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Covid-19

# Social Policy Response Series

Ricardo Velázquez Leyer

## **Mexico's Social Policy Response to Covid-19: A Path of Minimal Action**



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of Social Policy CRC 1342

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**Ricardo Velázquez Leyer**

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# CONTENT

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ABSTRACT . . . . . 3

INTRODUCTION . . . . . 3

MEXICO’S MINIMAL SOCIAL POLICY RESPONSE. . . . . 4

    Healthcare . . . . . 6

    Pensions . . . . . 6

    Education . . . . . 7

    Family benefits . . . . . 7

    Labour market . . . . . 8

    Housing. . . . . 9

CONCLUSION . . . . . 9

REFERENCES . . . . . 10

APPENDIX 1: SOCIAL POLICY DEVELOPMENTS IN RESPONSE TO COVID-19 BY POLICY AREA  
(MEXICO, JANUARY–SEPTEMBER 2020) . . . . . 14

APPENDIX 2: SOCIAL POLICY LEGISLATION IN RESPONSE TO COVID-19  
(MEXICO, JANUARY–SEPTEMBER 2020) . . . . . 15

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# MEXICO'S SOCIAL POLICY RESPONSE TO COVID-19: A PATH OF MINIMAL ACTION

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Ricardo Velázquez Leyer \*

## ABSTRACT

This report offers an analysis of the Mexican federal government's social policy response to the Covid-19 pandemic. The report provides an overview of developments in six policy areas where change associated with the pandemic can be observed: healthcare, pensions, family benefits, education, the labour market and housing. This analysis across policy areas shows that the Mexican government's response does not correspond to the dimensions of the crisis. Apart from healthcare, few new specific measures have been introduced. The government has largely decided to respond to the pandemic with the group of new programmes created during 2019, as a result of an overhaul of the country's social policy. However, the potential of those programmes to deal with the pandemic's effects could well be limited, since it is not even clear yet if they represent cases of welfare expansion or retrenchment compared to previous programmes. At the same time, proposals from civil society and opposition parties to introduce comprehensive basic income schemes have been ignored. If the path of minimal action is not rectified, grim social, economic and political consequences await Mexican society in the foreseeable future.

## INTRODUCTION

The first case of Covid-19 was detected in Mexico on 28 February 2020, the first death was registered on 19 March 2020 (CONACYT 2020), the pandemic has not stopped growing since then. In the third week of March, when there were slightly more than 300 cases registered nationwide, the Federal Government declared a national lockdown with the beginning of a National Healthy Distance Campaign, which established a set of measures for social distancing like the suspension of education activities at all levels, of all gatherings of more than 100 persons – later lowered to 50 persons – and of all public and private sector activities except those deemed essential (SS 2020a). The government initially announced that, according to its projections, the pandemic would peak during May, and then it would begin to lose intensity until virtually vanishing during the summer. This did not happen (Martínez and Muñoz 2020). When the government declared the end of the national lockdown in the last days of May, the numbers of cases and deaths were on the rise.

A return to a 'new normality' was sought in June with the introduction of a four-tier 'traffic light' system for each of the country's 32 states, set by the Federal Government, based on the monitoring of indicators related to hospitalisations and the intensity of the virus' spread. The system specified the activities that were permitted under each tier (SS 2020b). But the pandemic continued its steady evolution. The numbers of cases and deaths have been increasing at a constant pace since March. The number of daily new cases decreased in September, from an average of 5,912 in August to 4,734, which could have been due to a drop in the number of tests, already low

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by international standards,<sup>1</sup> but by mid-October they had risen again, registering a daily average of 5,819 cases. When compared to other countries, if the magnitude of the pandemic is assessed proportionally to population size, Mexico is not ranked among the top places worldwide, but regarding deaths, in September it was ranked in 10th place, with 588 deaths per 1,000,000 people (WHO 2020).

## MEXICO'S MINIMAL SOCIAL POLICY RESPONSE

Describing the Mexican federal government's response to the Covid-19 pandemic as timid could well be an understatement. More accurately, the response can be described as minimal, and on many fronts, practically non-existent. A search conducted for this report in the Federal Government's official gazette's database (DOF by its acronym in Spanish),<sup>2</sup> where all laws, rules and regulations of the Federal Executive, Legislative and Judicial Branches are published, showed nine pieces of legislation issued as presidential decrees or rulings by federal government departments and agencies, to address the health, social and economic effects of the pandemic. By policy area, the components of these documents included five that fall within the realm of healthcare, three within education, two within family benefits, two within housing, five within labour market policy and one in pensions. In addition, there were also several relevant measures associated with the response to the pandemic, which are described in this essay, that have not been backed up with the publication of pieces of legislation in the DOF.<sup>3</sup> Yet, regardless of whether the measures were published in the gazette or not, they do not necessarily represent new actions devised to deal with the pandemic's effects (Ahmed 2020).

The approach has been based on using existing programmes that were created as part of the overhaul of social policy undertaken by the current government that took office in 2018 (Gómez Álvarez and Lugo 2020). A presidential decree issued on 23 April 2020, which set the tone of the response, merely shielded those social programmes – as well as other initiatives considered a matter of priority – from spending cuts that could be introduced as a consequence of the pandemic (Presidency 2020a).<sup>4</sup> The government proposed coverage expansions of some programmes, but argued that no additional actions were needed (Presidency 2020b).

No relevant legislation to address the pandemic's effects has emanated from the Legislative Branch. This does not mean that the response to the pandemic has not been discussed in both chambers of Congress. Initiatives for the introduction of basic income schemes to counter the social and economic effects of the pandemic have been presented in the Chamber of Deputies and the Chamber of Senators, but have been halted by the government's party, which holds the majority in both chambers (CS 2020, Moreno 2020).<sup>5</sup>

- 1 The levels of Covid-19 testing in Mexico are considerably lower than in other countries. By September, the country had performed 11,462 tests per 1,000,000 population, compared to 68,148 in Brazil, 60,070 in Colombia, 142,034 in Chile and 32,816 in Argentina (Statista 2020). The low levels of testing are hiding the true magnitude of the pandemic. This is the cause of the disparity between the rankings of Covid-19 cases and deaths relative to population size. Still, not only the number of cases is underestimated, but also the number of deaths. Studies on excess mortality suggest a much higher number of deaths due to Covid-19 than that which the official statistics report. A committee to study excess mortality created by several government agencies and research institutions found that by the beginning of August, there had been 122,765 excess deaths compared to 2019, a figure that increased in later reports. Covid-19 may not be registered as the cause of many deaths because of the absence of a test that could have confirmed the diagnosis (Palacio and Hernández 2020).
- 2 The search was conducted with the words 'coronavirus', 'covid' and 'sars-cov', between January and October 2020. The DOF publishes federal legislation, state governments' legislation is published in the official journal of each state.
- 3 Such measures can be found in internal policy documents and press releases by different federal government agencies, and speeches by relevant government actors, saliently by the president.
- 4 The decree shielded 38 initiatives from spending cuts, many of them correspond to infrastructure projects that constitute the core of the government's economic strategy (Presidency 2020a).
- 5 An initiative to introduce a temporary basic income equivalent to at least the price of a basic goods basket, for people who lost their source of income during the pandemic was presented in the Chamber of Deputies in June (CD 2020). In the Chamber of Senators, a proposal to conduct a referendum on the introduction of a universal basic income was presented in September (PAN 2020). Basic income initiatives had the support of civil society organisations and some members of the government's party as well (Nosotrxs 2020). No progress has been made on any of them.

Contrary to the minimal response to the pandemic by the Federal Government, significant levels of activity can be observed at the subnational level (Blofield et al. 2020). A national database compiled by academic institutions shows more than 600 social, economic and regulatory policy instruments introduced by the 32 state governments to respond to the pandemic's impact (CIDE 2020). The states that by the end of July had introduced most instruments were Zacatecas with 50, Guanajuato with 38 and Chihuahua with 37. By type of benefits, almost half correspond to either fiscal incentives (24%) or cash transfers (23%) (Cejudo et al. 2020). Yet, responses across states exhibit a great degree of variation in scope, benefit levels, spending and available resources, and coordination with other state and federal policies. Analyses of the initiatives have noted that many of them seem to lack the potential to effectively address the social and economic crises generated by the pandemic (Gómez Álvarez and Lugo 2020).

The current federal government took office in December of 2018 with an ambitious agenda that included an overhaul of the social policy path initiated during the second half of the 1990s. The result was the termination of several programmes which had constituted the backbone of the expansion of social policy to people with no social insurance coverage during the present century. The cancelled programmes included conditional cash transfers targeted on poor families, voluntary health insurance for people without social insurance and childcare services for poor working mothers also with no social insurance coverage. To replace these programmes, new ones were created with the alleged intention of improving the impact of social policy. Nonetheless, from the evidence available so far, it is not clear if the changes represent cases of welfare expansion, as the government claims, or welfare retrenchment, as there could now be many families who may actually be receiving less benefits than they were before.<sup>6</sup> In any case, those programmes created before the pandemic represent the main tools that the government argues should be sufficient to address the pandemic's effects.

Table 1 summarises the response by policy area. There are six areas where activity associated to the pandemic can be identified. Except for healthcare, actions in all of them correspond to initiatives that were already in place before the pandemic. An analysis is presented below of actions in each area, including an estimation of their potential to address the pandemic's effects.

Table 1. The Covid-19 response by policy area

Policy Area	Action
Pensions	» Advanced payments of non-contributory old-age and disability pensions.
Healthcare	» National Healthy Distance Campaign with measures for social distancing.
	» Conversion of public hospitals to focus on the treatment of Covid-19.
	» Elimination of administrative procedures for the purchasing of medical goods and services, including medical equipment, diagnostic agents and all kinds of goods necessary to face the emergency.
	» Agreement with private hospitals to treat beneficiaries of public schemes.
Labour Market	» Temporary suspension of non-essential activities in the public, social and private sectors that involve the physical concentration, transit or movement of people (nationwide at the onset of the pandemic, then depending on the colour of the 'traffic light' system in each state).
	» Shielding from spending cuts of apprenticeship transfers for unemployed young people out of education.
	» Expansion of transfers for peasants who grow fruit trees and other agricultural workers.
	» Expansion of micro-credits for small and micro-enterprises.
Education	» Changes in the administrative procedures for sick, work injury and maternity leave for private formal sector workers.
	» Suspension of in-person education since March.
Family Benefits	» Distance education for primary, secondary and high-school courses.
	» Shielding from spending cuts for programmes for scholarships for children enrolled in public education.
Housing	» Shielding from spending cuts for transfers for poor working mothers with children below four years old, not covered by a social insurance scheme.
	» Measures to support employers in paying contributions to housing funds and protect unemployed mortgage loan debtors provided by social insurance housing institutes.
	» Expansion of housing loans for civil servants.

Source: Own elaboration.

<sup>6</sup> A recent report published by the Economic Commission for Latin America and the Caribbean (ECLAC) on the response of Latin American countries to the pandemic, mentions that Mexico launched an important effort to expand cash transfers before the pandemic (Blofield et al. 2020). That argument seems questionable. For an overview of the current Mexican government's social policy strategy, see Huesca Reynoso et al. (2020).



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## Healthcare

Healthcare has been the area where the Federal Government has been most active. The three salient measures that can be identified are: i) the conversion of public hospitals to focus on the pandemic, ii) agreements with private hospitals to provide medical care to beneficiaries of public healthcare schemes affected by a specific group of morbidities, and iii) the elimination of bidding processes to speed up the purchasing of medical and personal protective equipment inside and outside the country, mainly ventilators and protective equipment for health personnel (PPE) (SS 2020a, 2020c, SS 2020d, IMSS 2020a).

The implementation of these measures has not been without problems. Quality problems with PPE were detected early on and public protests by medical personnel have been common. According to Amnesty International, Mexico is the country that registers the highest number of deaths of health personnel (AI 2020). The conversion of hospitals, which has also included increases in the number of beds to treat Covid-19 patients, has avoided public hospitals being overwhelmed; however, as mentioned above, high levels of excess mortality rates may also be a consequence of the neglect of other illnesses, as the existing resources have been diverted to treat the pandemic (Frenk and Gómez Dantés 2020). The subcontracting of private hospitals does not seem to have produced a significant impact, no figures have been reported on the number of patients that have been treated through the agreement, but in any case, only seven diseases or treatments were covered.<sup>7</sup>

Moreover, the pandemic hit the country in the middle of a healthcare reform that was already looking problematic. The Mexican public healthcare system is fragmented in three schemes for different categories of workers and their families.<sup>8</sup> Two are social insurance schemes, one covers private sector employees and their families, the other covers civil servants and their families. A third scheme was created in the early 2000s to provide healthcare to families not covered by social insurance, approximately half of the population. A reform announced by the government at the beginning of 2020 sought to transform that third scheme, from a voluntary insurance programme that required the payment of family contributions, to a programme that offers access as a citizenship right with no cost for the beneficiary. No assessment of the reform is possible yet because operational rules have not been published and implementation has been opaque, but from what can be observed so far, the new system may actually be worse than the previous one (Frenk and Gómez Dantés 2020, Reich 2020).<sup>9</sup> The capacity of the healthcare system to respond to the pandemic has also been weakened by low levels of public spending, which was reduced in 2019 (Agren 2019), and surprisingly given the current crises, is not projected to increase in real terms for 2021 (Frenk and Gómez Dantés 2020).

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## Pensions

The government has twice advanced the payment of non-contributory old-age and disability pensions. Non-contributory old-age pensions were created in the mid-2000s, originally targeted on poor elderly people not eligible to a social insurance pension, later expanded to any older adult without a social insurance pension. The current government increased the pension amount and expanded coverage to all adults of 68 years or older, with or without a social insurance pension (Willmore 2014, SB 2019a). The disability pension was created by the current government; it covers all permanently disabled children or young persons until the age of 29 years, and

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7 Diseases or treatments covered in the agreement with private hospitals were pregnancies, births and puerperium; cesarean deliveries; diseases of the appendix; complicated hernias; complicated gastric and duodenal ulcers; endoscopies; and cholecystectomies (SS 2020d).

8 There are two additional social insurance schemes for workers of the state oil company and the military (Bonilla-Chacín and Aguilera 2013).

9 The reform not only does not break with the system's fragmentation, the main deficiency of public healthcare provision in Mexico (OECD 2016), but additional problems may be created. For example, it would seem that the number of illnesses covered in the new scheme for people with no social insurance may be less than under the previous scheme, which unlike social insurance, was already covering a limited package of interventions, excluding many costly illnesses like some types of cancer, whilst an over-bureaucratized administration might be created by centralising the provision of services previously under the responsibility of state governments, and now under that of the federal Secretariat for Health (Frenk and Gómez Dantés 2020, Reich 2020).

above that age if they reside in indigenous, Afro-Mexican or any community with a high degree of marginalisation (SB 2020c).

In July, beneficiaries of both programmes received a payment equivalent to the next four months (Presidency 2020c), but advanced payments do not represent an expansion of benefits. Pension amounts were not increased, and the advance meant that pensioners would not be receiving transfers for the next four months. Furthermore, the potential of these programmes to protect families against the pandemic effects is limited given low benefit levels; in spite of their recent increase, pension amounts still barely surpass half the per-capita income poverty line for rural areas and less than half of the poverty line for urban areas, set by the government on the basis of the cost of basic food and non-food baskets (CONEVAL 2020a).

Pension policy represents an area where the government would seem to have expanded social protection and sought universal provision. Such appreciations, however, could be problematic. First, except for indigenous and Afro-Mexican people, the old-age pension age was raised from 65 to 68 years old (SB 2019). Secondly, coverage percentages are still far from universal; in 2019 the goal was to cover 3.4 million older adults and 816,000 disabled persons (CONEVAL 2020c, 2020d), around 40% of the total number of adults of 68 years or older and disabled people in the country.

## Education

Schools have remained closed since March, when the country went into the national lockdown. After the summer vacations, the autumn semester began without a return to in-person teaching (SE 2020). For primary and secondary courses, the decision was taken to deliver teaching via television, combined with online activities; for high-school, via online platforms.

Several limitations have been identified with this decision. First, the limited scope of Wi-Fi coverage; in 2018 more than half of households in the country did not have a Wi-Fi connection, the proportion was higher for rural areas (CONEVAL 2020b). Secondly, although a training programme was considered for teachers, there could still be significant disparities in their abilities to conduct their teaching using online tools. Thirdly, although television reaches practically the entire country, and private national networks donated space for the lectures, this medium does not allow interaction between teachers and students. Fourthly, these modes of distance learning are creating an overburden for parents and are placing on them a large part of the responsibility for the education of their children. These limitations have a stronger impact on low-income students. If this mode of teaching is prolonged into 2021, the education of millions of children will be seriously at risk (CONEVAL 2020b). The return to in-person teaching is only allowed when a state transits to 'green' in the Covid-19 'traffic light system'; in the third week of October only one state was placed under that colour, whilst in many others the intensity of the pandemic was actually worsening (CONACYT 2020).

## Family benefits

The approach has been to shield the programmes created by the present administration from spending cuts. Two new programmes were gradually introduced during 2019: a programme of scholarships for children enrolled in public education (SEP 2019a, SEP 2020), and a programme of money transfers for working mothers with children under four years old, not covered by a social insurance scheme (SB 2019b). Yet, contrary to what may be interpreted, the creation of these programmes may not necessarily represent cases of social policy expansion.

Soon after taking office the government cancelled the conditional cash transfers (CCT) programme and the network of childcare centres for children of working women with no social insurance coverage. The CCT was the first of its kind to be introduced at a national level back in 1997. Common criticisms of CCTs in Mexico and other countries were that conditionalities had a negative impact on beneficiaries, that targeting excluded many poor families that required income support, that the social investment-human capital perspective was insufficient to effectively combat poverty, and that levels and quality of benefits and services were too low (Ramírez 2020, Hernández Licona et al. 2019, Lavinás 2013, Molyneux 2006). Yet, the programmes of scholarships that are meant to replace the CCT do not address these issues. The school conditionality was kept, only now implicitly;<sup>10</sup>

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<sup>10</sup> Conditionalities can be introduced in social policy implicitly or explicitly (Schüring 2010).

transfers to households with no children of school age, covered in the CCT, were eliminated; targeting on the poor was maintained for families with children in primary school; the amount of the transfers that recipients get may be lower because they are now paid for the duration of the school year, only 10 months, and not the entire year as in the CCT, and are paid per household for primary school, not per child, as was also the case in the CCT (CONEVAL 2020h, Jaramillo-Molina 2020, Vázquez 2020).<sup>11</sup>

The network of childcare centres for poor working women was created in the mid-2000s to complement services offered through social insurance. It operated through private providers that had to be approved and supervised by the Secretariat for Social Development, with the government covering a subsidy for each registered child. It was replaced with a programme of cash transfers for working mothers, but the problem is that the amount that is now paid is lower than the value of subsidy of the previous programme.<sup>12</sup> Coverage levels are also lower, around 149,000 working mothers out of a target population of 860,000 (CONEVAL 2020i), and less than the 313,000 covered before (SB 2020d). In addition, the supply and quality of services may be affected, as private nurseries now are not guaranteed a minimum level of enrolment and close government regulation is withdrawn (Roldán 2019).<sup>13</sup>

Considering this panorama, recent reforms in family policy could well be considered cases of welfare re-trenchment, not expansion. If the consequences of the changes were already negative, it is difficult to imagine how they can be regarded as adequate instruments to combat the effects of the Covid-19 pandemic.

## Labour market

The unemployment rate increased from 3.7% at the end of the third quarter of 2019 to 5.1% in the same period of 2020. The rate in urban areas reached 6.3%.<sup>14</sup> The rate of underemployment, which registers workers who are available to work more hours than the ones they are currently employed to work, increased from 7.8% of the employed population in the third quarter of 2019 to 17% in 2020. In spite of these figures, measures to provide support to workers who have lost or seen their income decline as a result of the pandemic have been minimal (INEGI 2020).<sup>15</sup>

Unemployment protection in the country has always been minimal; it consists of the right to withdraw a percentage of the social insurance individual pension fund account. However, more than a benefit, withdrawals represent loans that unemployed workers borrow from their own resources that should be invested to fund their retirement. Applications for withdrawals have skyrocketed during the pandemic (Nolasco 2020), but even if they may represent a relief in the immediate term, in the long term, if the withdrawn amount is not replaced in the individual account, they will affect the conditions under which workers can retire.

- 11 The programme for scholarships pays MXN 800 (approximately EUR 32) monthly per household with at least one child enrolled in public basic education, regardless of the number of children in the household. Scholarships for secondary education are paid per student and are not targeted, i.e. they are meant to cover all children in public schools, to reduce high abandonment rates (SEP 2020). However, they would only provide income support to a poor family during the three year duration of secondary education. Indeed, cash transfers may be necessary to reduce school abandonment rates, highlighting the importance of keeping a human capital approach in the design of social policy. The problem with the recent changes is that many poor families could be worse off because no basic transfer to combat poverty has been introduced. Another change with the new scholarships programmes is the loss of the gender perspective, since the differences between girls and boys in the transfers of the CCT were eliminated.
- 12 Working mothers now receive MXN 800 monthly per child (around EUR 32 at current exchange rate), compared to MXN 950 under the previous programme (CONEVAL 2020i, SEDESOL 2017).
- 13 Changes in childcare policy represent a transition from an explicit mode of welfare commodification to an implicit mode, which can be more detrimental for the generosity, quality and equity of social services.
- 14 Permanent low levels of unemployment in Mexico are in great part caused by the absence of comprehensive unemployment protection and the high rate of informal employment, which represents around half of total employment (INEGI 2020).
- 15 Additional measures in labour market policy were the changes in the administrative procedures for sick leave, maternity leave and work injuries paid leave, for workers covered by social insurance, which included online applications, eliminating unnecessary visits to medical facilities (IMSS 2020b, 2020c).

The government has presented the expansion of two instruments to protect people from the loss of labour income during the pandemic: i) micro-credits for small and micro-enterprises and ii) transfers for peasants who grow fruit trees (Presidency 2020b).<sup>16</sup> Multiple formulation and implementation problems have been detected since their creation (CONEVAL 2020e, 2020f, Castañeda 2020, Tourliere 2019),<sup>17</sup> but beyond those weaknesses, it remains highly questionable whether a micro-credit of MXN 25,000 (approximately EUR 1,000) – the maximum amount offered by the programme during the pandemic, which would even be insufficient to cover the salary of three employees earning one minimum wage for more than two months – or transfers that target people in rural areas – in a country that is largely urban and when it is precisely in urban areas where the impact of the pandemic has been worst – can be adequate policies to respond to the current economic and social crises.<sup>18</sup> <sup>19</sup> No additional measures have been adopted to protect the millions of people who have lost their job or have seen their income decline

## Housing

Measures in this policy area have focused on protecting beneficiaries of social insurance housing institutes. These institutes provide loans to formal sector employees for the construction, purchasing or refurbishing of homes. The largest institute covers formal sector employees, and is funded by employer contributions equivalent to five per cent of the employee's wage. A separate institute exists for civil servants. Some measures have been announced to protect unemployed debtors for a limited period, with the possibility of delaying mortgage payments by workers. The possibility of delaying the payment of contributions by small and micro-enterprises was also introduced. The number of loans for civil servants was also increased (INFONAVIT 2020, ISSSTE 2020). No other measures can be observed in this area.

## CONCLUSION

The consequences of the Covid-19 pandemic in Mexico will affect the welfare of millions of families. A recent national survey conducted by the Institute for Research on Equitable Development (EQUIDE) reveals the devastating impact of the pandemic at the household level (EQUIDE 2020). In a moderate scenario, the Economic Commission for Latin America and the Caribbean estimates that during 2020 the extreme poverty rate will increase from 11.1% to 15.9% of the total population, and overall poverty from 41.9% to 47.8% (CEPAL 2020a). In May, Gross Domestic Product (GDP) was projected to drop 9%, the third worst decrease in the country's history (CEPAL 2020b). Numerous other indicators are expected to worsen dramatically. Considering the multiple social and economic crises that are unfolding, it is not easy to understand why the government has chosen a path of minimal action.

The cost of the measures announced by the Federal Government to combat the pandemic are difficult to estimate, considering that the information on their implementation is still limited, but it is not expected to be high. In fact, the government has claimed that it is following a path of austerity in the design of the response. Austerity has become the government's guiding value since it took office in December 2018. But austerity represents a concept strongly associated with neoliberalism (Blyth 2013), so it was a surprising choice for a government that considers itself to be the first democratically elected left-wing government in the country's history. That term has

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16 This programme was expanded to include different categories of agricultural workers. A third programme created by the current administration, that has also been underscored as a useful tool to counter the effects of the pandemic (Presidency 2020b), is a job training programme for unemployed young people not in education. Nonetheless, in this case no expansion has been planned, it has only been shielded from spending cuts.

17 Evaluations of these and the other social programmes introduced by the current government can be found in the webpage of the National Council for Social Policy Evaluation (CONEVAL), at <https://www.coneval.org.mx/Paginas/principal.aspx>.

18 All figures presented in Mexican pesos (MXN) were converted to euros (EUR) at a current exchange rate of MXN 25 per EUR 1 in October 2020.

19 An initiative that falls out of the social policy sphere, but that could have had a significant positive effect on many households, was the option of delaying payments of debts contracted with private financial institutions (Gutiérrez 2020).

even been incorporated in the legislation enacted to fight the pandemic (Presidency 2020a). Why the government has decided to remain on a path of austerity in the context of one of the most severe crises that has ever hit the country is a question that should be addressed by future research.

Other institutional and ideational factors that could explain the minimal response of the Mexican government should also be tackled. For example, how does a federal system affect the capacity of a government to respond to a pandemic and its consequences? It is possible that similarities can be found with other countries with federal systems, like Brazil and the United States. Or how does a populist approach to governance block the development of learning processes necessary to adapt public policy to rapidly changing contexts, like the current crises generated by the pandemic? Again here, comparisons with countries like Brazil and the United States may be relevant. The answer to these and other questions are necessary to prepare societies for the challenges that the current and foreseeable global crises will pose.

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APPENDIX 1: SOCIAL POLICY DEVELOPMENTS IN RESPONSE TO COVID-19 BY POLICY AREA  
(MEXICO, JANUARY–SEPTEMBER 2020)

	Policy Area	Pensions	Healthcare	Long-term care and disability	Labor market	Education
(1)	Have there been any significant legislative reforms in the indicated policy area during the indicated time period?	Yes	Yes	No	Yes	Yes
(2)	If (1) yes, have any of these reforms been explicit responses to the Covid-19 pandemic?	Yes	Yes	N/A	Yes	Yes
(3)	If (2) yes, has there been significant regional variation in the implementation of these reforms?	Yes	Yes	N/A	Yes	Yes
(4)	Have subnational governments enacted any significant legislative reforms in the indicated policy area during the indicated time period?	Yes	Yes	N/A	Yes	Yes
	Policy Area	Family benefits	Housing	Social assistance	Other*	
(1)	Have there been any significant legislative reforms in the indicated policy area during the indicated time period?	Yes	Yes	No	No	
(2)	If (1) yes, have any of these reforms been explicit responses to the Covid-19 pandemic?	Yes	Yes	N/A	N/A	
(3)	If (2) yes, has there been significant regional variation in the implementation of these reforms?	Yes	Yes	N/A	N/A	
(4)	Have subnational governments enacted any significant legislative reforms in the indicated policy area during the indicated time period?	Yes	Yes	N/A	N/A	

\* Legislative reforms in other policy areas explicitly aimed at social protection, e.g. food subsidies or tax cuts aimed at social protection.

## APPENDIX 2: SOCIAL POLICY LEGISLATION IN RESPONSE TO COVID-19 (MEXICO, JANUARY–SEPTEMBER 2020)

Note: This appendix covers all major national social policy legislation published between 1 January 2020 and 30 September 2020.

Law 1		
(1)	Number of law	Not Applicable
(2)	Name of law (original language)	Acuerdo por el que se establecen las medidas preventivas que se deberán implementar para la mitigación y control de los riesgos para la salud que implica la enfermedad por el virus SARS-CoV2 (COVID-19). / Decreto por el que se sanciona el Acuerdo por el que se establecen las medidas preventivas que se deberán implementar para la mitigación y control de los riesgos para la salud que implica la enfermedad por el virus SARS-CoV2 (COVID-19).
(3)	Name of law (English)	Ruling that establishes the preventive measures to be implemented to mitigate and control the health risks posed by the disease caused by the SARS-CoV2 virus (COVID-19). / Decree that authorises the Ruling that establishes the preventive measures to be implemented for the mitigation and control of health risks posed by the SARS-CoV2 virus (COVID-19).
(4)	Date of first parliamentary motion	Not applicable
(5)	Date of law's enactment	Not applicable
(6)	Date of law's publication	24 March 2020
(7)	Is the Covid-19 pandemic explicitly mentioned as a motivation in the law or any accompanying text?	Yes
(8)	Was the Covid-19 pandemic a motivation for the initial parliamentary motion for this law?	Not Applicable
(9)	Was the Covid-19 pandemic a motivation for a significant revision of the legislative project after the initial parliamentary motion?	Not Applicable
(10)	Note on (7)-(9)	The first ruling published by the Mexican Federal Government to address the Covid-19 pandemic. The Secretariat for Health determined the beginning of a National Healthy Distance Campaign and mandated a national lockdown until 19 April 2020, with the suspension of education activities and non-essential economic and government activities.
(11)	Was this law a legislative package that contained multiple social reform components?	Yes
(12)	If (11) yes, how many distinct social reform components did it contain?	3

Law 1: Component 1		
(13)	Policy Area	Labor market
(14)	Brief description of reform component	Temporarily suspend all non-essential activities of the public, social and private sectors that involve the physical concentration, transit or movement of people until 19 April 2020. Government departments will determine the essential activities that should continue to function. Private sector activities essential to countering the emergency should continue to function. Labour relations should not be suspended according to collective and individual contracts and the working conditions established in the Federal Labour Law. The attendance of vulnerable people at workplaces should be avoided. Vulnerable people should be given paid leave. Vulnerable people include people over 65 years of age, pregnant or breastfeeding women, people with disabilities, and people with chronic non-communicable diseases, or with any disease or pharmacological treatment that causes suppression of the immune system. All gatherings of more than 100 persons should be suspended.
(15)	Change in coverage of existing benefits?	Not Applicable
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term</i> , duration in months	Not Applicable
(18)	Note on (15)-(17)	The measure establishes the maintenance of labour rights during the pandemic, but does not refer to any social programme.
(19)	Change in generosity of existing benefits?	Not Applicable
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term</i> , duration in months	Not Applicable
(22)	Note on (19)-(21)	The measure establishes the maintenance of labour rights during the pandemic, but does not refer to any social programme.
(23)	Introduction of new benefits?	Yes
(24)	Duration of new benefits?	Fix-term
(25)	<i>If fix-term</i> , duration in months	The duration of the contingency.
(26)	Note on (23)-(25)	The ruling implies paid leave for vulnerable people employed in essential activities.
(27)	Cuts of existing benefits?	No
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	No information on the cost.
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	to a large degree

Law 1: Component 2		
(13)	Policy Area	Healthcare
(14)	Brief description of reform component	The measure establishes social distancing and basic hygiene measures that should be followed during the contingency.
(15)	Change in coverage of existing benefits?	Not Applicable
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term</i> , duration in months	Not Applicable
(18)	Note on (15)-(17)	Not Applicable
(19)	Change in generosity of existing benefits?	Not Applicable
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term</i> , duration in months	Not Applicable

Law 1: Component 2		
(22)	Note on (19)-(21)	Not Applicable
(23)	Introduction of new benefits?	Not Applicable
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term</i> , duration in months	Not Applicable
(26)	Note on (23)-(25)	Not Applicable
(27)	Cuts of existing benefits?	Not Applicable
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	Not Applicable
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	Don't know

Law 1: Component 3		
(13)	Policy Area	Education
(14)	Brief description of reform component	Education activities at all levels were to be suspended until 17 April 2020.
(15)	Change in coverage of existing benefits?	Not Applicable
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term</i> , duration in months	Not Applicable
(18)	Note on (15)-(17)	Not Applicable
(19)	Change in generosity of existing benefits?	Not Applicable
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term</i> , duration in months	Not Applicable
(22)	Note on (19)-(21)	Not Applicable
(23)	Introduction of new benefits?	Not Applicable
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term</i> , duration in months	Not Applicable
(26)	Note on (23)-(25)	Not Applicable
(27)	Cuts of existing benefits?	Not Applicable
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	Not Applicable
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	completely

Law 2		
(1)	Number of law	Not Applicable
(2)	Name of law (original language)	Decreto por el que se declaran acciones extraordinarias en las regiones afectadas de todo el territorio nacional en materia de salubridad general para combatir la enfermedad grave de atención prioritaria generada por el virus SARS-CoV2 (COVID-19).

Law 2		
(3)	Name of law (English)	Decree that establishes extraordinary actions in the affected regions of the national territory in matters of general health to combat the serious disease requiring priority care generated by the SARS-CoV2 virus (COVID-19).
(4)	Date of first parliamentary motion	Click to enter a date.
(5)	Date of law's enactment	Click to enter a date.
(6)	Date of law's publication	27 March 2020
(7)	Is the Covid-19 pandemic explicitly mentioned as a motivation in the law or any accompanying text?	Yes
(8)	Was the Covid-19 pandemic a motivation for the initial parliamentary motion for this law?	Not Applicable
(9)	Was the Covid-19 pandemic a motivation for a significant revision of the legislative project after the initial parliamentary motion?	Not Applicable
(10)	Note on (7)-(9)	Presidential decree that established several emergency healthcare measures to counter the pandemic.
(11)	Was this law a legislative package that contained multiple social reform components?	No
(12)	If (11) yes, how many distinct social reform components did it contain?	Not Applicable

Law 2: Component 1		
(13)	Policy Area	Healthcare
(14)	Brief description of reform component	The decree gives the Ministry of Health the capacity to: Use all medical and social assistance resources of the public, private and social sectors to counter the pandemic. Purchase all kinds of goods and services necessary to counter the pandemic, at the national and international levels, including medical equipment and materials, without bidding procedures. Import and authorise the import of all necessary goods and services without administrative procedures. Avoid price speculation for essential materials. All agencies of the Federal Government should support the Ministry of Health in the implementation of these measures.
(15)	Change in coverage of existing benefits?	Not Applicable
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term, duration in months</i>	Not Applicable
(18)	Note on (15)-(17)	The measures do not refer to any specific social programme.
(19)	Change in generosity of existing benefits?	Not Applicable
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term, duration in months</i>	Not Applicable
(22)	Note on (19)-(21)	The measures do not refer to any specific social programme.
(23)	Introduction of new benefits?	Not Applicable
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term, duration in months</i>	
(26)	Note on (23)-(25)	Not Applicable
(27)	Cuts of existing benefits?	Not Applicable
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	Not Applicable
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484

Law 2: Component 1		
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	to a large degree

Law 3		
(1)	Number of law	Not Applicable
(2)	Name of law (original language)	Acuerdo por el que se establecen acciones extraordinarias para atender la emergencia sanitaria generada por el virus SARS-CoV2.
(3)	Name of law (English)	Ruling that establishes the extraordinary measures to counter the health emergency generated by the SARS-CoV2 virus.
(4)	Date of first parliamentary motion	Not Applicable
(5)	Date of law's enactment	Not Applicable
(6)	Date of law's publication	31 March 2020
(7)	Is the Covid-19 pandemic explicitly mentioned as a motivation in the law or any accompanying text?	Yes
(8)	Was the Covid-19 pandemic a motivation for the initial parliamentary motion for this law?	Not Applicable
(9)	Was the Covid-19 pandemic a motivation for a significant revision of the legislative project after the initial parliamentary motion?	Not Applicable
(10)	Note on (7)-(9)	Ruling issued by the Secretariat for Health to extend the national lockdown until 30 April 2020 and specify the activities considered essential.
(11)	Was this law a legislative package that contained multiple social reform components?	Yes
(12)	If (11) yes, how many distinct social reform components did it contain?	2

Law 3: Component 1		
(13)	Policy Area	Healthcare
(14)	Brief description of reform component	Social distancing and public health measures should continue.
(15)	Change in coverage of existing benefits?	Not Applicable
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term, duration in months</i>	Not Applicable
(18)	Note on (15)-(17)	The measures do not refer to any specific social programme.
(19)	Change in generosity of existing benefits?	Not Applicable
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term, duration in months</i>	Not Applicable
(22)	Note on (19)-(21)	The measures do not refer to any specific social programme.
(23)	Introduction of new benefits?	Not Applicable
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term, duration in months</i>	Not Applicable
(26)	Note on (23)-(25)	Not Applicable
(27)	Cuts of existing benefits?	Not Applicable
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	Not Applicable

Law 3: Component 1		
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	to a large degree

Law 3: Component 2		
(13)	Policy Area	Labor market
(14)	Brief description of reform component	The suspension of non-essential activities should continue from 31 March 2020 to 30 April 2020. Activities considered essential are those of the National Health System, policing and public safety, those of the fundamental economic sectors, those directly related to the operation of the government's social programmes. All gatherings of more than 50 people should be cancelled.
(15)	Change in coverage of existing benefits?	Not Applicable
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term</i> , duration in months	Not Applicable
(18)	Note on (15)-(17)	The measures do not refer to any specific social programme.
(19)	Change in generosity of existing benefits?	Not Applicable
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term</i> , duration in months	Not Applicable
(22)	Note on (19)-(21)	The measures do not refer to any specific social programme.
(23)	Introduction of new benefits?	Not Applicable
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term</i> , duration in months	Not Applicable
(26)	Note on (23)-(25)	Not Applicable
(27)	Cuts of existing benefits?	Not Applicable
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	Not Applicable
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	to a large degree

Law 4		
(1)	Number of law	Not Applicable
(2)	Name of law (original language)	Decreto por el que se establecen las medidas de austeridad que deberán observar las dependencias y entidades de la Administración Pública Federal bajo los criterios que en el mismo se indican.
(3)	Name of law (English)	Decree that establishes the austerity measures to be observed by the agencies and departments of the Federal Public Administration under the criteria indicated herein.
(4)	Date of first parliamentary motion	Not Applicable
(5)	Date of law's enactment	Not Applicable
(6)	Date of law's publication	23 April 2020

Law 4		
(7)	Is the Covid-19 pandemic explicitly mentioned as a motivation in the law or any accompanying text?	Yes
(8)	Was the Covid-19 pandemic a motivation for the initial parliamentary motion for this law?	Not Applicable
(9)	Was the Covid-19 pandemic a motivation for a significant revision of the legislative project after the initial parliamentary motion?	Not Applicable
(10)	Note on (7)-(9)	Presidential decree that establishes several austerity measures of the Federal Government. The Covid-19 pandemic is not specifically mentioned, but the decree was published as a response to current health and economic crises (see numeral X.). The decree mandates salary reductions for civil servants, and spending cuts of 75% in several budget concepts. 38 programmes were shielded from spending cuts, among them several social programmes.
(11)	Was this law a legislative package that contained multiple social reform components?	Yes
(12)	If (11) yes, how many distinct social reform components did it contain?	6

Law 4: Component 1		
(13)	Policy Area	Pensions
(14)	Brief description of reform component	Non-contributory universal old-age pensions and targeted disability pensions were exempted from cutbacks.
(15)	Change in coverage of existing benefits?	Maintenance
(16)	Duration of coverage change?	Not Applicable
(17)	If fix-term, duration in months	Not Applicable
(18)	Note on (15)-(17)	No changes are made to existing benefit coverage. Non-contributory old-age pensions are universal, do not exclude people with a social insurance pension, the coverage goal of 2019 was 3,367,180 elderly people (CONEVAL 2020c). The disability pension is targeted on the poor population, in 2019 815,923 persons were covered, out of an estimated target population of 2.16 million poor disabled people in the country (CONEVAL 2020d).
(19)	Change in generosity of existing benefits?	Maintenance
(20)	Duration of generosity change?	Not Applicable
(21)	If fix-term, duration in months	Not Applicable
(22)	Note on (19)-(21)	No changes are made to the generosity of existing benefits. The monthly amount of the old-age pension is MXN 1,275 (SB 2020b), the monthly amount of the disability pension is MXN 1,310 (CONEVAL 2020d).
(23)	Introduction of new benefits?	No
(24)	Duration of new benefits?	Not Applicable
(25)	If fix-term, duration in months	Not Applicable
(26)	Note on (23)-(25)	No new benefits were introduced, only existing benefits were maintained.
(27)	Cuts of existing benefits?	No
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	The measure does not represent an additional cost compared to the original annual budget, since coverage and generosity were not increased.
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Other
(33)	Note (29)-(31)	Not Applicable



Law 4: Component 1		
(34)	If the implementation of the reform should already have started, has the reform been implemented?	completely

Law 4: Component 2		
(13)	Policy Area	Healthcare
(14)	Brief description of reform component	Free healthcare and medicines are exempted from spending cuts. The decree does not mention to which of the public healthcare schemes this measure applies. There are social insurance schemes for formal private sector employees, civil servants, workers of the state's oil company and the military, and schemes for people not covered by social insurance.
(15)	Change in coverage of existing benefits?	Maintenance
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term</i> , duration in months	Click to enter your text.
(18)	Note on (15)-(17)	No changes are mentioned for any existing scheme, only the exemption from spending cuts. The public healthcare system is fragmented between social insurance schemes for formal sector employees and their families, 44% of the population in 2017 (ENESS 2017) and a scheme for people not covered by social insurance. This latter scheme was recently reformed, the name was changed from 'Seguro Popular de Salud' to 'Instituto Nacional de Salud para el Bienestar (INSABI).
(19)	Change in generosity of existing benefits?	Maintenance
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term</i> , duration in months	Not Applicable
(22)	Note on (19)-(21)	No changes are mentioned for any existing scheme, only the exemption from spending cuts.
(23)	Introduction of new benefits?	No
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term</i> , duration in months	Not Applicable
(26)	Note on (23)-(25)	Not Applicable
(27)	Cuts of existing benefits?	Don't know
(28)	Note on (27)	There have been multiple reports and protests over shortages of medicines in public hospitals. Benefits have not been formally cut, but in practice, there have been problems with the provision of medicines and the budget available to deliver services.
(29)	Estimated cost of reform in 2020 (national currency)	Not Applicable
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	Don't know

Law 4: Component 3		
(13)	Policy Area	Labor market
(14)	Brief description of reform component	Three labour market programmes are shielded from spending cuts: 'Sembrando vida' which pays transfers to peasants who grow fruit trees, 'Programa de Micro-créditos para el Bienestar' that offers micro-credits to small and micro-enterprises, and 'Jóvenes Construyendo el Futuro' which pays job training scholarships to unemployed young people not in education. In addition, the decree mentions that 3 million micro-credits would be provided, but it is not clear if that amount represents an expansion or was part of the goal originally set for the programme.

Law 4: Component 3		
(15)	Change in coverage of existing benefits?	Expansion
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term</i> , duration in months	Not Applicable
(18)	Note on (15)-(17)	The decree mentions 3 million micro-credits, in 2019 this programme provided micro-credits to 349,722 people (CONEVAL 2020e). 'Sembrando Vida' had an original goal before the pandemic of reaching 400,000 people in 2020, out of an estimated target population of poor peasants of 2.3 million (CONEVAL 2020f). In 2019, 'Jóvenes Construyendo el Futuro' covered 1,120,543 young people up to 29 years old without work and not in education, out of an estimated target population of 2.2 million people (CONEVAL 2020g).
(19)	Change in generosity of existing benefits?	Maintenance
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term</i> , duration in months	Not Applicable
(22)	Note on (19)-(21)	The decree does not mention an expansion in the generosity of benefits. 'Jóvenes Construyendo el Futuro' pays a monthly apprenticeship allowance of MXN 3,748 (CONEVAL 2020g). 'Sembrando Vida' pays a monthly transfer of MXN 5,000 (CONEVAL 2020f). Micro-credits vary in amount, the first loan amounts to MXN 6,000, other credits of higher amounts can be obtained after the first one (CONEVAL 2020e).
(23)	Introduction of new benefits?	No
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term</i> , duration in months	Not Applicable
(26)	Note on (23)-(25)	Existing benefits are kept, no new ones are introduced.
(27)	Cuts of existing benefits?	No
(28)	Note on (27)	Existing benefits are not cut.
(29)	Estimated cost of reform in 2020 (national currency)	If the number of credits refers to an expansion, the cost of the reform would be MXN 75,000 million, considering that the amount of each micro-credit is the maximum considered in the programme of MXN 25,000.
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Other
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	Don't know

Law 4: Component 4		
(13)	Policy Area	Education
(14)	Brief description of reform component	The decree mentions two education initiatives: 1) a programme called 'La Escuela es Nuestra', which consists of transfers for the maintenance, rehabilitation, equipping and/or construction of spaces in public schools; and, 2) the construction of 100 public universities.
(15)	Change in coverage of existing benefits?	Expansion
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term</i> , duration in months	Not Applicable
(18)	Note on (15)-(17)	The construction of new public universities would represent an expansion of higher education. No data is available on progress made in this area.
(19)	Change in generosity of existing benefits?	Expansion
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term</i> , duration in months	Not Applicable
(22)	Note on (19)-(21)	The construction of new public universities would also represent an expansion in the generosity of public intervention in higher education. No data is available on progress made in this area.
(23)	Introduction of new benefits?	No

Law 4: Component 4		
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term</i> , duration in months	No new benefits are introduced.
(26)	Note on (23)-(25)	Not Applicable
(27)	Cuts of existing benefits?	No
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	No information was found on the estimation of the cost of the construction of new universities.
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Other
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	Don't know

Law 4: Component 5		
(13)	Policy Area	Family benefits
(14)	Brief description of reform component	The decree shields two programmes from cutbacks: 'Programa de apoyo para el Bienestar de las Niñas y Niños, Hijos de Madres Trabajadoras' which pays transfers to poor working mothers with children under four years old, and 'Becas para el Bienestar Benito Juárez' which pays scholarships to families with children in public education (the latter could also be placed under Education, but it is placed here because it has been conceptualised as the substitute for targeted conditional cash transfers).
(15)	Change in coverage of existing benefits?	Maintenance
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term</i> , duration in months	Not Applicable
(18)	Note on (15)-(17)	No expansion is considered in the decree. In 2020 basic education scholarships had the goal of reaching 3,680,951 poor families eligible for the programme (CONEVAL 2020h). In that same year, the programme for poor working mothers covered 149,314 women, out of an estimated target population of 860,228 women (CONEVAL 2020i).
(19)	Change in generosity of existing benefits?	Maintenance
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term</i> , duration in months	Not Applicable
(22)	Note on (19)-(21)	No changes in generosity are considered. Scholarships amount to MXN 800 monthly per family with children in basic education, paid during the duration of the school year, that is 10 months in a year (CONEVAL 2020h). Working women receive MXN 800 per child under 4 years old, paid to a maximum of three children, and MXN 1,800 up to 6 years old if the child has a disability (CONEVAL 2020i).
(23)	Introduction of new benefits?	No
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term</i> , duration in months	Not Applicable
(26)	Note on (23)-(25)	Not Applicable
(27)	Cuts of existing benefits?	No
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	Not Applicable
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable

Law 4: Component 5		
(34)	If the implementation of the reform should already have started, has the reform been implemented?	completely

Law 4: Component 6		
(13)	Policy Area	Housing
(14)	Brief description of reform component	A programme for the improvement of infrastructure in poor urban communities is shielded. The programme includes transfers for poor urban dwellers to regularise property titles.
(15)	Change in coverage of existing benefits?	Maintenance
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term</i> , duration in months	Not Applicable
(18)	Note on (15)-(17)	No changes in coverage are considered in the decree.
(19)	Change in generosity of existing benefits?	Maintenance
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term</i> , duration in months	Not Applicable
(22)	Note on (19)-(21)	No changes in the generosity of benefits are considered in the decree.
(23)	Introduction of new benefits?	No
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term</i> , duration in months	Not Applicable
(26)	Note on (23)-(25)	No new benefits are introduced.
(27)	Cuts of existing benefits?	No
(28)	Note on (27)	Existing benefits are not cut.
(29)	Estimated cost of reform in 2020 (national currency)	Not Applicable
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	Don't know

Law 5		
(1)	Number of law	ACDO.AS2.HCT.250320/97.P.DPES
(2)	Name of law (original language)	Acuerdo por el que se autoriza la expedición de un permiso especial por contingencia desde plataformas digitales de acceso remoto, a disposición de los asegurados y patrones.
(3)	Name of law (English)	Ruling that authorises the issuance of a special contingency permit from digital platforms via remote access, for insured workers and employers.
(4)	Date of first parliamentary motion	Not Applicable
(5)	Date of law's enactment	Not Applicable
(6)	Date of law's publication	04 Mai 2020
(7)	Is the Covid-19 pandemic explicitly mentioned as a motivation in the law or any accompanying text?	Yes
(8)	Was the Covid-19 pandemic a motivation for the initial parliamentary motion for this law?	Not Applicable
(9)	Was the Covid-19 pandemic a motivation for a significant revision of the legislative project after the initial parliamentary motion?	Not Applicable

Law 5		
(10)	Note on (7)-(9)	Ruling issued by the Mexican Social Insurance Institute (IMSS), which provides healthcare, pensions and temporary work incapacity cash benefits for private sector employees.
(11)	Was this law a legislative package that contained multiple social reform components?	No
(12)	If (11) yes, how many distinct social reform components did it contain?	Not Applicable

Law 5: Component 1		
(13)	Policy Area	Labor market
(14)	Brief description of reform component	<p>The Mexican Social Insurance Institute (IMSS) introduced online applications for special sick notes to extend sick leave periods, eliminating the need for sick workers to visit medical facilities to obtain them. This measure also applies for workers with paid leave periods due to work injuries.</p> <p>Under normal circumstances sick or injured workers have to visit a doctor in an IMSS medical facility to be evaluated and obtain the sick or work injuries leave permit, which covers their absence from work and, if they meet eligibility criteria, the payment of a subsidy to replace their salary during the period of incapacity. This measure suspends the obligatory nature of the face-to-face process to obtain the certificate.</p> <p>Another measure included here is a six-month extension to the requirement for pensioners who reside outside of Mexico to provide proof of life in countries where there are restrictions on mobility and/or the operation of the Consular Offices of Mexico is compromised.</p>
(15)	Change in coverage of existing benefits?	Maintenance
(16)	Duration of coverage change?	Not Applicable
(17)	If fix-term, duration in months	Not Applicable
(18)	Note on (15)-(17)	Private sector employees insured by IMSS on sick or work injuries leave are covered.
(19)	Change in generosity of existing benefits?	Maintenance
(20)	Duration of generosity change?	Not Applicable
(21)	If fix-term, duration in months	Not Applicable
(22)	Note on (19)-(21)	The measure does not modify the amounts of cash benefits nor the periods of incapacity already established in the legislation.
(23)	Introduction of new benefits?	Yes
(24)	Duration of new benefits?	Not Applicable
(25)	If fix-term, duration in months	Not Applicable
(26)	Note on (23)-(25)	The measure does not introduce a new benefit, only modifies administrative procedures for workers on sick or work injuries leave.
(27)	Cuts of existing benefits?	No
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	No information was found on the cost of the introduction of the change.
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	completely

Law 6		
(1)	Number of law	Not Applicable
(2)	Name of law (original language)	Guía para la Atención de Pueblos y Comunidades Indígenas y Afromexicanas ante la emergencia sanitaria generada por el virus SARS-CoV-2 (COVID-19).
(3)	Name of law (English)	Guidelines for the care of Indigenous and Afro-Mexican Peoples and Communities in the face of the health emergency generated by the SARS-CoV-2 virus (COVID-19).
(4)	Date of first parliamentary motion	Not Applicable
(5)	Date of law's enactment	Not Applicable
(6)	Date of law's publication	19 Mai 2020
(7)	Is the Covid-19 pandemic explicitly mentioned as a motivation in the law or any accompanying text?	Yes
(8)	Was the Covid-19 pandemic a motivation for the initial parliamentary motion for this law?	Not Applicable
(9)	Was the Covid-19 pandemic a motivation for a significant revision of the legislative project after the initial parliamentary motion?	Not Applicable
(10)	Note on (7)-(9)	These guidelines were issued by the National Institute of Indigenous Peoples.
(11)	Was this law a legislative package that contained multiple social reform components?	Yes
(12)	If (11) yes, how many distinct social reform components did it contain?	2

Law 6: Component 1		
(13)	Policy Area	Healthcare
(14)	Brief description of reform component	<p>The guidelines establish that the provisions and measures adopted to deal with the pandemic must be implemented with cultural relevance and respecting the forms of organisation and cultural specificities of indigenous and Afro-Mexican communities.</p> <p>Information related to the epidemic should be disseminated and transmitted with cultural and linguistic sensitivities. In particular, health reports and substantive parts of the main legal instruments and administrative measures must be translated into indigenous languages.</p> <p>The guidelines also mention the relevance of coordination with professionals of allopathic and traditional medicine to mitigate the symptoms and discomforts generated by illness caused by the SARS-CoV-2 virus (Covid-19).</p> <p>Covid-19 patients have the right to an interpreter in the corresponding indigenous language to understand and make themselves understood during medical care.</p>
(15)	Change in coverage of existing benefits?	Not Applicable
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term, duration in months</i>	Not Applicable
(18)	Note on (15)-(17)	Not Applicable
(19)	Change in generosity of existing benefits?	Not Applicable
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term, duration in months</i>	Not Applicable
(22)	Note on (19)-(21)	Not Applicable
(23)	Introduction of new benefits?	Not Applicable
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term, duration in months</i>	Not Applicable
(26)	Note on (23)-(25)	Not Applicable
(27)	Cuts of existing benefits?	Not Applicable
(28)	Note on (27)	Not Applicable

Law 6: Component 1		
(29)	Estimated cost of reform in 2020 (national currency)	Not Applicable
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	Don't know

Law 6: Component 2		
(13)	Policy Area	Education
(14)	Brief description of reform component	Educational programmes must be relevant for rural contexts, especially for communities where, due a lack of internet connectivity, online educational activities cannot be carried out. Special measures should be adopted like the use of audio material for public and community broadcasting systems, as well as other relevant media.
(15)	Change in coverage of existing benefits?	Not Applicable
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term, duration in months</i>	Not Applicable
(18)	Note on (15)-(17)	Not Applicable
(19)	Change in generosity of existing benefits?	Not Applicable
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term, duration in months</i>	Not Applicable
(22)	Note on (19)-(21)	Not Applicable
(23)	Introduction of new benefits?	Not Applicable
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term, duration in months</i>	Not Applicable
(26)	Note on (23)-(25)	Not Applicable
(27)	Cuts of existing benefits?	Not Applicable
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	Not Applicable
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	Don't know

Law 7		
(1)	Number of law	ACUERDO SIPINNA/EXT/01/2020
(2)	Name of law (original language)	Acuerdo por el que aprueban acciones indispensables para la atención y protección de niñas, niños y adolescentes durante la emergencia sanitaria por causa de fuerza mayor por la epidemia de enfermedad generada por el virus SARS-CoV2 (COVID-19).
(3)	Name of law (English)	Ruling that approves essential actions for the care and protection of girls, boys and adolescents during the health emergency caused by the epidemic of the illness generated by the SARS-CoV2 virus (COVID-19).
(4)	Date of first parliamentary motion	Not Applicable

Law 7		
(5)	Date of law's enactment	Not Applicable
(6)	Date of law's publication	26 Mai 2020
(7)	Is the Covid-19 pandemic explicitly mentioned as a motivation in the law or any accompanying text?	Yes
(8)	Was the Covid-19 pandemic a motivation for the initial parliamentary motion for this law?	Not Applicable
(9)	Was the Covid-19 pandemic a motivation for a significant revision of the legislative project after the initial parliamentary motion?	No
(10)	Note on (7)-(9)	The ruling is issued by the National System for the Comprehensive Protection of Girls, Boys and Adolescents.
(11)	Was this law a legislative package that contained multiple social reform components?	No
(12)	If (11) yes, how many distinct social reform components did it contain?	Not Applicable

Law 7: Component 1		
(13)	Policy Area	Family benefits
(14)	Brief description of reform component	The ruling sets the indispensable measures that should be adopted to protect the human rights of children and adolescents during the pandemic, in the areas of healthcare, education and social programmes that target poor households.
(15)	Change in coverage of existing benefits?	Maintenance
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term, duration in months</i>	Not Applicable
(18)	Note on (15)-(17)	No changes are made to existing benefit coverage.
(19)	Change in generosity of existing benefits?	Maintenance
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term, duration in months</i>	Not Applicable
(22)	Note on (19)-(21)	No changes are made to the generosity of existing benefits.
(23)	Introduction of new benefits?	No
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term, duration in months</i>	Not Applicable
(26)	Note on (23)-(25)	No new benefits are introduced, only existing benefits were maintained.
(27)	Cuts of existing benefits?	No
(28)	Note on (27)	Not Applicable
(29)	Estimated cost of reform in 2020 (national currency)	Not Applicable
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Click and choose an element
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	Don't know

Law 8		
(1)	Number of law	Acuerdo 31.1370.2020
(2)	Name of law (original language)	Acuerdo por el que se aprueba el Programa Especial para Reactivar la Economía ante el COVID-19 (PEREC 19).



Law 8		
(3)	Name of law (English)	Ruling that approves the Special Programme to Reactivate the Economy against COVID-19 (PEREC 19).
(4)	Date of first parliamentary motion	Not Applicable
(5)	Date of law's enactment	Not Applicable
(6)	Date of law's publication	03 July 2020
(7)	Is the Covid-19 pandemic explicitly mentioned as a motivation in the law or any accompanying text?	Yes
(8)	Was the Covid-19 pandemic a motivation for the initial parliamentary motion for this law?	Not Applicable
(9)	Was the Covid-19 pandemic a motivation for a significant revision of the legislative project after the initial parliamentary motion?	Not Applicable
(10)	Note on (7)-(9)	Programme created by the National Institute of Social Services and Security for State Workers (ISSSTE), which provides healthcare, cash benefits and housing loans to civil servants. ISSSTE covers 5% of the working age population (ENESS 2017).
(11)	Was this law a legislative package that contained multiple social reform components?	No
(12)	If (11) yes, how many distinct social reform components did it contain?	Not Applicable

Law 8: Component 1		
(13)	Policy Area	Housing
(14)	Brief description of reform component	Programme created by the National Institute of Social Services and Security for State Workers (ISSSTE) to promote the reactivation of the economy by the provision of housing loans. The "Special Programme to Reactivate the Economy against Covid-19" pursues the goal of reactivating the housing sector by providing loans to civil servants insured by ISSSTE for the purchase or construction of new homes.
(15)	Change in coverage of existing benefits?	Expansion
(16)	Duration of coverage change?	Not Applicable
(17)	<i>If fix-term</i> , duration in months	Not Applicable
(18)	Note on (15)-(17)	The ISSSTE Housing Fund (FOVISSSTE) will grant up to 2,500 loans.
(19)	Change in generosity of existing benefits?	Expansion
(20)	Duration of generosity change?	Not Applicable
(21)	<i>If fix-term</i> , duration in months	Not Applicable
(22)	Note on (19)-(21)	The programme comprises an increase in the number of housing loans.
(23)	Introduction of new benefits?	No
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term</i> , duration in months	Not Applicable
(26)	Note on (23)-(25)	An increase in the number of loans, but no new benefits were created.
(27)	Cuts of existing benefits?	No
(28)	Note on (27)	Existing benefits are not cut.
(29)	Estimated cost of reform in 2020 (national currency)	Up to MXN 2,000 million.
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Law
(33)	Note (29)-(31)	Not Applicable

Law 8: Component 1		
(34)	If the implementation of the reform should already have started, has the reform been implemented?	Don't know

Law 9		
(1)	Number of law	Acuerdo ACDO.AS2.HCT.240620/173.PDPES
(2)	Name of law (original language)	Acuerdo por el que se autorizan estrategias para prorrogar las prestaciones en especie y/o en dinero a los asegurados con incapacidad temporal para el trabajo que lleguen a término de ley y a los beneficiarios hijos incapacitados que cumplen 16 años, así como reconocimiento de la enfermedad COVID-19 como riesgo de trabajo en trabajadores IMSS, durante el periodo de contingencia.
(3)	Name of law (English)	Ruling that authorises strategies to extend in-kind and cash benefits for insured workers with periods of temporary work incapacity who reach the end of the legal term limit and beneficiary disabled children who reach the age of 16 years, as well as the recognition of the Covid-19 illness as a work injury risk for IMSS workers during the contingency.
(4)	Date of first parliamentary motion	Not Applicable
(5)	Date of law's enactment	Not Applicable
(6)	Date of law's publication	29 July 2020
(7)	Is the Covid-19 pandemic explicitly mentioned as a motivation in the law or any accompanying text?	Yes
(8)	Was the Covid-19 pandemic a motivation for the initial parliamentary motion for this law?	Not Applicable
(9)	Was the Covid-19 pandemic a motivation for a significant revision of the legislative project after the initial parliamentary motion?	Not Applicable
(10)	Note on (7)-(9)	Ruling issued by the Mexican Social Insurance Institute (IMSS), which provides healthcare, pensions and temporary work incapacity cash benefits for private sector employees. IMSS covers 38% of the working age population (ENESS 2017).
(11)	Was this law a legislative package that contained multiple social reform components?	No
(12)	If (11) yes, how many distinct social reform components did it contain?	Not Applicable

Law 9: Component 1		
(13)	Policy Area	Labor market
(14)	Brief description of reform component	The ruling authorises the renewal of work injuries paid leave, as a new period of incapacity, for workers who have reached the term limit; the issuing of a disability certificate with a duration of three months for workers on sick leave who have reached the term limit; the recognition of Covid-19 as a job risk for IMSS workers; and the automatic extension of coverage for one year for disabled children of insured workers who reach the age of 16 years.
(15)	Change in coverage of existing benefits?	Expansion
(16)	Duration of coverage change?	Yes
(17)	If fix-term, duration in months	One year
(18)	Note on (15)-(17)	Healthcare coverage for disabled children of insured workers who reach the age of 16 years, when they would usually lose legal coverage, is extended for one year.
(19)	Change in generosity of existing benefits?	Expansion
(20)	Duration of generosity change?	Fix-term

Law 9: Component 1		
(21)	<i>If fix-term, duration in months</i>	Work injuries incapacity periods begin as a new period and sickness incapacity periods are extended for three months.
(22)	Note on (19)-(21)	The ruling automatically extends work injuries and sick leave, without the issuing of new certificates for temporary work incapacity by a doctor.
(23)	Introduction of new benefits?	No
(24)	Duration of new benefits?	Not Applicable
(25)	<i>If fix-term, duration in months</i>	Click to enter your text.
(26)	Note on (23)-(25)	No new benefits are introduced.
(27)	Cuts of existing benefits?	No
(28)	Note on (27)	Click to enter your text.
(29)	Estimated cost of reform in 2020 (national currency)	No information available yet to estimate the cost.
(30)	Estimated cost of reform in 2021 (national currency)	Not Applicable
(31)	National Currency Code (ISO 4217)	484
(32)	Source of cost estimation	Other
(33)	Note (29)-(31)	Not Applicable
(34)	If the implementation of the reform should already have started, has the reform been implemented?	completely