the executing agency and/or cancellations.
- Little creation of **synergies at the territorial level**, with state and municipal governments, as well as with federal programmes managed by other ministries.

- The change in federal administration in 2018 **reduced the scope for collaboration** with multilateral organisations such as IFAD.
- IFAD was **flexible and positioned itself strategically**, forging close partnerships with the Ministry of Finance and the Office of the President, and responding to shocks such as the COVID-19 crisis.
- IFAD managed **to influence the operational policies of two national programmes**. Despite this, the challenge remains to **ensure that priority is given to the target population of IFAD projects**.
- The projects reached **vulnerable populations** (in varying percentages), but no **differentiated strategies** were identified to address their needs.
- The projects appear to have had **mixed economic and productive results**, and uncertain results in terms of **climate change adaptation and natural resource management**. It is also unclear how sustainable the results are.
- The **monitoring, evaluation and capitalisation** of lessons learned was weak.

1

Raise awareness of groups with difficulties in accessing support from federal budget programmes.

2

Improve monitoring, evaluation and capitalisation of evidence on project results, with an emphasis on environmental issues.

3

Strengthen IFAD's catalytic role in the rural financial ecosystem, focused on the most vulnerable population.

4

Support the Mexican Government in linking public policy agendas on rural innovation, environmental sustainability and inclusive financing.

5

Strengthen IFAD's strategy for collaboration with the private sector in Mexico.



Thank you for your attention.