

BEECK CENTER FOR SOCIAL IMPACT AND INNOVATION

DIGITAL INNOVATION IN LATIN AMERICA: MEXICO'S ONLINE BIRTH CERTIFICATE

APRIL 2020 // BY ALBERTO RODRÍGUEZ ÁLVAREZ

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About the Beeck Center for Social Impact + Innovation

The Beeck Center is an experiential hub at Georgetown University that trains students and incubates scalable, leading edge ideas for social change. We believe impact at scale requires the courage to think and behave differently. Our work centers on investing in outcomes for individuals and society. We equip future global leaders with the mindset to promote outcome-driven solutions, using the tools of finance and data + digital. We convene actors across the public, private, and civic sectors to advance new tools, frameworks, and approaches necessary to achieve these outcomes.

About The Digital Service Collaborative

The Digital Service Collaborative (DSC) is a program designed to develop research around government digital services, create tangible resources for practitioners, cultivate the community of digital service leaders in governments to share and scale efforts, and explore policy considerations including ethics and privacy. The DSC team is based out of the Beeck Center at Georgetown University, supporting public and private sector efforts to responsibly share and use data to address some of society's most challenging issues and to support civic engagement with public institutions.

About this Case Study

This case study is based on several public documents and interviews with former members of the National Digital Strategy Coordination at the Office of the President of Mexico during the 2012-2018 administration.

Special thanks to Cori Zarek for the guidance and leadership in directing the research and Yolanda Martinez for providing key insights and a policy walkthrough of the case study alongside Susana Mata and Marco Vega.

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Introduction

Raúl and his family moved from their hometown to a city located 14 hours away for better economic opportunities, and when he tried to enroll his child into school, the process required an original birth certificate as a means of national identification. Not long after, he found himself traveling the 14 hours back to their hometown just to get more certified birth certificate copies at the Civil Registry. He eventually asked relatives to send him copies through package delivery whenever he ran out, as he needed to use them to enroll in other schools and in several other public and private services.



Image from [freestocks](#) on [Unsplash](#)

As with Raúl, thousands of Mexicans each year had to deal with the inconveniences of traveling to their places of origin as the only means to get their birth certificates. People who lost their documents and were unable to travel were in danger of not being able to receive identification, education, or even healthcare services.

The national government was aware of the problem and in 2015 laid out the goal for digitizing the birth certificate service, but several technical difficulties and political barriers impeded a quick implementation of a digital solution. Differences in

databases from the 32 states in Mexico, as well as conflicting political incentives, made the whole process difficult to coordinate. How could the government provide a national solution without interjecting in the jurisdiction of the states and still provide a unified approach?

Background + Context

Mexico has been through several transformations in recent decades. It went from its first federal party transition in 2000 to one of the highest-turnout elections in history in 2018. That period also included two additional transitions in power. During the administration of former president Enrique Peña Nieto (2012-2018), the country went through several long-awaited reforms such as energy sector semi-privatization, a universal pension system, and massive telecommunication reform among others. But these reforms were overshadowed by increasing violence levels due to drug-related crimes and a disconnection with the common citizen that had been suffering from corruption across all levels of government.¹

Basic Information – Mexico

Population – 120,355,128 (2014)
GNI per capita – 10510 usd (2014)
People with access to broadband – 44.4% (2014)
People with access to mobile – 63.% (2014)
People that access the internet from mobile – 19.8% (2014)
Literacy rate – 93.59 (2014)
People with secondary schooling – 73.27% (2014)
People with tertiary schooling - 30.23% (2014)

This information is from 2014, which is when the administration of President Enrique Peña Nieto launched the National Digital Strategy.

Sources: INEGI², UNESCO³, World Bank⁴

Mexico's political system, as with any other federated political state, is divided into semi-sovereign states and municipalities according to the principles of its constitution. These states have sole jurisdiction over several processes, for example, state legislatures must approve any efforts relating to constitutional reforms. Each state's prerogatives cover local political systems and most of the processes regarding identification of each state's citizens. There are nine national political parties, and more than 15 additional parties with representation and control over state and local

¹ In 2015, Mexico ranked 111 out of 168 countries in the Corruption Perceptions Index 2015 by Transparency International with a score of 32 out of 100. National Institute of Geography and Statistics. (2015). [National Survey on Availability and Use of Information Technologies in Households](#). Mexico City.

² National Institute of Geography and Statistics. (2015). [National Survey on Availability and Use of Information Technologies in Households](#). Mexico City.

³ United Nations Educational, Scientific and Cultural Organization. (2019). [Country Information: Mexico](#). UNESCO Institute of Statistics.

⁴ World Bank. (2019). [Mexico Data](#). World Bank.

governments.⁵ But, unlike the United States, the Mexican federal governing body has historically had more control over the state governments, which can be seen through its heavy influence in Mexico's party system.

The Peña Nieto administration used its federal control to pass reforms, but state legislature negotiations were very important for both legislation and implementation including the launch of the [National Digital Strategy](#) (NDS) and the NDS Coordination Office. The NDS was the Peña Nieto administration's consolidated effort to bring digital service delivery processes country-wide. It launched within the Office of the President, and set five goals for a six-year horizon to make Mexico a leading country in innovation and technology.⁶

Mexico's Innovation and Technology Goals

- Government transformation
- Digital economy
- Educational transformation
- Universal and effective health
- Civic innovation and citizen participation

To achieve these goals, the NDS proposed enablers directly related to each goal:

- Connectivity
- Inclusion and digital skills
- Interoperability and digital identity
- Legal framework
- Open data

The NDS housed several projects, including the [Open Data National Policy](#), the adoption of [Open Contracting](#), the launch of the [gob.mx](#) platform for all federal government services, and [chat-bots for telemedicine initiatives](#). The GOB.MX team was created from the Ministry of Public Administration and the Office of the President in 2015 to oversee the national platform and projects included as part of the platform. That team led the design and implementation of a first-of-its-kind online birth certificate which became one of the first and most impactful projects for the platform.

⁵ National Election Institute. (2018). [Local National Parties](#). National Election Institute.

⁶ National Digital Strategy Coordination. (2018). [Transformamos México](#). Mexico City.

The online birth certificate project aimed to turn the issuance of the most-used document of the national government into a digital asset that could be accessed anytime and anywhere. This effort to democratize access through digital tools represented a huge effort to coordinate policies and procedures from all levels of government and a multitude of actors across the technical and policy-making parts of government. The project began in 2015 and took more than three years to launch, including several rounds of research and negotiations. It also pioneered an approach that became the model for other digital services of the federal government.⁷

This case study describes the different political and technical processes of digitizing the birth certificate in Mexico, launching it as a central part of the digital efforts of the federal government and the most sought out service in the GOB.MX portal.

Understanding How Birth Certificates are Used in Mexico

The birth certificate is the basic legal identity document for Mexicans. Every Mexican receives it through civil registry offices that record vital events (births, deaths, etc.). It contains information such as names and surnames of the resident, date and place of birth, and the names and surnames of the parents. A person needs this document in order to access rights such as education, employment, and health services and is routinely used and requested by public and private entities nationally and from multiple consulates and embassies all around the world. The state governments have jurisdiction over birth certificates, which results in each state tailoring every aspect of them, from the information presented on it to the color of the document itself.

Even though the birth certificate is a document that almost every Mexican knows and uses, the GOB.MX team did specific user research to understand how different types of residents interacted with the document, how they use it and under which circumstances. The team conducted this research through user interviews, to get stories of how people got their document and the specific pain points around the process.⁸

- The only way for someone to get a copy of their birth certificate was to petition the civil registry where they were born. This represented a problem for every resident that moved away from their hometown, especially those in migrant communities across the world.

⁷ National Digital Strategy Coordination. (2018). [Transformamos México](#). Mexico City.

⁸ National Digital Strategy Coordination. (2018). [Diseño centrado en el usuario - Tu acta de nacimiento en línea](#) www.gob.mx/actanacimiento.

- There were more than 196 formats for birth certificates established in the different civil registry offices around the country. All of them were issued with different security designs and measures which caused confusion on users from both the private and public sector.
- The documents legality were verified by both the security measures of the paper document itself and the signature of the officer in charge of the civil registry office. This caused inefficiencies in service delivery.
- Every state government charged a fee for issuing a birth certificate and partially relied on its revenue for operations of the civil registries among their states. The amount charged was also different from state to state.
- Some of the documents had expiration dates which forced users to travel back to their place of birth to re-request the document several times, incurring a charge each time.

As part of this research, the GOB.MX team also identified the actors in different levels of government who are involved in the process of issuing birth certificates across the country and created a multidisciplinary working group to inform the implementation strategy for the project including interoperability. This working group included the Civil Registries, the Secretariats of Finance, the Information Technology Directorates of the 32 states and dozens of local governments, the National Population Registry of the Ministry of Interior and the Digital Government Unit of the Ministry of Public Administration.⁹

It is important to know that some states had already made strides to implement digital technologies for service delivery, including for birth certificates. States including Jalisco, Colima, and the State of Mexico had already made significant progress on digitizing their own registries in order to offer users the ability to print the documents on kiosks around their states. However, the documents were never delivered in a digital form and were still not standardized across states, so while it might have been easier for residents to access their birth certificates, it did not address the goals of having a decentralized model and digital access.

Addressing the Challenges of the Existing System

When the GOB.MX team reviewed the results of its user research, it developed possible solutions to address the challenges raised. The most effective seemed to be eliminating the issuance of the birth certificate document altogether and including information from the document into other services and databases already in use. After all, the birth certificate was not a biometric means of identification; its main use

⁹ Mancilla, Y. M. (2019). Digital Innovation Interview. A.R. Alvarez, Interviewer.

was to prove nationality. But eliminating this document would have had an impact on other forms of identification that stemmed from the birth certificate in the first place, and access to services such as banking, education, and health services both in the private and the public sectors.

Barriers to Implementation for an Online Birth Certificate

- Physical documents were deeply ingrained with public and private services.
- No other means of establishing identity traits.
- No overarching entity or jurisdiction to coordinate.
- Multiple actors with jurisdiction over the document.

An alternative option might have been the separate identification system called the Unique National Registry Code (CURP by its initials in Spanish), a system operated by the National Population Registry of the Ministry of Interior that provides an alphanumeric identification code to each Mexican at birth, similar to the U.S. Social Security number. But this system does not include information on an individual's parents, which is particularly important for services related to the identification of children.

Another possible solution was to federalize the document, a method that proved successful in other countries such as [Estonia](#) and [Uruguay](#), but would require establishing federal outposts in localities to manage the process and there was no new budget for the offices or employees necessary for the job. Additionally, because states have sole jurisdiction on birth certificates, a national legislation reform would have been necessary in order to transfer responsibility of the civil registry from the state governments to the federal government and the GOB.MX team thought that would have been too difficult to pass.

Although there was a general consensus that a nationwide approach was the solution, the diversity of the actors represented the most pressing problem. State sovereignty and a diverse political leadership across the country caused political differences among states, and the existence of partisan barriers across several

contentious issues made any type of cross-level coordination a strenuous endeavor. Despite that, the working group knew it had to press for a national solution and it leveraged its position within the Office of the President to find a way forward for a national digital birth certificate.

Designing a Solution

In late 2015, the Digital Government Unit and the National Digital Strategy Team came together with the working group to establish a set of goals to help this project take a clearer shape for a national effort. These goals were meant to serve as the North Star for the project and any proposed solution needed to align with all six goals:¹⁰

1. Democratize access to the identity document with the most impact in Mexico.
2. Design a digital service to provide the birth certificate focused on the needs of the users.
3. Offer excellent service 24 hours a day, 365 days a year.
4. Ability to access the service from anywhere in the world with internet access.
5. Reduce costs to the citizens and government.
6. Promote interoperability of digital services.

Apart from these goals, there were different variables they needed to design for in order to provide an efficient service to all of the citizens that might need it. These barriers included taking into account the percentage of the population that didn't have access to a computer or to digital tools; therefore, designing for both digital and analog solutions for the birth certificate was also a concern.¹¹

Finally, and perhaps most importantly, the team also had to enlist the support of relevant stakeholders and political leaders to ensure the project would have the greatest chance of success.

Getting Buy-in for a National Solution

“Getting every state governor to collaborate was perhaps the most difficult barrier”¹² says Yolanda Martinez, former Digital Government Unit Director. To move from a state-governed approach to a federally centralized system for a national digital document, the first step was to get the governors on board. The best way to reach these leaders was through the [CONAGO](#), the National Conference of Governors. This

¹⁰ National Digital Strategy Coordination. (2018). [Transformamos México](#). Mexico City.

¹¹ *ibid*

¹² Mancilla, Y. M. (2019). Digital Innovation Interview. A.R. Alvarez, Interviewer.

organization is the permanent institution that includes the 32 state governors and provides opportunities for collaboration, information sharing, and coordinated leadership. The GOB.MX began its outreach to CONAGO by leveraging its position at the Office of the President and including the topic in their annual convening agenda, which secured its discussion and allowed for coordination at the state level.

“Getting every state governor to collaborate was perhaps the most difficult barrier.”

**– Yolanda Martinez,
former Digital Government Unit Director**

States raised two main concerns over a national birth certificate: first, they would face a potential loss in revenue they were currently receiving when issuing birth certificates, and second, they would incur new expenses by needing to implement a new federal system which would include software, human support, and retraining expenses.

However, the GOB.MX team had conducted calculations based on anticipated implementation cost and expected use, and determined that, on balance, states should actually save money with the national approach. The cost reduction was expected to be as much as eight times less when the personal service currently required was reduced with a new digital model based on other cost analysis surveys for digital services in Mexico.¹³ This cost analysis factored in several sources, from cost in salaries of personnel to costs of materials used in services. The analysis also factored in feedback from user research that showed residents would prefer a digital birth certificate and would feel that the government was taking steps towards providing better services at a lower cost in less time, giving them more confidence in their government.

Despite the analysis showing a cost savings on balance and the positive user feedback, states were still concerned with the possibility of lost revenue of any sort. The GOB.MX team encountered significant resistance towards cutting an inflow of revenue to the state governments and no amount of political capital seemed to move the needle. To un-stick the process, the states reached an agreement with the federal team: if the system was interoperable and the service could be established, each state could set the cost of the service, stabilizing the revenue cycle and tailoring to the states' needs. This offered the possibility of protecting the states' interests while at the same time permitting the implementation of the national service.¹⁴

¹³ National Digital Strategy Coordination. (2018). [Transformamos México](#). Mexico City

¹⁴ Mancilla, Y. M. (2019). Digital Innovation Interview. A.R. Alvarez, Interviewer.

The Ministry of Interior and the 32 states signed individual agreements in 2015 to implement a National Birth Certificate Database that enabled all of the states' databases to link under the servers of the Ministry of Interior. In order for these dozens of systems to become interoperable, the national government needed to establish and implement data standards that the different systems would need to adhere to. Additionally, considering the sensitive information maintained in these systems, the federal government also needed to develop appropriate security measures, firewall requirements, traceability protocols and data governance procedures. This became part of the federal government's broader effort to develop data standards and privacy and security controls through the publication of its [Open Data and Digital Services standards](#), and a [wiki guide strategy](#) to implement common graphics throughout the national government's online presence.

Basic Document Security, Breaking Paradigms

While the process of alignment around a national birth certificate administered by the Ministry of Interior was itself a challenge, the implementation was equally complicated.

Once the team had the support of states, their next step was to unify the provision of the service, which required a single format for the birth certificates at a national level. This included implementing security measures that don't rely on a physical signature or the use of security paper. Because the birth certificate is a widely circulated document that both the private and public sectors have used for a long time in Mexico, changing mentalities about the legality of a document without signatures, watermarks, or seals would be a problem that an electronic signature would not adequately solve.

Folio de Impresión
Número impreso con tinta penetrante como medida de seguridad para el control en la distribución de los formatos.

Denominación del documento

Datos de identidad
Nombres(s), apellidos, sexo, fecha y lugar de nacimiento.

Filiación
Vínculo jurídico y/o consanguíneo del registrado. Ejemplo: nombre(s) (de los padres o tutores), apellidos, nacionalidad y CURP. El orden de los apellidos se colocarán con la prelación en la que aparezcan asentados los datos de la persona que ostente la filiación, en términos de lo que disponga la normativa estatal al respecto.

Anotaciones marginales
Modificaciones jurídico-administrativas del registro originario.

Medida de seguridad 1
Código bidimensional que contiene encriptada la información del documento.

Marca de agua

Medida de seguridad 2
Código de verificación incluye código de barras que permita validar el documento.

Leyenda de instrucciones
Enunciado por medio del cual se indica la página de internet en donde se podrá validar la información del acta.

Medida de seguridad 3
Identificador electrónico. Es un número que sirve para tener control de las impresiones de cada formato único, dicho número distingue en un acta impresa de otra. Establece la entidad, municipio y oficina de registro, año de expedición y número consecutivo de cada copia certificada expedida.

Elementos de registro
De la identidad jurídica, CURP, número de certificado de nacimiento, entidad de registro, fecha de registro, libro, número de acta.

Base legal
Marco jurídico para la expedición del documento de identidad, así como la fecha de emisión de la copia certificada.

Medida de seguridad 4
e.firma del Registro Civil que certifica la existencia y da validez del documento de identidad.

Medida de seguridad 5
Código QR para verificar la información del documento a través de diversos dispositivos.

Nombre
y cargo del Oficial o Juez del Registro Civil que certifique el acta.

This graphic shows the security measures the government included in the digital version of the birth certificate. These include a bidimensional code that has the document information encrypted, a bar code linked to the National Birth Certificate Database, an electronic identifier number unique to each particular copy of the birth certificate, a QR code that includes the information un-encrypted, and the electronic signature of the Civil Registry.¹⁵

To address the digital signature issue, the GOB.MX team created a validation procedure that all Mexicans could access.¹⁶ First, they incorporated a QR code and Electronic Identifier (an alphanumeric 20 digit code) for every electronic document. When visiting the [GOB.MX birth certificate portal](#), any person could scan the QR code or enter the 20-digit identifier and the portal would verify their identity by pulling the original data from the National Birth Certificate Database of the Ministry of Interior. The portal also built in four additional security measures which are now included when viewing the birth certificate through the portal and any print-out in any paper form. Throughout the process, the GOB.MX team worked closely with the National Council of Civil Registry Officials (CONAFREC), the technical and operational

¹⁵ CONAFREC. (2017). [Conoce el nuevo formato único de la copia certificada del acta de nacimiento](#). Mexico City.

¹⁶ [Official Federal Gazette of Mexico](#). (2016). Mexico City.

coordination body created for coordinating all the Civil Registries on the country, to ensure that the security measures would be sufficient for the consolidated national birth certificate.

The new format was approved by the 32 states, and to get more people using the new service, the Office of the President launched a [multimedia campaign](#) and [national events](#) explaining the changes of the document. The messaging included the benefits of the electronic certificate, appealing to the on-demand nature of our digital age. And while Mexicans were encouraged to use the new system to obtain electronic birth certificates, the old paper certificates that were previously valid were still considered valid by the states.

Payments

After addressing the format and building in appropriate security measures, the GOB.MX team turned to the payment process that would enable the service to be 100% online. Even though states would determine the costs individually, the goal was to create a unified and seamless system on the front end, with an unseen back end that would send people to the treasury systems in their local states. This required the GOB.MX team to coordinate security measures and privacy settings with the 32 state treasuries and banking providers and settle a unified process to provide a whole of government experience to every user.

“The goal was to provide a clean service that encompassed a whole of government approach.”

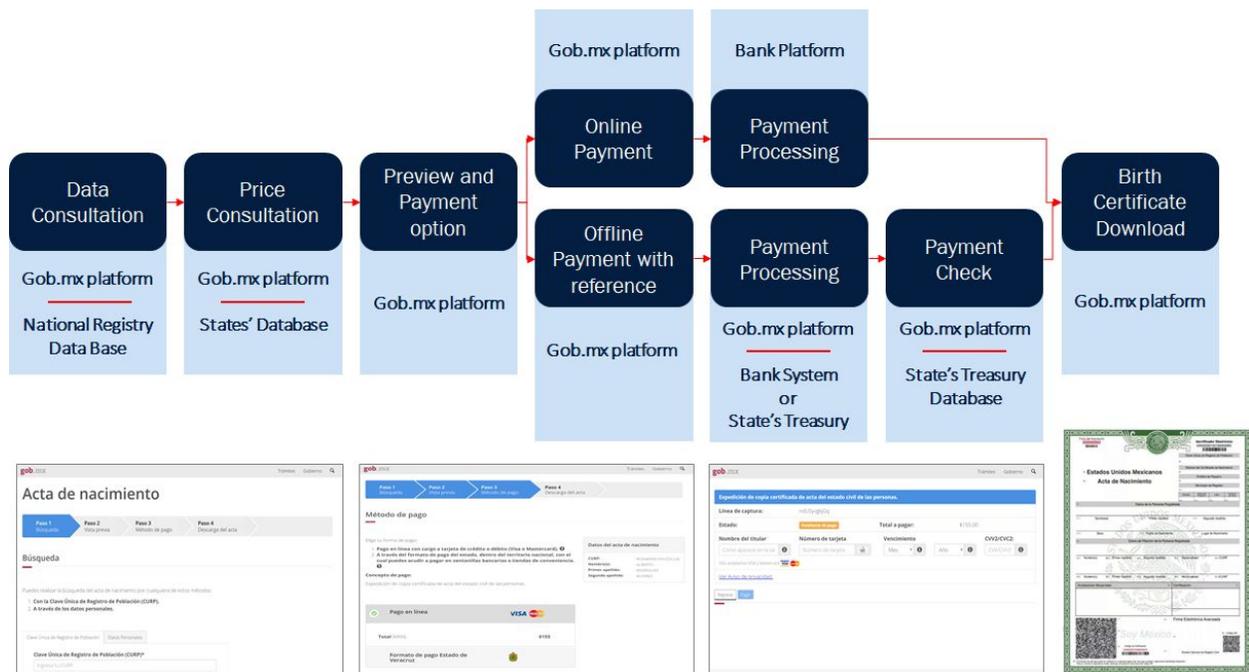
– Yolanda Martinez

It is important to note that even though the goal was to provide a complete digital experience, the percentage of the population in Mexico with access to financial services was low, with only around 44% of people having a bank account in 2015 and only 32.5% in rural areas.¹⁷ Because of this, most states had agreements with convenience store chains to accept local payments for their services which were included in the unified payment process.

This unified process required data sharing agreements between several entities, all of them operating under the umbrella of the GOB.MX portal data standards for security and interoperability published by the GOB.MX team. It included:

¹⁷ National Council on Financial Inclusion. (2016). [National Policy for Financial Inclusion](#). Mexico City.

- The GOB.MX portal which managed the validation services and the creation of the web document,
- The National Birth Certificate Database which provides the information on the document,
- A bank with national presence that processed online payments and developed a way for people to pay offline with cash to third parties, such as convenience stores, and
- The states' treasuries which established payment amounts, confirmed payments, and approved the issuance of the document.



Unified process to deliver the Birth Certificate. Note that this process unites more than five different servers under one platform with the same look and feel.¹⁸

Once the GOB.MX team coordinated all the stakeholders and formalized agreements with them, they turned to building the website to process payments. This included developing a central government-wide website where people could either pay directly for the birth certificates or enter the voucher information if they had paid offline through a third party. “The goal was to provide a clean service that encompassed a whole of government approach for the user, even if there were several institutions working behind the curtains,” says Yolanda Martinez. This payment processing system also became the basis for future transactions with the national government.

¹⁸ Graphic created based on information from interviews and the [GOB.MX Birth Certificate website](#).

Prototyping, Iterating, and Launch

Once the product was completed and the stakeholders had a chance to fully test it, the team turned to a phased roll-out strategy that included several rounds of testing and iteration.

The first prototype of the service started with an alpha stage with five states in August 2017. At the alpha stage, the GOB.MX team first sought to understand whether a user understood the information provided about the service, could quickly and intuitively navigate the site, and if the payment mechanisms worked as intended. The GOB.MX team spent three months creating user testing opportunities at government events and within agencies where government employees could use the website to obtain their own electronic birth certificates for free. This allowed the GOB.MX team to test the integration of the end-to-end service and analyze how people interacted with the webpage.¹⁹ After this initial testing period, the team made several changes on the platform including the general information about the service, the payment user interface, and several technical updates to optimize the platform.

After the alpha stage, the GOB.MX team toured each of the 32 states to present the new service to all local authorities, including the elements of the document printed on simple paper and the legal basis for its full acceptance. They began to roll the service out to the next phase of states in November 2017 and continued to refine the features based on what they learned during implementation, including incident attention protocols, and integrating a help desk within the system for recording invalid data or non-digitized records. The rollout was fully completed in January 2018 and the national government issued 3 million birth certificates by the end of the Peña Nieto administration in December 2018.²⁰

Digital Services in Mexico Today

The process of designing and implementing the Online Birth Certificate laid the foundation for nationwide government digital services in Mexico. The internal coordination processes and technical infrastructure evolved into an integral part of the country's National Digital Strategy. Many of the processes and approaches piloted in the birth certificate project have been replicated for other projects; for example, the basic model used in the birth certificate process has now been adapted and grown to set up interoperability in the whole Federal Government through a

¹⁹National Digital Strategy Coordination. (2018). *Diseño centrado en el usuario - Tu acta de nacimiento en línea* www.gob.mx/actanacimiento.

²⁰*ibid.*

policy called the [Open Data Scheme of the Federal Public Administration](#) to accredit the largest number of digital service requirements possible through these mechanisms.

The learnings from this project helped the GOB.MX team also digitize the government-issued certificates associated with certain professions such as law or medicine. It also helped create a network of 150 interoperable services across the federal government that use the electronic certificate and no longer require the citizen to present their documents. The same payment processing system was also adapted for the professional certificate service.

The services remain in operation under the current government led by President Andres Manuel López Obrador who took office in 2018.

Lessons Learned

This process led by the Mexican government and its multi-stakeholder approach poses several lessons to be considered by policymakers:

- **Get support as quick and as highly placed as you can and use any institution you can for support.** The Coordination of the National Digital Strategy at the office of the president provided an overarching platform for political negotiations and opened every door available for cooperation. Also, the use of the CONAGO's political platform was paramount for getting the governor's support and bypassing what would have been a multiparty negotiation for a complicated service.
- **Design solutions that prioritize the user rather than the legal constraints.** By focusing on how the birth certificate was being used by the private sector, the NDS team was able to prepare a strategy outside of the legal constraints that national identity poses. Implementing a validation tool that anybody could use was a good way of bypassing the legal hurdles that dealing with electronic and autographic signatures would have entailed.
- **Appeal to stakeholder needs instead of imposing procedures.** By addressing the financial capabilities of the states and including them in the design process instead of the negotiating table, agreements were easier to reach. By encapsulating a common problem among the actors such as the individual cost requirements the state needed and their own arrangements with third parties, the design process was able to reach the common goal of a national service.

- **Leverage in-house solutions.** The design of a common payment engine that could be adapted to every state's financial necessities allowed for a quick implementation. If that solution would have been put towards a legal tender, the process would have been extremely difficult given the legal requirements that every state would need. An in-house solution allowed for fast adaptability and low cost for the NDS team.
- **Design for today's problem, build for tomorrow's.** The design of the interoperability process, the payment engine and the legal cooperation agreements was directed at solving for the problems a National Birth Certificate service would entail. However they also accounted for future use of the platforms. The interoperability scheme was built for adding other state actors, and the payment engine to be deployed in other federal services. The legal agreements with the Ministry of Interior encompassed all services in the Civil Registries' domain and would be easily transferable under the same process.

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