

INTERNATIONAL DEVELOPMENT GROUP

**THE RESEARCH FOUNDATION
OF STATE UNIVERSITY OF NEW YORK**

MEXICO LEGISLATIVE SUPPORT PROJECT

QUARTERLY REPORT

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I. EXECUTIVE SUMMARY

- BUDGET EXPERT MAURO BRINGS WEEK-LONG CONSULTANCY TO CHAMBER OF DEPUTIES BUDGET UNIT, ISSUES REPORT
- SPEAKER PAOLI ADDRESSES USAID INTERNATIONAL LEGISLATIVE STRENGTHENING CONFERENCE IN VIRGINIA
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- FOX'S ELECTORAL VICTORY TO BRING SWEEPING CHANGE TO MEXICAN GOVERNANCE. SUNY FACES NEW CHALLENGES, OPPORTUNITIES

In the final quarter before Mexico's critical July 2, 2000 elections, the State University of New York's congressional assistance program in Mexico achieved several declared goals. April through June marked a period of sustained activity, including an intensive one-week workshop with the Chamber of Deputies' nascent Public Finance Studies Center, USAID's 2nd International Conference on Legislative Strengthening in Virginia and various activities surrounding SUNY's March-August *diplomado*, or certificate course, in Comparative Parliamentary Law, conducted three days a week inside the Chamber of Deputies.

One of the Mexican Congress' most important achievements in the LVII Legislature (1997-2000) was the parliamentary agreement that launched the *Centro de Estudios de Finanzas Públicas*, or Center for Public Finance Studies. This non-partisan team, a Mexican version of the U.S. Congressional Budget Office, was formed in 1998 and has grown to approximately 40 full-time staffers. At the request of the Unit's director, SUNY brought budget expert Frank Mauro to Mexico for a one-week consultancy. Mauro, who has worked with SUNY legislative projects in many countries, specializes in the operations of technical budget analysis offices inside legislatures. His week with the Center was intensive and successful. His detailed report, featuring his findings and recommendations is attached to this document.

In early June, SUNY was honored to invite Dep. Francisco Paoli Bolio, president of the *Mesa Directiva* of the Mexican Chamber of Deputies (Speaker of the House), to USAID's Second International Conference on Legislative Strengthening, held in Wintergreen, Virginia. Paoli, perhaps the highest-ranking legislator to attend the event, spoke of the gains made in the historic LVII Mexican Legislature, the first in which the no party held an absolute majority in the Chamber of Deputies. His detailed presentation was warmly received. Paoli's presence further solidified SUNY's relationship with the Chamber.

SUNY's *diplomado* in Comparative Parliamentary Law began last quarter, in partnership with the Chamber's Legislative Research Institute and the *Universidad Iberoamericana*. More than 100 students enrolled. At the request of some deputies and the heads of research and analysis units inside the Chamber, SUNY offered half-scholarships to many key staffers, all of whom wished to continue working in the next Legislature and expressed financial need and a desire to hone their legislative skills. The course reached full flower this quarter with SUNY-selected legislative experts visiting from many countries. SUNY took advantage of the stay of many to introduce them to the new structure of the Chamber under its new Organic Law, the new career civil services as well as professional units inside the Chamber to provide more intimate talks and shared experiences. These sessions serve to highlight the gains of the Mexican Congress and promote future exchange between the Congress and other legislatures and universities abroad.

The course is set to end in August with a formal closing ceremony. SUNY hopes to offer this course again in the new Legislature and is studying the possibility of producing a "virtual" course in Mexican Parliamentary Law and Legislative Administration that would be provided, by satellite and Internet, to state legislative deputies and staffers throughout the country.

The July 2000 Elections

Two days after the quarter ended, SUNY witnessed what most observers regard as Mexico's most consequential national election. In a peaceful and orderly vote, the PAN's Vicente Fox won the presidency, removing the governing PRI party from that office for the first time in 71 years. The PRI, also for the first time, lost its majority in the Senate. The Chamber of Deputies, as expected, remained without a majority party, with the PAN gaining many seats, but falling short by four of the PRI's continuing plurality. The PRD party, which had represented the second largest party in the Chamber of Deputies, lost many seats and fell to third.

Mexico's LVIII Legislature will be sworn in on Sept. 1, 2000, offering SUNY new opportunities and challenges. As discussed in previous quarterly reports, no official in Mexico may be re-elected to a consecutive term in office. That means that there will be 500 new deputies and 128 new Senators sworn into office in September.

In the next Legislature, SUNY's first goal is to renew its *Convenio*, or formal collaboration agreement, with the Chamber of Deputies. This agreement, whose signing was deemed unthinkable when SUNY arrived Mexico in 1998, will terminate at the end of the current Legislature. The *Convenio* served SUNY as a critical door-opener and, even for enthusiastic collaborators, it provided SUNY with the official sanction necessary to conduct all its activities with the Chamber.

At the same time, SUNY wishes to sign a similar agreement with the Senate. This body, which for the first time in modern history will have no ruling party, will in many ways transform itself as the Chamber did in the last Legislature. SUNY intends to work closely with the several new Senators who served as Deputies in the current Legislature.

As the third priority, SUNY hopes to replicate many of its activities from the federal Congress to state legislatures. SUNY hopes to achieve this in concert with efforts by the federal Chamber of Deputies and local universities. SUNY has been approached by representatives of several state legislatures and would select partner states by virtue of their need for assistance and political will to reform.

SUNY's difficult political entry into Mexico was followed by significant achievements with the LVII Legislature. SUNY believes its activities with both chambers of the LVIII Legislature will build from this strong foundation.

II. PROGRAM REPORT

A. Budget expert Mauro completes one-week consultancy

SUNY activities in Mexico began in early 1998 with a formal study of the legislative budget power. This study was conducted for USAID/Mexico by John Johnson of SUNY's International Development Group and by Albany-based consultant Frank Mauro.

Mauro is a budget analyst and an internationally-recognized expert in technical budget offices that serve legislatures. He serves currently as director of the Fiscal Policy Institute, a nonpartisan and non-profit watchdog organization in Albany dedicated to tax fairness and analysis and oversight of the New York State budget process. He has consulted for SUNY legislative programs in numerous countries. Previously, he worked as staff secretary of the NY State Assembly's Ways and Means Committee.

One of SUNY's key partners in the Mexican Chamber of Deputies is Lic. Roberto Michel, director of the Chamber's nonpartisan and highly professional Public Finance Studies Center. (In prior SUNY quarterly reports, the *Centro de Estudios de Finanzas Públicas*, or CEFP, was referred to as the Fiscal Studies Unit). This office, which was created little more than two years ago by legislative agreement, has seen rapid growth and met uniformly positive results. Michel has felt confident that his CEFP has been producing its monthly and quarterly reports, plus its on-demand analyses for individual members and committees, but felt that he needed an outside "auditor" to better judge his work-product.

In a meeting with Michel, SUNY offered to bring Mauro to Mexico for a week-long consultancy, fully dedicated to working with Michel and his team. Lic. Alfredo Del Valle, the Chamber's Secretary for Parliamentary Services and Michel's immediate boss, expressed some reservations with SUNY sponsoring Mauro's visit to Chamber. But these were smoothed over during the course of the visit, with Del Valle and the Samuel Rodriguez, the Chamber's Director of Protocol (in charge of all official visits) hosting Mauro to a mid-week lunch.

Mauro engaged himself thoroughly in the CEFP's operations, meeting with the entire staff in several conferences, and also spending individual time with each of the CEFP's four department directors. His input was well-received as was the detailed report he prepared (see attachments). Mauro was to return to Mexico in early July as a lecturer for SUNY's *diplomado* course in Comparative Parliamentary Law. SUNY intends to have him meet again with the CEFP to discuss his report.

B. Speaker Paoli addresses USAID legislative conference

On June 5-8, 2000, the Center for Democracy and Governance of USAID's Global Bureau held its Second International Conference on Legislative Strengthening in Wintergreen, Va. The conference was co-presented by SUNY's International Development Group; SUNY/Mexico played an active role throughout the week.

Accompanying SUNY to Virginia was Dep. Francisco Paoli Bolio, the president of the Chamber's *Mesa Directiva*, or Mexico's Speaker of the House. Paoli masterminded many of the most critical reforms of the LVII Legislature, including the Congress' new Organic Law, which overhauled an antiquated governing structure built by the long-ruling PRI party, halved the number of committees and instituted new a professional legislative career civil service for qualified staffers. These gains were made possible by the historic election of 1997, in which for the first time, the PRI narrowly lost its majority in the Chamber of Deputies. Despite the PRI's continuing majority in the Senate, the new Organic Law passed. (In the 2000 elections, the PRI lost the Senate; no party will have a legislative majority in the LVIII Legislature.)

Paoli spoke at the session entitled, "Political Will and Support for Legislative Strengthening" on the first full day of the conference. He discussed Mexico's long and difficult to legislative reform. While in Virginia, Paoli also met with counterparts from various countries and attended virtually all conference sessions. Most notably, Paoli invited the delegation from Nicaragua to come to Mexico. SUNY/Nicaragua Chief of Party Guillermo García accepted Paoli's generous offer and intends to bring a group from the Nicaraguan Congress to Mexico from July 31-Aug. 4. SUNY/Mexico will assist in this legislative exchange, focusing on Mexico's Library of Congress and information services.

Also at the conference, SUNY/Mexico Chief of Party Robert Balkin served as a presenter at the session on "Institutional Development in a Political Environment." SUNY/Mexico also assisted conference organizers in note-taking during sessions. (See Attachments for conference agenda and summary of Balkin's remarks.)

Dr. Paoli's speakership, which began upon implementation of the new Organic Law in October 1999, has been notable for its "open door" policy toward SUNY. He developed his vision to modernize the Congress years ago, in his first term as a deputy and chair of the Library and Information Committee, and has enthusiastically backed all SUNY/Mexico

efforts in this Legislature. His role was decisive in SUNY's signing of its formal *convenio* with the Chamber and with the designation of office space for SUNY inside the Chamber. This trip further consolidated SUNY's ties with him. Paoli likely will move on to academia at the end of this legislature in September. SUNY anticipates continuing a close relationship with him in the future.

C. SUNY course in Chamber brings international experts to Mexico

The Mexican Congress' new Organic Law, approved in August 1999, reflected for the first time, a commitment on the part of the Legislature to employ professional staff on whose experience the Congress could capitalize. The necessity for this law was glaring. In a country where the Constitution prohibits consecutive re-election, the Mexican Congress had grown accustomed to 100% turnover of legislators and key staff. "Institutional memory" hardly existed as legislators removed not just all their personnel and files, but their computers and hard drives as well.

Besides changing the way the deputies themselves run the Congress by dramatically strengthening its *Mesa Directiva*, or executive body, the Organic Law provides for a new operating structure for the Congress. The old politicized position of *Oficial Mayor* has been replaced by a Secretary General and two under-secretaries, for Parliamentary Services and Administration & Finance, respectively. SUNY directs much of its efforts at these three appointed officials.

The new Legislative Career Civil Service offers staff the opportunity to hone legislative skills over more than just one Legislature. The program was rushed into writing, spelled out in the Chamber's new *Estatuto*, or internal governing statute. In late July and early August, staffers will be required to take a rudimentary course in order to qualify for this service. It remains a work in progress. The *Estatuto* must be ratified by the next Legislature and will likely be modified.

The Chamber's new emphasis on professional personnel fits squarely with SUNY's experience and modernization goals for Mexico. This is why SUNY helped craft the *diplomado*, or certificate course, in Mexican Parliamentary Law, and why SUNY fully sponsors a second concurrent *diplomado* in Comparative Parliamentary Law, in concert with the Chamber's Legislative Research Institute and the *Universidad Iberoamericana*. Not only does SUNY play a programmatic role in the courses, but SUNY has provided -- in coordination with supervisors -- several dozen half-scholarships to qualified staffers, based on financial need and interest in pursuing legislative careers. SUNY deputy chief of party Margarita R. Seminario serves on the three-member board of academic coordinators for the course in Comparative Legislatures, along with academic scholars from the ITAM and the CIDE universities.

Both courses will terminate in August. During the current quarter, SUNY recruited eight different guest lecturers, from five different countries, to come to Mexico to teach. In addition to academic scholars, SUNY brought congressional professionals from various

countries, including Bolivia, Ecuador and Peru. (See Attachments for this list of guest lecturers from this quarter.)

SUNY took full advantage of these visits by providing the guest lecturers with a series of additional meetings and workshops. The lecturers met not only with key leaders such as Speaker Paoli and the Secretaries, but SUNY also organized working lunches with the technical services units of the Chamber (Library research and Budget Analysis) and with the young and impressive staff of the *Mesa Directiva*, those with the most expertise in the Chamber.

In addition, SUNY arranged for each guest to be provided in-depth briefings by Chamber personnel on the reforms of the LVII Legislature. Each visitor left with literature on the historic LVII Legislature and a greater understanding of Mexico's evolving legislative power. In other words, SUNY concentrates its efforts in not just bringing expertise to Mexico, but in spreading the word about Mexico's legislative strengths -- such as its Library and Budget Analysis Center.

The response to SUNY's highly-visible participation in the *diplomados* has been uniformly positive. SUNY intends to explore offering similar courses in the next Legislature. However, the new Organic Law eliminates the Chamber's Legislative Research Institute, SUNY's key partner in the *diplomados*. At this writing, it remains unclear where the task of organizing such courses will be housed.

SUNY remains committed to constructing a lasting program in technical legislative education in Mexico, either inside or outside the Congress. During the first months of the next Legislature, SUNY intends to sit down with both chambers of the Congress and leading universities to discuss not only *diplomados*, but also the possibility of a full Master's degree in legislative administration.

In addition, SUNY and USAID/Mexico plan to visit the campus of *Tec de Monterrey*. This private university is located in Monterrey, Nuevo Leon, Mexico's 3rd largest -- and fastest growing -- city. *Tec* has campuses in much of Mexico and has created an innovative "virtual university" that serves students all over the country through satellite and Internet technology. SUNY believes *Tec de Monterrey* could be a vehicle to bring parliamentary education to members and staff of state legislatures all over Mexico.

III. THE LVIII LEGISLATURE

CHAMBER OF DEPUTIES

	NEW LVIII LEG. (2000-2003)	OLD LVII LEG. (1997-2000)
PRI	211	245
PAN	207	117
PRD	51	116
GREEN^	16	4
PT	7	11
PSN	3	--
CD	3	--
PAS	2	--
Independents	--	7*

500 members, 251 needed for majority, 334 (2/3rds) needed for selection of new *Mesa Directiva* and Constitutional amendments

SENATE

	NEW LVIII LEG. (2000-2006)	OLD LVII LEG. (1994-2000)
PRI	60	75
PAN	46	31
PRD	15	15
GREEN	5	--
PT	1	1
CD	1	--
Independents	--	6*

128 members, 65 needed for majority, 86 (2/3rds) needed for selection of new *Mesa Directiva* and Constitutional amendments.

* Current Mexican electoral law does not allow candidates to run independent of an officially accredited party. Each of the independents from the recently concluded legislature ran with a party only later to declare themselves independent.

^ The Green Party ran as a coalition with Fox's PAN. They are expected to vote with the PAN, at least at the beginning the Legislature, giving the PAN a plurality in the lower chamber (but 28 votes short of an absolute majority). The PRD ran in coalition with the PT, PAS, PSN and CD. It is likely that these small parties will work apart from the PRD.

The election of July 2, 2000 represents an unprecedented moment in Mexican history. PAN candidate Vicente Fox's victory brought an end to 71 years of PRI rule. His desire to build a multi-party "government of transition" will require a deft touch in the naming of his Cabinet. But Fox will be the first Mexican president to lead without a parliamentary majority in either chamber Congress. (For the first time, the PRI will control neither of the two chambers.) Fox's PAN-Green Party coalition has a chance to forge a plurality in the lower house, but not in the Senate. In both chambers, Fox must carve a majority for every one of his initiatives.

SUNY views the make-up of the new Congress, which will begin its work on Sept. 1, 2000, as an opportunity to have an even greater impact Mexico legislative strengthening. The same real political power, which transformed the Chamber of Deputies these past few years, will soon flow to the Senate. Furthermore, all the political parties – especially the PRI – will see the need to expand the independence and authority of the legislative branch. SUNY sees its level of collaboration with the PRI greatly increasing in the coming months.

A note of caution: Notwithstanding the alternation of power reflected in Fox's victory and the composition of the new Congress, SUNY continues to believe that the Constitutional prohibition against consecutive re-election remains the fundamental weaknesses of Mexico's political system of checks and balances. Because there will be no returning members, SUNY anticipates a lull, or transitional period, of several weeks to months, before returning to its level of activities in the Chamber of Deputies. SUNY will require this same amount of time to form a working relationship with the Senate. (Members-elect are already discussing re-election among various Constitutional reforms.)

Also, at this writing, it is unclear whether any of the Chamber of Deputies' three secretaries -- Secretary General Fernando Franco, Parliamentary Services Sec. Alfredo del Valle or Administration Sec. Jorge Valdés, each of whom a close SUNY collaborator -- will be retained by the new members. SUNY will undoubtedly capitalize on its efforts from the 57th Legislature, but must wait for the Chamber to create its new governing groups. At stake are not just the above positions, but the leadership of the new *Mesas Directiva*, and the selection of committee chairmen.

Beginning in early September, SUNY must seek to renew its current *Convenio*, or formal collaboration agreement, with the Chamber of Deputies at the earliest opportunity. This signed accord, the basis for all of SUNY's activities inside the Chamber, expires on the 31st of August. Also, SUNY opts to respect the request of the Chamber's administration and will relinquish its office inside the Chamber's Library. This request, a formality, was made to virtually all Chamber personnel using Library space. SUNY anticipates reoccupying this space upon signing a new *Convenio*.

The efforts to engage the Senate in modernization activities will mirror those in the Chamber of Deputies. In the Senate, SUNY will work with former deputies elected to upper house, including César Jáuregui, a PAN member of the Chamber's Mesa Directiva, who is expected to serve as an influential member of the new Senate.

Another opening: SUNY believes the new Legislature will create opportunities to expand relationships with various state legislatures. The federal Congress, in particular the Chamber of Deputies, believes it has a role in working with these 32 assemblies. SUNY has been approached by various state legislatures and will embark on programming activities based on its progress at the federal level. The use of SUNY's *diplomado*, conducted through "virtual university" satellite technology with the Chamber of Deputies, may be a proper method of contact.

V. UPCOMING ACTIVITIES

- July 6-7 Visit of Frank Mauro for lecture at *diplomado*. Meetings programmed with Public Finance Study Center.
- July 17 Visit of Ronny Rodriguez of OAS for lecture at *diplomado*. Meetings programmed with members and staff of the *Mesa Directiva* and Secretariats.
- July 21 Visit of Juan Singer of the *Parlatino* for lecture at *diplomado*. Meetings programmed with staff of the *Mesa Directiva* and selected deputies.
- July 24 Visit of Anders Johnsson of the Interparliamentary Union for lecture at *diplomado*. Meetings programmed with *Mesa Directiva* and selected deputies and staff. Luncheon planned in Senate.
- July 31-Aug. 4 Visit of delegation from Nicaraguan Congress. Meetings programmed with the Library, *Mesa Directiva* and Secretariats.
- Aug. 25 Formal closure/graduation ceremony for *diplomado*.
- Aug. Visit to "virtual university" campus of *Tec de Monterrey*.
- Sept. 1 Inauguration of the LVIII Legislature. President Ernest Zedillo gives his annual *Informe*, or State of the Union Address.

VI. ATTACHMENTS

1. Report on progress of the Chamber's Fiscal Studies Center (CEFP) by SUNY consultant Frank Mauro.
2. Agenda of USAID's 2nd International Conference on Legislative Strengthening, June 5-8, 2000, Wintergreen, Virginia.
3. Summary of remarks by SUNY/Mexico chief of party Robert Balkin at USAID's 2nd International Conference on Legislative Strengthening, June 5-8, 2000, Wintergreen, Virginia.
4. List of guest lecturers, April-June, for SUNY/Chamber *diplomado* course in Comparative Parliamentary Law.

THE ROLE OF THE
CENTRO DE ESTUDIOS DE FINANZAS PUBLICAS (CEFP)
IN STRENGTHENING THE ABILITY OF
***EL CONGRESO GENERAL DE
LOS ESTADOS UNIDOS MEXICANOS***
TO FULFILL ITS CONSTITUTIONAL RESPONSIBILITIES
IN THE BUDGETARY PROCESS:
**AN EARLY ASSESSMENT OF THE CEFP'S
PROGRESS AND POTENTIAL**

by

Frank J. Mauro
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July 25, 2000

The Role of the Centro de Estudios de Finanzas Publicas (CEFP) in Strengthening the Ability of the Mexican Congress to Fulfill its Constitutional Responsibilities in the Budgetary Process: An Early Assessment of its Progress and its Potential

Frank J. Mauro
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I. Introduction and Overview:

In early May, I had the opportunity to meet with Roberto Michel and the other members of the professional staff of the Centro de Estudios de las Finanzas Públicas (CEFP) of the Camara de Diputados. We spent three full days (Tuesday, May 9th through Thursday, May 11th) and part of a fourth day (Friday, May 12th) discussing the following topics as they relate to the work of technical, nonpartisan budget offices in legislative bodies.

- the structure and functioning of the CEFP and of similar institutions in other countries,
- the budget process in Mexico and in other countries,
- public expenditures in Mexico and other countries,
- theoretical considerations relative to public expenditures,
- the tax system and fiscal federalism in Mexico and other countries, and
- fiscal reform in Mexico, and methodological issues involved in carrying out fiscal reform.

While this program dealt primarily with substantive issues, it provided me with a reasonably good understanding of the CEFP's activities and plans, how it is approaching its various duties, and how it is interacting with the members of the Camara de Diputados both individually and through the Camara's committees, commissions, and parliamentary groups. These discussions also provided me with an opportunity to share my ideas and suggestions regarding the development of the CEFP as well as my thoughts on the substantive subjects that we discussed.

For an organization that has not yet reached its second anniversary, the CEFP has a substantial record of accomplishment. It has established an effectively functioning organizational structure, developed significant data bases, and effectively utilized modern information technologies in its work. With continued support from the Congress, the CEFP can make substantial contributions to the strengthening of the Congress's ability to fulfill its constitutional responsibilities in the budgetary process.

The purpose of this brief report is to set down in writing (a) my findings regarding the progress of the CEFP to date (Section III), and (b) my thoughts on ways in which the CEFP can assist the Camara de Diputados in effectively utilizing its constitutional powers in the budgetary process (Section IV). To place the CEFP's progress, to date, into proper historical context, the report begins with a brief overview of the Center's origins and its authorizing legislation (Section II). The report also includes, as attachments, the authorizing statutes of the three technical nonpartisan budget offices in the U.S. that I see as the best analogs to the CEFP for peer exchange and peer review purposes.

II. The Origins and Responsibilities of the CEFP

A historical review of the role of the Mexican Congress in the budgetary process is fairly definitive evidence of the proposition that a legislature's influence in its country's budgetary process is not determined solely (or even primarily) by the formal budgetary powers assigned to that body by the country's constitution and other organic laws.

In the summer of 1997, the Institutional Revolutionary Party (PRI) which at that time had controlled the executive and legislative branches of the Mexican government for almost 70 consecutive years lost control of the Camara de Diputados, the lower house of the Mexican Congress, to a coalition of opposition parties. In terms of the budgetary process, this development was particularly significant since, under the Mexican Constitution, budget adoption is the sole responsibility of the lower house. The Senado, the upper house, is indirectly involved in budget negotiations, however, since revenue bills require the approval of both houses.

One of first visible results of this change occurred in December 1997, when an unprecedented battle ensued between the executive and legislative branches over the adoption of the national budget. In the end, one of the opposition parties reached an accommodation with the executive, but the legislature's new independence had clearly made a difference. The budget initially submitted by the President had been drafted to accommodate some of the issues that had been prioritized by the opposition parties during and following that year's election campaign. In addition, the executive agreed to some additional changes in order to win the support necessary to secure congressional approval of the budget.

A second change, which resulted in part from the first, was a recognition by many of the members of the Camara that a number of significant steps needed to be taken in order for the Congress to be able to fully exercise its constitutional powers in the budgetary process. Among those steps were:

- ensuring that the Camara had access to the information necessary to understand and analyze the executive's budget proposals and to monitor budget implementation, and
- ensuring that the Camara had the professional staff support necessary to utilize that information effectively in analyzing existing and proposed tax and expenditure policies, and other proposals with fiscal implications.

In early 1998, shortly after the conclusion of the first budget negotiation conducted under divided party control, a multi-party delegation from the Camara de Diputados visited Washington, D.C., to learn more about the role of the U.S. Congress in that country's budget process. During their visit, the delegation paid particular attention to the mechanisms used to provide technical support to members of the U.S. Congress in the exercise of their budgetary responsibilities.

Shortly after their return to Mexico City, several members of that delegation made public statements emphasizing the importance of the technical support provided to the U.S. Congress by

the Congressional Budget Office and the General Accounting Office. During a visit that I made to Mexico City in February 1998, I had the opportunity to meet with representatives of the Congress's three major party groups to discuss the budget process. At that meeting, one of the legislators who had been part of the delegation that had visited the U.S. a few weeks earlier (Dip. Francisco Paoli Bolio) said quite definitively that the Congress would be moving quickly to establish a technical, nonpartisan budget office patterned after the U.S. Congressional Budget Office.

A little more than a month later, on April 2, 1998, the Chamber of Deputies adopted a parliamentary agreement providing for the creation of a fiscal studies unit (the Unidad de Estudios de Finanzas Publicas [UEFP]) to assist the Chamber in carrying out its budget responsibilities. A copy of that agreement is attached to this report (see Attachment A).

- Article 1 of the agreement provides for the establishment of the Unidad de Estudios de Finanzas Publicas (UEFP), which is subsequently referred to as the Unidad.
- Article 2 sets forth a series of 11 functions for which the Unidad shall be responsible. These range from analyzing the executive's quarterly reports to the Camara on the country's economy, finances and debt to presenting the Unidad's own budgetary requirements to the Chamber's Administration Committee. In addition to the 11 functions assigned to the Unidad by Article 2, it is also required by Article 14 of the Agreement to produce and distribute a periodic Bulletin in which it will present "analysis, reports, projections, and other relevant documents."
- Articles 3 through 7 and Article 13 deal with the governance and operations of the Unidad.
- Articles 8 through 11 deal with the appointment and removal of the head of the Unidad.
- Article 12 deals with the appointment of the Unidad's other staff.

The new Organic Law of the Mexican Congress which took effect in September 1999 placed the Unidad's duties into permanent law and changed its name to the Centro de Estudios de las Finanzas Públicas (CEFP).

III. Progress to Date

Since early 1998, when it decided to establish a technical, nonpartisan budget office, the Camara de Diputados has moved expeditiously and effectively. Besides adopting the April 1998 Parliamentary Agreement establishing the CEFP, the Camara has recruited and appointed the CEFP's top staff, and provided the CEFP with the resources necessary to assemble a reasonably-sized staff and to obtain the basic computer systems necessary to fulfill its responsibilities under its authorizing legislation.

An initial director general was appointed in the Summer of 1998, but the institutional development of the CEFP did not really begin until the current director general, Roberto Michel, took office on November 13, 1998. Since Michel's appointment there has been stability in the organization's top level staff, a steady development of the organization's knowledge base, and the development and implementation of effective routines for the accomplishment of its work.

The staff of the CEFP is organized into four subordinate units, each of which is headed by a director. In addition to the staff assigned to these units, four employees report directly to the Director General: a Secretario Particular to the Director General (Enrique Esquivé), an Asesor and an Asesor Juridico (Lic. Rafael Huerta and Ricardo Arce), and a Technical Coordinator for International Economic Matters (Martha Montiel). The four subordinate units and their top staffers are as follows:

- Macroeconomic and Sectoral Studies (Mtro. Jose Luis Ortiz, Director) ; Dr. Carlos Augusto Colina, Subdirector del Sector Externo y Financiero; and, Lic. Francisco Antonio Bolanos, Subdirector for Macroeconomic Analysis)
- Budget and Public Expenditure Analysis (Dr. Edgar Nolasco, Director, and Lic. Gerardo Hernandez, Subdirector)
- Treasury Studies (Lic. Edmundo Bernal, Director; Lic. Ruben Espinosa, Subdirector de Estudios del Financiamiento Publico; and, Lic. Ramon Zepeda, Subdirector of Revenue and Public Debt. NOTE: This unit also handles issues related to intergovernmental fiscal relations)
- Technology and Information Systems (Ing. Jorge Alejandro Arciga, Director and Act. Sergio Olvera, Subdirector for Systems Development. NOTE: This unit handles both information technology and the physical production of the CEFP's publications.)

While the CEFP has now lived through two budget consideration periods, it has only been really "up and running" for one: the November-December 1999 consideration of the budget for the year 2000. In 1998, Michel had only been on board for two days when the 1999 executive budget was submitted on November 15, 2000, and the organization was not fully staffed.

For an organization that is this "young," the CEFP appears to have done an excellent job of building the infrastructure that will allow it do its job effectively for years to come. For example,

during the last year and a half, the CEFP has built a substantial data base containing two decades of information on revenues and expenditures and economic indicators. It has also established a strong "information systems/technology" foundation and has a clear understanding of the ways in which it can and should build upon that foundation.

At the same time that CEFP has developed its data bases and begun to build a strong technology base, it has recognized the need for timely responses to requests from the Diputados for accurate information and quick turn-around analysis that is responsive to their short-term needs. It has also developed a very useful "intranet" website where most of its reports and most of its data bases are available and where an innovative "query" system is being developed. Unfortunately, access is currently limited to sitting Diputados.

In its major projects, the CEFP is focusing on big-picture fiscal issues that relate to the interests of a broad spectrum of Diputados, cutting across party lines. One of those areas of ongoing work involves the matching up of budgetary information with information on the society's economic and social needs. The CEFP is attempting to do this in a way that will allow it to answer questions from the various commissions, committees and parliamentary groups regarding the country's investment needs in different fields (such as education, health care, etc.) and the impact that investments of particular amounts in particular fields are likely to have. Another area of ongoing work involves the issue of fiscal reform, with a particular emphasis on the revenue system. Somewhat interrelated with this work, but also being pursued independently, is the analysis of the interrelationships between and among the finances of the nation's various levels of government (fiscal federalism). This involves work on both the revenue and expenditure sides of the national, state and municipal budgets. The CEFP is also working to develop its own econometric models for doing both economic and revenue forecasts. Such models will be useful in a wide variety of ways. For example, these models will be of great benefit during the budget consideration process when the CEFP is required to assist the Diputados in their analysis of the executive's budget proposals. These models will also assist the CEFP in completing (a) the kinds of major projects described earlier in this paragraph, and (b) the many reports and analyses that the CEFP is required to undertake pursuant to the April 1998 Parliamentary Agreement as enacted into permanent law by the September 1999 Organic Law.

IV. Suggestions

This section of the report discusses several ways in which the CEFP can further assist the Congress in effectively utilizing its budgetary powers. Several of these suggestions are for steps that can be undertaken by the CEFP itself, while others are for steps that would have to be undertaken by the Camara or by one or another of its governing bodies.

A. Assisting the Congress in Dealing with Mexico's Short Budget Consideration Period
While the Camara de Diputados has substantial powers in the budgetary process, its ability to effectively exercise those powers is limited by the shortness of the budget consideration period. In each of the five years between presidential election years, there are only 30 days between the

date by which the President must submit his annual executive budget to the Camara (November 15th) and the date by which the Congress is supposed to complete its Fall session (December 15th). Even if budget negotiations continue (as they have in the last several years) until the end of the fiscal year (midnight on December 31st), this only extends the consideration period to 46 days. This is still an extremely short period of time compared to the practice in other large governments with a separation between the executive and legislative powers. In presidential election years, the consideration period is even shorter (16 days), since the deadline for executive submission is extended to December 15. Many observers of, and participants in, the Mexican budget process believe that the length of the budget consideration period should be extended.

To assist the Camara in exercising its budgetary powers as effectively as possible within the current time constraints (or even within somewhat more realistic time constraints), the CFEP can look to the example of the annual analysis of the California Governor's executive budget by the Legislative Analyst's Office (LAO) in the California State Legislature. (The LAO is the most well established technical, nonpartisan, legislative budget office in the world. It was established in 1941 and served as a model for the U.S. Congress's Congressional Budget Office [CBO] which was established in 1974.)

"Historically, one of the most important responsibilities of the LAO has been to analyze the annual Governor's budget and publish a detailed review at the end of February. This document, the *Analysis of the Budget Bill*, includes individual department reviews and recommendations for legislative action. A companion document, the *Perspectives and Issues*, provides an overview of the state's fiscal picture and identifies some of the major policy issues confronting the Legislature. These documents help set the agenda for the work of the Legislature's fiscal committees in developing a state budget. Staff of the office work with these committees throughout the budget process and provide public testimony on the office's recommendations." (<http://www.lao.ca.gov/laofacts.html>)

The LAO's Budget Analysis, which is hundreds of pages long and heavily analytical, could not conceivably be completed on time if the staff did not begin working on it until the release of the Governor's Executive Budget. Given, however, that virtually all budgets are overwhelmingly incremental, with only a small number of significant policy initiatives, it is possible to have much analysis completed prior to the release of the Executive Budget. Once the Executive Budget is released, attention can be focused on plugging in actual numbers, analyzing unexpected changes and the budget's overall strategy, and quickly completing the analysis for delivery to the legislature as expeditiously as possible.

The CEFP may not have a large enough staff to complete as comprehensive an analysis of the Mexican President's budget as the California LAO completes of its Governor's budget. But even a scaled-down version of such a report would greatly assist the Camara in making the most of the limited amount of time that it does have available for reviewing the President's budget. With advance planning and a well-structured program of preparatory work, such reports could be produced in each of the five years between presidential elections. (The current budget consideration time schedule in presidential election years is so compressed, however, that even this suggested approach is unlikely to be workable in those years.)

B. Maintaining and Building Upon the CFEF's Infrastructure Investment

1. Current Data Bases. As discussed earlier in this report, during the last year and a half, the CEFB has built a substantial data base containing two decades of information on revenues and expenditures and economic indicators. This is a tremendous accomplishment but in order for this investment to really pay off, the data base must be updated and maintained on a regular, on-going basis. This will require a commitment of resources for which the benefits will not all be immediate or obvious. Keeping these data bases updated is necessary for the functioning of econometric models with which the CEFB can do economic and revenue forecasting. Information from these data bases will also be useful in numerous studies and short reports on specific topics. The updating of these data bases on a regular basis will also allow the CEFB to present useful analyses of recent economic trends in the periodic bulletin that it publishes pursuant to Article 14 of the April 1998 Parliamentary Agreement. Doing this job well is likely to require additional investments in technology and staff with the necessary skills.

2. Monitoring Social Conditions and the Impact of Public Expenditures. As indicated earlier in this report, the CEFB is beginning to develop a data base of social indicators that it can match up with its data base of economic indicators and with information on government expenditures by program. This is an important and useful undertaking and relates to the suggestion presented above for an annual Budget Analysis patterned after that of the California LAO. Over time, if these efforts are successfully implemented, additional staff will be needed to focus on the analysis of the ministry budgets. In most organizations like the CEFB in large governments, there is frequently one budget analyst for each large Ministry (and any independent agencies and governmental corporations whose work is closely related to that of the ministry) and one budget analyst for relevant groupings of smaller ministries and agencies. These budget analysts would typically be grouped together under the direction of more experienced analysts (team leaders) to correspond to broad functional areas such as health and human services, transportation and infrastructure, education. These are only examples, since there is no perfect set of functional groupings, even for a particular country's budget. The key point is that the establishment of a limited hierarchy of this type fosters the kind of specialization and institutional memory that makes a professional budget staff very valuable to a legislative body over time.

C. Preparing Short and Accessible Reports Based on More Compendious Analyses

As importantly, the CEFB's data base can and should be used to produce summary type reports that are useful to and used by the members of the Camara. Reports containing all 20 years of all the data variables on revenues and/or expenditures and/or economic conditions are important reference documents, but it would be unrealistic to think that such compendium-type reports will generate much enthusiasm on the part of elected legislators, with very rare exceptions, or that they will be of immediate use to the Diputados. The CEFB should prepare shorter, more accessible reports that distill the information from its data bases into easy-to-scan charts and graphs that answer those policy relevant questions that are of greatest interest to the Diputados.

D. Operating in a "No Reelection" System

The Constitution's "No Reelection" provision makes the work of the CEFB both very important

and extremely challenging. The "No Reelection" requirement makes the CEFP's work even more important than it would be if members were allowed to run for reelection. The CEFP, in effect, can provide the Camara and its members with an "institutional memory" on fiscal and economic matters. It also provides the Camara with a source of fiscal analysis independent of the executive branch. Prior to the creation of the CEFP, the Camara had no such resource. But prior to 1997, the Camara did not really need such a resource since it did not function as an independent check on the executive branch. Thus, the establishment of the CEFP is effectively intertwined with the emergence of a Congress that is interested in exercising its constitutional powers in an independent, effective and professional manner.

The "No Reelection" requirement also makes the CEFP's work extremely challenging for several reasons. First, the CEFP needs to establish effective working relationships with a new group of Diputados every three years. This includes the need to introduce its capabilities, its work products and its services to many Diputados who were previously unaware of its existence and to others who may have heard of it but who would have no way of knowing the details of its work. This entire situation is complicated by the fact that the members of each new Camara have a variety of backgrounds, ranging from Diputados with little or no related experience to Diputados with previous service in the Camara. This provides the CEFP with both challenges and opportunities. In the short run, the CEFP should develop a range of introductory materials and introductory briefings that are responsive to the needs of Diputados with different backgrounds. In the long run, the implementation of the suggestions presented below for making the CEFP's capabilities and analyses broadly and publicly available, would mean that a constantly increasing number of new members would be familiar with the CEFP and be already oriented to availing themselves of its services.

E. Making the CEFP's Work Broadly and Publicly Available

Under the April 1998 Parliamentary Agreement, the CEFP's work is provided only to the members of the Camara. Its reports are published in limited quantities and its intranet website, where its publications as well as many of its data bases are posted, is only available to members of the Camara. No one else, not even the primary advisors to the Camara's committees, commissions and parliamentary groups, is provided with a security password that will allow them to have access to the CEFP's intranet website.

This situation means that the CEFP is of less utility and benefit to the Camara than it would be if its work were made publicly available. Over time, public and media recognition of the quality of the CEFP's work will reflect positively on the Camara thus helping to reinforce its role as a relevant and important force in the country's budgetary process. Alternatively, if the Camara hides its CEFP's capabilities under a bushel, it will then find it harder, if not impossible, to secure broad public and media support for actions that it may want to take on the basis of the CEFP's work. The experience of the California LAO is perhaps most instructive on this matter. The leadership and committees of the California Legislature do not always agree with the LAO's recommendations. But, they have benefited mightily from the credibility that the LAO has developed over time with the media and from the LAO's ability to fertilize the fields of informed discourse of budget issues with its analysis and insights.

The Camara, through the Mesa Directive and/or other appropriate governing bodies, should consider a change in the current policy regarding the dissemination and publication of the CEFP's work products and its intranet website. For an office like the CEFP to be of maximum benefit to the legislative body that it serves, it must build credibility with the media and interested publics.

F. Informing the Congress's Consideration of Fiscal Reform

1. Providing Balanced, Useful Analysis. As the Congress focuses the issue of fiscal reform, it will benefit from a thorough and even-handed analysis of the nation's the tax and revenue system. As part of its work on this subject, the CEFP should prepare a straight forward descriptive analysis of each individual revenue source as well as an analysis of the overall functioning of the system as a whole. For each tax (revenue source), and for the tax system, as a whole, this analysis should include an examination of:

- the tax's yield over time;
- an historical timeline of major changes in the tax's base, rate structure and administration.
- the tax's elasticity (how its yield varies over time in relation to GDP and other relevant economic variables);
- the tax's incidence (how the burden of the tax is allocated among different segments of the population by income category);
- the costs of administering the tax and any issues that exist regarding taxpayer compliance.

2. Recognizing the Senate's Role in Fiscal Reform and in the Revenue Side of the Budget Process. While (expenditure) budget adoption is the sole responsibility of the Camara de Diputados, revenue bills require the approval of both the Camara and the Congress's upper house, the Senado. Also, other legislation with fiscal implications, such as proposals to establish or change intergovernmental aid programs or human services programs, also requires the concurrence of both houses. In recognition of these realities, and of the increasing importance of fiscal reform, the Camara, through the Mesa Directive and/or other appropriate governing bodies, should consider the possibility of developing the CEFP into a technical resource that serves both houses of the Congress in a manner similar to the U.S. Congressional Budget Office and most other technical, non-partisan budget offices in other bicameral legislatures. This is not to minimize the organizational and financial issues that would have to be addressed in considering such a proposal, but to indicate that this suggestion seems particularly worthy of consideration at the present time, as the Congress continues to respond to new and changing circumstances. The implementation of such an approach might also serve to provide the CEFP with additional resources for the staffing and technology investments discussed earlier in this section of this report.

2ND INTERNATIONAL CONFERENCE ON LEGISLATIVE STRENGTHENING

June 5 – 8, 2000

Wintergreen Resort, Virginia, USA

Sponsored by USAID's Center for Democracy and Governance

Introduction: The number of legislative assistance projects and the number of individuals and organizations involved in such projects has grown considerably since USAID's 1996 International Conference on Legislative Strengthening held in Santa Cruz, Bolivia. The purpose of the upcoming conference is to examine key issues related to legislative strengthening and to share best practices. The central theme of conference plenary and small group discussion sessions will be "Legislatures and Representation."

Overall Theme: Legislatures and Representation: Representation is *the* fundamental role of legislatures in democratic regimes. A primary focus of legislative strengthening programs, therefore, is to seek ways to improve a legislature's representation functions and to help legislators (and citizens) understand how representation shapes and influences other legislative functions (lawmaking and oversight), duties, and responsibilities. The conference will explore how various political, structural, and institutional factors affect representation. Specific issues will include how varieties of regime types, electoral systems, legislative procedures, and organizations influence representation and how civil societies and legislatures interact in varying systems. Discussion sessions will seek to highlight important factors of these variables that affect programming decisions. In addition, conference sessions will examine the successes and constraints of legislative strengthening activities, especially in light of their impact on representation. Using examples from recent international projects, speakers and participants will explore how to design appropriate responses to legislative needs and where, when, and why assistance has (or has not) succeeded in making the legislature a more effective, democratic institution.

Conference attendees will discuss various topics including methods for assessing political will and for conducting legislative assessments; the peculiarities of implementing institution-building programs in a political environment; and working with political systems and legislatures under special conditions, such as post-conflict environments, decentralizing systems, and countries with large proportions of underrepresented groups.

General sessions and presentations will highlight recent examples of legislative strengthening projects and approaches that shed light on understanding how best to enhance a deliberative body's ability to represent voters' interests. In discussion groups, participants will explore how these approaches have succeeded in helping strengthen legislatures and identify effective methods for helping legislatures to develop the research, outreach, and oversight tools that truly support the representative function.

MONDAY, JUNE 5, 2000

12:30 PM on: Registration

Location: Skyline Room Foyer

4:00 PM- Briefing session for moderators and note takers

5:00 PM Location:

6:00 PM Opening Session

Location: Skyline Room

Welcome: Mr. James E. Vermillion, Deputy Director, Center for Democracy and Governance, USAID

The Role of Legislatures in Democratizing Countries and the Challenges They Face in Fulfilling that Role

Speaker: Mr. Anders Johnsson, Secretary General of the Interparliamentary Union (IPU), Switzerland.

7:00 PM Welcome Reception with cash bar

Location: Skyline Room

Evening free, dinner at your leisure

TUESDAY, JUNE 6, 2000

Breakfast: At your leisure. The Copper Mine Restaurant opens at 7:00 AM.

9:00 AM **Welcome and overview by Center for Democracy and Governance (USAID)**
(General Session)

Location: Skyline Room

Speaker: **Mr. James E. Vermillion**, Deputy Director, Center for Democracy and Governance, USAID

9:15 AM-10:30 AM **Representation as the Fundamental Role for Democratic Legislatures**
(General Session)

This session focuses on the meaning and importance of representation in legislatures. What is the representative function, and how does it relate to development in general? Is representation an end or a means to end for legislative development? What are the various definitions of representation? If representation is the defining characteristic of democratic legislatures, how does it relate to other functions, namely lawmaking and oversight? How do legislatures and civil society interact in different systems?

Location: Skyline Room

Moderator: **Mr. James E. Vermillion**, Deputy Director, Center for Democracy and Governance, USAID

Speaker: **Dr. Michael Mezey**, Professor of Political Science, DePaul University.

10:30 AM **Coffee Break**

11:00 AM-1:00 PM **How do Political and Institutional Factors Affect Representation?**
(General Session)

How do different political and institutional factors promote (or limit) representation? How do different regime types and electoral and party systems and structures affect the representative function of legislatures? The session will compare representation activities in the context of different regimes, such as in a post-socialist nation; in an African nation in transition; in a party-list or mixed electoral system; and in countries with many active citizen and NGO groups that influence party platforms.

Location: Skyline Room

Moderator: **Mr. James E. Vermillion**, Deputy Director, Center for Democracy and Governance, USAID

Speakers: **Dr. Scott Morgenstern**, Duke University
Dr. Shaheen Mozaffar, Bureau for Latin America and the Caribbean, USAID

1:00 PM - 3:00 PM **Lunch*** **History and Development of the Virginia State Legislature**
Location: Commonwealth Ballroom

SECOND INTERNATIONAL CONFERENCE ON LEGISLATIVE STRENGTHENING

Speaker: Hon. Hunter B. Andrews, former Majority Leader, Virginia State Legislature

(*Interpreters will be available at tables labeled Spanish, French, or Portuguese).

3:00 PM - 5:00 PM **Conducting Legislative Assessments in Different Political Contexts**
(Concurrent Discussion Group)

A legislative assessment is a tool for ascertaining the strengths and weaknesses of a legislature and for helping identify reforms and practices that can enhance democratic performance. Presenters will define key factors to be considered in determining the needs of legislatures and will explore how structural factors (such as regime type or electoral system) can favor or negate certain activities. Participants will further explore key features of assessments and just what they can and cannot accomplish for legislators and those supporting their efforts to strengthen their institution.

Location: Pryor's Porch Room

Moderator: Mr. Stephen M. Brager, Center for Democracy and Governance, USAID

Panelists: Ms. Susan M. Benda, National Democratic Institute for International Affairs

Mr. John K. Johnson, International Development Group, SUNY
Dr. William Robinson, Congressional Research Service

3:00 PM - 5:00 PM **Political Will and Support for Legislative Strengthening**
(Concurrent Discussion Group)

Why do some legislatures make efforts to strengthen themselves as institutions, and others do not? What forces—within the legislature or within civil society—encourage legislative reform? Can such forces be encouraged, and under what conditions? Are there signs that indicate that assistance should not be provided (at least with the objective of strengthening the legislature)? How can legislators build coalitions for reform? In discussions, participants will consider how and why legislatures and societies support legislative reform and what might be done to encourage these efforts.

Location: Skyline Room

Moderator: Ms. Edith Houston, USAID/West Bank-Gaza

Panelists: Hon. Francisco Paoli Bolio, Speaker, Mexican House of Deputies
Hon. Frederick Shumba Hapunda, Deputy Chairman of Committees of the Whole House, Zambia

Mr. Chris George, Chief of Party, Associates for Rural Development, West Bank-Gaza

Evening free, dinner at your leisure

6:45 PM Monticello bus tour pickup

8:00 PM Monticello tour begins

WEDNESDAY, JUNE 7, 2000

Breakfast: At your leisure. The Copper Mine Restaurant opens at 7:00 AM.

**8:30 AM-
10:30 AM** **Mozambique's Experience in Legislative Development**
(Concurrent Discussion Group)

The National Assembly of Mozambique has moved toward becoming an equal partner with the executive in amending and enacting legislation, and it has developed and followed an ambitious modernization strategy. The Assembly has developed new infrastructure, research and drafting services, and public information and outreach mechanisms. This session will explore how and why specific capabilities were developed, what efforts have been most successful and what, if anything, could have been improved.

Location: Skyline Room

Moderator: Dr. Miguel de Brito, USAID/Mozambique

Panelists: Hon. Veronica Nataniel Macamo, 1st Vice President, National Assembly of Mozambique

Hon. Leopoldo Ernesto, 2nd Vice President, National Assembly

Hon. Vincente Zacarias Ululu, Member of Permanent Committee, the Modernization Committee and former 2nd VP of the National Assembly

Hon. Abdul Carimo, former 1st Vice President, National Assembly
David Zafanias Sibambo, Secretary General, National Assembly

**8:30 AM-
10:30 AM** **Developing Research and Bill-drafting Capabilities that Support the Representation Function**

(Concurrent Discussion Group)

The session will examine how legislatures in different countries research issues and draft bills. Presentations will explore how research and drafting services can support both legislative and representative functions, how such services can support both opposition and majority parties, and when services should be developed on a partisan or non-partisan basis. Techniques for building citizen and expert consultation into the research and bill-drafting process will be discussed.

Location: Pryor's Porch Room

Moderator: Ademu Igoche, USAID/Nigeria

Panelists: Drs. Robert and Ann Seidman, Boston University

Mr. Marc Cassidy, Chief of Party, SUNY, Uganda

Mr. Reginald Todd, Chief of Party, University of Texas, Guatemala

10:30 AM- Coffee break

**11:00 AM-
1:00 PM** **Legislative Projects in (Conflict and) Post-Conflict Societies**
(Concurrent Discussion Group)

Legislatures often act as fora for dialogue and conflict resolution. Conflicts can, however, polarize and even paralyze a legislature's work. What are the challenges of implementing legislative support projects in societies emerging from recent (or on-going)

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conflict? What are the rewards? Discussions on different countries will be offered in breakout groups.

Location: Pryor's Porch Room
Moderator: Dr. Tom Wolf, USAID/Kenya
Panelists: Mr. Mauricio Herrera, USAID/El Salvador
Mr. Yinka Oyindola, USAID/Angola
Mr. Keith Schulz, former Legal Advisor, West Bank-Gaza and Cambodia

**11:00 AM-
1:00 PM** **Committees and Representation**
(Concurrent Discussion Group)

Session presentations will explore how committee structures and procedures affect representation. Discussion will explore practical questions such as: What can committees do to better involve citizens in deliberations? What actions can citizens and interest groups take to affect committee decisions? What rules or structures tend to inhibit or promote citizen input? Beyond formal mechanisms, what informal processes encourage public input by citizen groups?

Location: Skyline Room
Moderator: Ms. Ketty Makharashvili, USAID/Georgia
Panelists: Mr. Basem Masri, consultant to Palestinian Legislative Council
Hon. Alfonso Ferrufino, former 2nd Vice President of Bolivia House of Deputies, current Director of the Fundación de Apoyo al Parlamento y a la Participación Ciudadana (FUNDAPPAC)
Ms. Christine Owre, Chief of Party, National Democratic Institute for International Affairs, Malawi

**11: 00 AM-
1:00 PM** **Implementing Legislation: Lessons From USAID's Implementing Policy Change Project**
(Concurrent Discussion Group)

USAID's Implementing Policy Change (IPC) project has, over the last nine years, successfully assisted host countries in their efforts to implement policy reform. During this time, IPC has developed a methodology that makes the process of policy development and implementation more participatory, accountable, and transparent and ensures a sense of ownership for host country stakeholders over the reform agenda, creating incentives to see the policy reform implemented. As a policy implementation methodology, IPC has many lessons that are useful to legislators who wish to influence reform and see it implemented.

Location: Rockfish Room (No interpreters)
Moderator: Ms. Pat Isman-Fn'Piere, Center for Democracy and Governance, USAID
Panelists: Dr. Derick W. Brinkerhoff, Abt Associates Inc.
Ms. Pat Isman-Fn'Piere, Center for Democracy and Governance, USAID

1:00 PM- Lunch: At your leisure

3:00 PM

**3:00 PM-
5:00 PM**

Developing Budget Making and Oversight Capabilities

(Concurrent Session)

This session will consider different legislative roles in the budget-making process and factors that shape these roles. In addition, the session will probe related questions such as: What is the relationship between the power over the purse and oversight? What is the distinction between programmatic oversight, fiscal oversight, and ethics control? How does improved fiscal control impact representation? What is the role of the opposition? How can civil society assist in providing oversight?

Location: Pryor's Porch Room

Moderator: Mr. Jene Thomas, USAID/Mexico

Panelists: Mr. Frank Mauro, Director, New York Fiscal Policy Institute
Hon. Dan Ogalo and Hon. Salaamu Musumba, members of
Parliamentary Commission, Uganda
Dr. George Guess, Development Alternatives International, Inc.

**3:00 PM-
5:00 PM**

Legislatures' Roles in Defense and National Security Issues

(Concurrent Discussion Group)

The issue of civil-military relations and civilian control over the development of national security and defense policy is central to democratic development, and the legislature can play a key role. However, while the relationship between civilian control over the military and democracy is fairly straightforward, the relationship between security sector reform and overall national development is less obvious. How can legislatures contribute to greater balance between national development and national security? What tools are available to defense committees, and legislatures as a whole, to exercise oversight of the military? How can the legislature promote greater national dialogue about national priorities and defense requirements?

Location: Rockfish Room (no interpreters)

Moderator: Ms. Keri Eiesenbeis, Center for Democracy and Governance, USAID

Panelists: Dr. Pablo Martinez, Chief of Staff, Argentine Senate Defense
Committee
Hon. Guma Gumisiriza, Parliamentary Commission, Uganda
Dr. Mark Kramer, Harvard University

**3:00 PM-
5:00 PM**

The Roles of Parties in Legislatures

(Concurrent Discussion Group)

This session will discuss the various roles that parties play within the legislature and how these roles vary depending on different factors, such as the type of constitutional structure, the electoral system, party structures, and the overall party system. How can parties organize themselves better within the legislature to pursue the needs and interests of their constituents? How do the various factors that affect party roles influence the ways that parties aggregate voters' views and translate them into law? What is the role of parties in the performance of the legislature's oversight function?

Location: Skyline Room
Moderator: Mr. Yinka Oyinlola, USAID/Angola
Panelists: Dr. Ronald Shaiko, American University
Hon. Frederick Shumba Hapunda, Deputy Chairman of
Committees of the Whole House, Zambia
Dr. John Hemery, Centre for Political and Diplomatic Studies, UK

Evening free, dinner at your leisure

THURSDAY, JUNE 8, 2000

Breakfast: At your leisure. The Copper Mine Restaurant opens at 7:00 AM.

**8:30 AM-
10:00 AM** **Improving Access to Decision-Making**
(General Session)

What are the political and institutional constraints to access by underrepresented groups? Participants will explore how such groups are effectively represented and whether one need be from an underrepresented group to represent it. Other topics include: What procedural and institutional mechanisms have been used to increase access in various countries and why were they selected? Have these systems been effective and have they enhanced representation? Different country examples may be used to discuss specific groups such as women, youth, salaried workers, handicapped, different religious groups, traditional authorities, regions, and languages.

Location: Skyline Room

Moderator: Ms. Cate Johnson, Office of Women and Development, USAID
Global Bureau

Panelists: Dr. William Culver, SUNY/Plattsburgh & Hon. Alfonso Ferrufino, Director of the Fundación de Apoyo al Parlamento y a la Participación Ciudadana (FUNDAPPAC), Bolivia
Hon. Dan Ogalo, Member of the Parliamentary Commission, Uganda
Dr. Simel Esim, International Center for Research on Women, Washington, D.C.

10:00 AM **Coffee Break**

**10:30 AM-
12:00 PM** **Technology and Representation**
(Concurrent Discussion Group)

This session will present ways that technology has been used to improve representation and will explore questions such as the following: How can technology be used to improve representation? Have efforts to date been effective and why? Has the use of technology actually enabled citizens to affect policy change? Or does it favor an elite or certain groups? How can legislatures use the Internet to their best advantage?

Location: Pryor's Porch Room

Moderator: Ms. Dana Ott, Bureau for Africa, Office of Sustainable Development

Panelists: Mr. Guillermo Garcia, Chief of Party, SUNY, Nicaragua
Dr. William Robinson, Congressional Research Service

**10:30 AM-
12:00 PM** **Roles NGOs Play in Representing Citizen Interests**
(Concurrent Discussion Group)

Traditionally NGOs have played advocacy or services roles, but they are increasingly providing assistance to legislatures. The session will present the comparative different forms that such assistance is taking and discussion will examine advantages and disadvantages of NGOs playing a more active role in reinforcing legislatures.

Location: Skyline Room
Moderator: Mr. Michael Eddy, USAID/Nicaragua
Panelists: Ms. Sheila Villaluz, Executive Director, Center for Legislative Development, Philippines
Hon. Maria Lourdes Boloños, Legislative Modernization Committee, National Assembly of Nicaragua
Ms. Kate Head, Political consultant, Washington

**10:30 AM-
12:00 PM** **Legislatures and Decentralization**
(Concurrent Discussion Group)

The session will focus on how legislatures can relate to newly decentralized localities. How are local councils different from or similar to national level legislatures? How do national and sub-national legislatures relate to and interact with one another? Presenters will provide examples of types of assistance that have been provided to both national legislatures and sub-national legislative councils dealing with decentralization.

Location: Rockfish Room (no interpreters)
Moderator: Dr. Jan Emmert, USAID/Bangladesh
Panelists: Dr. Hal Lippman, Center for Development Information and Evaluation, USAID
Mr. Oleksandr Piskun, USAID/Ukraine and Dr. Ellie Valentine, Chief of Party, Indiana University
Dr. Karl Kurtz, National Conference of State Legislatures

**12:00 PM-
2:00 PM** **Lunch:** At your leisure

**2:00 PM-
4:00 PM** **Institutional Development in a Political Environment**
(Concurrent Discussion Group)

Legislative strengthening takes place in a complex and constantly changing environment in which individual legislators, political parties, government ministries, opposition groups, and interest groups interact and struggle for advantage. How do these factors affect legislative strengthening activities? How can program gains be sustained for the long-term? What can be learned from program successes and difficulties?

Location: Skyline Room (no interpreters)
Moderator: Ms. Jennifer L. Windsor, Director, Center for Democracy and Governance, USAID
Panelists: Ms. Edith Houston, USAID/West Bank-Gaza
Mr. Robert Balkin, Chief of Party, SUNY, Mexico
Dr. Miguel de Brito, USAID/Mozambique

**2:00 PM-
4:00 PM** **Legislative Strengthening from the Inside: Legislators' Perspective on Issues Affecting Democratic Institutional Development**
(Concurrent Discussion Group)

This session is designed specifically for legislators, so they have the opportunity to discuss issues they encounter in their efforts to modernize and develop their

institutions to enhance democracy within their countries. Specific issues to be addressed will depend on those attending legislators raise themselves. The following are examples of questions that might be raised: How can reformers encourage their colleagues to think about their *institutions*, and not just about their own and their parties' advancement? What factors make that easier to do? How can legislators build and maintain support for legislative strengthening? What strategies are available to deal with the executive when it does not support legislative strengthening activities? How can legislatures best manage donor assistance?

Location: Pryor's Porch Room

Moderator: Hon. Alfonso Ferrufino, former 2nd Vice President, Bolivia House of Deputies

**4:00 PM-
5:00 PM** **Review of Key Themes, Continuing Debates, Useful Lessons and Next Steps**

This conference is an opportunity to glean insights from a core of professionals and practitioners in this field of legislative strengthening in democratizing countries. Which ideas and practices identified in the presentations and dialogue affect legislative development in democratizing countries and will help guide legislatures in their efforts to strengthen their institutions and processes? Where was there consensus? Which questions and issues are still not well understood or remain unresolved? Given limited resources, which of the unresolved questions should receive greater consideration and attention?

Location: Skyline Room

Speaker: Ms. Jennifer Windsor, Director, Center for Democracy and Governance, USAID

5:00 PM **Conference Adjourns**

PRESENTATION SUMMARY

Robert Balkin

Director, SUNY/MEXICO

Countries in democratic transition are not created equal. The end of the Cold War era did not suddenly and inexplicably reveal nations to be on the "starting line" of democratic and representative government.

The fact is that democratic processes have existed in all countries' political processes and each country has its own unique, deeply-woven political fabric and heritage. So-called "technical work", such as legislative strengthening, can go nowhere without a firm understanding of this reality and a deep and respectful understanding of a country's political development and history.

In short, the term "developing democracy" more often than not does not apply. Every democracy is a "developed" one. In legislative work, difficulties often emerge not because the system lacks structure, but rather because the structure that is in place is so finely developed that change is made difficult.

The Mexican Congress, concluding its 57th Legislature, is just such an example. The Congress has a long history and impressive facilities and infrastructure, but it was not until 1997 that it wielded real power. In this new reality, where one party no longer controls the government and both houses of congress, all parties -- not just the opposition -- recognize that professional services are a necessity. For the very first time, professional, nonpartisan legislative services are a priority, particularly in the areas of budget analysis, information services, legislative research and training.

Attempting to master a country's politics is often not enough. Not only does Mexico have a sophisticated political tradition, layered in rivalries and changing alliances, but its relationship with the United States is complicated, riddled with misunderstandings on both sides. SUNY operates in Mexico always acknowledging the difficulties of that relationship and that there are times when being a U.S.-based institution is a distinct disadvantage.

Acknowledge that point, and the rest is easier. Here are 15 rules of engagement in highly-charged political environments:

1. Act as the resource that you are, not as an invading army.
2. Do not act without the support of leaders from all key political party groupings.
3. Treat each party equally and keep each one well and regularly informed.
4. Be flexible -- political realities will change, so plan accordingly.
5. Share experiences. Your work is, at the least, a two-way exchange.
6. Sign formal work agreements: be professional
7. Share costs whenever possible -- encourage the direct investment of funds from your modernization partners.
8. Always begin discussions with specific program ideas in writing.
9. Look to examples from other countries first; do not assume that a U.S. model is universally desirable.
10. Seek out university partners and local non-partisan think tanks.
11. Don't jettison friends suddenly on the political outs.
12. Judge political instinct when selecting key personnel; don't just look for legislative experience.
13. Read the news. Watch the tube.
14. Never overpromise.
15. Three L's: Lay low and listen.

Comparative Parliamentary Law Diplomado

Executive - Legislative Relationship: Russia

Professor: Dr. Thomas Remington
Emory University

Date: May 15

Executive - Legislative Relationship: Uruguay

Professor: Dr. Scott Morgenstern
Duke University

Date: May 22

Executive - Legislative Relationship: Costa Rica

Professor: Dr. John Carey
Washington University

Date: May 29

Executive - Legislative Relationship: Chile

Professor: Dr. John Carey
Washington University

Date: May 31

Executive - Legislative Relationship: Ecuador

Professor: Mtro. Ivan Fernandez
Director, Legislative Development Project, Congress of Ecuador

Date: June 9

Executive - Legislative Relationship: Peru

Professor: Mr. Jose Cevalco
Chief Administrative Officer, Congress of Peru

Date: June 16

Executive - Legislative Relationship: Colombia

Professor: Dr. Brian Crisp
University of Arizona

Date: June 19

Executive - Legislative Relationship: Venezuela

Professor: Dr. Brian Crisp
University of Arizona

Date: June 21

Executive - Legislative Relationship: Bolivia

Professor: Prof. Alfonso Ferrufino
Parliamentary Support and Citizen Participation Foundation, La Paz, Bolivia

Date: June 26

Executive - Legislative Relationship: Brazil

Professor: Dr. Rosinethe Soares
University of Brasilia

Date: June 28

INTERNATIONAL DEVELOPMENT GROUP

**THE RESEARCH FOUNDATION
OF STATE UNIVERSITY OF NEW YORK**

MEXICO LEGISLATIVE SUPPORT PROJECT

**QUARTERLY REPORT
January – March, 2000**

April 30, 2000

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I. EXECUTIVE SUMMARY

- **VISIT OF ARGENTINE TRAINING DIRECTOR WINS SUNY KEY NEW PARTNERS**
- **SUNY CO-SPONSORS TWO COURSES AIMED AT TRAINING AND PROFESSIONALIZATION**
- **BUDGET ANALYSIS UNIT PREPARES FOR SUNY CONSULTANCY**

Technical assistance to the Mexican Chamber of Deputies, sponsored by the State University of New York (SUNY) office in Mexico, reached new levels in the first quarter of 2000, the sixth quarter of USAID's congressional support project in Mexico. SUNY's full-time office inside the Chamber, staffed by SUNY/Mexico deputy director Margarita R. Seminario, was key to this accomplishment.

In January, Lic. Beatriz Grosso, the director of training for the Argentine Chamber of Deputies, visited the Mexican Chamber for a one-week consultancy. SUNY had intended her visit to be focused strictly on the Chamber's fledgling training unit but, in a positive turn of events, Fernando Franco, the Secretary General of the Chamber, asked that the visit be an official one.

By being designated an official visitor, Grosso was hosted by the Chamber's department of protocol and her schedule was broadened considerably. She was given access to all key players in the Chamber, including the Secretary General and his Secretaries for Parliamentary Services and for Administration & Finance. At week's end, SUNY received praise from all the key secretaries of the Chamber, particularly from the once-elusive Secretary for Parliamentary Services, Alfredo Del Valle. Del Valle and others proposed a return visit to Mexico from Grosso later this year.

The Chamber spent much of the quarter putting the final touches on its *Estatuto*, or internal implementing statute, that fleshes out the operational changes as legislated in last year's reform to the Congress' Organic Law. The new *Estatuto* remained a work in progress during this quarter. It was approved overwhelmingly with the vote of all political parties in April 2000. A discussion of its details and impact will be included in the next quarterly report.

Since its first days in Mexico, SUNY has worked hard to establish a close relationship with Dip. Bernardo Batiz (PRD), president of the Chamber's Legislative Research Institute. These efforts reached full flower in the quarter with SUNY's participation in two *diplomados*, or certificate programs, whose classes are held inside the Chamber, reaching more than 200 students/legislative staffers. Each of these courses are designed to reach

young Chamber staffers intent on making a career as legislative analysts or researchers, or at the very least, continue working at the Chamber in the next legislature which will be sworn in on September 1, 2000. For the first *diplomado*, on Parliamentary Law, SUNY reviewed the syllabus, made specific suggestions to design and implement the course and offered half-scholarships (averaging US \$250) to the entire staff of the congressional library's research department.

SUNY holds a higher-profile role in the second in-Chamber course, in Comparative Parliamentary Law. This course was designed to take advantage of SUNY's network of legislators and analysts in other countries. Thus, SUNY is a full partner, sharing top billing as a sponsor of the *diplomado* with the Universidad Iberoamericana and the Chamber's Legislative Research Institute. Graduates of this course will have a certificate with SUNY's emblem, along with emblem's the other two institutions. Again, SUNY honored the request of unit directors and committee chairman by offering many half-scholarships to students, based on financial need and desire to continue working in the Chamber.

The SUNY/Mexico office remains committed to assisting the professional growth and independence of the Congress in budgeting and public finance matters. Throughout this quarter, SUNY maintained high-level contact with the Chamber's Fiscal Studies Unit (*Unidad de Estudios de Finanzas Públicas* or UEFP). In January, SUNY coordinated the meeting of several visiting international budget scholars with Roberto Michel, director of the UEFP. Later, Michel and SUNY went to work on the agenda for the upcoming consulting visit of budget expert Frank Mauro, who has worked with numerous congresses in Latin America, Africa and Europe for SUNY and USAID. Mauro's May 2000 visit will focus solely on the UEFP. Mauro will work a full week with Michel and his department's directors and teams.

Every SUNY activity this year contemplates the one hundred-percent turnover of deputies as a result of the July 2, 2000 elections. (There is no consecutive re-election for any public office in Mexico; members of all major parties continue to believe that a constitutional reform to allow re-election could be realized in the coming years.) Thus, SUNY focuses on the Chamber's managers, its professional staff and the three secretariats which act as the non-political operating officers of the institution. The 58th Legislature will be sworn in on September 1, 2000. Each of the three secretaries must be re-hired by the new Legislature.

At this writing, most analysts believe that, regardless the result of the presidential vote, the Chamber of Deputies should again hold a non-PRI coalition majority. Mexico's unique election law, however, makes it difficult to imagine the PRI losing its majority in the Senate. Should the PRI fail to win back the Chamber, the important reforms of the 57th Legislature (1997-2000), such as the new Organic Law, the new *Estatuto* which defines the important work of the Secretary for Parliamentary Services, and the creation of the UEFP, should be advanced. Should the PRI win back its majority -- a distinct possibility -- it is unclear if the Chamber will exercise the will to expand efforts at legislative independence and the professionalization of services. SUNY's analysis of the political environment remains positive. Note: Some of SUNY's best partners in legislative modernization efforts in Mexico have been forward-looking members of the PRI.

II. PROGRAM REPORT

A. Training director of Argentine Congress visits Mexico

Beatriz Grosso, the director of the training institute for the Argentine Chamber of Deputies, is one of the most experienced, and savvy, career legislative professionals in all of Latin America. A friend of SUNY, Grosso agreed to use her vacation time to spend the week of Jan. 17-21, 2000 in Mexico.

Beginning in the fall of 1999, SUNY began spending considerable time planning the trip with Arturo Álvarez, the director of the Chamber's training center, who accompanied SUNY to Guatemala in its August 1999 study tour to view the modernization activities of that congress. Álvarez favored the trip, but was wary that his superiors would share his enthusiasm. From the start, it was clear that neither Álvarez nor any office in the Mexican would be sharing in any expenses associated with Grosso, but SUNY concluded that the trip and its timing were critical. SUNY assumed that the Grosso visit would have no official sanction.

However, a breakthrough emerged. On Jan. 10, SUNY held a long-awaited meeting with Fernando Franco, the Chamber's Secretary General (chief administrative officer). Upon hearing that Dip. Francisco Paoli Bolio (PAN), the Speaker of the Chamber, supported Grosso's visit, Franco moved quickly. He ordered that the visit take on official status, be administered by Alfredo Del Valle, the new Secretary of Parliamentary Services, and be run through the Chamber's Office of Protocol.

From SUNY's perspective, this move rang mostly positive, but there was a downside as well. Grosso would receive a comprehensive understanding of the function of the Chamber, meeting with all key departments heads. However, she would spend only limited time with Álvarez, and virtually no time analyzing his training program. (See attachments for agenda.)

Although the focus of Grosso's visit had changed, her consultancy proved to be a great success. Grosso's knowledge of the workings of the Argentine congress, as well as others, impressed the Mexicans, especially the three major secretaries, newly hired and empowered by the 1999 reform to the Congress' Organic Law. Before Grosso's visit, SUNY had yet to advance a working relationship with Secretary Del Valle, whose responsibilities included the establishment of the new Career Civil Service for Legislative Professionals, and overseeing all the Chamber's research and analysis units.

Del Valle spent considerable time with Grosso. At week's end, he asked SUNY of the feasibility of bringing Grosso back to Mexico around mid-year 2000, in a visit aimed at helping Del Valle further refine the programs under his watch. (SUNY responded that it was possible, and encouraged the Mexican Chamber to share the expenses for a return visit of Grosso.) While no date has yet been set, Grosso remains atop Del Valle's list of consultant visits and activities he wishes to conduct with SUNY this year.

In another indicator of the success of Grosso's visit, her photograph appeared in "*Quehacer Parlamentario*", the Chamber of Deputies' full-page report which runs semi-monthly in newspapers across the country. (See attachments.)

B. Focus on Training Paves Way for Two Courses inside Chamber

The Legislative Research Institute of the Chamber of Deputies is among the 30 or so committees and professional units of the Chamber scheduled to be abolished this year in the wake of a key streamlining provision in the new Organic Law which restructured professional services and halved the number of committees. With SUNY's assistance, the Institute doubled its activities, offering two concurrent *diplomados*, or certificate courses, on how legislatures function.

Dip. Bernardo Bátiz (PRD) is one of the most experienced legislators in Mexican history, currently serving his fourth non-consecutive term in the Chamber of Deputies. A lawyer and law professor, Bátiz was one of two Mexican deputies to sign the SUNY-Chamber *convenio*, or general agreement of cooperation, in Albany, NY, in April 1999. Under Bátiz, the Institute offered its first *diplomado* in Parliamentary Law with the well-regarded Universidad Iberoamericana ("Ibero"), a private Mexico City university, in 1999. This course, taught in the Chamber's facilities, focused on the legal sources of Mexican legislative power and described the nature of executive-legislative relations with decidedly an academic – i.e., non-practical – emphasis.

With SUNY's help, the course, taught Feb. 10 – July 27, went through an overhaul, bringing the syllabus down to a more practical level. The course now focuses on the new Organic Law, with greater focus on how the Mexican Congress works both legislatively and administratively. (See attachments.)

Also, SUNY's mere involvement in the course, brought it greater interest. Dulce María Liahut, the director of the Library's research and information department (another Chamber professional who accompanied SUNY to Guatemala and later hosted two Guatemalan Congressional staffers in a SUNY-orchestrated exchange), found the new course outline of special interest. She wanted her entire new team of professional researchers and analysts to take the course together, to have a common academic and practical "base" for their work. Seeing that Liahut did not have the funds to accomplish this, and that few on her poorly-paid staff could afford the US \$500 tuition, SUNY agreed to make 13 half-scholarships available to her team.

The Chamber inaugurated this *diplomado* on Feb. 10 in a ceremony at the Chamber. In his comments at the ceremony, Speaker Francisco Paoli made a special point to acknowledge SUNY's role in the course and in other activities inside the Chamber.

With the first *diplomado* underway and time running out on not only the current legislature but the Legislative Research Institute itself, SUNY and the Institute immediately began discussions of a second course, this one comparing the Mexican congress and its powers and functions with legislatures in other countries. This was quickly born the *diplomado* in Comparative Parliamentary Law. This course, which runs from Mar. 27 - Aug. 9 of this year, offers lectures and readings on no less than 23 countries. (See attachments for syllabus.)

SUNY's role in this course is much more profound and formalized than in the previous *diplomado*. SUNY's logo will appear on the certificates awarded to those students who complete the work, along with those of the Iberoamericana and the Chamber. (This was a major draw: academic certification from a U.S. university.) Also, SUNY/Mexico deputy director Margarita R. Seminario formally serves as an academic advisor to the course. Despite very little time for promotion, the course quickly filled to more than 125 students. Again, SUNY offered half-scholarships, this time receiving requests from many committee chairmen and other directors, and spreading the opportunity to other parts of the Chamber. (See attachments for promotion of the course and solicitations for SUNY's assistance in awarding half-scholarships to selected staffers.)

Many of the visiting professors for this course will also spend time in workshops with various professional teams inside the Chamber. SUNY has won agreement from these lecturers to spend time with the Fiscal Studies Unit and the Library research teams to take further advantage of their time in-country.

On March 23, the Chamber hosted the formal inauguration of this second *diplomado*. In this ceremony, SUNY/Mexico director Robert Balkin shared the podium with the leading deputies of the Mesa Directiva (Jauregui, Jackson, Loyo), Secretary General Fernando Franco, Dip. Bátiz and a representative of the Ibero. Particularly from Bátiz and Loyo, SUNY received generous and repeated compliments and thanks for its efforts in Mexico.

SUNY believes that professional courses, such as *diplomados* taught inside the Chamber, can be sustained well beyond SUNY's tenure in Mexico. SUNY will work with the Chamber to evaluate the value of these courses on legislative work and staff turnover. Also, on March 27, SUNY and the Ibero began preliminary discussions into the feasibility of expanding the *diplomado* courses into a Master's Degree program, similar to SUNY's Master's degree in Legislative Administration. There is interest in this idea from all sides, but SUNY and the Ibero believe that the Chamber must move further in its commitment to on-site education and training. One important sign of such commitment would be the Chamber's willingness to pay the full tuitions for all student-staffers, as is done for courses sponsored by departments of the government, such as Hacienda and the Foreign Ministry.

C. Work with Fiscal Studies Unit Moves Forward; Consultant to Visit

SUNY's first work for USAID in Mexico, in early 1998, was a study of the Mexican Congress' budget role. Thus, SUNY has made a special effort to work with the Chamber's new Fiscal Studies Unit, the *Unidad de Estudios de Finanzas Públicas* (UEFP), Mexico's version of the Congressional Budget Office. In the last quarter, SUNY received the commitment of the UEFP to coordinate activities, beginning in Jan. in that month, SUNY organized a meeting for Roberto Michel, director of the UEFP, with a group of international budget experts who came to Mexico for a conference put on at the CIDE, a prestigious public university in Mexico City, dedicated to economic and political studies. Attending the Jan. 26 lunch were Isaac Shapiro, director of international programs for the Center on Budget and Policy Priorities (CBPP) in Washington; Roy Meyers, a former CBO staffer who teaches at the Univ. of Maryland; and Warren Black, who heads a CBPP-sponsored budget studies NGO in South Africa.

Michel was thrilled by the exchange. He remains in contact with all three. The meeting also showed him how SUNY could provide the UEFP with information and contacts not currently available to him.

A few weeks later, Michel and SUNY confirmed the dates for the visit of Frank Mauro, director of the Fiscal Policy Institute of New York, a former staff director of the NY state assembly's Ways and Means Committee, and a teacher at SUNY. Mauro, who has worked on SUNY international programs in Bolivia, Brazil, Mozambique, Rumania, Russia and Uganda, will spend the week, May 8-12, exclusively with the UEFP, focusing on his experiences with other congress's technical budget offices.

D. Miscellaneous Activities

Mozambique Conference: SUNY had planned to bring an impressive delegation to USAID's Second International Conference on Legislative Strengthening, to be held Feb. 21-24 in Maputo, Mozambique. Traveling from Mexico were to be: Dip. Francisco Paoli Bolio (PAN), president of the Chamber's Mesa Directiva (speaker of the house); Dip. Francisco Loyo Ramos (PRI), secretary to the Mesa Directiva; and Dip. Bernardo Bátiz (PRD), president of the Chamber's Legislative Research Institute.

All three participants had left Mexico by the time of the abrupt postponement of the conference, due to emergency weather conditions in southern Africa. (See attachments.) None, however, faced serious logistical difficulty. More importantly, none lost his enthusiasm for SUNY. Among the silver linings of the trip: SUNY arranged for Paoli and Bátiz to fly together in the same row of seats, creating a rare chance for the two thoughtful legislators to share ideas across party lines.

SUNY anticipates that only Paoli, the Chamber's speaker, will be in attendance at the rescheduled conference in Wintergreen, Virginia, June 5-8, 2000.

Training breakfasts: SUNY continued to conduct its series of breakfasts with the research staff of the Library. In this quarter, SUNY hosted Celso Garrido, an economic professor for the UAM-Xochimilco university (Jan. 26), and Jesús Trápaga Reyes, director of the Chamber's administration committee, who spoke about the Chamber's committee structure (Feb. 8).

D. Political briefing

July 2 Elections -- All legislative strengthening programs face uncertainty on the eve of national elections. In the case of Mexico, that uncertainty is even greater since, under the constitutional provision of no consecutive reelection of legislators. The elections will be held July 2 and the new Congress, with 100 percent turnover, will be sworn in on Sept. 1.

All SUNY activities this year have been conducted with an eye on the next Legislature. Thus, SUNY has been focusing on building relationships with non-deputies -- the secretaries of the Chamber and professional staff who intend to continue working there.

SUNY has built solid relationships with the Chamber's three top secretaries: Secretary General Fernando Franco, Secretary of Parliamentary Services Alfredo del Valle and Secretary of Administration and Finance Jorge Valdés. Each serves subject to the vote of the Chamber; their tenures must be renewed by the new Legislature. There is no guarantee that any will return, although SUNY to see most of this team in place come September.

Other key SUNY partners in the Chamber should ^{wired?} remain. Roberto Michel, director of the Unidad de Estudios de Finanzas Públicas, was ~~fired~~ for a five year term. Dulce María Liahut, director of the Library's Research and Information service, would likely retained in her current position, or promoted to one higher. Francisco Palomino, executive director of the soon-to-be disbanded Legislative Research Institute, enjoys excellent prospects for employment in the Chamber.

The Senate -- SUNY has thus far not made a sustained effort at building relationships in the Mexican Senate, the key reason being that the Senate has an overwhelming PRI majority and has not faced great internal pressure to reform itself. While the peculiarities of the election law favor the PRI to winning another majority in the Senate in the next Legislature, SUNY had anticipated following the ambitions to the Senate of many current deputies. Unfortunately, very few sitting deputies have been slated by their parties for the Senate. Among those SUNY collaborators on slates, with varying probability to make the Senate are Julio Faesler (PAN), César Jáuregui (PAN),

Those deputies, SUNY collaborators, who had expressed an interest in serving in the Senate only to have failed to make their parties' lists include: Francisco Paoli Bolio (PAN), Francisco Loyo Ramos (PRI), Bernardo Bátiz (PRD), Ricardo García Saenz

(PRD) and Carlos Heredia (PRD). Later this year, depending on the composition of the new Senate, SUNY will make an evaluation regarding involvement with that institution.

The case of Dr. Paoli is especially disappointing. Paoli, president of the Mesa Directiva (the Chamber's first strong Speaker under the new Organic Law) who had served as the PAN's forceful #2 leader before attaining the presidency, suffered a major setback to his political career when he opted to abstain from a close vote over Mexico's colossal bank bailout during last December's budget debate. (The PRI won the matter by only one vote.) While maintaining that his was a vote a "conscience," Paoli angered his own party, many of whom (including Vicente Fox, the PAN's presidential candidate) openly questioned whether Paoli's vote was bought. Although his speakership was not threatened, an incensed Paoli reacted by renouncing his affiliation with the PAN. The matter was resolved weeks later when the PAN rejected his resignation from the party and Paoli announced that he was retiring from politics and would no longer be seeking a Senate seat from the PAN. We hope to see Paoli returning to academia and working with SUNY both in Mexico and other countries. (See attachments for article.)

Re-election – SUNY believes that the Mexican Congress will never achieve its potential as a counterweight to the executive, nor become a truly representative body, without the consecutive re-election of legislators. Virtually every sitting deputy agrees, and believes that this change will come "soon." At various conferences this year, leading deputies and senators, including SUNY collaborators Paoli and Bátiz, have forcefully stated this position. Even the Chamber's propaganda organ, "*Quehacer Parlamentario*," echoes these sentiments. (See attachments)

III. UPCOMING ACTIVITIES

May 8-12

Consultancy of Frank Mauro with the Chamber's Fiscal Studies Unit

SUNY will bring Frank Mauro of Albany, NY, director of the non-profit Fiscal Policy Institute, university professor and international expert on technical budget offices of legislatures, to Mexico for a one-week visit dedicated to the work of the Mexican Chamber of Deputies Fiscal Studies Unit.

May 2000

Meetings with Alfredo Del Valle, Secretary of Parliamentary Services, Chamber of Deputies.

SUNY intends to reach agreement on a series of consult visits to the Chamber, focusing on training and research. Likely outcome: The return visit of Beatriz Grosso, training director of the Argentine Chamber of Deputies, and Clay Wellborn of the Congressional Research Service in Washington.

June 5-8

2nd International Conference on Legislative Strengthening, Wintergreen, Virginia

SUNY/Mexico will bring Dip. Francisco Paoli Bolio, president of the Mesa Directiva of the Chamber of Deputies (Speaker of the House), to the conference as a featured speaker. Also attending will be SUNY/Mexico director Robert Balkin, also a conference speaker, and deputy director, Margarita R. Seminario.

July 2

Election Day

SUNY/Mexico has responded favorably to a solicitation by the Federal Elections Institute (IFE) to host a voting place for the national elections. SUNY's office was selected because it is a house, not one of the many large apartment buildings which dominate this part of Polanco. As a good neighbor and friend of Mexico, the SUNY grounds will be open during the voting hours.

August 2000

Conference by the Chamber's Mesa Directiva

SUNY has been approached by Dips. César Jáuregui (PAN), and Guadalupe Sánchez (PRI), vice presidents of the Chamber's Mesa Directiva, to assist in a conference on the federal legislature's role in the modernization of state legislatures. SUNY is providing one speaker and helping design the conference agenda.

IV. FINANCIAL REPORT

On Feb. 25, 2000, the Research Foundation of SUNY received a letter of credit for \$500,000 (five hundred thousand dollars) from USAID for the Mexico Congressional Support Project. In the coming quarter, SUNY anticipates receiving an additional credit of \$250,000 (two hundred fifty thousand dollars) to fund activities through the end of 2000.

V. ATTACHMENTS

1. Agenda from the Office of Protocol of the Mexican Chamber of Deputies for the Jan. 17 – 21, 2000 consulting visit of Beatriz Grosso, director of training for the Argentine Chamber of Deputies.
2. "*Quehacer Parlamentario*," dated Jan. 25, 2000. This full-page announcement of the Chamber's activities, which nationally in major newspapers on a semi-monthly basis, features a photo of Grosso and information about her visit.
3. Syllabus for Universidad Iberoamericana/Legislative Research Institute *diplomado* in Parliamentary Law.
4. Syllabus for the SUNY/Universidad Iberoamericana/Legislative Research Institute *diplomado* in Comparative Parliamentary Law.
5. Advertisement of *diplomado* in Comparative Parliamentary Law from *Reforma* newspaper, Mar. 2000. Paid for by the Universidad Iberoamericana.
6. Announcement of *diplomado* in Mar. 14, 2000 edition of "*Quehacer Parlamentario*."
7. Various documents covering the solicitation and implementation of half-scholarships for *diplomados*.
8. Satellite AccuWeather map of Africa, showing severe weather conditions which forced the postponement of the 2nd International Conference on Legislative Strengthening in Maputo, Mozambique, Feb. 21-24, 2000.
9. "Paoli Bolio to retire from politics," *El Universal*, Jan. 27, 2000
10. "*Quehacer Parlamentario*," Mar. 7, 2000
11. "Re-elect deputies, request the PRI and PAN," *El Universal*, Jan. 27, 2000

**VISITA DE LA LIC. BEATRIZ GROSSO, RECTORA DEL INSTITUTO DE
CAPACITACIÓN PARLAMENTARIA DE LA H. CÁMARA DE DIPUTADOS
DE LA REPÚBLICA DE ARGENTINA
17 AL 21 DE ENERO DE 2000**

PROGRAMA

Lunes 17 de enero

- 10:30 hrs. Arribo de la Lic. Beatriz Grosso al Palacio Legislativo de San Lázaro, Avenida Congreso de la Unión No 66. Recepción a cargo del Director de Relaciones Interinstitucionales y del Protocolo.
- 10:35 hrs. Visita guiada y recorrido por el Palacio Legislativo de San Lázaro.
- 11:10 hrs. Entrevista con el Lic. Fernando Franco González Salas, Secretario General de la Cámara de Diputados.
- 11:55 hrs. Reunión general de trabajo con las diferentes áreas de la Secretaría de Servicios Parlamentarios (Salón de Protocolo):
- Proceso Legislativo
 - Apoyo Parlamentario
 - Crónica Parlamentaria
 - Unidad de Finanzas Públicas
 - Biblioteca
 - Relaciones Interinstitucionales y Protocolo
 - Gaceta Parlamentaria
- 14:00 hrs. Comida de trabajo con el Lic. Alfredo Del Valle Espinosa, Secretario de Servicios Parlamentarios y con el C.P. Jorge Valdés Aguilera, Secretario de Servicios Administrativos y Financieros. Salón "A" de Los Cristales.
- 16:30 hrs. Reunión de trabajo con la C. María Elena Sánchez Algarín, Directora General de Proceso Legislativo.
- 17:30 hrs. Reunión de trabajo con el Lic. Pedro Loredo Vera, Director General de Apoyo Parlamentario.
- 18:30 hrs. Conclusión de actividades.

Martes 18 de enero

- 9:30 hrs. Desayuno de trabajo con los Diputados César Jáuregui Robles, Vicepresidente de la Mesa Directiva, y José Guadalupe Bernal Martínez, Secretario de la Mesa Directiva. Salón "A" de Los Cristales.
- 11:00 hrs. Reunión de trabajo con la Lic. Dulce María Liahut, Directora de la Biblioteca de la Cámara de Diputados.
- 13:30 hrs. Visita de cortesía al Dip. Francisco José Paolí Bolio, Presidente de la Cámara de Diputados.
- 14:20 hrs. Comida de trabajo con el C. Héctor D'Antuñano y Lora, Director General de Crónica Parlamentaria. Salón A de Los Cristales.
- 16:30 hrs. Reunión de trabajo con el Lic. Roberto Michel Padilla, Director General de la Unidad de Estudios de Finanzas Públicas.
- 18:30 hrs. Conclusión de actividades.

Miércoles 19 de enero

- 9:00 hrs. Desayuno de trabajo con el Dip. Bernardo Bátiz Vázquez, Presidente del Comité del Instituto de Investigaciones Legislativas. Salón "A" de Los Cristales.
- 11:00 hrs. Asistencia a la sesión de la Comisión Permanente del Congreso de la Unión.
- 14:20 hrs. Comida de trabajo con el Dip. Fidel Herrera Beltrán, Presidente de la Comisión de Reglamento y Prácticas Parlamentarias. Salón "A" de Los Cristales.
- 16.30 hrs. Reunión de trabajo con el Lic. Enrique Lozano Botello, Director General de Recursos Humanos, y con el Lic. Arturo Alvarez Ruiz, Director General Adjunto de Capacitación.
- 18:30 hrs. Conclusión de actividades.

Jueves 20 de enero

- 10:30 hrs. Reunión de trabajo con el Dr. Miguel Angel Garita Alonso, Director General de Asuntos Jurídicos.
- 11:45 hrs. Reunión de trabajo con la C.P. Blanca Leticia Ocampo García de Alba, Contralora General.
- 12:45 hrs. Reunión de trabajo con el C.P. Raúl Sánchez Angeles, Coordinador General de Servicios Financieros.
- 14:15 hrs. Comida de trabajo con los asesores de la Mesa Directiva, Junta de Coordinación Política y de la Secretaría General. Salón "C" de Los Cristales.
- 16:30 hrs. Reunión de trabajo con el Lic. Juan Ulises Hernández Jiménez, Coordinador General de Comunicación Social.
- 17:30 hrs. Reunión de trabajo con el Ing. Gilberto Becerril Olivares, Director de la Gaceta Parlamentaria.
- 18:30 hrs. Conclusión de actividades.

Viernes 21 de enero

- 10:30 Reunión de trabajo con el Lic. Samuel Rodríguez Mora, Director de Relaciones Interinstitucionales y del Protocolo.
- 11:30 Reunión de trabajo con el Lic. Alfredo Del Valle Espinosa, Secretario de Servicios Parlamentarios.
- Fin del programa.



CÁMARA DE DIPUTADOS
COMITÉ DE BIBLIOTECA E
INFORMÁTICA

SIID
SISTEMA INTEGRAL DE INFORMACIÓN Y DOCUMENTACIÓN
Palacio Legislativo, Edif. C, Nivel 3, México, D.F., C.P. 15969
Tel. 5628-1318, Tel. y Fax 5628-1316. e-mail:liahut@cddhcu.gob.mx

AGENDA DE TRABAJO
PARA LA REUNION DE PERSONAL DEL S.I.I.D. CON LA LIC. BEATRIZ GROSSO,
RECTORA DEL INSTITUTO DE CAPACITACION PARLAMENTARIA DE LA H.
CAMARA DE DIPUTADOS DE LA NACION ARGENTINA

Martes 18, de enero
11:00 – 13:30 hs.

Sala de Juntas del Sistema Integral de Información y Documentación (SIID)
Edificio "C", 3er. Piso.

1. Presentación de los asistentes.
2. Presentación de los Servicios de Bibliotecas de la Cámara de Diputados de México, por la Lic. Dulce María Liahut, Directora General: 15 minutos.
Preguntas y respuestas: 15 minutos.
3. Experiencia de la H. Cámara de Diputados de la Nación Argentina en los siguientes temas:
Servicio de Carrera: lineamientos de su organización y operación.
Preguntas y respuestas
30 minutos en total.
Técnica Legislativa: Procedimiento general y elementos constitutivos
Preguntas y respuestas
30 minutos en total.
Servicios de información y/o investigación parlamentaria
Preguntas y respuestas
30 minutos en total.
4. Recorrido por las instalaciones de la Biblioteca. 20 minutos.
5. Traslado a las oficinas de la Presidencia de la Mesa Directiva.

Quehacer Parlamentario



SECCIÓN PARLAMENTARIA

ESTADOS UNIDOS MEXICANOS, 25 DE ENERO DE 2000.

INTERNET: WWW.CAMARADEDIPUTADOS.GOB.MX

Proponen regularizar autos ilegales

La Cámara Informa...

El Instituto de Investigaciones Legislativas y la Universidad Benemérita ofrecen el Diplomado en Derecho Parlamentario. Se impartirá de Febrero 15 a junio 25 del 2000, los días martes y jueves de 9:00 a 10:00 horas. El costo total del diplomado será de \$ 5,850.00. Para mayores informes comunicarse con el Sr. Francisco J. Palomares Ortega, Coordinador Académico del Diplomado a los teléfonos 5628-1309 ext. 3127 y 5628-1421 o acudir al Centro de Estudios del Instituto, ubicado en Av. Congreso de la Unión no. 66, Col. El Parque, México DF. P.O. Box 198, edificio 11, el diplomado será impartido en las instalaciones de la Cámara de Diputados.



La regularización es el paso de vehículos ilegales a regulares. Se ha dejado a un lado el pago de impuestos, para avanzar con el trámite.

que "sepa" vehicular que transita por México, ante ella y con el propósito de que exista un mayor control que contribuya a enfrentar la inseguridad pública que provocan vehículos no identificados que circulan en nuestro territorio y acabar con la ilegalidad e inseguridad en el pago de las contribuciones, la Cámara de Diputados analiza la creación de una Ley para la Renovación y Protección del Parque Vehicular Mexicano.

El diputado Juan José García de Alba (PAN) presenta una iniciativa, ofreciendo una solución integral al problema que representan los autos irregulares de procedencia extranjera, propone

que la Secretaría de Hacienda integre un Registro Provisional de Vehículos Irregulares de Procedencia Extranjera, para que los propietarios de estos realicen su inscripción en el citado Registro, previo pago de derechos.

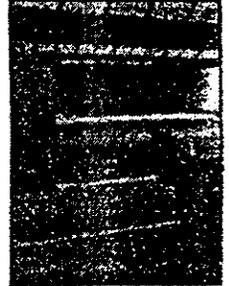
● Podrán ser objeto de registro provisional los vehículos cuyo modelo sea 1995 o anteriores, no podrán inscribirse los automóviles de lujo o deportivos.

● Se propone que el Ejecutivo Federal constituya un Fideicomiso para la Renovación del Parque Vehicular Mexicano.

Senado, más atribuciones

Para dotar al Senado de la República de la facultad de aprobar los acuerdos, convenios y memorandos en materia de narcotráfico, seguridad pública y seguridad nacional, que suscriba nuestro gobierno con cualquier otro, se está en una iniciativa de ley para reformar la fracción primera del Artículo 76 y la fracción décima del Artículo 89 constitucional.

La propuesta de la diputada Lenia Torres (PRD), menciona que el Congreso de la Unión tiene el reto no sólo de enfrentar nuestros propios problemas en materia de lucha contra el tráfico de drogas y de seguridad pública con independencia nacional, sino también de auxiliar a nuestras autoridades a la soberanía de los poderes nacionales, para evitar la presencia ilegal de agentes estadounidenses en territorio mexicano.



En los últimos tres años se han aprobado más de 60 reformas en materia de justicia, casi todas provenientes del Poder Ejecutivo para homologar el derecho penal mexicano con el estadounidense.

Cultura de apoyo



La votación para ratificar el Convenio 159 fue unánime es decir, 91 Senadores votaron a favor y cero en contra

La cultura de apoyo a personas con discapacidad ha llegado a México. La Cámara de Senadores ratificó el Convenio 159, acerca de la readaptación social y el empleo de personas con discapacidad, lo que significa "un éxito y un gran paso", dijo el diputado Hector Larios Lantigua, titular de la Comisión de Atención y

Atención a Discapacitados de la Cámara de Diputados.

La ratificación del Convenio de la Organización Internacional del Trabajo, obliga a México a promover igualdad de oportunidades para acceder al trabajo a las personas con discapacidad, así como mecanismos de defensa en contra de actos discriminatorios de empresas e instituciones públicas, brindarles capacitación y orientación a fin de que obtengan buenos empleos y los conserven, atender eficazmente y con mayor solícitud los casos rurales y las zonas marginadas, porque ahí también se encuentran personas con estas necesidades.



La licenciada Beatriz Grossa, rectora del Instituto de Capacitación Parlamentaria de la H. Cámara de Diputados Argentina visitó el Palacio Legislativo de San Lázaro la semana del 17 al 21 de enero. Aquí se reunió con diversas autoridades de la Cámara de Diputados mexicana para intercambiar experiencias y puntos de vista acerca del trabajo legislativo.

La Comisión de Estudios Legislativos y el Instituto de Investigaciones Jurídicas de la UNAM ofrecen el Seminario Internacional: El Constitucionalismo del Siglo XXI. Jueves 19, Viernes 1, 2, 3 y 4 del 2000, 11 horas. Salón Legisladores de la República Mexicana en el edificio principal del Poder Legislativo de San Lázaro, con la colaboración del Archivo General de la Nación, se mostrará la Exposición Fotográfica y Documental del Constituyente de Querétaro 1916-1917. Av. Congreso de la Unión, No. 66, Colada El Parque.

El Comité de Asuntos Internacionales invita a la conferencia Política del Brasil para América Latina y México en este nuevo edificio que destaca el excelentísimo Embajador de la República Federativa del Brasil Sr. Francisco Junqueira Maranhão el 26 de enero de 2000, 18 horas. Ministerio del H. Congreso de la Unión, ubicada en la calle de Tumbalá Num. 35, en el Centro Histórico de la Ciudad de México.

La Cámara Informa...

La Comisión de Programación, Presupuesto y Cuenta Pública, el Instituto Tecnológico Autónomo de México, el Colegio de México, el Centro de Investigación y Docencia Económicas y la Universidad Autónoma Metropolitana

invitan al foro

La Reforma del Estado: El Presupuesto y el Gasto Público en México

PROGRAMA

● Enero 25, 9AM-5PM, TERESA, 630 hrs: Inauguración del evento
● Enero 25, 9AM-5PM, TERESA: Presentación y Reunión del Estado en México
● Sesión 1 (9:00 - 12:30 hrs.)
Referencia fiscal
Armando Fernández, Director IAM
Carlos Estrella, Director General del CDE
Miguel Cabral Domínguez, SHCP
Gustavo Márquez, Universidad de Harvard
Comentarios: Salvador Jorge Calderín
● Sesión 2 (12:30 - 12:30 hrs.)
Reclutamiento de personal estatal
José Raúl IAM
Javier Barrios, AFOR 2003
Sicilia García Sáenz, Presidente de la Comisión de Programación, Presupuesto y Cuenta Pública de la Cámara de Diputados
Santiago Levy, Subsecretario de Egresos, SHCP

Comentarios: Roberto Michel, Director de Estudios de Finanzas Públicas de la H. Cámara de Diputados
● Enero 26, 9AM-5PM: Evaluación y Perspectivas de los Programas de Descentralización del Gasto Público
Sesión 3 (9:30 - 12:30 hrs.)
Descentralización del gasto y de los ingresos públicos
Felix Giménez, Banco Nacional de Descentralización, Comercio y Crédito de Brasil
José Sánchez, Instituto Brasileño de Análisis Social y Económico
Comentarios: Diputado Salvador García Fernández, Asesor
Rogelio Jasso, Universidad de Occidente
Comentarios: Pablo Velázquez
● Sesión 4 (12:00 - 12:00 hrs.)
Déficit Fiscal, Crecimiento Monetario e Instituciones Financieras Públicas

Mery de Haza, Universidad de Santiago, Venezuela
Javier de Reyes, Universidad de Porto Alegre
Comentarios: Diputado Marcelo Estrada
Miguel Delgado, Comisión de Programación, Presupuesto y Cuenta Pública
Alfonso José Lora, IAM, Investigador
Comentarios: Diputado Felipe de Jesús Castro
● Enero 27, 9AM-5PM: Intransparencia y Mecanismos de Evaluación del Gasto Público
Sesión 5 (12:00 - 12:00 hrs.)
Reforma presupuestaria, transparencia, eficiencia y evaluación del gasto público
Isaac Chacón, Centro de Empleo del Policy Frontier
José Antonio Arriarán, Unidad de Control presupuestal, SHCP
José Pablo Guerrero, CDE
Fuentes Perdomo, CDE
Comentarios: Diputado Germán Márquez

● Sesión 6 (12:30 - 12:30 hrs.)
Poder legislativo y proceso presupuestario
Vicente Escobedo, IASA, Banco Interamericano de Comercio Exterior
Armando Lora, CDE
Marcelo Ferraz Lora, SHCP
Alicia Rivera Castro, Comisiones Mover de Harvard
Comentarios: Diputado Salvador García Fernández
Miguel Estrada Haza
Comentarios: magistrado
Sesión 7 (12:00 - 12:00 hrs.)
Enero 28, 9AM-5PM: Comentarios del Foro
Sesión 7 (12:00 - 12:00 hrs.)
Tendencias económicas, México Colgado
José García, Fondo Monetario Internacional
Horacio Sánchez, COLMEX
Comentarios: Diputado Santiago Pardo Castro
● Enero 28, 9AM-5PM: 12:30 hrs: Clausura del evento

Inscripciones (2)

- El examen versará sobre Introducción al estudio del Derecho y Derecho Constitucional, teniéndose como bibliografía el libro "Introducción al Derecho" del Dr. Mario I. Álvarez Ledesma, Editorial Mc Graw Hill, 1995 y "Derecho Constitucional" del Mtro. Elzur Arteaga Nava, Editorial Oxford University Press, 1999. Libro de referencia: Teoría Constitucional y Teoría Política.
- Los resultados se podrán solicitar con el Sr. Francisco J. Palomino Ortega, en las oficinas del propio Comité el 27 de febrero del 2000.
- Debido a que sólo serán admitidos 50 (cincuenta) aspirantes de aquellos que realicen examen de selección, es importante señalar que se valorará tanto el curriculum académico (grados, diplomados y posgrados), la experiencia profesional y desarrollo en el sector público, consultoría y asesoría en materia legislativa, actividades académicas y actividades políticas, así como la calificación del examen.

Inscripciones (3)

- El costo total del diplomado será de \$5,950.00 (Cinco mil novecientos cincuenta pesos 00/100 m.n.). Se pagarán \$850.00 (ochocientos cincuenta pesos 00/100 m.n.) por inscripción y seis meses de inscripción por anualidad.
- Las instituciones convocantes no otorgan becas, aunque como estímulo académico reembolsarán el costo total de inscripción al alumno más sobresaliente.
- El diplomado será llevado a cabo en el Auditorio Norte de la H. Cámara de Diputados todos los martes y jueves de 7:00 a 10:00 hrs. del 15 de febrero al 25 de julio del 2000.
- Habrá una primera sesión de integración el 15 de febrero, de 9:00 a 10:00 hrs. Se les pide asistir puntualmente a la cita.

Módulo I

TEORÍA DE LAS INSTITUCIONES POLÍTICAS

Ponente Lic. Alan García Caminos
Asesor del Instituto Federal Electoral

Temario:

- Sistemas Políticos
- Sistemas Constitucionales
- Sistemas Electorales
- Sistemas de Partidos

Periodo: del 15 al 29 de febrero.

Módulo II

TEORÍA DEL DERECHO PARLAMENTARIO

Ponente Mtro. Bernardo Hatz Vázquez
Diputado Federal

Temario:

- Ubicación del Derecho Parlamentario
- Teoría del Derecho Parlamentario
- Principios Sustantivos y Activos del Derecho Parlamentario

Periodo: del 2 al 16 de marzo.

Módulo III

Historia de las Relaciones Legislativas en México

Ponente Mtra. Gloria Villegas Muñoz

Inst. Invest. Históricas, ONAM

Temario:

- * Periodo 1824-1857
- * Periodo 1857-1917
- * Periodo 1917-Epoca Actual

Periodo: del 23 de marzo al 2 de mayo

Módulo IV

Derecho Constitucional del Estado Mexicano

Ponente Dr. Miguel Caballero Sánchez

Instituto de Investigaciones Jurídicas, UNAM

Temario:

- * Relaciones Cámara de Diputados-Senado de la República
- * Relaciones Legislativo-Ejecutivo
- * Relaciones Legislativo-Judicial
- * Relaciones Legislativo-Federal-Legislaturas Locales

Periodo: del 11 de abril al 2 de mayo

Módulo V

Legislación sobre la Función del Poder Legislativo

Ponente Dra. Ma. de la Luz Gallo Barja

Instituto de Investigaciones Jurídicas, UNAM

Temario:

- * Ley de Responsabilidad de los Servidores Públicos
- * Análisis Jurídico del Presupuesto
- * Comisiones de Investigación del Congreso

Periodo: del 4 al 18 de mayo

Módulo VI

Normatividad Interna del Congreso de la Unión:

Historia y Legislación Actual

Ponente Dra. Susana T. Pedraza

Instituto de Investigaciones Jurídicas, UNAM

Temario:

- * Ley Orgánica del Congreso de la Unión. Perspectiva Histórica
- * Modificaciones de la Ley Orgánica del Congreso de la Unión:
LVII Legislatura
- * Reglamento Interior de la Cámara de Diputados y del
Senado de la República
- * Acuerdos Reglamentarios de la Legislatura

Periodo: del 23 de mayo al 6 de junio

Módulo VII

Derecho Procesal Legislativo
Ponente Lic. Alfredo de la Cruz Escobedo
Secretario de Servicios Parlamentarios
H. Cámara de Diputados

Temario:

- * Iniciativa y Formación de Leyes
- * Proceso Legislativo

Periodo: del 18 al 22 de junio

Módulo VIII

Técnica Legislativa
Ponente Lic. Miguel Ángel Camposeca Cadena
Pdte. Academia Mexicana de Derecho Parlamentario

Temario:

- * Introducción a la Lógica Jurídica
- * Técnica Legislativa
- * Redacción Parlamentaria
- * Taller de Elaboración de Iniciativas, Proyectos y Dictámenes

Periodo: del 27 de junio al 11 de julio

Módulo IX

Negociación y Concertación
Ponente Dr. Jaime Domínguez Estrada
Dpto. Derecho, Universidad de Americana

Temario:

- * Principios básicos de negociación
- * técnicas de negociación
- * Taller de Negociación
- * Cabildeo
- * Consensos para Concertaciones

Periodo: del 13 al 27 de julio

INFORMES

Sr. Francisco J. Palomino Ortega
Coordinador Académico del Diplomado
y Secretario Técnico del
Instituto de Investigaciones Legislativas
H. Cámara de Diputados

Av. Congreso de la Unión No. 66, Col. El Parque, C.P. 15969, México, D.F.
Edificio "B" Planta Baja, Cubículo 15
Tels.: 56 28 14 21 y 56 28 13 00 ext. 3127

**DIPLOMADO EN DERECHO PARLAMENTARIO COMPARADO
PLAN DE ESTUDIOS**

PRIMERA PARTE.- TEORIA DE DISEÑOS INSTITUCIONALES

PONENCIA	PROFESOR	INSTITUCION	FECHAS
GOBERNABILIDAD EN SISTEMAS DEMOCRATICOS	DR. BENITO NACIF	CENTRO DE INVESTIGACION Y DOCENCIA ECONOMICAS	MARZO 27

**SEGUNDA PARTE.- RELACIONES EJECUTIVO-LEGISLATIVO Y ESTRUCTURA Y FUNCIONAMIENTO DEL
PARLAMENTO NACIONAL EN EUROPA**

PONENCIA	PROFESOR	INSTITUCION	FECHAS
REINO UNIDO	DR. BENITO NACIF	CENTRO DE INVESTIGACION Y DOCENCIA ECONOMICAS	MARZO 29 MARZO 31
ALEMANIA	MTRO. FERNANDO DWORAK	INSTITUTO TECNOLOGICO AUTONOMO DE MEXICO	ABRIL 3 ABRIL 5
ITALIA	MTRO. FERNANDO DWORAK	INSTITUTO TECNOLOGICO AUTONOMO DE MEXICO	ABRIL 7 ABRIL 10
ESPAÑA	MTRO. HECTOR DIAZ SANTANA	FACULTAD LATINOAMERICANA DE CIENCIAS SOCIALES	ABRIL 12 ABRIL 14
FRANCIA	DR. ALEJANDRO POIRE	INSTITUTO TECNOLOGICO AUTONOMO DE MEXICO	ABRIL 24 ABRIL 26

**TERCERA PARTE.- RELACIONES EJECUTIVO-LEGISLATIVO Y ESTRUCTURA Y FUNCIONAMIENTO DEL
PARLAMENTO NACIONAL EN ASIA Y AFRICA**

COREA	DR. ALFREDO ROMERO	UNIVERSIDAD NACIONAL AUTONOMA DE MEXICO	ABRIL 28
JAPON	DR. JOSE ANTONIO CRESPO	EL COLEGIO DE MEXICO	MAYO 8
SUDAFRICA	DRA. HILDA VARELA	EL COLEGIO DE MEXICO	MAYO 12
RUSIA	DRA. ISABEL TURRENT	EL COLEGIO DE MEXICO	MAYO 15

EXAMEN PARCIAL.- VIERNES 17 DE MAYO

CUARTA PARTE.- RELACIONES EJECUTIVO-LEGISLATIVO Y ESTRUCTURA Y FUNCIONAMIENTO DEL CONGRESO NACIONAL EN AMERICA

PONENCIA	PROFESOR	INSTITUCION	FECHAS
CANADA	DR. ATHANASIOS CHRISTOULAS	INSTITUTO TECNOLOGICO AUTONOMO DE MEXICO	MAYO 19
ESTADOS UNIDOS	MTRO. JEFFREY WELDON UITTI	INSTITUTO TECNOLOGICO AUTONOMO DE MEXICO	MAYO 22 MAYO 24 MAYO 26
CHILE	DR. JOHN CAREY	WASHINGTON UNIVERSITY	MAYO 29 MAYO 31
COSTA RICA	DR. JOHN CAREY	WASHINGTON UNIVERSITY	JUNIO 2
ARGENTINA	DR. GABRIEL NEGRETO	CENTRO DE INVESTIGACION Y DOCENCIA ECONOMICAS	JUNIO 5 JUNIO 7
ECUADOR	DRA. NINA PACARI	CONGRESO NACIONAL DE LA REPUBLICA DE ECUADOR	JUNIO 9
URUGUAY	DR. SCOTT MORGENSTERN	DUKE UNIVERSITY	JUNIO 12
BOLIVIA	DR. ALFONSO FERRUFINO	UNIVERSIDAD DE SAN ANDRES	JUNIO 14
PERU	LIC. JOSE CEVASCO	CONGRESO NACIONAL DEL PERU	JUNIO 16
COLOMBIA	DR. BRIAN CRISP	ARIZONA UNIVERSITY	JUNIO 19
VENEZUELA	DR. BRIAN CRISP	ARIZONA UNIVERSITY	JUNIO 21
GUATEMALA	DR. RAMIRO DE LEON CARPIO	CONGRESO DE GUATEMALA	JUNIO 23
BRASIL	DR. OCTAVIO AMORIM-NETO	UNIVERSIDAD DE BRASILIA	JUNIO 26 JUNIO 28

QUINTA PARTE.- SISTEMA INSTITUCIONAL MEXICANO

PONENCIA	PROFESOR	INSTITUCION	FECHAS
RELACIONES EJECUTIVO- LEGISLATIVO EN MEXICO	DR. BENITO NACIF	CENTRO DE INVESTIGACION Y DOCENCIA ECONOMICAS	JUNIO 30
ESTRUCTURA Y FUNCIONAMIENTO DEL CONGRESO NACIONAL	DR. BENITO NACIF	CENTRO DE INVESTIGACION Y DOCENCIA ECONOMICAS	JULIO 3
ESTRUCTURA Y FUNCIONAMIENTO DE LOS CONGRESOS LOCALES	MTRO. JEFFREY WELDON UITTI	INSTITUTO TECNOLOGICO AUTONOMO DE MEXICO	JULIO 5
PRESUPUESTO Y CUENTA PUBLICA	DR. FRANK MAURO DR. LUIS CARLOS UGALDE MODERADOR.- MTRO. ROBERTO MICHEL	UNIVERSIDAD ESTATAL DE NUEVA YORK EMBAJADA MEXICANA EN ESTADOS UNIDOS H. CAMARA DE DIPUTADOS	JULIO 7
FORTALECIMIENTO INSTITUCIONAL DEL SENADO DE LA REPUBLICA	SEN. TRINIDAD LANZ CARDENAS (PRI) SEN. JUAN ANTONIO GARCIA VILLA (PAN) SEN. ENRIQUE GONZALEZ PEDRERO (PRD) MODERADORA.- DRA. SUSANA THALIA PEDROZA DE LA LLAVE	SENADOR SENADOR SENADOR UNIVERSIDAD NACIONAL AUTONOMA DE MEXICO	JULIO 10
FORTALECIMIENTO INSTITUCIONAL DE LA CAMARA DE DIPUTADOS	DIP. FRANCISCO JOSE PAOLI BOLIO (PAN) DIP. FRANCISCO JAVIER LOYO RAMOS (PRI) DIP. BERNARDO BATIZ VAZQUEZ (PRD)	DIPUTADO FEDERAL DIPUTADO FEDERAL DIPUTADO FEDERAL	JULIO 12

PONENCIA	PROFESOR	INSTITUCION	FECHAS
	MODERADOR.- DRA. LUISA BEJAR ALGAZI	UNIVERSIDAD NACIONAL AUTONOMA DE MEXICO	
ADMINISTRACION PARLAMENTARIA	LIC. ADALBERTO CAMPUZANO RIVERA LIC. FERNANDO FRANCO GONZALEZ SALAS LIC. ALFREDO DEL VALLE ESPINOZA C.P. JORGE VALDES AGUILERA MODERADOR.- DR. JOSE LUIS MENDEZ MARTINEZ	SENADO DE LA REPUBLICA H. CAMARA DE DIPUTADOS H. CAMARA DE DIPUTADOS H. CAMARA DE DIPUTADOS INSTITUTO FEDERAL ELECTORAL	JULIO 14

SEXTA PARTE.- PARLAMENTOS INTERNACIONALES

ORGANIZACIONES INTERNACIONALES	SR. RONNY RODRIGUEZ DR. EDMUNDO JARQUIN MODERADORA.- MTRA. MARGARITA R. SEMINARIO	ORGANIZACION DE ESTADOS AMERICANOS BANCO INTERAMERICANO DE DESARROLLO UNIVERSIDAD ESTATAL DE NUEVA YORK	JULIO 17
PARLAMENTO EUROPEO	MTRA. ELSA GUADALUPE ORTEGA LOPEZ	SAI CONSULTORES	JULIO 19
PARLAMENTO LATINOAMERICANO	SEN. JUAN SINGER	PARLAMENTO INTERNACIONAL	JULIO 21
UNION INTERPARLAMENTARIA	DR. ANDERS JOHNSSON SEN. FERNANDO SOLANA MODERADORA.- MTRA. LORETTA ORTIZ ALHF	UNION INTERPARLAMENTARIA SENADO DE LA REPUBLICA UNIVERSIDAD IBEROAMERICANA	JULIO 24

EXAMEN FINAL.- MIERCOLES 26 DE JULIO

62



INSTITUTO
DE INVESTIGACIONES
LEGISLATIVAS



LA VERDAD NOS HARA LIBRES

UNIVERSIDAD
IBEROAMERICANA



State University of New York

ABRETE AL MUNDO!
DIPLOMADO EN
DERECHO PARLAMENTARIO COMPARADO

Objetivo

El presente diplomado tiene como objetivo el que legisladores, funcionarios legislativos y equipos de apoyo de comisiones y coordinaciones, así como toda aquella persona interesada en el quehacer parlamentario, tengan la posibilidad de acceder a un análisis sobre las relaciones ejecutivo-legislativo en los distintos sistemas constitucionales a la fecha ideados, así como de la estructura y el funcionamiento de sus congresos nacionales.

Primera Parte

Teoría de Diseños Institucionales

Segunda Parte

**Relaciones Ejecutivo-Legislativo y Estructura y
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Tercera Parte

**Relaciones Ejecutivo-Legislativo y Estructura y
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Cuarta Parte

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Sistema Institucional Mexicano

Sexta Parte

Parlamentos Internacionales

Inicio: 27 de marzo

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Quehacer Parlamentario



SECCIÓN PARLAMENTARIA

ESTADOS UNIDOS MEXICANOS, 14 DE MARZO DE 2000

INTERNET: WWW.CAMARADEDIPUTADOS.COB.MX

Los derechos de la mujer, tema de una exposición en San Lázaro

En la muestra, que permanecerá abierta todo el mes, se exhiben alrededor de 40 fotografías de destacadas mujeres mexicanas



Guadalupe Gómez Maganda, coordinadora de la Comisión Nacional de la Mujer; Patricia Moisés Lechuga, directora del Museo Legislativo, y el diputado Luis Meneses Murillo, vicepresidente de la Mesa Directiva durante la inauguración de la exposición *Los Derechos de la Mujer Mexicana*.

Es necesaria la igualdad de géneros y que el 17 por ciento de legisladoras representadas en la Cámara de Diputados y en el Senado de la República se convierta en el 50 por ciento, además de que los partidos políticos estén obligados a proponer 30 por ciento de mujeres para cubrir cargos de elección de propietarias y no sólo de suplentes, como lo establece el Código Federal de Instituciones y Procedimientos Electorales (Cofipe).

Propuso lo anterior el diputado Luis Meneses Murillo, vicepresidente de la Mesa Directiva de la Cámara de Diputados, al inaugurar la exposición temporal *Los Derechos de la Mujer Mexicana*, en el Museo Legislativo Los Sentimientos de la Nación.

Por su parte, Guadalupe Gómez Maganda, coordinadora general de la Comisión Nacional de la Mujer, indicó que los hombres y las mujeres nacen con los mismos derechos, no

obstante, aún persiste la discriminación entre ambos géneros.

Patricia Moisés Lechuga, directora del Museo Legislativo, informó que la muestra es un homenaje a todas aquellas mujeres que han luchado en el pasado y en el presente por la igualdad de oportunidades en la educación, empleo, por el ejercicio de sus derechos sociales y políticos, así como por el respeto pleno de su integridad.

Sanciones severas para quien lucre con el acervo histórico del país

A la fecha los archivos sólo se rigen bajo las disposiciones del Artículo 32 de la Ley Federal de Monumentos y Zonas Arqueológicas

Ante la falta de un marco jurídico que regule el patrimonio documental de la Administración Pública Federal de los Poderes de la Unión, los estados y municipios, el próximo periodo ordinario de sesiones podría presentarse al Pleno cameral la Ley Nacional de Archivos, aseguró el diputado Isael Petronio Cantú Nájera, presidente del subcomité de Archivo Histórico del Comité de Biblioteca e Informática.

En la clausura del Foro Público de Consulta sobre la Ley Nacional de Archivos, el legislador consideró que con esa ley se podría sancionar con mayor rigor a los archivistas que abusen de su cargo

para saquear, hurtar o lucrar con documentos oficiales que formen parte de la memoria histórica del país, los cuales en la mayoría de los casos son vendidos en el mercado negro hasta en 25 mil dólares.



En breve, auditarán a la Universidad de Guadalajara

La fiscalización y vigilancia de los recursos estatales y federales que realiza la Contaduría Mayor de Hacienda, no excluye a las universidades públicas por el hecho de que sean autónomas, aseguró el diputado Fauzi Hamdan Amín, al informar que en breve será auditada la Universidad de Guadalajara.

El presidente de la Comisión de Vigilancia de la Contaduría Mayor de Hacienda, agregó que dicha auditoría forma parte de la Cuenta Pública de 1998 y que desconoce si existen motivos políticos para realizar el balance financiero de esta institución académica.

La propuesta de auditoría lo hizo el diputado Gilberto Parra Rodríguez.

La medida podría generalizarse a otras universidades públicas del país, a fin de fiscalizar los recursos existentes

Por un lamentable error, en una nota publicada en esta Página apareció: Auditarán a la Universidad Autónoma de Guadalajara. Lo correcto debió ser: Auditarán a la Universidad de Guadalajara. Debe mencionarse que la primera institución es privada por lo que no recibe recursos federales.



Fauzi Hamdan dijo que el hecho de que no se hayan realizado auditorías a las universidades públicas no significa que la Contaduría Mayor carezca de facultades para ello.



El Instituto de Investigaciones Legislativas de la Cámara de Diputados y la Dirección de Programas Internacionales de la Universidad Estatal de Nueva York invitan al

Diplomado en Derecho Parlamentario Comparado

Será impartido en las instalaciones del Palacio Legislativo de San Lázaro, del 27 de marzo al 26 de julio de 2000, todos los lunes, miércoles y viernes de 7:30 a 10 AM

La inauguración se efectuará el miércoles 22 de marzo de 9 a 10 horas.

El costo total del curso será de \$ 5,000.00 (Cinco mil pesos). Se pagará una inscripción de \$ 1,000.00 (mil pesos) y cuatro mensualidades por la misma cantidad.

Para mayores informes comunicarse con el Sr. Francisco J. Pistonino Ortega, Secretario Técnico del Instituto de Investigaciones Legislativas a los teléfonos 5628 13 00 ext. 3127 y 5628 1421 o acudir al propio Comité del Instituto, ubicado en Av. Congreso de la Unión No. 66, Colonia El Parque, Edificio 8, Planta Baja, cubículo 15.

En Apoyo a los migrantes

Necesaria una Ley de Nacionalidad actualizada

Proponen la creación de seminarios o foros de consulta para actualizar la legislación

Los más de 20 millones de mexicanos que radican en Estados Unidos y que anualmente envían a sus familias entre tres y cuatro mil millones de dólares, deben contar con una Ley de Nacionalidad actualizada, que proteja los derechos de los connacionales y establezca mecanismos de apoyo a los mexicano-americanos

Así lo señaló el diputado Arturo Jaime García Quintanar, secretario de la Comisión de Comercio, al pronunciarse por una reforma integral al marco legal en la materia que atiende las principales demandas de los cerca de 300 mil mexicanos que cada año salen del país, como la generación de empleo en zonas expulsores de migrantes y la creación de mecanismos de apoyo y atención en el vecino país.



PARA CUALQUIER INFORMACIÓN ADICIONAL, MARQUE EL TELEFONO 5628-1339 DE LA COORDINACIÓN GENERAL DE COMUNICACIÓN SOCIAL



CÁMARA DE DIPUTADOS
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ACUERDO entre el Sistema Integral de Información y Documentación del Comité de Biblioteca e Informática de la Cámara de Diputados (SIID), representado por su Directora General Lic. Dulce María Liahut Baldomar y la Representación en México de la Universidad Estatal de Nueva York (SUNY), representado en este acto por su Director Ejecutivo, el Lic. Robert Balkin, y su Asesora Legislativa, Mtra. Margarita R. Seminario Murrieta.

1. El presente Acuerdo se deriva del Convenio General de Colaboración e Intercambio en Materia de Investigación e Información Parlamentaria celebrado el 26 de abril de 1999 entre la Comisión de Régimen Interno y Concertación Política de la Cámara de Diputados y la Universidad Estatal de Nueva York, así como del Convenio Específico firmado el 25 de octubre de 1999 entre el Sistema Integral de Información y Documentación y la Representación en México de la Universidad Estatal de Nueva York (SUNY).
2. El Instituto de Investigaciones Legislativas de la Cámara de Diputados y la Universidad Estatal de Nueva York llevarán a cabo un Diplomado en Derecho Parlamentario Comparado del 27 de marzo 26 de julio del año 2000.
3. De acuerdo al espíritu del plan de profesionalización del personal de la Cámara de Diputados, el SIID tiene programado enviar a 11 miembros de su personal a tomar dicho diplomado.
4. El presente Acuerdo tiene por objeto apoyar la capacitación de 11 miembros del personal del SIID en el campo del Derecho Parlamentario comparado.
5. SUNY se compromete a aportar la cantidad de \$29,500 por concepto del 54% del costo total del diplomado para las 11 personas.
6. Los beneficiarios del presente acuerdo serán:

Nombre	Aportación de SUNY	Aportación del beneficiario
Dr. Jorge González Chavez	\$2,500	\$2,500
Lic. Florencio Soriano Eslava	\$2,500	\$2,500

[Firmas manuscritas]

Lic. Sandra Valdés Robledo	\$2,500	\$2,500
Lic. Claudia Gamboa Montejano	\$2,500	\$2,500
Lic. Elba Jiménez Solares	\$2,500	\$2,500
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Lic. Maribel Vázquez Cortés	\$2,500	\$2,500
Lic. Lourdes Romero Arrieta	\$2,500	\$2,500
Lic. María Elena Altamirano	\$2,500	\$2,500
Sr. Jorge Adrián Salinas Cruz	\$4,500	\$ 00.00
Mtro. Reyes Tépach Marcial	\$2,500	\$2,500

7. Los beneficiarios se comprometen a cumplir con el programa completo del diplomado obteniendo calificación aprobatoria y a preparar, al término del mismo, una breve síntesis en la que se expresen los beneficios que aportará a su labor cotidiana.

Palacio Legislativo, 16 de marzo de 2000.

Por SUNY



LIC. ROBERT BALKIN



MTRA. MARGARITA R. SEMINARIO MURRIETA

Por el SIID



LIC. DULCE MARIA LIAHUT BALDOMAR



Dip. Fed. Bernardo Bátiz Vázquez
PRESIDENTE DEL INSTITUTO DE INVESTIGACIONES
LEGISLATIVAS

México, D.F. a 23 de Marzo de 2000.

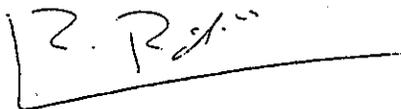
SR. ROBERT BALKIN
DIRECTOR
SUNY MEXICO
P R E S E N T E

Por este conducto me es muy grato saludarlo y solicitarle atentamente tenga a bien considerar la inclusión de la **Lic. Adriana González Veloz** como merecedora de una media beca más de las otorgadas a este Instituto para cursar el **Diplomado en Derecho Parlamentario Comparado** que impartiremos conjuntamente con ustedes y la Universidad Iberoamericana.

Lo anterior motivado porque la Lic. González se ha destacado por su aplicación en el Diplomado en Derecho Parlamentario Segunda Generación que se imparte actualmente. Su participación en este curso será de gran valía y contribución a su desarrollo profesional y académico.

Sin otro particular y agradeciéndole de antemano la atención prestada a la presente, reciba un cordial saludo.

A T E N T A M E N T E





Comité de Biblioteca e Informática

México D.F. a 22 de Marzo del 2000

*MTRA. MARGARITA R. SEMINARIO
SUNY MÉXICO
P R E S E N T E.*

Me dirijo a sus finas atenciones, con objeto de solicitar su valioso apoyo a fin de que la C. Rosa Belén Fabían Cruz, se vea beneficiada con una beca que le permita cursar el **Diplomado en Derecho Parlamentario Comparado**, mismo que impartirá el Instituto de Investigaciones Legislativas conjuntamente con la Dirección de Programas Internacionales de la Universidad Estatal de Nueva York.

Sabedor de contar con su colaboración, le expreso mi agradecimiento y me reitero a sus ordenes.

Atentamente

Dip. Francisco A. Arroyo Vieyra.
Presidente



Lic. Francisco Palomino Ortega
Secretario Técnico

PODER LEGISLATIVO FEDERAL
CAMARA DE DIPUTADOS

INSTITUTO
DE INVESTIGACIONES
LEGISLATIVAS

Palacio Legislativo, a 24 de Marzo de 2000.

C.P. SERGIO ORDOÑEZ TORRES
DIRECTOR GENERAL
DIRECCION GENERAL DE FINANZAS
COORDINACION GENERAL DE SERVICIOS FINANCIEROS
H. CAMARA DE DIPUTADOS

Por este conducto atentamente me permito solicitarle tenga a bien girar sus apreciables instrucciones a quien corresponda con el objeto de que pueda ser expedido un solo recibo por la cantidad de \$72,000.00 (SETENTA Y DOS MIL PESOS 00/100 M.N.) a nombre de THE RESEARCH FOUNDATION OF STATE UNIVERSITY OF NEW YORK correspondiente a la aportación de una beca completa por \$4,500.00 (CUATRO MIL QUINIENTOS PESOS 00/100 M.N.) por descuento del 10% por pronto pago y 27 medias becas de \$2,500.00 (DOS MIL QUINIENTOS PESOS 00/100 M.N.) cada una, a los alumnos que anexo en lista aparte, y que ha realizado esta institución para el Diplomado en Derecho Parlamentario Comparado.

Sin otro particular y agradeciendo la atención que se sirva prestar al presente, reciba usted un cordial saludo.

A T E N T A M E N T E

B e c a s - Diplomado en Derecho Parlamentario Comparado

- Dr. Jorge Gonzalez Chavez (\$2,500)
- Lic. Florencio Soriano Eslava (\$2,500)
- Lic. Sandra Valdez Robledo (\$2,500)
- Lic. Marcela Ramirez Villegas (\$2,500)
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- Sr. Roberto Hernandez Rodriguez (\$2,500)
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66	65	66	65



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Se retirará Paoli Bolio de la política

■ Regresará a la academia al concluir la actual Legislatura. Seguirá apoyando al PAN. Rechaza invitación del PRI

FRANCISCO ARROYO

Francisco José Paoli Bolio tiene previsto regresar a trabajar al "mundo académico de donde vengo", cuando termine su gestión -el 31 de agosto- como presidente de la Cámara de Diputados.

No aspira a ningún otro cargo de elección popular -senador o diputado a la Asamblea Legislativa del Distrito Federal-, como tampoco en algún partido político.

Dijo que sea o no miembro del Partido Acción Nacional (PAN) seguirá dándole su apoyo porque "creo que el PAN es un valor de México y ha aportado importantes impulsos a la democratización del país".

Paoli Bolio aclaró que el haber presentado su renuncia a la dirigencia nacional del PAN no fue una "rabietta", menos aún es un chantaje para obtener posiciones políticas.

"No tengo la más mínima intención de aceptar ni puesto directivo en el partido", aseveró.

Y precisó: "Quiero ser muy claro. Ni cargo de elección popular ni pue-



José Paoli reiteró que no aspira a algún cargo de elección popular ni puesto directivo en el PAN u otra organización política

to directivo en el PAN o en ninguna otra organización política".

A su vez, el coordinador de la diputación federal del Partido Revolucionario Institucional (PRI), Arturo Núñez Jiménez, aclaró que los priístas le brindan su apoyo a Paoli Bolio y que mientras no incurra en ninguna de las causales no será removido como presidente de la Cámara de Diputados.

Lamentó que el diputado Paoli Bo-

lio sea objeto de la intransigencia que priva en Acción Nacional. Además, mencionó que si decide ingresar al PRI, será una decisión que tome, por sí sólo, más no por presiones o por propuestas de obtener una candidatura a un cargo de elección popular.

Paoli Bolio, al respecto, agradeció las buenas referencias y hasta las muestras de apoyo y solidaridad que le han expresado los priístas, pero "no me interesa formar parte de ningún partido o grupo partidista".

EL UNIVERSAL
27 JAN 00

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Quehacer Parlamentario



SECCIÓN PARLAMENTARIA

ESTADOS UNIDOS MEXICANOS, 7 DE MARZO DE 2000

INTERNET: WWW.CAMARADEDIPUTADOS.GOB.MX

►► Inauguran exposición alusiva a la XI Reunión Interparlamentaria México-Canadá

Dinámica relación bilateral

La exposición está integrada por fotografías que ilustran aspectos de la vida económica, social y política de Canadá; además, por carteles informativos del Fondo Canadá

asesor Stanley E. Gooch, embajador de Canadá en México, en la inauguración de la exposición alusiva a la XI Reunión Interparlamentaria entre ambos países, que inició hoy en el pabellón de Nueva Villarta, Nayarit.

Carlos Heredia Zubeta, presidente de la delegación mexicana que asistió a la reunión, al inaugurar esta exposición informó que durante las jornadas se tratará de desarrollar varias relaciones con los poderes legislativos, la legislación de los partidos políticos y el proceso electoral en ambos países.

Por su parte, el diputado Julio Fuesler Carlisle, presidente del Comité de Asuntos Inter-nacionales, consideró que para esta ocasión en que se reúnen parlamentarios mexicanos y canadienses, será de interés común revisar las letras relacionadas con el comercio, el



Julio Fuesler, Stanley E. Gooch y Carlos Heredia Zubeta inauguraron una exposición cultural en el Palacio Legislativo de San Lázaro, con motivo de la XI Reunión Interparlamentaria México-Canadá.

intercambio cultural y el de la lucha contra el narcotráfico.

A su vez, Stanley E. Gooch, embajador de Canadá en México aseguró que para su país es importante mantener con el interés de planes de

trabajo con los legisladores mexicanos, toda vez que las relaciones bilaterales no sólo se desarrollan entre los poderes ejecutivos de cada nación, sino que éstas se extienden también al ámbito de legislativo.

Piden impulsar una cultura de género en apoyo a la mujer

Carca de tres millones de hogares están encabezados por mujeres, que ganan una tercera parte del ingreso promedio de los hombres

Vucovich Szekel, integrante de la Comisión de Equidad y Género, y se pronunció por una cultura de género que permita la incorporación de las mexicanas en los diversos ámbitos.

En la inauguración de las mesas regionales *Mujer, Derechos Humanos y Salud*, Cecilia Gámez, de la Secretaría de Desarrollo Social comentó que el 52 por ciento de las mujeres que trabajan en el DF reciben una remuneración que no permite cubrir sus necesidades.

Oscar González, presiden-



te de la Academia Mexicana de Derechos Humanos A.C., se pronunció favor de que en nuestra país exista una paridad en la representación parlamentaria, entre hombres y mujeres.

XI REUNIÓN INTERPARLAMENTARIA

MÉXICO CANADÁ

ACTIVIDADES

- 10 horas Ceremonia de Inauguración
- Bienvenida por el C. Antonio Cebalvarría, gobernador de Nayarit
- Intervención del diputado Carlos Heredia, Presidente de la delegación mexicana.
- Intervención de Gilbert Paroní, Presidente de la delegación canadiense.
- Declaratoria inaugural por el diputado Francisco Paul Bollo, presidente de la H. Cámara de Diputados.

La reelección de legisladores permitiría fortalecer el trabajo parlamentario

Participan diputados en la Semana de Derecho de la Universidad Iberoamericana

Para profesionalizar el trabajo parlamentario y consolidar la carrera legislativa en México, es necesario permitir la reelección inmediata de diputados y senadores del Congreso de la Unión, aseguró Francisco Paul Bollo, presidente de la Mesa Directiva de la Cámara de Diputados, en la Semana de Derecho de la Universidad Iberoamericana.

Miguel Quirós Pérez (PRD) dijo que primero de reelección para el caso de

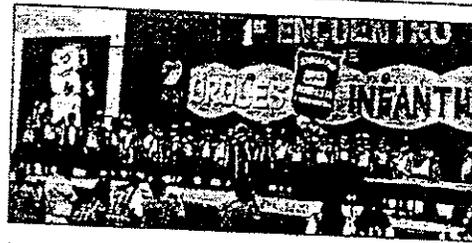
los diputados debe ser considerado como oportuno y sólo para un segundo periodo y en el caso de diputados de representación proporcional.

Por su parte, Fortunato Álvarez Barriáquez (PAN) señaló que la reelección inmediata de los legisladores está justificada porque conlleva a la profesionalización de las actividades parlamentarias y al desarrollo de la carrera legislativa.

Bernardo Bátiz Vázquez (PRD) precisó que al introducir la figura de la reelección se podría incurrir en dos peligros, primero, que los senadores y diputados vean como un modo viscoso el trabajo parlamentario y no como ideal político y segundo, que pueda crearse un clima de ingobernabilidad.



Legisladores hablaron acerca de la reelección de diputados y senadores, lo que calificaron de una buena oportunidad para fortalecer el quehacer parlamentario



La estudiante Antonia Nerva de Cotañal del Centro de Desarrollo Infantil de la Cámara de Diputados participó en el Primer Encuentro de Orquestas Infantiles, que se llevó a cabo en el Teatro Plan de Guadalupe, como parte de las actividades culturales que realiza ese centro.



El diputado Sergio Corriá, miembro del Consejo de Estado de Cuba, visitó la Cámara de Diputados para intercambiar experiencias en los ámbitos económico, social y cultural

La Cámara informa...

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El Comité de Biblioteca e Informática y la Comisión de Atención y Apoyo a Discapacitados invitan a la

Inauguración del Servicio de Información para Invidentes

Marzo 7, 12 horas

Biblioteca del H. Congreso de la Unión Tacuba No. 29 Centro Histórico

PARA CUALQUIER INFORMACION ADICIONAL MARQUE EL TELEFONO 5628-1360 DE LA COORDINACION GENERAL DE COMUNICACION SOCIAL

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Falta proyección a imagen de Cárdenas, dice coalición

ALEJANDRO TORRES ROGELIO

Mientras el vocero del PRD, Carlos Navarrete, aseguró ayer que a los partidos integrantes de la Alianza por México no les preocupa que su candidato presidencial, Cuauhtémoc Cárdenas, esté en tercer lugar en las encuestas, dirigentes de partidos que integran debatían en otro tono.

En reunión privada en las nuevas oficinas de la coalición, dirigentes de los partidos de la Revolución Democrática (PRD), del Trabajo (PT), de la Alianza Social (PAS), de la Sociedad Nacionalista (PSN) y de Convergencia por la Democracia realizaban una valoración autocrítica que les dio la z de alarma.

La razón, dijeron fuentes consultadas, es que la presencia de Cárdenas en los medios de comunicación, principalmente en radio y te-

levisión, es mínima en relación con la de sus adversarios del PRI, Francisco Labastida Ochoa, y del PAN, Vicente Fox Quesada.

Además, identificaron que uno de sus obstáculos para incrementar la presencia de Cárdenas en los medios de comunicación es la falta de recursos, y la necesidad de una mejor coordinación en el financiamiento por parte de la Alianza por México.

Ante ello, los integrantes de las comisiones de Comunicación Social e Imagen y de Propaganda de la coalición analizan la conveniencia de transmitir un "spot", al menos tres veces, durante la transmisión del Super Tazón de fútbol americano, a realizarse el 30 de enero.

En conferencia de prensa, Navarrete y Sergio Marco Carreño, secretario técnico de la comisión de Comunicación de la Alianza por Mé-

xico, reconocieron que en la valoración de la campaña hay elementos para pensar en establecer cambios, por ejemplo en la forma en que se difundirán los eventos y su cobertura por parte de los reporteros.

Incluso, el vocero del PRD dijo que no estaba descartada la posibilidad de plantear un cambio en algunos aspectos de la estrategia de campaña de Cárdenas.

Afirmó que en breve se verá a Cárdenas en los medios de comunicación, pero declinó detallar la fecha y en qué tipo de transmisión.

Aclaró que una primera etapa, actualmente en ejecución, es transmitir en los espacios contratados en radio y televisión por el Instituto Federal Electoral los tres primeros "spots" ya producidos.

En estos tres primeros "spots" no aparece Cárdenas, pues se busca "po-



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Cuauhtémoc Cárdenas

sicionar" a la Alianza por México en la opinión pública.

Una segunda etapa de la campaña en medios incluiría a Cárdenas para que los ciudadanos lo relacionen con la Alianza por México.

Las propuestas para incrementar la presencia de Cárdenas en los medios de comunicación, así como cualquier cambio en la estrategia de campaña, será consultada con el propio candidato antes de ser ejecutada.

Reelegir diputados, piden el tricolor y AN

■ **Habría mayor equilibrio entre poderes, argumentan legisladores; no se aplicaría a presidente y gobernadores**

FRANCISCO ARROYO

Legisladores del PAN y PRI están de acuerdo en la reelección de los diputados y presidentes municipales, pero advierten que permitiría no debe ser pretexto para que también se autorice para gobernadores y el presidente de la República.

Con la reelección de los diputados habría un mayor equilibrio entre los poderes Legislativo y Ejecutivo federales, aseguraron.

Además, la ciudadanía obtendría los mayores beneficios, ya que los

representantes populares responderían a sus intereses y no a los de grupo o camarillas, consideraron.

Los senadores Ricardo García Cervantes (PAN) y José Ramírez Gamero (PRI) negaron que la reelección de los diputados atente contra el espíritu de la no reelección, que fue una de las causas que originaron la Revolución de 1910.

Sin embargo, García Cervantes comentó que son los priístas los que se oponen a la reelección, porque han empleado los cargos de elección popular para "premiar" o llegar a acuerdos con los grupos y organizaciones que apoyan al partido oficial.

El panista está seguro de que la reelección permitirá generar nuevos liderazgos, pero sobre todo que los diputados tengan un mayor compromiso con la sociedad, sobre todo con

quienes los eligen y no con los grupos o camarillas.

A su vez, el senador del PRI, José Ramírez Gamero, manifestó que la reelección es necesaria para fortalecer al Poder Legislativo, pero sobre todo para que haya un mayor profesionalismo en la labor legislativa, para que se terminen las discusiones estériles que en nada benefician a la población y nación.

Sólo que el senador duranguense advirtió que de ser aprobada la reelección, el PRI tendría que ser muy cuidadoso en la nominación de sus candidatos a diputados, para no tener que ser minoría como ocurre actualmente cuando los grupos de oposición juntos son mayoría.

Por eso, los aspirantes no sólo deberán tener una gran calidad moral y honorabilidad para que la ciudadanía les brinde su apoyo en las urnas.

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INTERNATIONAL DEVELOPMENT GROUP

**THE RESEARCH FOUNDATION
OF THE STATE UNIVERSITY OF NEW YORK**

MEXICO LEGISLATIVE SUPPORT PROJECT

QUARTERLY REPORT

January 31, 2000

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I. EXECUTIVE SUMMARY

- SUNY OFFICE IN CHAMBER OF DEPUTIES PRODUCES RAPID RESULTS, ENHANCED ROLE; FORMAL WORKPLAN *CONVENIO* SIGNED WITH LIBRARY
- UNDER SPEAKER PAOLI, CHAMBER SLOWLY PUTS NEW ORGANIC LAW INTO PLAY
- KEY BUDGET ANALYSIS UNIT SEEKS SUNY ASSISTANCE
- GUATEMALAN CONGRESSIONAL STAFFERS COMPLETE ONE-MONTH EXCHANGE IN MEXICAN CHAMBER

In the final quarter of 1999 -- the fifth quarter of USAID's congressional support project in Mexico -- the State University of New York (SUNY) transformed its role from a trusted resource for the Chamber of Deputies to a full partner in modernization activities.

In October, SUNY achieved an enhanced level of collaboration with the Mexican Congress, one which had been considered unachievable by many: SUNY moved into an office inside the library of the Chamber of Deputies. The purpose of this office is two-fold: to carry out specific activities aimed at strengthening the congressional library's investigative function; and to respond quickly to requests for technical assistance from the Chamber at-large.

SUNY enjoys a close relationship with Lic. Dulce Mária Liahut, the Director General of the Library. At her own initiative, Ms. Liahut made the office space in the Library of the Chamber of Deputies available, with the blessing of Dip. Francisco Paoli Bolio, the president of the Chamber. SUNY/Mexico deputy director, Margarita R. Seminario, occupies the office

SUNY's daily presence has made an immediate impact on both the content and pace of modernization/professionalization activities inside the Chamber. SUNY has planned and implemented a program for the Library's new team of researchers that, for the first time, brings disparate non-partisan units of legislature together for lectures and experience-sharing. SUNY also began work on connecting the legislative library to counterpart institutions in other countries and international organizations. The coming months will see an increase in the number of international volumes and materials housed in the Library.

The in-Chamber office has also made SUNY readily available for consultations and to share resources. More than one committee chairman has already stopped by for discussions or help with particular needs and the office provides SUNY the opportunity for invaluable "face time" with all key players.

The Chamber of Deputies is undergoing sweeping changes. In this quarter, the Chamber finally completed rounding out its team of top administrators who are serving new posts created by the summer passage of the Congress' new Organic Law. Two of the three top posts will be filled by legislative outsiders. SUNY was pleased with the selection of Fernando Franco as the Chamber's new Secretary General. SUNY became acquainted with Franco earlier in the year, when he was teaching classes at the ITAM, a private university in Mexico City. The Chamber also filled the positions of Parliamentary Secretary (outsider) and Administrative Secretary (insider), creating a team that had not worked together in the past, but as a package, won the support from each of the three major parties.

Overseeing this historic transition is Chamber "Speaker," Deputy Francisco Paoli of the PAN party, who was elected president of the Chamber's Mesa Directiva. The new speaker has set a firm order to the Chamber's structure, but much work still remains unfinished. A critical piece of legislation, the promulgation of a new administrative statute has not yet been written. This bill will spell out in detail the general processes put in place by the new Organic Law. For example, the statute will lay down the exact procedures for the Congress' new Civil Service for career non-partisan professionals.

Even with his new responsibilities, Paoli continues to clear his schedule to meet with SUNY. He has been asked by SUNY to be the sole speaker from Mexico at the upcoming international conference on legislative strengthening in Mozambique and has eagerly accepted.

Another important breakthrough this quarter was the decision by Roberto Michel, director of the Chamber's new Fiscal Studies Unit (Mexico's version of the Congressional Budget Office), to accept SUNY as a partner in training and program activities. The Unit staff, made up of nearly 40 economists, has been given little guidance from the Chamber and is struggling not only to create a methodology for its work, but more importantly, to gain credibility as a resource for deputies and the institution as a whole. SUNY, with hands-on budget experience in several congresses in the region, anticipates that its budget work in Mexico will be among the most important and lasting contributions made here.

In one of the most creative and eye-opening activities of the quarter, SUNY produced a one-month congressional exchange program. In October 1999, two professional analysts from the Guatemalan Congress, Zoila Chen and Claudia Fernández, came to work inside the Chamber. The two women, experts in economic matters and legislative research respectively, shared their experiences learned under the University of Texas' USAID-sponsored legislative modernization program in their country. Their PowerPoint presentation of the Guatemala program was especially well-received. Also, the women were given major research assignments and learned about the form and function of Mexican Chamber of Deputies. At month's end, the two were praised for their efforts and, based on the month's success, SUNY's was asked to consider further exchanges with Guatemala and other countries.

At the end of 1999, SUNY found itself well-integrated into the modernization process of the Mexican Congress. It should be noted that this process is, and always will be, a uniquely Mexican one. SUNY has won its position as a full partner with the Chamber of Deputies by making itself available to leaders and key staff, always pushing ideas and suggestions, but conscientiously promoting its role as nothing more than a resource. SUNY works carefully to avoid political landmines. There will always be many individuals inside the Chamber wary of the participation of a U.S.-based institution, one with such access to leaders of the political process.

II. PROGRAM REPORT

A. SUNY occupies office inside Chamber of Deputies

In October, SUNY rewrote its own rules of engagement with the Mexican Chamber of Deputies. Before that time, SUNY prided itself on its access to the Chamber, but only from afar, in visits several times a week. Lic. Dulce María Liahut, the Director General of the Chamber's Library, felt that the Congress could take more advantage of SUNY's resources with a permanent on-site presence.

Liahut proposed that SUNY occupy an unused office near those of her new professional staff researchers upstairs in the Chamber's Library. This designation was not accidental; SUNY had integrated itself into the training of these recruits and by sharing the same workspace, SUNY could offer more frequent advice and services.

This decision was ratified by Francisco Paoli, the president of the Chamber's *Mesa Directiva*, or ruling body, and member of the PAN party. Paoli expressed great pleasure in the move. Before moving in, SUNY and Liahut drafted and signed a *convenio*, or written agreement, to guide the new activities.

According to this document, the SUNY office in the Chamber has two formal major functions: 1) To establish a program of donated materials and exchanges with libraries/information centers in other countries; and 2) To help develop the training and performance of the Library's researcher staff (see attachments).

SUNY's deputy director in Mexico, Margarita R. Seminario, occupies the office in the Chamber 3-5 days per week. Among her many strengths, Seminario has more than eight years of experience in SUNY legislative strengthening activities. Perhaps more importantly, Seminario is a native of Ecuador. This is a distinct advantage: She is a *latina*; not perceived as a *gringa*, a North American. That important fact, combined with Ms. Seminario's competence and winning personality, has brought SUNY widespread daily acceptance inside the Chamber.

The office immediately bore fruit, as materials quickly began flowing into the Library from other congresses and universities. In December, SUNY brought Mr. Nicholas Cop, Latin America director of the Ohio-based Online Computer Library Center (OCLC) to the Chamber. Through SUNY's help, the Library will soon be a subscribing and contributing member of this network.

SUNY also helped design and coordinate a new series of breakfasts for the Library staff. Seen at first as a way to help the researchers understand their role in the broader perspective of the Chamber, the breakfasts have evolved into a two-way exchange. Not only have researchers been able to meet and hear from deputies, committee chairs and key administrative personnel, but many speakers were introduced to a part of the Congress that

they never knew existed. This program has won positive reviews, particularly for the new streams of communication that have been opened internally.

SUNY has also involved Library staff in meetings outside the Chamber. In November, SUNY brought economic analyst, Mstr. Tepach, to a meeting about budget matters at the *CIDE*, the elite public university which specializes in economics and political science. Tepach met Dr. Juan Pablo Guerrero, who directs the *CIDE*'s budget awareness project with funds from the Ford Foundation. Dr. Guerrero had not previously known of the existence of the Library's full-time economic research team.

SUNY's presence in the Chamber has also made an impact on regular program activities with current congressional partners. Key staff from the Legislative Research Institute, including Speaker Paoli and Dip. Bernardo Bátiz (PRD), the Institute's president, have stopped by SUNY's office, expediting work in progress. With the new office, SUNY is able to react more quickly to developments and can serve as a more intimate and trusted resource.

B. Chamber slowly installs structure under new Organic Law

As discussed in the last quarterly report, a new organizational structure of the Chamber of Deputies was put into place on Sept. 1, 1999, as a result of passage of a new Organic Law of the Congress. While SUNY sees the changes from this law as a positive development for the independence and law- and decision-making processes of the Congress, it has put the brakes on the modernization process. At this writing, new officers are no longer working from temporary offices and, for the most part, have filled their staffs.

After much political haggling, and after the October 1 deadline set by the new Organic Law, the Chamber named its top three administrative officers. The Secretary General is Fernando Franco, a former elections official and professor at the ITAM, a well-regarded private university. His naming is perceived as a plus, as SUNY became acquainted with Franco months earlier, in a meeting at Franco's ITAM office. Franco is said to have been favored by the PRI party.

The position of Secretary for Parliamentary Services was also given to a congressional outsider, Alfredo Del Valle, who is generally regarded to be aligned with the PRD party. Del Valle's hefty portfolio includes supervision of the Chamber's new teams of researchers and analysts, and thus, SUNY is just beginning a key relationship with him.

The third top position, that of Secretary of Administrative and Finance Services, was given to a Chamber insider. He is Jorge Valdéz, the former *Oficial Mayor*, or chief administrative officer under the old regimen. He has vague party connections, if any. Valdéz hopes to continue to oversee the Office of Training, but this plum is subject to varied interpretations of the Organic Law.

Although the three secretariats have been filled, profound changes have not yet arrived. SUNY views one element of the Organic Law to be of unequalled importance: the development of a career civil service of legislative workers. A program for a professional workforce of permanent non-partisan researchers, analysts and technicians remains unfulfilled at this writing. The Organic Law only sets general goals; the Chamber must first promulgate an internal *estatuto*, or statute, to spell out how this program will be conceived. There are many draft versions of the *estatuto*, each with different emphases on how the recruitment, training, supervision and evaluation of this class of workers will be constructed. (SUNY has been made privy to some drafts, and has submitted comments.) This program – especially critical in a representative body that has 100 percent turnover every three years – will not begin until the *estatuto* is passed. SUNY does not expect such passage until the next legislative session begins on March 15, 2000.

One casualty of the new order was a detailed survey of the Chamber's 500 deputies. The poll, developed by SUNY and the ITAM, asked detailed questions of the deputies about the quality of legislative services provided to them and quality of work done thus far by the 57th Legislature. The uncertainty of the times meant that no committee chairman close to SUNY wished to promote the survey at this time. SUNY, recognizing that the poll was no longer a priority among its partners, has given permission to the ITAM to proceed with the survey, perhaps in collaboration with the *Reforma* daily newspaper. It is now out of SUNY's hands.

Lastly, SUNY continues to have warm relations with Dr. Paoli, the president of the Chamber. Paoli himself has not been immune from the political wars, made more intensive in the run-up to national elections on July 2, 2000. Still, Paoli continues to hold SUNY's work in high regard and remains generous with this time and interest. To date, Paoli has fully supported all SUNY initiatives with the Chamber of Deputies.

C. Fiscal Studies Unit seeks SUNY collaboration

SUNY's first USAID-funded activity in Mexico, conducted under a separate contract in 1997-98, was a study of the country's legislative budget power. Among the conclusions reached in that study was that the Mexican Congress was severely limited by time constraints and structure to exercise its constitutional role in the creation and passage of the annual budget. The Chamber of Deputies -- which alone must approve the budget -- needed a well-trained, non-partisan unit to provide timely and accurate non-partisan analysis.

Later in 1998, the Chamber created its Fiscal Studies Unit (analogous to the U.S.'s Congressional Budget Office). The fledgling unit was among the first congressional entities identified by SUNY for assistance under its current Cooperative Agreement with USAID. The unit underwent a chaotic birth; its first director was removed after only a few months in the post. However, the unit is now more than a year old, fully staffed, and providing several analytical reports in its first congressional budget season.

New director, Roberto Michel, is serious about the unit's role and enhancing its credibility and professionalism. SUNY met with Michel throughout the summer. In October 1999, as his unit was preparing for the government's presentation of its 2000 budget, Michel wrote SUNY requesting to formalize joint cooperation after the end-of-year budget season. Specifically, Michel asked for SUNY assistance in viewing other models of congressional budget offices and comparing methodologies of analysis. He also expressed an interest in joint studies with SUNY in the areas of fiscal reform and an evaluation of the North American Free Trade Agreement --areas with particular political sensitivity in which SUNY is reluctant to participate (see attachments).

SUNY expects to formalize a work agreement with Michel in early 2000. Activities will likely include a visit to the Congressional Budget Office in Washington and a series of week-long consultancies to address investigative technique and analytical methodologies. Specific legislators have encouraged SUNY to bring the Director Michel to Washington.

There is arguably no more important legislative function than the budget function and fiscal oversight. SUNY believes that its experience with the budget authorities of other Latin American congresses can have a positive effect here and will be among its most-lasting contributions to the Mexican Congress.

D. Staffers from Guatemalan Congress complete one-month stay

One of the most successful programs of the quarter was the working visit of two professionals from the Congress of Guatemala. The visit was the direct result of a SUNY-sponsored study tour to Guatemala in August of 1999. In that visit, SUNY brought one federal deputy and two professional staff directors from the Mexican Chamber of Deputies.

The two women who came to Mexico, Zoila Chen and Claudia Fernández, work directly for the Guatemalan Congress but were trained in the USAID-sponsored legislative modernization program in that country, coordinated by the University of Texas. Both came to work with the investigative unit of the Chamber's library, under the direction of Dulce María Liahut. A detailed workplan for the women was written by Liahut and SUNY (see attachments).

The two, experts in budget economic analysis and research respectively, worked side by side with their Mexican counterparts and had to complete specific research assignments. Throughout the month they were able to share the techniques developed in Guatemala's successful program and gave a broad tutorial on the entirety of the Guatemala program with a PowerPoint presentation. This presentation was viewed not just by Library staff but also by members of the Fiscal Studies Unit. This again demonstrated the value of SUNY's presence in the Chamber, bringing previously unconnected teams of professionals together to help form a common program and vision.

Ms. Chen was also a featured speaker at a regional conference put on by the Chamber's Legislative Research Institute in Hermosillo, Sonora, Oct. 29-30.

The two women received a thorough introduction to Mexican congressional procedure to bring back to Guatemala. At the conclusion of the month, the women were given a ceremonial farewell from the Library and presented certificates of appreciation (see attachments). SUNY has since been approached about sending Mexican researchers down to Guatemala for a month to complete the exchange and to open doors to exchanges with other congresses as well.

E. Miscellaneous activities

The Office of Training

During the quarter, SUNY worked closely with Lic. Arturo Álvarez, director of the Chamber's training office. Under the new Organic Law, Álvarez has faced pressure to present a program of training and assessment that encompasses not just clerical workers, but the new professional analysts and researchers as well. His task has been made tougher by competing interests of various secretaries, Parliamentary and Administrative, each wishing for this unit to fall under their respective influences. At this writing, the status of Álvarez's program is unclear.

Funding of quarterly political journal, *Diálogo y Debate*

The Center for Studies of the Reform of the State (*CERE*) is a non-partisan think tank devoted to issues of public policy. At one time, *CERE* was to be SUNY's key Mexican counterpart in all modernization activities. Political realities, however, dictated that SUNY operate independent of the organization. Still, the search for joint efforts continued. Ongoing discussions resulted in SUNY's decision to fund the publication of the organization's well-regarded quarterly journal, *Diálogo y Debate* (a volume is included with this quarterly report).

SUNY agreed to this support on the condition that the edition deal strictly with legislative subject matter and that SUNY be able to guide the publication editorially, specifically with the selection of chapter topics. The result is a double edition, featuring chapters by ten authors, representing the full political party spectrum and a re-publication of the Congress's seminal Organic Law. Key chapters include those discussing the impact of the new law and also an argument for consecutive re-election. SUNY believes more than ever that the Mexican Congress can only become true counterweight to the executive branch with the constitutional change allowing for the re-election of legislators. The edition was printed at the end of 1999 for distribution at the beginning of the year.

In the forward to the publication, *CERE* writes, "This edition of *Diálogo y Debate* features the valuable support of the State University of New York. The participation of this institution was given with clear respect for our editorial policy. Their approach is consistent with plurality, political relevance and intellectual rigor. This help has also permitted us to the explore the (legislative) subject with a double issue, one which permits

us to offer the reader a greater quantity of points of view, and certainly, maintain this publication's traditional level of quality" (see attachments).

Forum on Federalism

At the request of USAID/Mexico, SUNY invited Dip. Julio Faesler (PAN), the president of the Chamber's Committee on Foreign Affairs, to attend the first-ever International Forum on Federalism. The conference, held October 6-8, 1999, in Mont Tremblant, Quebec, had a NAFTA flair, featuring speeches from Mexican President Ernesto Zedillo, Canadian Premier Jacques Chirac and U.S. President Bill Clinton. Legislators from various nations attended, but Faesler, through SUNY's sponsorship, was the only Mexican legislator present. Faesler, whose committee has jurisdiction over relationships between the Chamber and foreign organizations, came away from the conference with a positive experience and was grateful to SUNY for the opportunity. He wrote about the conference in an op-ed piece that appeared in the *Reforma* newspaper just days after the conference (see attachments).

Regional Conference in Hermosillo, Sonora

SUNY has developed a close working relationship with the Chamber's Legislative Research Institute. As part of its work, the Institute holds regional conferences with state legislators from various states. SUNY participated in a similar event in Zacatecas in August, and again was asked to lead a discussion proposing the creation a league of state legislatures for Mexico. The federal congress (and the Institute in particular) believe it has a special obligation to provide assistance to state legislatures. The proposal by SUNY emphasized the desirability of state congresses, at their own initiative, to create an entity that would share legislative and technical information.

Other funders

SUNY continues to look for other organizations to collaborate and contribute financially to its program. A meeting with the Ford Foundation's Kim Brown in October opened a line of communication for programs related to the Mexican budget process. Ford currently funds a program at the *CIDE* university on public education about the budget process and has urged many of the NGOs that it sponsors to monitor the budget process.

Briefings in Washington

In early November, accompanied by USAID/Mexico Democracy Program Officer Jene Thomas, SUNY Mexico director Robert Balkin briefed Thomas Cornell of USAID's LAC bureau. U.S. Rep. Jim Kolbe (R-AZ) coordinates the U.S. Congress' annual summits with Mexican legislators. At Kolbe's request, Cornell, Thomas and Balkin briefed the congressman on SUNY's activities in Mexico. The 45-minute meeting ended with Kolbe offering SUNY his assistance on behalf of the U.S. Congress in future activities. The trip also included a stop at the State Department to brief the Mexico desk's R. Craig Russell.

Visits from USAID/Washington

SUNY is pleased to share its experiences with visitors from USAID/Washington. During this quarter, SUNY briefed Eric Piccard of USAID's Bureau of Policy and Program

Coordination, Bruce Adams, local governance advisor, and Shaheen Mozaffar, AAAS diplomacy fellow.

III. UPCOMING ACTIVITIES

January 17-21, 2000

Consultancy of Beatriz Grosso, Rector of the Parliamentary Training Institute of the Argentine Chamber of Deputies.

SUNY invited Beatriz Grosso, one of the longest serving professionals in the Argentine Congress, to come to Mexico for a full week of meetings with counterparts. Although a preliminary agenda for the visit has been written, the Mexican Chamber has begun to take a keen interest in the visit. At the suggestion of Dip. Francisco Paoli, president of the Chamber, the Chamber's secretaries have asked that the Office of Protocol move to make Grosso an official visitor. The agenda will likely move into the hands of the Chamber, where it belongs. The trip is much anticipated by SUNY's partners.

January 2000

Meetings with Roberto Michel, director of the Fiscal Studies Unit

SUNY anticipates signing a formal working agreement and the commencement of activities directly with the Fiscal Studies Unit of the Mexican Congress.

February – August, 2000

Diplomado on Parliamentary Law

SUNY has taken an active interest in this course, offered by the Chamber's Legislative Research Institute and the Ibero-Americana University. SUNY has agreed to provide partial scholarships to the Library's team of legislative researchers. Also, SUNY/Mexico's Margarita R. Seminario and Ana Galvan will be attending in the course.

February 21-25, 2000

Second International Conference on Legislative Strengthening, Maputo, Mozambique

Three Mexican deputies, Francisco Paoli Bolio (PAN), Francisco Loyo Ramos (PRI) and Bernardo Batiz (PRD) will be attending, along with SUNY/Mexico's Robert Balkin and Margarita R. Seminario and USAID/Mexico's Jene Thomas. Paoli, president of the Chamber, and Balkin, director of SUNY/Mexico, will be speaking at the conference. Paoli will travel as the invited guest of SUNY. As a cost share, the Chamber will be paying for the participation and travel of deputies Loyo and Batiz.

IV. ATTACHMENTS

1. Signed *convenio* between the SIID, the Library of the Chamber of Deputies' Integrated System of Information and Documentation, and SUNY proposing that SUNY occupy office space inside the Chamber.
2. Letter to SUNY from Lic. Roberto Michel, director of the Chamber's Fiscal Studies Unit, requesting SUNY collaboration in activities in 2000.
3. Workplan for Guatemalan visiting researchers in Mexico, Zoila Chen and Claudia Fernández, Oct. 7-Nov. 5, 1999
4. Certificates of appreciation presented to Chen and Fernández by Integrated System of Information and Documentation of the Library of the Mexican Chamber of Deputies.
5. Forward to publication, *Diálogo y Debate*, Vols. 9-10, featuring acknowledgement of SUNY's participation in the edition.
6. Op-ed piece written by Dip. Julio Faesler (PAN), president of the Chamber's Foreign Affairs Committee, following his attendance at the International Forum on Federalism in Mont Tremblant, Quebec.



SIID

SISTEMA INTEGRAL DE INFORMACIÓN Y DOCUMENTACIÓN

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**CÁMARA DE DIPUTADOS
COMITÉ DE BIBLIOTECA E
INFORMÁTICA**

Convenio específico de colaboración que celebran por una parte el Sistema Integral de Información y Documentación de la Biblioteca del H. Congreso de la Unión, en lo sucesivo "La Biblioteca", representado en este acto por su Directora General, Lic. Dulce María Liahut, y por la otra la representación en México de la Universidad del Estado de Nueva York, en lo sucesivo "SUNY", representado en este acto por su Director Ejecutivo, Sr. Robert Balkin, y su Asesora Legislativa, Lic. Margarita R. Seminario Murrieta, al tenor de las siguientes

CLAUSULAS

- I. El presente convenio específico se deriva del Convenio General de Colaboración e Intercambio en Materia de Investigación e Información Parlamentaria celebrado el 26 de abril de 1999 entre la Comisión de Régimen Interno y Concertación Política de la Cámara de Diputados y la Universidad del Estado de Nueva York.
- II. El presente convenio tiene por objeto desarrollar acciones coordinadas para:
 - a) Establecer un programa de donaciones e intercambios con bibliotecas o centros de información e investigación afines, nacionales y extranjeros.
 - b) La capacitación y actualización del personal de "La Biblioteca" en las materias relacionadas con la actividad que desarrollan.
- III. La coordinación de acciones se llevará a cabo, por parte de la Biblioteca, por la Lic. Dulce María Liahut Baldomar, y por parte de "SUNY", por la Lic. Margarita R. Seminario Murrieta.
- IV. Las actividades a realizar serán las siguientes:
 - 1. **Actividad:** Aumentar el acervo de publicaciones de "La Biblioteca" por medio de donaciones e intercambios con instituciones nacionales y extranjeras.

Resultados Esperados

- a. Creación de un directorio y perfil de bibliotecas parlamentarias



SIID

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**CÁMARA DE DIPUTADOS
COMITÉ DE BIBLIOTECA E
INFORMÁTICA**

- extranjeras
- b. Establecer convenios de intercambios bibliotecarios con entidades extranjeras
- c. Obtención de publicaciones e información de:
 - parlamentos extranjeros
 - parlamentos regionales
 - organizaciones internacionales
 - organizaciones no gubernamentales
 - universidades extranjeras
- d. Sistematización e institucionalización de un proceso de donaciones permanente

- 2. **Actividad:** Establecimiento de contactos con bibliotecas y con unidades de investigación e información legislativa de legislaturas estatales Mexicanas

Resultados Esperados

- a. Creación de un directorio y perfil de bibliotecas y unidades de investigación e información legislativa de legislaturas estatales Mexicanas
- b. Establecimiento de convenios de intercambio con estas entidades
- c. Obtención de publicaciones e información de:
 - legislaturas estatales
 - organizaciones no gubernamentales
 - universidades
- d. Sistematización e institucionalización de un proceso de intercambio permanente

- 3. **Actividad:** Elaborar el programa de capacitación y actualización de la Biblioteca de la H. Cámara de Diputados

Resultados Esperados

- a. Coordinar consultorías para la Biblioteca en temas como:
 - Metodologías de investigación legislativa
 - Funcionamiento de Instituciones Homólogas

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CÁMARA DE DIPUTADOS
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b. Colaborar en la realización de eventos y actividades específicas de la Biblioteca

4. **Actividad:** Promover un programa de intercambios profesionales con congresos extranjeros

Resultados Esperados

- a. Establecer contactos con otros países para promover intercambios legislativos
- b. Desarrollar un manual de intercambios profesionales legislativos
- c. Coordinar intercambios legislativos durante la LVII Legislatura

V. Las actividades que se desarrollen dentro de la materia de este convenio, se sujetarán a las políticas y normas establecidas por la Cámara de Diputados, y, en particular a las políticas y normas de "La Biblioteca".

VI. Responsabilidades de "La Biblioteca":

- Proporcionar una oficina para que sea ocupada por la Lic. Margarita Seminario durante el lapso de vigencia de este convenio.
- Proporcionar el apoyo logístico y recursos consumibles para el desarrollo del proyecto.
- Gestionar ante las autoridades correspondientes los apoyos necesarios para el desarrollo del proyecto.
- Supervisar el cumplimiento del proyecto.

VII. Responsabilidades de "SUNY":

Asignar a Margarita R. Seminario para el desarrollo de las actividades específicas

VIII. La duración de este Convenio Específico será hasta la conclusión de las actividades señaladas en la cláusula IV, no pudiendo ir mas allá del día 15 de agosto del año 2000.

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IX. Cualquiera de las partes podrá dar por terminado en cualquier momento este Convenio, mediante aviso por escrito con 30 de días de anticipación, sin perjuicio de las actividades que se encuentren en curso. En este caso, la parte que da por rescindido el Convenio se obliga a entregar a la otra un informe escrito de las actividades desarrolladas así como los documentos y materiales que se hubieren generado durante el lapso de operación.

Palacio Legislativo, D.F., a 25 de Octubre de 1999.

Dulce Ma. Liahut Baldomar
Directora General
Sistema Integral de Información y Documentación

Robert Balkin
Director Ejecutivo
SUNY México

Margarita R. Seminario Murrieta
Asesora Legislativa de "SUNY"

Unidad de Estudios de Finanzas Públicas



Palacio Legislativo, a 21 de octubre de 1999.
DGFP/408/99

SR. ROBERT BALKIN
Director
State University of New York / México
P r e s e n t e

En atención a su amable comunicación del pasado mes de septiembre, adjunta a la cual tuvo a bien enviarnos una propuesta de trabajo entre la Universidad del Estado de Nueva York y la Unidad de Estudios de Finanzas Públicas, me permito comentarle lo siguiente.

Resulta de gran interés para esta Unidad el poder asistir a las conferencias que dictarán en México los especialistas que se mencionan en su propuesta de trabajo, así como el concertar entrevistas que nos brinden la oportunidad de intercambiar ideas sobre temas de interés mutuo, por lo que quedamos en espera de su amable invitación.

No obstante, estamos especialmente interesados en desarrollar de manera conjunta mecánicas de trabajo que permitan la transmisión de conocimientos y experiencias de manera más profunda y detallada, como podría ser el caso de seminarios, cursos, intercambios, pasantías u otras modalidades que ustedes juzguen convenientes. En este sentido, adjunto envío a usted, algunas ideas sobre las que podríamos trabajar en forma conjunta.

Asimismo, me permito comentarle, que los recursos con los que cuenta esta Unidad son muy limitados considerando la amplia gama de actividades que tiene encomendadas, por lo que solicitamos su comprensión en ese sentido, y de ser posible, le agradeceríamos nos indicara que fundaciones u organizaciones pudieran proporcionarnos apoyo.

Unidad de Estudios de Finanzas Públicas



Sin otro particular por el momento, y agradeciendo de antemano la atención que se sirva prestar a la presente, le envío un cordial saludo.

Anexo: el citado.

Atentamente

Lic. Roberto Michel Padilla.
Jefe de la Unidad

ANEXO

1. REFORMA FISCAL

La crisis de la deuda al inicio de los ochenta, dio origen a un amplio programa de reformas estructurales de la economía mexicana. Dentro de estas, destacan las profundas transformaciones de las finanzas públicas.

Durante la década de los ochenta, el gasto neto total representó el 37.3% del PIB y en los noventa, el 23.8%, es decir, 13.5 puntos porcentuales menos. Esta reducción, en un 58% se explica por una contracción del costo financiero de la deuda y el 42% restante se origina por una contracción en el gasto primario.

En materia de ingresos, también se produjeron cambios significativos. El total de los ingresos presupuestarios disminuyó del 26.3% del PIB en los ochenta al 23.1% en los noventa. Entre 1988 y 1997 los ingresos petroleros aumentaron su participación en los ingresos corrientes del sector público, de un 30.7% a un 34.6%. En estos mismos años, los ingresos no petroleros redujeron su participación dentro de los ingresos corrientes, del 69.3% al 63.7%.

Como resultado del comportamiento de los ingresos y de los gastos presupuestales, el déficit público disminuyó de un -10.9% del PIB en los ochenta a -0.6% del PIB en los noventa. Así, de 1991 a 1998, las finanzas públicas de México se han mantenido muy cercanas al equilibrio.

Resulta entonces que, si partimos de un escenario con finanzas públicas sanas, el interés central estaría mas bien en determinar los montos que el gobierno tiene que gastar y en qué rubros debe hacerlo, determinando los niveles de endeudamiento "sanamente financiables", para finalmente fijar los niveles de ingresos requeridos para lograr el crecimiento económico y social que la sociedad mexicana demanda.

Algunas de estas interrogantes podrían ser:

- ¿Cuánto debe gastar el sector público?
- ¿En qué y quien debe gastar el sector público?
- ¿En que proporciones debe de gastar en conceptos como educación, salud, servicios públicos, seguridad pública, entre otros?
- ¿Cómo debe atender aquellos sectores reservados al estado?
- ¿Hasta donde es conveniente que el sector público recurra al endeudamiento como fuente de financiamiento?

Así, una vez determinado el nivel requerido de gasto y el monto de endeudamiento público "sanamente sostenible", sería entonces necesario analizar el nivel de ingresos que el sector público necesita obtener para lograr los niveles de crecimiento económico deseados.

2. METODOLOGIA DE ANALISIS PRESUPUESTARIO

La UEFP está interesada en conocer a profundidad el proceso de negociación y aprobación del presupuesto; determinar cuales deben ser los indicadores básicos para evaluar el gasto público y contar con una metodología para ajustar los presupuestos.

Como es de su conocimiento, los presupuestos pueden formularse bajo criterios de incrementalismo, ajustando un cierto porcentaje a los ingresos y gastos del año precedente; o según el método de presupuesto base cero, conforme al cual se exige, año con año la justificación de las partidas presupuestarias. En el caso de México, el presupuesto es formulado en base cero.

Por lo anterior, estamos interesados en buscar las alternativas metodológicas que resulten más adecuadas y proporcionen una respuesta ágil a fluctuaciones económicas y presupuestarias.

3. FUNCIONAMIENTO DE INSTITUCIONES HOMOLOGAS A LA UNIDAD DE ESTUDIOS DE FINANZAS PUBLICAS

Sobre este tema, reiteramos nuestro interés por que expertos de oficinas similares a esta Unidad en otros países, intercambien con nosotros de manera directa, sus experiencias y conocimientos respecto a lo que debe ser y como debe funcionar una entidad de apoyo técnico al Parlamento.

4. EVALUACION DE LOS TRATADOS DE LIBRE COMERCIO QUE HA SUSCRITO MÉXICO CON OTROS PAISES

Esta Unidad está interesada en desarrollar metodologías que permitan llevar a cabo evaluaciones de los avances y limitaciones que ha logrado México en materia comercial a partir de la entrada en vigor de los diversos tratados comerciales que ha suscrito.

En particular, sería conveniente llegar a definir las ramas, clases o sectores en los que México tiene ventajas comparativas, de tal forma que, esto contribuya no sólo a optimizar sus relaciones comerciales con el exterior, sino que también sirva como indicador para la elaboración de las políticas industrial y agropecuaria.

5. MODELO MACROECONOMICO DE LA ECONOMIA MEXICANA

Otro tema en el que sería importante trabajar de manera conjunta, sería la elaboración de un modelo macroeconómico de la economía mexicana que nos permitiera construir diversos escenarios que orientaran la elaboración de estrategias y políticas en los diversos sectores de la economía mexicana.



Sistema Integral de Información y Documentación
 Sistema de Investigación y Análisis
 México, D.F.

Plan de Trabajo General
 H. Cámara de Diputados LVII Legislatura, México D.F. / Congreso de la República de Guatemala

No.	Objetivos	Actividades	Resultados	Fecha
1.	<ul style="list-style-type: none"> Intercambio de la experiencia guatemalteca en el desarrollo de estudios y análisis. 	1.a. Lineamientos generales para la forma de trabajo. 1.b. Elaboración del programa de trabajo específico. 1.c. Desarrollo y elaboración del primer borrador del estudio sobre el Sistema Financiero Mexicano <ul style="list-style-type: none"> - Recopilación de información preliminar - Lectura de documentos - Ingreso de datos - Otras actividades 1.d. Desarrollo y elaboración del estudio sobre el tema central de Presupuesto de Egresos en la división de economía y comercio.	<ul style="list-style-type: none"> Establecer una metodología conjunta para temas específicos de análisis y estudio. Establecer horario de trabajo. Presentación del estudio sobre "Sistema Financiero Mexicano" como punto de referencia para el posterior análisis del Presupuesto de Egresos. Documento elaborado por la división de economía y comercio. 	11/10/99 a 12/10/99 11/10/99 a 12/10/99 12/10/99 a 18/10/99 19/10/99 a 28/10/99

		<p>1.e. Desarrollo y elaboración del estudio sobre el tema de gasto social dentro del presupuesto en la división de política social.</p> <p>1.f. Integración de estudios de la división de política interior, economía y comercio y política social.</p>	<ul style="list-style-type: none"> • Documento elaborado por la división de política social. • Presentación del documento final sobre "Presupuesto de Egresos". 	<p>19/10/99 a 28/10/99</p> <p>29/10/99 a 03/11/99</p>
2.	Desarrollar una metodología en conjunto que permita cristalizar los resultados de la pasantía con la forma de trabajo en la institución anfitriona.	<ul style="list-style-type: none"> • Información general de las actividades a realizar durante la pasantía con los investigadores de la división de Política Social y, la división de Economía y Comercio. 	<ul style="list-style-type: none"> • Establecer una metodología conjunta para temas específicos de análisis y estudio. 	Transcurso de la pasantía

Responsables: Zoila Margarita Chen Cu
Claudia Eloísa Fernández Ovalle

México, D.F. 12 de Octubre de 1999

* En México se le conoce como intercambio o estancia.

99.

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CONSTANCIA

A

ZOILA MARGARITA CHEN CU

Por haber realizado una

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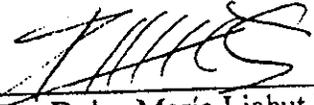
Del 7 de octubre al 5 de noviembre de 1999

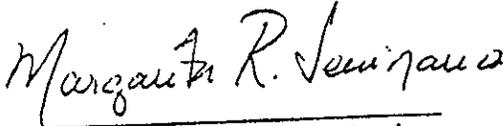
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Con nuestro agradecimiento por su colaboración con el trabajo titulado:

**SISTEMA FINANCIERO MEXICANO
MERCADO DE VALORES**

México, D.F., a 5 de noviembre de 1999.


Lic. Dulce María Liahut Baldomar
Directora General del SIID


Mtra. Margarita Seminario Murrieta
Representante de SUNY en México



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CONSTANCIA

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CLAUDIA ELOISA FERNANDEZ OVALLE

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Del 7 de octubre al 5 de noviembre de 1999

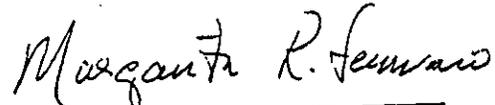
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Élc. Dulce María Liahut Baldomar
Directora General del SIID


Mtra. Margarita Seminario Murrieta
Representante de SUNY en México



Alfredo Zalce nació en Pátzcuaro, Mich., en 1908. Pintor, escultor y grabador. Fue miembro de la Liga de Escritores y Artistas Revolucionarios y cofundador con Leopoldo Méndez del Taller de la Gráfica Nacional.

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En su número 3, fechado en el último trimestre de 1997, la revista *Diálogo y Debate* ofreció una edición monográfica sobre el tema del poder legislativo en México. Era entonces un tema imprescindible para el debate político e intelectual acerca de las principales instituciones de nuestro espacio público. Podemos decir ahora, dos años después, que no sólo no se ha relativizado su importancia sino que se ha acrecentado y complejizado. Ahora, este número doble 9-10 se presenta como una continuación y complemento de los temas allí vertidos, no sólo porque es imposible agotar en una sola revisión los problemas del parlamento mexicano, sino también porque sus condiciones de existencia actuales se parecen muy poco a las que prevalecían en aquel momento y exigen nuevas lecturas y nuevas interpretaciones.

En este número, nuestros destacados articulistas colaboran en la construcción de una panorámica general de las dimensiones políticas y jurídicas del Congreso de la Unión. No está ausente de esta panorámica una revisión histórica de la conformación y actuación del poder legislativo desde la promulgación de la Constitución de Cádiz en 1812, lo que ofrece una visión del tejido histórico conteni-

do en nuestra principal institución legislativa; sin embargo, la mayor parte de los análisis aquí reproducidos se orienta a evaluar las nuevas condiciones de conformación del Congreso mexicano generadas por las elecciones de 1997, y la necesidad de revisar y reformar las relaciones de éste con el poder ejecutivo, en la perspectiva de sumar a la autonomía real del Congreso una funcionalidad y productividad institucionales que ahora no se dan con toda su fuerza.

Las nuevas condiciones de funcionamiento del poder legislativo, que entrañan no sólo un nuevo modelo de relación política con la institución presidencial sino también la aparición de nuevos problemas de rendimiento legislativo, han revivido discusiones de enorme importancia para la profesionalización de la carrera legislativa, tales como la reelección inmediata de los diputados y senadores.

El diseño institucional del Congreso mexicano se ha ido haciendo obsoleto en la medida en que ha ido desapareciendo la hegemonía política priísta. Este proceso de desaparición, que a partir de 1997 representó la pérdida de la mayoría absoluta para el Partido Revolucionario Institucional en la Cámara de Diputados, no ha generado de manera mecánica una relación equilibrada y funcional con el poder ejecutivo, por lo que los trabajos legislativos se llevan a cabo en un clima de enfrentamientos excesivos y de magnificación de las disputas partidistas. El hecho de que el Partido Revolucionario Institucional no pueda promover, sin acuerdos parlamentarios, reformas constitucionales, o que la fuerza sumada de los partidos de oposición sea mayor que la de este partido, dan lugar a que la subordinación histórica del parlamento al poder presidencial se haya difuminado en poco tiempo. Al mismo tiempo, se ha convertido en una necesidad urgente, constatada por la totalidad de los actores parlamentarios, la construcción de un nuevo modelo de vida parlamentaria en México.

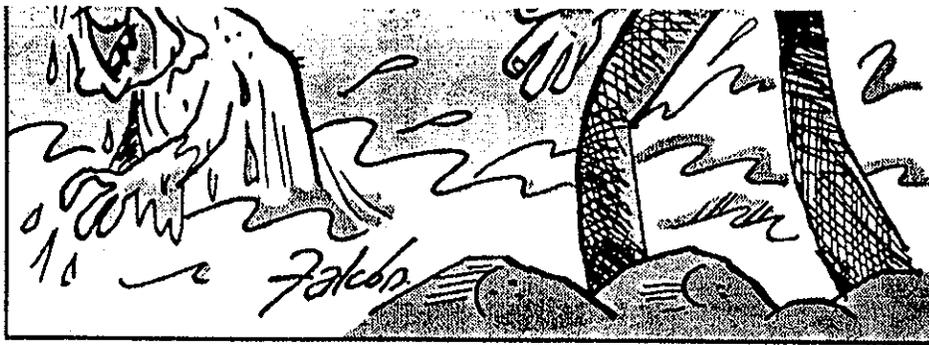
Nuestro país ha pasado, en muy poco tiempo, de una relación de subordinación del legislativo al ejecutivo a un enfrentamiento y una tirantez constantes entre ellos que bloquea en gran medida la reforma institucional que el país requiere. Sin embargo, este cambio en la relación entre ambos poderes tiene la virtud de haber convertido al Congreso en un espacio de discusión política real cuyos resulta-

dos pueden ser experimentados y evaluados por la ciudadanía. Por primera vez en mucho tiempo, México registra la existencia de legisladores cuyo peso social es significativo, y la disminución paralela del poder y la influencia presidenciales. Por ello, en este número de *Diálogo y Debate* se busca reflejar y proyectar un nuevo modelo de relación entre ambos poderes y distinguir las vertientes en las que este modelo es propuesto por las principales formaciones políticas del país y por el propio gobierno.

Otro tema recurrente en este número es el relativo a la nueva Ley Orgánica del Congreso de la Unión. Esta nueva ley, aprobada por consenso entre los partidos del Congreso en el mes de agosto de 1999, pretende actualizar los métodos y atribuciones del poder legislativo para flexibilizar su trabajo y aumentar su productividad política y jurídica. Por la importancia que reviste esta ley, hemos decidido reproducir su texto íntegro, con la intención de ofrecer al lector el referente legal al cual se alude en numerosos comentarios.

El presente número de *Diálogo y Debate* ha contado con el valioso apoyo de la Universidad del Estado de Nueva York (State University of New York). La participación de esta institución se ha dado con un pleno respeto a nuestra política editorial, cuyas líneas rectoras son la pluralidad, la relevancia política y la solidez intelectual. Este apoyo nos ha permitido, también, corresponder a la trascendencia del tema tratado con un número doble, que nos permite ofrecer al lector mayor cantidad de puntos de vista y, ciertamente, mantener el nivel de calidad tradicional de nuestra publicación.





es difícil saberlo.

Quizá haya buenas razones para no festejar el descubrimiento. La llegada de Cristóbal Colón a América fue, sin duda, el inicio de un período de brutal conquista que diezmo a la población indígena, que le impuso por la fuerza una religión y una cultura extrañas, que le dio un trato cercano a la esclavitud.

Pero lo que no tiene sentido es tratar de cerrar las puertas a la reflexión histórica. Hoy más que nunca es importante que conozcamos nuestros orígenes en ese encuen-

Federalismo para el futuro

JULIO FAESLER

MONT TREBLANT, CANADÁ.- DESDE MUCHOS ángulos el reciente Foro Federaciones, organizado por el gobierno de Canadá, en la inquieta provincia francófona de Quebec, generó una amplia cosecha de lecciones para el futuro. Inaugurado por el primer ministro Jean Chrétien y el presidente Zedillo, clausurado dos días después por el presidente Clinton, más de 500 funcionarios, académicos, legisladores, diplomáticos y miembros de la sociedad civil, de veintitantos países de régimen federal, deliberaron durante un día y medio en 34 plenarias y grupos de trabajo.

El federalismo, principio que sirve para reunir bajo un mismo estandarte nacional diversidades étnicas, lingüísticas, culturales, históricas, económicas, políticas y regionales, esa puerta de entrada para examinar y entender todas las facetas de la vida comunitaria moderna.

Sea que el pacto federal parta de una meta convenida entre los estados componentes, como en Estados Unidos o la Unión Europea, sea de una decisión tomada por un poder aglutinante superior, como en México y Rusia, la forma federativa está en constante evolución. Uno de los mensajes del Foro es que bien podrá ser el esquema político característico del siglo XXI.

DIVERSIDADES

Las necesidades y aspiraciones regionales y locales se pueden atender con mayor eficacia a través de una estructura federal que en un Estado unitario, ya que la participación política de intereses específicos es directa. La regla no es, sin embargo, fija. Un Estado centralista también tiene manera de resolver los problemas que plantean las diversidades a través de la democracia.

Las mesas de trabajo del Foro dedicaron tiempo a la diversidad étnica y religiosa presente en casi todos los países. Se examinaron casos como el de Bélgica con regiones

flamenca y valona; el Reino Unido, donde Escocia y el País de Gales acaban de reinaugurar antiguos parlamentos; Irlanda, todavía con un conflicto pendiente y España con las autonomías catalana y el vascongado. Otras regiones padecen enfrentamientos graves, como el choque entre singaleses y tami-les, el Timor Oriental, Indonesia, el de Bosnia y Kosovo de la ex Yugoslavia, o las guerras tribales en Nigeria. Frente a éstos, las tensiones americanas parecen más simples.

En el caso de los choques étnico-religiosos que persisten en Europa, Asia y África, las partes tienen referentes culturales comunes que ofrecen atajos a la eventual conciliación.

En América el problema indígena se complica por la carencia de un sustrato cultural que comunique y vincule a la población que insiste en imponer modelos europeos ajenos a las tradiciones y modos de vida de las comunidades autóctonas.

Los acuerdos recientemente alcanzados entre los gobiernos de Canadá y Estados Unidos con las llamadas "naciones originales", al reivindicar los antiguos tratados firmados entre los colonizadores y los pueblos indígenas en los siglos XVII y XVIII, ahora reconocen a éstos la soberanía casi completa sobre vastos territorios ancestralmente suyos.

En América Latina, por el contrario, la conquista europea no pretende "legalizarse" a través de tratados territoriales: el enfrentamiento actual entre la visión cosmogónica mestizo-europea y las autóctonas es directo y sin ningún elemento amortiguador.

No se trata de imponer una cultura sobre otra. En el caso mexicano, donde aún no se resuelven los reclamos de las comunidades indígenas, el principio federal, incluyente y conciliador, ofrece un puente de comunicación que da curso al respeto y confianza mutuos a fin de que los grupos autóctonos dejen de ser considerados como simples minorías que ocasionan molestos problemas políticos y económicos a los demás afortunados.

SUBSIDIARIDAD

El principio de la subsidiaridad fue mencionado en el Foro como uno de los elementos fundamentales que aseguran que el ciudadano y los grupos de interés participen en las decisiones que les afectan. El mismo principio aplicado a los diversos niveles de gobierno los dota con instrumentos legales, institucionales y presupuestales para ejercer sus respectivas funciones de proporcionar servicios y programas sociales como educación, alimentación y desarrollo comunitario.

El federalismo sano distribuye de manera equitativa los recursos fiscales entre las regiones, procurando compensar las carencias de unas con la aportación de las más ricas y desarrolladas. Por otra parte, el buen funcionamiento del federalismo requiere ser minuciosamente vigilado por la ciudadanía. Este elemento constituye a su vez uno de los cimientos más firmes para la democracia.

EN SUMA

En las elecciones del 2000 habremos de renovar el Poder Ejecutivo. Resulta igualmente trascendente la futura conformación del Congreso, en particular la de la Cámara de Senadores, responsable de vigilar los intereses de la Federación.

La confianza es la base indispensable del federalismo exitoso. Garantiza a su vez la gobernabilidad que hace estable el respeto a cada ciudadano. La confianza no se supone, se conquista. Si ella se finca firmemente en una sociedad, el federalismo evolucionará con fórmulas cada vez más creativas y sobre bases siempre democráticas.

No hay una teoría general del federalismo. Este modelo político que algunos países usan como elemento aglutinador, mientras otros sólo lo ven como garantía de gobernabilidad o como un surtido de instrumentos para resolver problemas específicos, es en cambio para México la llave que aún no hemos aprovechado para integrar nuestra comunidad nacional a un desarrollo justo que alcance a todos.

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INTERNATIONAL DEVELOPMENT GROUP
THE RESEARCH FOUNDATION
OF THE STATE UNIVERSITY OF NEW YORK
MEXICO LEGISLATIVE SUPPORT PROJECT
QUARTERLY REPORT

October 31, 1999

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I. EXECUTIVE SUMMARY

- MEXICAN CONGRESS PASSES NEW ORGANIC LAW; SUNY ALLY PAOLI ELECTED 1ST STRONG "SPEAKER OF THE HOUSE", DESIRES CLOSE COLABORATION WITH SUNY
- TRIP TO GUATEMALA LEADS TO PROGRAM INITIATIVES, EXCHANGE PROGRAM
- SUNY ASKED TO WORK AT OFFICES INSIDE THE CHAMBER OF DEPUTIES
- SUNY SPEECH AT CONFERENCE SPARKS INTEREST IN FORMING ORGANIZATION OF STATE LEGISLATURES

The State University of New York's congressional support project in Mexico made major strides in the 3rd quarter of 1999. These were accomplished during a period of legislative gridlock that ended with the passage of a major act of the Congress overhauling its internal governing and administrative regime. Legislative gridlock, however, was followed by a period of administrative gridlock caused, in part, by heightened political tensions accompanying the run-up to the 2000 elections. Notwithstanding these major challenges, SUNY produced marked successes.

In the waning days of a special session which lasted from May 1999 until the opening gavel of the formal fall session on October 1, the PRI-controlled Senate approved key reforms to the Congress' *Ley Organica*, reforms which had been overwhelmingly approved by the opposition-controlled Chamber of Deputies months earlier. While viewed as mere cosmetic changes by some detractors, the new law restructures congressional decision-making and attempts to de-politicize the administration of both chambers. The number of committees has been halved and, for the first time, a career civil service for qualified professional analysts and researchers has been installed. SUNY will dedicate much of its attention to training these new career employees.

The new law changed the organizing structures of both houses. Specifically, it replaced a largely symbolic *Mesa Directiva*, or ruling body, with a forceful one. In the Chamber of Deputies, the new president of this *Mesa* is Deputy Francisco Paoli Bolio (PAN). Dr. Paoli is a key adviser to SUNY. He is a second-term deputy who has written and thought deeply about professionalizing the services of the Chamber. Paoli, who spoke at a SUNY/USAID-sponsored international legislative forum in Bogotá, Colombia in February of this year, has declared his post to be equivalent to "Speaker of the House." He will serve in this position until the end of the current legislature. After assuming his new position, Paoli expressed great interest in SUNY's participation in his reform plans.

The administrative changes dictated by the new law, however, are moving slowly. The law calls for the selection of a new General Secretary, of chief administrative officer, and two secretaries under him/her who would dedicate themselves to legislative and administrative matters, respectively. A political rift immediately developed over Paoli's proposed choice of a General Secretary. As of this writing, this post – the successor to the position of *Oficial Mayor* – has not yet been selected. The two lower secretaries, meant to be named in a politically-balanced package along with the General Secretary, also have yet to be named. Administratively, the Chamber has thus been paralyzed since passage of the new law. SUNY intends to work closely with each of the new secretaries once named.

Doubts about administrative direction did not stop SUNY from bringing a delegation from the Chamber to Guatemala in August. This 3-day visit introduced key Mexican professional staffers and one deputy to that country's legislative strengthening program. Although skeptical about going to a small, Central American country, the group returned with specific program ideas and a greater desire to work with SUNY. The visit immediately produced an exchange program. Two Guatemalan analysts are currently in Mexico for one month, working in the legislative research division of the Library of Congress.

In order to better serve the Library's Integrated Information and Documentation Service (SIID), SUNY has been offered office space inside the Chamber of Deputies by Lic. Dulce María Liahut, the director of the SIID, who was among those on the Guatemala delegation. Dr. Paoli quickly endorsed the move and SUNY gladly accepted. Beginning in late October, Margarita Seminario, will be representing SUNY at those offices.

SUNY's work continues with the Chamber's Library Committee, the committee which supervises Liahut's operation. Dep. Francisco Loyo Ramos (PRI) resigned as chairman of this committee in order to serve as a secretary of the new *Mesa Directiva*. His ascendance to this new post, under Paoli, further enhances SUNY's standing in modernization activities, yet has slowed work with the committee. Specifically, it has delayed the publication of a SUNY/Committee book on the reform efforts in the current legislature. This delay has put added importance on a similar publication. SUNY moved quickly in assisting CERE, an independent think tank, with the publication of its influential quarterly political journal. A double edition of *Diálogo y Debate*, set to be published in December 1999, will be dedicated solely to the modernization efforts of the Mexican Congress, with emphasis on analyses of the new *Ley Organica* and the controversial subject of re-election.

Another major SUNY partner inside the Chamber remains the Legislative Research Institute. At a regional state legislative conference sponsored by the Institute in the state of Zacatecas in September, Ms. Seminario of SUNY gave a presentation detailing the formation of an association of state legislatures, an idea never before considered in Mexico. This approach to state legislatures, consistent with SUNY/USAID's strategic objective to "replicate" its efforts at the state level, received favorable reviews. After the speech, SUNY was contacted by state legislators in the states of San Luis Potosí, Zacatecas and Jalisco to discuss the details of starting an association and to inquire if SUNY might assist in reform efforts in those states' chambers.

After this fall's budget battle, the Mexican Congress will recess until March of 2000 for its final session prior to the July general election. SUNY intends to focus the early part of 2000 on working with the Budget Analysis Unit, the Library's Investigative Research Service and the Office of Training. A SUNY-directed visit to the Brazilian Congress by administrative staff of the Chamber is being planned for the recess period. This trip is without precedent; as it would be the first time that the Chamber of Deputies would allocate substantial funds for the foreign travel of a delegation that did not include deputies. Dr. Paoli has expressed great interest in the trip and even suggested that resources be set aside in the upcoming budget.

All SUNY activities are conducted with an eye on the next legislature, which convenes Sept. 1, 2000. SUNY believes its focus on the new, permanent professional staff of the Chamber of Deputies -- rather than on elected deputies -- is the best way to ensure the continuation of modernization initiatives begun in the current legislature. "No reelection" means one hundred percent turnover of the Congress. (Many deputies close to SUNY and in leadership positions intend to run for the Senate in 2000; SUNY intends to follow them into that chamber.) SUNY also believes it can play an essential role as a mediator and joiner, helping in bringing diverse parts of a highly the legislature

With its partners in the Chamber of Deputies, SUNY has planned specific activities well into next year. Any disruption in the flow of funds would have a devastating impact on SUNY's ability to effect change, especially as lawmakers struggle to comport with reforms demanded by the new *Ley Organica*. SUNY has made itself a dependable resource for congressional reformers in Mexico. The goal for the next six months is for SUNY to become an indispensable one.

II. PROGRAM REPORT

A. Mexican Congress passes new *Ley Orgánica*

Mexico's bicameral Congress made a critical move toward reform this quarter. Capping more than 18 months of discussion, it passed a new law that creates a new congressional governing structure, an administrative overhaul -- and new uncertainties.

In late May 1999, the Congress went into special summer session in order to address business left unfinished in its March-May ordinary session. On June 22, one month into overtime, the Chamber of Deputies overwhelmingly passed reforms to the *Ley Organica*, the Congress' governing law. However, it was not until the end of August, just days before the commencement of the regular fall legislative session, that the same bill was approved -- unanimously -- by the Senate. This delay created a ripple effect, slowing its application, and thus, SUNY's ability to move projects forward.

Many of the reforms of the new *Ley Orgánica* directly affect SUNY's work. Among them:

- Lengthens the term for the president of the *Mesa Directiva* from one month to one year, subject to re-election. This transforms the *Mesa* from a largely ceremonial ("employee of the month") body into *the* ruling executive organism of each chamber. The new president of the *Mesa* in the lower chamber, Dip. Francisco Paoli Bolio (PAN), now refers to himself as the "Speaker."
- Abolishes the *CRICP* (Chamber of Deputies) and the *Gran Comisión* (Senate), the decision-making bodies formed by the leaders of each of the parties represented in Congress. Replacing these entities in each chamber is the *Junta de Coordinación*, a body of the same party leaders, now subordinated under the *Mesa Directiva*. SUNY signed its formal agreement in April 1999 with the now-defunct *CRICP*; however, it remains in force, unaffected by the change.
- Eliminates the position of *Oficial Mayor*, the chief administrative officer of the Chamber, creating in its stead the new position of General Secretary. The Gen. Secretary is to be assisted by two high-level administrators, a secretary for Legislative Services and one for Administrative/Financial Services. Due to political infighting, these three key positions remain unfilled as of this writing.
- Reduces the number of committees in the Chamber of Deputies from 64 to 27. Good news: Less committees means more legislative focus. Bad news: Two entities with whom SUNY works closely, the Library Committee and the Institute for Legislative Research, will be dissolved and integrated into newly-created units of the Chamber in the next Legislature.
- Codifies the creation of a career civil service of professionals working in the Congress.

SUNY sees the passage of this new law as a major advance for the Congress, particularly in the development of professional legislative services. In the final year of this legislature, Oct. 1999-Sept. 2000, SUNY intends to focus its efforts intensely on the emerging professional service areas of legislative research, juridical and budget analysis and training. When the new Congress convenes on Sept. 1, 2000, there will be 100% turnover of elected deputies and senators. The new career professionals will guide the next Congress in ways never before attempted in Mexico. (see Attachments for article on law's passage)

B. The first "Speaker" meets administrative gridlock

Dip. Francisco Paoli Bolio of the PAN party was elected president of the Chamber of Deputies' *Mesa Directiva* at the start of the fall legislative session. He is the first such president to be elected for a one-year term, instead of a largely ceremonial one-month term. (The new *Ley Orgánica* states that the president of the *Mesa* can be reelected for another year; however, the current Legislature concludes at the end of Paoli's first year as leader.)

Paoli was an instrumental player behind the Chamber's decision to sign the formal accord with SUNY. Also, he traveled in Feb. 1999, at SUNY's invitation, to address a legislative conference in Bogotá, Colombia and plans to address the SUNY/USAID international legislative strengthening conference in Mozambique next year. (SUNY believes that Paoli's desire to speak at the Mozambique conference plays a significant role in his interest in working with SUNY.)

Even with the crush of his new responsibilities, Paoli continues to make time to meet with and guide SUNY through the new regimen at the Chamber. Unlike his former partisan role as the PAN's #2 leader in the Chamber, Paoli now must fashion himself as president of the entire body. In the new *Mesa*, Paoli wishes to set an example as an executive. He says he will not be proposing initiatives, but rather will respond to them. Thus, Paoli has advised SUNY to bring programmatic matters to the *Mesa* through others, such as committee chairmen. Once proposed by others, he promises his support for SUNY's activities.

As with all political reformers in Mexico, Paoli's task is a difficult one. He endured calls for his ouster his very first day as president. While the PRD party's attempt to remove Paoli never reached critical mass, the PRD's resistance to Paoli's selection for General Secretary did. At this writing, the three positions of General Secretary, Legislative Services Secretary and Administrative/Financial Secretary remain vacant. Day-to-day operations remain in the hands of Jorge Valdés, the *Oficial Mayor* -- a man who has been overlooked for the top General Secretary spot in the new regime, and who has put all of institutional-reform activities on hold pending a decision on his own future. .

C. Trip to Guatemalan Congress and its spin-offs

On August 9-12, 1999, SUNY brought a delegation from the Mexican Congress to Guatemala City for an intensive two-day study tour to view the USAID-funded legislative modernization program in that country. This Guatemala program was initiated by SUNY in 1997 and is now under the direction of the University of Texas (UT). Traveling with SUNY's Robert Balkin and Margarita R. Seminario were three key SUNY partners:

1. **Felipe de Jesús Cantú** – Federal Deputy Cantú is a young (33 yrs. old), independent- and reform-minded member of the PAN party. He sits on key committees, including Budget and Foreign Affairs. Previously, he was elected to the state legislature of Nuevo Leon. Cantú is currently seeking his party's nomination for mayor of Guadalupe, a working-class municipality bordering Monterrey.
2. **Dulce María Liahut** – Lic. Liahut is the Director General of the Congressional Library's Integrated Information and Documentation Service (SIID). Though only 44 years old, she is serving in her 3rd straight Legislature in this position and is one of the very few high-level staffers of the Congress with experience from more than one Legislature. (Her first boss in the Chamber of Deputies was Dr. Francisco Paoli, when he served as president of the Library Committee from 1988-91.)
3. **Arturo Álvarez** – Lic. Álvarez is Director of the Office of Training for the Chamber of Deputies. This is Álvarez's first time working in the public sector. He received his professional experience in personnel/human resources in various corporations in Mexico, including Iusacel, the cell-phone giant. Álvarez reports directly to the *Oficial Mayor*. It is unclear to whom he will report under the new *Ley Orgánica*.

In Guatemala, the Mexicans visited each of the Congress' legislative assistance units, ranging from legal research/antecedents to budget analysis to public outreach. Guatemala is a small country (roughly the geographic size of the neighboring Mexican state of Chiapas) and its Congress is unicameral and, at first glance, not a viable model for the Mexico. However, Guatemala's advantage is its use of state-of-the-art methodologies and practices in areas that all professional legislatures must master.

The Mexicans had low expectations for the visit, but actively engaged themselves with their Guatemalan counterparts. They came away impressed, and with new ideas for their work in the Chamber of Deputies, a greater understanding of SUNY's mission and deeper desire to work with SUNY. (see Attachments for program agenda)

At the conclusion of the visit, SUNY and UT jointly proposed a exchange program. The idea resonated well and agreements were quickly reached for two Guatemalan

congressional analysts, Zoila Chen and Claudia Fernandez, to work in the Mexican Chamber for one month. They arrived the first week of October and immediately began working alongside the Lic. Liahut's new team of analysts inside the Library's SIID unit.

D. The Library invites SUNY to establish office inside the Chamber

Upon signing the formal *Convenio* with the Chamber of Deputies in April, SUNY began working directly with the two deputies who signed the agreement, Dip. Francisco Loyo Ramos (PRI), chairman of the Library Committee, and Dip. Bernardo Bátiz (PRD), president of the Institute of Legislative Research. Loyo wanted the first joint activity between his committee and SUNY be a publication on comparative legislative subject matter and the Mexico's LVII Legislature (the first modern Mexican Legislature to have an opposition majority in the lower chamber). SUNY agreed, believing that this publication would be the first of many projects to come.

The delay caused by the passage of the new *Ley Orgánica*, and the subsequent administrative restructuring of the Chamber, has pushed back the publication date. Loyo left the committee after being promoted to one of three secretaries of the new Mesa Directiva. His replacement as committee chairman, Dip. Francisco Arroyo (PRI), never served on the committee before, and thus needed time to meet with SUNY and to decide to continue with the planned publication.

[While SUNY is now assured of Arroyo's support for the project, the delay opened the door for another meaningful publishing endeavor. SUNY was approached by *CERE* (the Center for Studies of the Reform of the State), an independent political think-tank, to assist them with their quarterly journal. *CERE* had once been considered SUNY's key counterpart in Mexico, prior to SUNY's arrival in the country. But due to political circumstances, SUNY had to distance itself from that organization. SUNY and *CERE* continued to discuss possible joint efforts, conversations which bore fruit in SUNY's decision to fund the Fall '99 publication of *Diálogo y Debate*, only if it were 100% dedicated to legislative subject matter.] (see Attachments for Introduction and Table of Contents)

Since SUNY's first days in Mexico, the Library, and more specifically, the Library's Integrated Information and Documentation Service (SIID), has been an active partner in modernization efforts. Based on her seven years as a staffer of the Chamber (rehired every three years by the new chairman of the Library Committee), SIID director Dulce María Liahut understands the information and research needs of the Chamber perhaps better than any other and has had the opportunity to work and travel with U.S.-based organizations, like the Congressional Research Service and the Global Legal Information Network (GLIN).

Liahut has asked SUNY's help on a number of projects. She is currently responsible for a group of nine research analysts, among the first professionals hired into the Chamber's new career civil service. Liahut wants assistance in their training, especially in the development of a standard methodology for research reports. She wishes to tap into SUNY's network of

congressional contacts in other Spanish-speaking countries, enter into exchanges and swap materials.

To best take advantage of SUNY's presence in Mexico, Liahut has requested that SUNY establish an office inside the Library. After receiving the blessing of Speaker Paoli, Liahut approached SUNY. SUNY intends to place country Deputy Director Margarita Seminario in that office, where she will work on all projects (not just those of Library) at least three days a week, beginning in October 1999. To formalize this decision, SUNY and Liahut will draw a workplan and formal *convenio* to outline Ms. Seminario's duties.

E. Approach to state legislatures

SUNY and USAID/Mexico are committed to the strategic goal of "replication," that is, the ability to reproduce program activities at other legislative levels in-country. While the federal congress is the priority, SUNY keeps a steady eye on how its efforts can be utilized at the state level.

The federal congress, too, feels it has a responsibility toward the state legislatures. Inside the Chamber of Deputies, the Institute of Legislative Research promotes exchanges and the development of state legislatures. Dip. Bernardo Batiz (PRD), one of two deputies who traveled to Albany, New York, to sign the formal *Convenio* with SUNY in April 1999, is president of the Institute. His Institute convenes regional legislative conferences -- 2-3 per year, covering a wide range of themes -- for federal and state legislators.

Batiz invited SUNY to participate at the Institute's regional conference on legislative matters in the state of Zacatecas in August. The conference featured legislators from the states of Aguascalientes, Guanajuato, Jalisco, San Luis Potosı and Zacatecas. Topics discussed included political reform and the strengthening of the legislative power. In a speech at the conference, SUNY's Seminario proposed the benefits of Mexico forming an association of state legislatures. The speech was very well-received, yielding specific requests from legislators in several states. In the audience listening to the presentation was Zacatecas Gov. Ricardo Monreal (PRD), who had just founded Mexico's first national association of governors. He, too, reacted favorably to a national legislative organization.

Also of note at the conference: Batiz used his address to suggest crucial-yet-seldom-raised reforms such as consecutive re-election of federal deputies and a size reduction in the often-unwieldy 500-member Chamber of Deputies. (see Attachments)

The Institute plans another regional conference in late October, this time in the city of Hermosillo, inviting participants from the northern states of Baja California, Baja California Sur, Chihuahua, Coahuila, Durango, Sinaloa and Sonora. SUNY has been invited to attend and expects to make a similar presentation at this conference. (see Attachments)

Final state legislative note: SUNY received a request from the PAN legislative group in Jalisco to assist them in a study tour of Arizona and possibly Washington. SUNY responded and has offered its assistance. No date has yet been set.

F. Miscellaneous

The September visit to Mexico of SUNY's Albany-based project directors, Anne Chetwynd and John Johnson, created the opportunity to solidify and expand relationships. In honor of the visit, Dip. Felipe de Jesús Cantú organized a formal luncheon inside the Chamber of Deputies. It was hosted by Dip. Fauzi Hamdan, chairman of the influential Treasury Oversight Committee. While Hamdan did not attend, Cantú invited another of his fellow PANistas, Dip. Julio Faesler, chairman of the Foreign Affairs Committee.

The meeting with Faesler, who seeks to oversee all of the Chamber's relations with foreign organizations, was SUNY's first. It afforded SUNY the opportunity to invite Faesler to attend an international conference on federalism held in Quebec, Canada. SUNY made the invitation to Faesler at the specific request of USAID/Mexico.

SUNY continues to build relationships with other Mexican universities, especially those institutions which wish to share activities and create long-term programming in legislative areas. With that in mind, SUNY met with Dr. José Luis Soberanes of the *Universidad Nacional Autónoma de México* (UNAM). Soberanes is the ex-director of the UNAM's influential Institute for Juridical Research, which provides studies and consulting for the government. SUNY intends to continue these discussions with Soberanes' successor, Dr. Diego Valadés, a former Mexican Attorney General who is close to Speaker Paoli. Soberanes recently left the UNAM to become Mexico's new Human Rights Ombudsman.

At the Instituto Técnico Autónomo de México (ITAM), SUNY has shared much information and strategy with the Department of Social Sciences. A meeting with ITAM law faculty professor Fernando Franco may have been propitious. At this writing, Franco remains the leading candidate to be named General Secretary of the Chamber of Deputies.

SUNY also meets with other USAID/Mexico partners and has provided assistance and guidance to the Movimiento Ciudadano Democrático (MCD), a grassroots citizens' organization which intends to lobby and perform oversight of the Congress.

UPCOMING ACTIVITIES

October 1999 – Forum of Federations. Dip. Julio Faesler, president of the Chamber's Foreign Affairs Committee, goes to international conference on Federalism in Quebec, Canada.

October-November 1999 – New office. SUNY to begin working at new office inside the Chamber of Deputies.

October-November 1999 – Exchange program: Two women from the congress of Guatemala to spend one month in Mexico, working at the Chamber of Deputies.

October 1999 – Regional federal-state legislative conference, Hermosillo, Sonora. SUNY to give presentation.

December-January 1999-00 – Release of publication, *Diálogo y Debate*, jointly published by CERE and SUNY/Mexico.

January 2000 – Consultancy of Beatriz Grosso, director of the Center for Training, Chamber of Deputies of Argentina.

February 2000 – Mozambique, Africa. USAID International Conference on Legislative Strengthening. Featured invitee and speaker: Dip. Francisco Paoli Bolio (PAN), speaker of the Chamber of Deputies. Other potential Mexican invitees: Dip. Francisco Loyo Ramos (PRI), secretary of the Mesa Directiva; Dip. Ricardo García Sainz (PRD), chairman of the Budget Committee; Dip. Bernardo Bátis (PRD), chairman of the Institute of Legislative Research.

D. FINANCIAL UPDATE

The SUNY legislative program in Mexico anticipates an obligation in November-December 1999. Current funding will be exhausted in November. (see attached financial report.)

<u>Quarterly Financial Report Summary</u>						
<u>Research Foundation of State University of New York</u>						
<u>Legislative Activities in Mexico</u>						
<u>Cooperative Agreement Award No. 523 A 00980003200</u>						
		<u>Jul - Sep 99</u>	<u>Total</u>	<u>Oct - Dec 99</u>	<u>Projected</u>	<u>** Average</u>
		<u>Actual</u>	<u>Expenditure</u>	<u>Projected</u>	<u>Expenditure</u>	<u>Quarterly</u>
<u>Line Item</u>	<u>Budgeted</u>	<u>Expenditure</u>	<u>as of Sep 30, 99</u>	<u>Expenditure</u>	<u>as of Dec 31, 99</u>	<u>Rate</u>
Personnel	\$ 580,712	\$ 55,234.68	\$ 175,342.95	\$ 49,415.00	\$ 224,757.95	\$ 56,189.49
Fringe Benefits	\$ 168,407	\$ 15,741.84	\$ 50,573.19	\$ 14,330.00	\$ 64,903.19	\$ 16,225.80
Travel	\$ 116,763	\$ 5,684.78	\$ 24,989.49	\$ 9,550.00	\$ 34,539.49	\$ 8,634.87
Equipment	\$ 25,600	\$ -	\$ 34,335.07	\$ -	\$ 34,335.07	\$ 8,583.77
Supplies	\$ 63,140	\$ 21,861.37	\$ 37,412.78	\$ 900.00	\$ 38,312.78	\$ 9,578.20
Other	\$ 807,876	\$ 1,972.40	\$ 129,045.36	\$ 111,260.00	\$ 240,305.36	\$ 60,076.34
Participant Training	\$ 84,125	\$ 3,429.77	\$ 3,429.77	\$ -	\$ 3,429.77	\$ 857.44
Total Direct Charges	\$ 1,846,622	\$ 103,924.84	\$ 455,128.61	\$ 185,455.00	\$ 640,583.61	\$ 160,145.90
Indirects Charges	\$ 476,527	\$ 30,138.20	\$ 112,978.75	\$ 49,258.00	\$ 162,236.75	\$ 40,559.19
Total USAID Contribution	\$ 2,323,149	\$ 134,063.04	\$ 568,107.36	\$ 234,713.00	\$ 802,820.36	\$ 200,705.09
Total US cost share	\$ 348,472	\$ 14,788.22				
Total Mex cost share	\$ 232,315	\$ -				
Grand Total	\$ 2,903,936.25	\$ 148,851.26	\$ 568,107.36	\$ 234,713.00	\$ 802,820.36	\$ 200,705.09
SUMMARY						
Total Funds obligated to date: \$739,400						
Total Funds Spent as of September 30, 1999: \$568,107.36						
Total Funds to be Spent during Oct-Dec. 99 Quarter: \$234,713.00						
Total Funds to be Spent as of December 31, 1999: \$802,820.36						
Over the current obligation: \$63,420.36						
cccontract.9909jenc						

VI. ATTACHMENTS

1. *Reforma*, 8/31/99, Congress passes new *Ley Orgánica*.
2. Agenda, study tour to Guatemala, 8/9-12/99.
3. Letter of invitation and work plan for professional exchange, from Mexican Congress's SIID to Guatemala/UT legislative program
4. Introduction and Table of Contents, *Diálogo y Debate*, to be published jointly by *CERE* and SUNY.
5. *Imagen*, 8/28/99, Deputy Bátiz proposes reelection, less congress members at regional legislative conference.
6. Announcement for upcoming regional legislative conference in Hermosilla, Sonora.

r. Salvador Comarena

tor Osorio y Sandra Rodríguez

z. 5-628-7119

NACIONAL

31 de Ago 1999

Tiene el Congreso nueva Ley Orgánica

Desaparece la Gran Comisión del Senado, fortalecen la Mesa Directiva y reestructuran las comisiones de trabajo

POR LUIS GUILLERMO HERNANDEZ

El PLENO DEL SENADO DE LA REPÚBLICA aprobó ayer, por unanimidad, el proyecto de reformas a la Ley Orgánica del Congreso General de México, creada en 1979.

Tras una serie de ríspidas negociaciones entre los representantes del PRI y el PAN, el Pleno de la Cámara Alta aprobó la desaparición de la Gran Comisión, el fortalecimiento de la Mesa Directiva y la reestructuración de las comisiones de trabajo, que de 61 serán 31.

Avaló sin cambios la minuta enviada por la Cámara de Diputados, en concordancia con los acuerdos previos establecidos entre ambas instancias, modificó la estructura administrativa de la Cámara Alta y consolidó la creación del Canal de Televisión Parlamentaria.

Los representantes de los tres partidos mayoritarios en el Senado calificaron como "sumamente satisfactorio" el acuerdo de modificación de la Ley Orgánica, elaborado a partir de las iniciativas del PAN y el PRI, y la minuta enviada desde San Lázaro.

La nueva Ley Orgánica estableció la conformación de la Junta de Coordinación Política, órgano colegiado que, junto con las nuevas atribuciones de la Mesa Directiva, suple las funciones de la Gran Comisión.

La Junta de Coordinación Política se integrará en octubre, con los coordinadores parlamentarios de los tres partidos, un subcoordinador por fracción, además de dos senadores más del grupo mayoritario y uno más de la primera minoría.

"Esto garantizaría una representación proporcional de los distintos grupos parlamentarios. Su integración se basa en la presencia de los coordinadores de dichos grupos, y habría la posibilidad de que acredite otros integrantes, sin llegar a un número que dificulte su agilidad funcional", se estableció en el dictamen.

En términos prácticos, hasta el tér-



Ernesto Navarro del PRD y los panistas Gabriel Jiménez Remus y Juan de Dios Castro, ayer en el Senado.

Los cambios

De acuerdo con el texto de la nueva Ley Orgánica del Congreso, aprobado por unanimidad en el Senado de la República, la Cámara Alta tendrá una estructura organizativa y de prácticas parlamentarias:

MESA DIRECTIVA

- La encabeza un presidente, quien funge como Presidente de la Cámara. Además tres vicepresidentes y cuatro secretarios, electos por mayoría absoluta del Pleno, para periodos de un año, con posibilidad de reelección.
- Preside debates y votaciones del Pleno. Asegura que los dictámenes, acuerdos cumplan la norma.
- Conduce relaciones con otros Poderes, autoridades y representantes. Presenta al Pleno proyecto de presupuesto de Egresos de la Federación.

LA JUNTA DE COORDINACIÓN

- Órgano colegiado que expresa la pluralidad del Senado, donde se discuten acuerdos entre bancadas.
- La integran coordinadores parlamentarios, un subcoordinador por bancada, dos senadores del grupo mayoritario y uno más de la primera minoría.
- El voto interno es ponderado, y vale por el número de senadores de fracción.
- Si no hay mayoría absoluta, la preside el coordinador parlamentario del partido con más escaños, por el término de un año y se rota.

- Impulsa acuerdos para propuestas, iniciativas o minutas para voto ante el Pleno.
- Presenta propuestas a través de la Mesa Directiva y emite declaraciones a nombre del Senado.
- Propone integración de Comisiones.
- Elabora el programa Legislativo de cada periodo de sesiones y los trabajos anuales.
- Sesiona una vez por semana durante periodo ordinario, y una vez al mes en recesos.
- Entra en vigor en octubre.

tegrará con 4 senadores priistas, encabezados por María de los Angeles Moreno: 3 senadores del PAN, encabezados por Gabriel Jiménez Remus, y dos senadores del PRD, dirigidos por Ernesto Navarro.

Pese a las modificaciones, el PRI continuará al mando de ambas instancias hasta la conclusión de la actual Legislatura, y María de los Angeles Moreno permanecerá como Presidenta, en

taria de la fracción con más representantes en el Senado.

En el caso de la Mesa Directiva, se aprobó su fortalecimiento, a través de la atribución de funciones de organización, vigilancia y administración de las distintas prácticas parlamentarias.

Con 98 votos a favor en lo general, el Senado de la República modificó el número mínimo de integrantes para conformar un Grupo Parlamentario,

Nuevas comisiones

A partir de la 58 Legislatura del Senado de la República, comenzarán a operar las Comisiones establecidas en la nueva Ley Orgánica.

La Comisión de Asuntos Indígenas conocerá los programas de apoyo y fortalecimiento de las etnias mexicanas.

La Comisión Jurisdiccional tendrá a su cargo la evaluación y estudio de



Congreso de la República de Guatemala

Programa de Modernización Legislativa

Delegación del Parlamento de México
Guatemala, 10 al 12 de agosto de 1999

Programa

Martes 10 de agosto 1999

Hora	Actividad
8:00	Plan de Modernización Legislativa <i>Carina Molina</i> <i>Ana Medina</i>
9:15	Deslegislación y GLIN <i>Coordinadora Ana Isabel Antillón</i> <i>Coordinadora Elisa Portillo</i>
10:00	Unidad Permanente de Asesoría Técnica -UPAT- <i>Coordinadora Claudia Fernández</i> <i>Subcoordinadora Magdalena Jocholá</i>
11:00	Biblioteca del Congreso de la República <i>Directora Licda. Silvia Ruiz de Díaz Duran</i>
	Almuerzo
2:00	Unidad de Publicaciones <i>Coordinadora Fabiola Pinillos</i>
2:30	Unidad de Análisis Presupuestario <i>Coordinadora Zoila Margarita Chen</i>
4:00	Matty Rouge de López <i>Directora del Departamento de Capacitaciones</i>

Martes 11 de agosto 1999

Hora	Actividad
8:00	Unidad de Técnicos legislativos <i>Adolfo Alarcón</i> <i>Mario López</i> <i>Sylvia Salazar</i>
9:00	Unidad de Apoyo a las Oficinas Regionales <i>Coordinador Benjamín Chaj</i>
10:15	Por definir según el interés de la delegación



**CÁMARA DE DIPUTADOS
COMITÉ DE BIBLIOTECA E
INFORMÁTICA**

SIID

SISTEMA INTEGRAL DE INFORMACIÓN Y DOCUMENTACIÓN

Palacio Legislativo, Edif. C, Nivel 3, México, D.F., C.P. 15969
Tel. 5628-1318. Tel. y Fax. 5628-1316. e-mail: liahut@info.cddhcu.gob.mx

México, D.F., a 5 de octubre de 1999.

SRA. LILIAN FERRERA
Consulado de México en la
Ciudad de Guatemala
Presente.

El Sistema Integral de Información y Documentación de la Cámara de Diputados lleva a cabo un programa de intercambios profesionales en colaboración con el Congreso de la República de Guatemala.

Dentro de dicho programa han sido invitadas las licenciadas Soila Chen y Claudia Fernández, funcionarias del Congreso de la República de Guatemala, para que realicen una pasantía de un mes en las instalaciones de este Sistema, por el periodo del 7 de octubre al 7 de noviembre del presente año.

Por lo anterior, ruego a usted, de la manera mas atenta, el que se otorguen las facilidades necesarias para que las funcionarias mencionadas viajen a nuestro país a cumplir con los objetivos del programa de intercambios que hemos acordado con el Congreso de la República de Guatemala.

Agradeciendo de antemano su atención, le expreso las seguridades de mi consideración distinguida.

Atentamente.

A handwritten signature in black ink, appearing to read "Dulce María Liahut Baldomar".

LIC. DULCE MARIA LIAHUT BALDOMAR
Directora General



Sistema Integral de Información y Documentación
 Sistema de Investigación y Análisis
 México, D.F.

Plan de Trabajo General
 H. Cámara de Diputados LVII Legislatura, México D.F. / Congreso de la República de Guatemala

No.	Objetivos	Actividades	Resultados	Fecha
1.	<ul style="list-style-type: none"> Intercambio de la experiencia guatemalteca en el desarrollo de estudios y análisis. 	1.a. Lineamientos generales para la forma de trabajo. 1.b. Elaboración del programa de trabajo específico. 1.c. Desarrollo y elaboración del primer borrador del estudio sobre el Sistema Financiero Mexicano <ul style="list-style-type: none"> - Recopilación de información preliminar - Lectura de documentos - Ingreso de datos - Otras actividades 1.d. Desarrollo y elaboración del estudio sobre el tema central de Presupuesto de Egresos en la división de economía y comercio.	<ul style="list-style-type: none"> Establecer una metodología conjunta para temas específicos de análisis y estudio. Establecer horario de trabajo. Presentación del estudio sobre "Sistema Financiero Mexicano" como punto de referencia para el posterior análisis del Presupuesto de Egresos. Documento elaborado por la división de economía y comercio. 	11/10/99 a 12/10/99 11/10/99 a 12/10/99 12/10/99 a 18/10/99 19/10/99 a 28/10/99

		<p>1.e. Desarrollo y elaboración del estudio sobre el tema de gasto social dentro del presupuesto en la división de política social.</p> <p>1.f. Integración de estudios de la división de política interior, economía y comercio y política social.</p>	<ul style="list-style-type: none"> • Documento elaborado por la división de política social. • Presentación del documento final sobre "Presupuesto de Egresos". 	<p>19/10/99 a 28/10/99</p> <p>29/10/99 a 03/11/99</p>
2.	Desarrollar una metodología en conjunto que permita cristalizar los resultados de la pasantía* con la forma de trabajo en la institución anfitriona.	<ul style="list-style-type: none"> • Información general de las actividades a realizar durante la pasantía con los investigadores de la división de Política Social y, la división de Economía y Comercio. 	<ul style="list-style-type: none"> • Establecer una metodología conjunta para temas específicos de análisis y estudio. 	Transcurso de la pasantía

Responsables: Zoila Margarita Chen Cu
Claudia Eloísa Fernández Ovalle

México, D.F. 12 de Octubre de 1999

* En México se le conoce como intercambio o estancia.

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Presentación

En su número 3, fechado en el último trimestre de 1997, la revista *Diálogo y Debate* ofreció un número monográfico sobre el tema del poder Legislativo en México. Era entonces un tema imprescindible para el debate político e intelectual acerca de las principales instituciones de nuestro espacio público. Podemos decir ahora, dos años después, que no sólo no se ha relativizado su importancia sino que ésta se ha acrecentado y complejizado. Ahora, este número doble 9/10 de *Diálogo y Debate* se presenta como una continuación y complemento de los temas allí vertidos, no sólo porque es imposible agotar en una sola revisión los problemas del parlamento mexicano, sino también porque sus condiciones de existencia actuales se parecen muy poco a las que prevalecían en aquel momento y exigen nuevas lecturas y nuevas interpretaciones.

En este número, nuestros destacados articulistas colaboran en la construcción de una panorámica general de las dimensiones políticas y jurídicas del Congreso de la Unión. No está ausente de esta panorámica una revisión histórica de la conformación y actuación del Poder Legislativo desde la promulgación de la Constitución de Cádiz en 1812, lo que ofrece una visión del tejido histórico contenido en nuestra principal institución legislativa; sin embargo, la mayor parte de los análisis aquí vertidos se orienta a evaluar las nuevas condiciones de conformación del Congreso mexicana generada por las elecciones de 1997 y la necesidad de revisar y reformar las relaciones de éste con el Poder Ejecutivo, en la perspectiva de sumar a la autonomía real del Congreso una funcionalidad y productividad institucionales que ahora no se dan con toda su fuerza.

Las nuevas condiciones de funcionamiento del Poder Legislativo, que implican no sólo un nuevo modelo de relación política con la institución presidencial sino también la aparición de nuevos problemas de rendimiento legislativo, han revivido discusiones de enorme importancia para la profesionalización de la carrera legislativa, tales como el tema de la reelección inmediata de los diputados y senadores.

El diseño institucional del Congreso mexicano se ha ido haciendo obsoleto en la medida en que ha ido desapareciendo la hegemonía política priísta. Este proceso de desaparición, que a partir de 1997 implicó la pérdida de la mayoría absoluta por parte del Partido Revolucionario Institucional en la Cámara de Diputados, no ha generado de manera mecánica una relación equilibrada y funcional con el poder Ejecutivo, por lo que los trabajos legislativos se llevan a cabo en un clima de enfrentamientos excesivos y de magnificación de las disputas partidistas. El hecho de que el Partido Revolucionario Institucional no pueda promover, sin acuerdos parlamentarios, reformas constitucionales, o que la fuerza sumada de los partidos de oposición sea mayor que la de este partido, dan lugar a que la subordinación histórica del Parlamento al poder presidencial se haya difuminado en poco tiempo. Al mismo tiempo, se ha convertido en una necesidad urgente, constatada por la práctica totalidad de los actores parlamentarios, la construcción de un nuevo modelo de vida parlamentaria en México.

Nuestro país ha pasado, en muy poco tiempo, de una relación de subordinación del Legislativo al Ejecutivo a un enfrentamiento y una tirantez constantes entre ellos que bloquea en gran medida la reforma institucional que el país requiere. Sin embargo, este cambio en la relación entre ambos poderes tiene la virtud de haber convertido al Congreso en un espacio de discusión política real cuyos resultados pueden ser experimentados y evaluados por la

ciudadanía. Por primera vez en mucho tiempo, México registra la existencia de legisladores cuyo peso social es significativo y la disminución paralela del poder y la influencia presidenciales. Por ello, en este número de *Diálogo y Debate* se busca reflejar y proyectar un nuevo modelo de relación entre ambos poderes y distinguir las vertientes en que este modelo es propuesto por las principales formaciones políticas del país y por el propio gobierno.

Otro tema recurrente en este número de *Diálogo y Debate* es el relativo a la nueva *Ley Orgánica del Congreso de la Unión*. Esta nueva ley, aprobada por consenso entre los partidos del Congreso en el mes de agosto de 1999, pretende actualizar los métodos y atribuciones del Poder Legislativo para flexibilizar su trabajo y aumentar su productividad política y jurídica. Por la importancia que reviste esta ley, hemos decidido reproducir su texto íntegro en este número de nuestra revista, con la intención de ofrecer al lector el referente legal al que se alude en numerosos comentarios.

Este número de *Diálogo y Debate* ha contado con el valioso apoyo y financiamiento de la Universidad del Estado de Nueva York (*State University of New York*). La participación de esta institución se ha dado con un pleno respeto a nuestra política editorial cuyas líneas rectoras son la pluralidad, la relevancia política y la solidez intelectual. Este apoyo nos ha permitido, también, corresponder a la relevancia del tema tratado con un número doble que nos permite ofrecer al lector mayor cantidad de puntos de vista y, ciertamente, mantener el nivel de calidad tradicional de nuestra publicación.

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Ley Orgánica del Congreso de la Unión

CIDADANIA DEFINIRÁ EL CAMBIO DE SUS REPRESENTANTES

Proponen reelección indefinida de diputados

Por Catalina Reyes/IMAGEN

Bernardo Bátiz, diputado federal por el PRD, y el politólogo Ricardo Espinoza Toledo se pronunciaron por la conveniencia de instaurar la reelección para los diputados, tanto a nivel federal como en los estados.

El legislador afirmó que con la reelección, incluso indefinida, se fortalecería el Poder Legislativo y serían los ciudadanos quienes decidirían el cambio o no de sus representantes.

En conferencia de prensa, dijo que se debe descartar el temor de que se abra un camino de reelección al Poder Ejecutivo, pues no se daría ésta "por contagio".

Comentó que una de las razones por las cuales existe distanciamiento entre los diputados y sus representados es precisamente por lo efímero del cargo, pues aquellos "están pensando en el cargo siguiente".

Reconoció que los partidos políticos no se han preocupado mucho por preparar a sus representantes en el aspecto legislativo. Por eso, afirmó que la nueva realidad política implica que los legisladores deban estar más capacitados y que los congresos cuen-

ten con equipos de especialistas para asesorarlos.

Bátiz, quien perteneció al PAN durante años, y que fue postulado como candidato externo del PRD, comentó que sería descabale que la Cámara de Diputados tuviera entre 350 y 400 diputados, no 500 como son actualmente, pues con tantos su funcionamiento se dificulta.

Druante su intervención durante el foro Temas Legislativos de la zona Centro Norte del País, sostuvo que "es indispensable que el Congreso asuma su papel de equilibrio del Poder Ejecutivo y que el diálogo y la discusión abierta sustituyan a la confrontación".

También participante en el foro, Ricardo Espinoza, doctor en Ciencias Políticas, dijo que la reelección de los diputados sería consecuencia de la evolución política de la sociedad.

Agregó que es conveniente si se desea crear la carrera parlamentaria.

Destacó, de entrada, que esta práctica ya existe en México, pero no de manera consecutiva. Advirtió que no represente ningún peligro para las instituciones, sino al contrario, porque la no reelección se ha vuelto perjudicial, ya que

cuando los diputados empiezan a conocer el funcionamiento de las legislaturas tienen que irse, llegan otros nuevos y vuelven a comenzar el aprendizaje.

El profesor universitario y miembro del Instituto de Estudios hacia la Transición Democrática consideró que los representantes populares pierden el interés por su demarcación, por lo que tres años son insuficientes para los periodos se tendrían verdaderos expertos en esta materia. Esto permitiría aprovechar los conocimientos y la experiencia acumulados.

Espinoza Toledo propuso que la reelección de los diputados se diera solo entre quienes son elector por el principio de mayoría relativa.

Quien tendría la última palabra sobre su permanencia o no en el cargo sería la ciudadanía, porque al final de cada periodo harían una evaluación y decidiría si los reelegirían o no. De esta forma, los diputados se verían obligados a demostrar eficacia en sus gestiones.

Descartó que de implantarse la reelección legislativa se diera un paso hacia la reelección del Poder Ejecutivo federal o estatal, porque, dijo, son distintas.

Sábado 28 de agosto de 1995



Bernardo Bátiz, diputado federal perredista.



El Instituto de Investigaciones Legislativas de la LVII Legislatura de la Cámara de Diputados del H. Congreso de la Unión, la LV Legislatura de la Cámara de Diputados y la Comisión de Investigaciones y Estudios Legislativos del H. Congreso del Estado de Sonora,



CONVOCAN

a los Diputados de los Congresos Locales, Legisladores Federales e instituciones académicas y de investigación de los estados de

Baja California, Baja California Sur, Chihuahua, Coahuila, Durango, Sinaloa y Sonora a participar en el

Foro Regional sobre TEMAS LEGISLATIVOS

El 28 y 29 de octubre de 1999, en el Anfiteatro y Aula Magna del Centro de Gobierno, ubicado en Avenida Cultura y Comonfort s/n, C.P. 83260, Hermosillo, Sonora, bajo las siguientes

BASES

1. El Objetivo del foro es tratar los principales temas legislativos en el marco de la reforma del Estado.
 - f) Agenda Legislativa de los congresos estatales.
 - g) Importancia de los Institutos de Investigación Legislativa. Nueva propuesta de marco jurídico.
 - h) Profesionalización de los congresos locales: Reelección Legislativa, Servicio Civil de Carrera.
2. Se podrá participar de manera individual y colectiva.
3. Los temas que se considerarán son los siguientes:
 - a) Reforma del Estado. Fortalecimiento del Poder Legislativo.
 - b) Relaciones entre los poderes Ejecutivo-Legislativo, en los gobiernos estatales.
 - c) Integración y funcionamiento de los congresos estatales. Ley orgánica y reglamento.
 - d) Evaluación y Fiscalización del gasto público: Estatal y municipal. La Contaduría Mayor de Hacienda en las entidades federativas.
 - e) Federalismo fiscal. Participaciones federales a estados y municipios.
4. Los temas se desarrollarán en mesas de trabajo.
5. La ponencia deberá tener una extensión máxima de 15 cuartillas con estructuración libre, invariablemente deberá contener una síntesis para lectura en las mesas de trabajo, que no exceda de tres cuartillas o de cinco minutos de lectura, con la siguiente estructura: introducción, exposición y propuestas concretas y presentarlo en original, copia simple y en disco de 3.5.
6. Los trabajos se recibirán a partir de la presente convocatoria, hasta un día anterior a la realización del foro.
7. El registro de participantes y de las ponencias será en las oficinas del Instituto de Investigaciones Legislativas de la Cámara de Diputados, ubicadas en Avenida Congreso de la Unión número 66, Col. El Parque, C.P. 15969, Delegación Venustiano Carranza, México, D.F., personalmente, vía Fax, al (5) 5542-3062, o en nuestros correos electrónicos:

comileg1@cddhcu.gob.mx
comileg2@cddhcu.gob.mx
8. Las ponencias presentadas con oportunidad, formarán parte de la memoria que por motivo del encuentro, publicará el Instituto de Investigaciones Legislativas.

identificando ésta con los generales del ponente.

En las oficinas del H. Congreso del Estado de Sonora en Tehuantepec y Pedro Moreno, Colonia Centenario, C.P. 83270, personalmente, o a los teléfonos (62) 135035, al Fax (62) 123395, o en el siguiente correo electrónico:

alfar@congresoson.gob.mx

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INTERNATIONAL DEVELOPMENT GROUP

**THE RESEARCH FOUNDATION
OF THE STATE UNIVERSITY OF NEW YORK**

MEXICO LEGISLATIVE SUPPORT PROJECT

QUARTERLY REPORT

July 31, 1999

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- I. Executive Summary
- II. Program Report
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EXECUTIVE SUMMARY

- **WORK BEGINS UNDER NEW AGREEMENT, FOCUSING ON INFORMATION, LEGISLATIVE RESEARCH AND BUDGET ENTITIES.**
- **CHAMBER OF DEPUTIES ATTEMPTS STRUCTURAL OVERHAUL; SENATE FREEZES REFORMERS' EFFORTS.**
- **SUNY APPROACHED BY REFORM TEAM, ENTERS DETAILED DISCUSSIONS TO SUPPORT RECENT STRUCTURAL REFORMS AND PROVIDE TRAINING, TECHNICAL ASSISTANCE.**

In April 1999, six months after arriving in Mexico, the Research Foundation of the State University of New York (SUNY) signed a formal Agreement of Collaboration with the Mexican Chamber of Deputies, the lower house of the Mexican Congress. This agreement acknowledged SUNY as the Chamber's partner in legislative strengthening activities with all its committees, commissions and institutes.

The agreement was signed by the president of the Chamber's governing body (the *CRICP*) and by the chairmen of the two entities inside the Chamber with whom SUNY immediately began working: the Library & Information Committee and the Legislative Research Institute. Works in progress: SUNY is co-publishing a book titled, "The Congress of the Third Millennium: The Role of the Legislature in Democratic Strengthening and the Experience of the Mexican Chamber of Deputies." This publication will include chapters by three members of SUNY's network of leading international experts in the field, plus a review of the achievements and deficiencies to date of the first non-PRI controlled Chamber of Deputies by leaders of each party in the legislature. The publication also will feature a survey of the 500 members of the Chamber, conducted by SUNY and the ITAM, the Autonomous Technical Institute of Mexico, a leading national university. This poll will ask deputies not just their opinions of the success or failure of the current legislature, but will also delve into how the Chamber as an institution meets their individual needs in information and legislative services, and if contemplated reforms would be well-received.

The real value of the SUNY/Chamber agreement, however, was revealed in the weeks after its signing. New doors opened. With agreement in hand, SUNY was invited to work once again with the Budget Committee, the unit that felt the brunt of overheated reaction to the *Boston Globe* story which revealed USAID and SUNY's role in the funding of an international budget conference in July 1998. More importantly, with this agreement, SUNY began working closely with the Chamber's chief administrative officer (the *Oficial Mayor*) and offices that report directly to him, those of Human Resources and Training.

NOTE ON PERCEPTION: Even SUNY's closest partners in the Chamber of Deputies express a profound wariness that they somehow "need to be modernized" or receive "technical assistance" like other developing democracies. But through patience and sensitivity, SUNY has managed to convince its partners that the most useful publication would be one highlighting the need for the Mexican legislature to modernize, and the conference which SUNY has been asked to organize by the Legislative Research Institute has evolved away from a 5-day seminar on Parliamentary Rights into a focused 2-day colloquium on Latin American legislative modernization efforts.

SUNY's journey into the Chamber's inner sanctum has been accomplished during a period of heightened political tension dictated by the run-up to the 2000 general election. SUNY's task has required delicate political balance, particularly in its choice of counterparts in the three major political parties. Since 1997, and for the first time ever, an opposition coalition of four parties narrowly controls the Chamber of Deputies while the ruling PRI party continues to control the Senate with an absolute majority. The Chamber has begun efforts at internal reform; the Senate has not. This situation is aggravated by the fact that most major institutional reforms, such as changes to the Organic Law of the Chamber, must be ratified by the PRI-controlled Senate.

After months of political infighting that forced an extraordinary summer session of Congress, the Chamber of Deputies passed a major reform to its *Ley Organica* in June 1999. This reform overhauled a poorly-functioning governing structure, cut by half the number of standing committees and created for the first time a civil service of career employment for professionals who serve the Chamber, not their political patrons. The Senate has thus far refused to approve these changes, even though they were favored overwhelmingly by the PRI in the Chamber of Deputies.

The *Oficial Mayor*, who is responsible for overseeing the professionalization process of the Chamber, has been distracted by the impasse. The new *Ley Organica* calls for his office to be dissolved and replaced by a new executive position, called *Secretario General*. While he is likely to be appointed to the new position, he faces competition. Thus, the Senate's delay in approving the new law has directly affected the modernization process: The *Oficial Mayor*, the Chamber's chief reformer, is distracted -- involved in an extended contest over his own employment to the detriment of his immediate reform agenda in which he has stated a desire to involve SUNY.

While moving forward with concrete projects involving the Library Committee, Budget Committee and Legislative Research Institute, SUNY has made the strategic decision to steer close to the *Oficial Mayor* -- and his reform agenda -- and wait out this delay. SUNY expects to play a role, along with other academic institutions already under contract with Chamber, in the training of the first recruited class of career professionals in the Chamber and work with the *Oficial Mayor/Secretario General* in the refinement and implementation of his overall modernization plan, called "Chamber 2000." Furthermore, SUNY believes that its upcoming study tours to view modernization efforts and professional legislative

services in other countries, such as Guatemala (set for early August) and Brazil (September tentative) will be part of an comprehensive training program and will achieve optimum results if coordinated closely with the *Oficial Mayor/Secretario General*.

All SUNY activities in Mexico contemplate affecting the most glaring weaknesses of the country's political system: the fact that "*no reelección consecutiva*" virtually guarantees a permanently weak Congress vis-à-vis the executive, along with an absence of institutional legislative memory and experience. SUNY's multi-year task in Mexico dictates that it assist its counterparts in embarking on a comprehensive modernization process in the current Legislature, which ends August 31, 2000, while concentrating all efforts on carrying that process into the next Legislature.

SUNY has spent eight months full-time in Mexico striving to arrive at its current position of trust and accord with the Chamber of Deputies. Any lowering of the level of funding or commitment to the SUNY/Mexico program in 1999 or 2000 will adversely affect current momentum and could diminish SUNY's role in the all-important modernization efforts of the next Legislature -- work which is contemplated to include the Senate.

The strategic objective of this program has not changed: helping the Mexicans create a more professional, transparent and effective Congress. SUNY's hard-fought positioning, and its accomplishments to date in Mexico, continue to make this objective more attainable.

II. PROGRAM REPORT

Putting the Agreement to Work

SUNY's presence as a U.S. academic institution working with the Mexican Chamber of Deputies is legitimized by a formal accord signed on April 26, 1999, in Albany, New York, between the University and the Chamber. This agreement expressly permits all committees, commissions, institutes and administrative bodies of the Chamber to work together with SUNY on projects of mutual interest. (See 1st Quarter 1999 report for full text.)

The signing ceremony of the agreement was held in conjunction with a two-day study tour of the New York State legislature and the university for two leading members of the Chamber, committee chairmen representing the PRI and opposition PRD parties. The other major political party, the PAN, was not represented at the signing, but PAN leadership was well-briefed and supportive of all events which took place.

In early May, SUNY began its work with the two deputies who signed the agreement in New York. Dip. Francisco Loyo Ramos (PRI), president of the Library and Information Committee, requested that SUNY jointly publish a book with a legislative theme. While he initially proposed a publication that would cover the esoterica of the comparative "organic laws" that govern different legislatures around the world, SUNY made the case that a publication covering important themes of legislative modernization would be more appropriate. The deputy agreed. The publication, a book in both Spanish and English, will be called "The Congress of the Third Millenium: The Role of the Legislature in Democratic Strengthening Worldwide and the Experience of the LVII Mexican Legislature." (See attachments for outline.)

For the book, SUNY recruited three international experts, all with current or former SUNY ties in the field of legislative strengthening, to present overall themes for the publication, such as the role of a legislature in democratic societies, the internal mechanisms that make a better-functioning legislature and critical issues related to a better representation and citizen participation with legislative bodies. The second half of the book will be devoted to the experiences of the current legislature, two years into its three-year life, as it grapples with the historic reality of the ruling PRI party in the minority in the Chamber of Deputies. Dip. Loyo is overseeing the completion of essays from leaders of each of the Chamber's three major parties.

At the same time, SUNY's discussions with the political science department of the Autonomous Tecnological Institute of Mexico (ITAM), a leading private university, reached fruition. The ITAM is helping SUNY conduct a survey of all the deputies, an idea embraced by Dip. Loyo for inclusion in the publication. The ITAM had attempted two other surveys in this legislature, conducted in conjunction with the *Reforma* daily

newspaper, but received limited responses. The ITAM sees SUNY's agreement with the Chamber as the best mechanism to enforce a higher response rate and check the members' collective pulse on the successes and failures to date of the current legislature, the state of institutional reforms, and critical constitutional issues such as re-election and legislative budget power. (See attachments for draft of poll questionnaire.)

The book is currently set for publication in the fall of this year and will be distributed to each of the 500 members of the Chamber of the Deputies. It is also intended to be presented to SUNY's campuses and shared at the International Conference on Legislative Strengthening to be held in Mozambique in October.

SUNY also began immediate work with Dip. Bernardo Bátiz (PRD), president of the Chamber's Legislative Research Institute. Bátiz initially proposed SUNY's participation in planning a conference covering juridical subject matter. However, SUNY, convinced Bátiz that a more concrete conference would focus on legislative strengthening efforts in Mexico and the Latin American region. SUNY has contacted numerous potential participants in more than seven countries and remains intimately involved in the evolution of the conference agenda. The two-day conference is tentatively scheduled for March 2000.

The trip to Albany succeeded in making two key leaders of the Chamber of Deputies enthusiastic about SUNY's presence in Mexico. Both were eager to begin work just days after returning to Mexico. More notable has been the ability of SUNY to direct this enthusiasm away from purely academic pursuits and toward the technical work of institutional strengthening.

Opening doors once closed

SUNY knew that a signed agreement with the Chamber of Deputies would create an appropriate status for its planned work with the above two entities. The agreement, however, legitimized SUNY's standing so thoroughly with the Chamber that it served as a device for entering into substantive discussions with other units inside the Chamber. Doors once closed, soon reopened.

The Chamber's Budget Committee had reason to view SUNY with concern. In July 1998, the Committee, along with CERE (the Center for Research and Reform of the State, a non-partisan Mexican think-tank), co-sponsored an international conference on budget power and public finances. SUNY, on a USAID purchase order, assisted CERE in bringing international experts/panelists to Mexico for the event.

The conference was a success. However, days later, an article appeared in the *Boston Globe* which mentioned USAID's cooperative agreement with SUNY to provide technical assistance to the Mexican Congress. The article appeared a day later in the Mexican press but featured significant errors in translation. Notwithstanding best efforts to correct the errors, the article generated a harsh reaction inside the Mexican Congress. The Budget Committee felt that its conference partner, CERE, had not been open about SUNY and

USAID's role in the conference. Dip. Ricardo García Sainz (PRD), the Budget Committee chairman, remained skeptical of SUNY.

After several meetings with the Budget Committee's staff director, SUNY met with García Sainz on July 9. It was clear from the meeting that the agreement between the Chamber and SUNY had indeed changed his attitude about possible joint efforts. In a letter to SUNY, dated July 19, García Sainz expressed his interest in SUNY's participation in his committee's next major budget conference, the visit of SUNY-sponsored expert to conduct transparency workshops, and his interest in attending the upcoming International Conference on Legislative Strengthening in Mozambique (see attachments for letter).

The office of the *Oficial Mayor*

The Chamber is run administratively, on a day-to-day basis, by the *Oficial Mayor*, or chief administrative officer. Consistent with the Chamber's glaring governing weaknesses, the *Oficial Mayor* answers to many masters: the ruling body (*CRICP*), the president of the *Mesa Directiva* (a different deputy who serves a one month term), and the presidents of all commissions and committees. While serving these many masters, the *Oficial Mayor* is also overseeing an internal administrative reform process which began at the beginning of this historic opposition-controlled Legislature in 1997.

Jorge Valdés, an accountant, is the Chamber's current *Oficial Mayor*. He was hired to serve as the deputy but took the top slot last December when his boss quit over what he termed a frustrating lack of commitment by the Chamber in the reform process. Valdés, chronically overworked and understaffed, met with SUNY on May 25.

Valdés is championing an institutional reform effort called "Chamber 2000," which calls for the hiring and training of a new level of non-political career civil service professionals, a more streamlined, coherent governing structure and technological improvements. Valdés suggested that SUNY could be involved in training and committee reforms.

Unfortunately, Valdés has devoted nearly all of his time in the past three months to fighting to keep his job, at the expense of implementing his reform program. Meanwhile, the Chamber's regular session ended in mid-May with important work left unresolved. A special session was called to consider a number of matters, including reforms to Mexico's election law, the bail-out of the banking system and changes to the *Ley Organica*, the law which governs the Congress.

The special session has been regarded by all sides as a bust. (In a situation without precedent, the session has continued, at this writing, with neither closure nor renewed voting.) Agreements between the opposition and the PRI in the Chamber, once considered substantial, were negated by the PRI-controlled Senate. The election law reforms, which were passed over the PRI in the Chamber of Deputies, never even saw a vote on the Senate floor. The changes to the *Ley Organica*, which PRI deputies overwhelmingly supported, saw a similar fate. The resulting finger-pointing -- in an atmosphere already made difficult

by the run-up to the 2000 presidential and legislative elections – leads many analysts to conclude that fall's regular session (which requires passage of the 2001 budget) to be even more partisan.

The Senate's failure to pass the *Ley Organica* reforms has directly affected the work of Mr. Valdés, and thus, SUNY. One reform to the law would have ended the office of *Oficial Mayor* and created, in its stead, a new office with similar functions called Secretary General. A leading deputy has told SUNY that Valdés would not get that position as he is not a lawyer. Others have said the job is his. Without the change in the law, the status of Valdés as a partner for SUNY remains clouded.

Critical efforts stalled by the Senate include: the reduction by half the number of committees in the Chamber; the creation of a new ruling Coordinating Group (to replace the *CRICP*); and the revamping of the Mesa Directiva, so that a deputy would be elected to run the Chamber's administration for a year at a time (ending an entirely ceremonial deputy-of-the-month practice). It is unclear at this writing if the Senate will approve these changes of the lower house in the coming regular session. Still, even without Senate approval, SUNY will be well-placed is assisting in existing reform efforts that did not need Senate approval.

Training

Valdés supervises the offices of human resources and training. In late 1998, the *CRICP* signed a general agreement, similar to SUNY's, to work with the INAP (National Institute of Public Administration), a government-run educational and training institution, in certificate programs designed to train staff who desire to boost their career options in the Chamber. The director of training, Lic. Arturo Álvarez, has explicitly asked SUNY to meet with officials of the INAP to assist in this effort.

SUNY received a similar request from Lic. Dulce María Liahut, the director of Information Services (SIID) of the Library of the Chamber. Liahut is in charge of the hiring the first nine analyst/researchers of the Chamber who will be working as career civil service professionals. She expects this team to begin work in early August. Liahut has that suggested SUNY-led study tours be part of the training program for these new recruits. Specific SUNY-led trips to Guatemala and Brazil have been discussed. A visit to view the modernization efforts of the Guatemalan congress – which would include Liahut, Álvarez and at least one deputy – has been firmly scheduled for August 9-12. (see attachments for Liahut letter)

Miscellaneous requests

On June 22nd, SUNY met with Lic. Mauricio Gomez, an aide to Dip. Porfirio Muñoz Ledo, the former leader of the PRD in the Chamber of Deputies and an announced pre-candidate

for his party's presidential nomination. At Muñoz Ledo's urging, Gomez asked SUNY to help the deputy obtain information on a pet project: a parliament of university students.

Muñoz Ledo's idea (likely part of his presidential campaign strategy) is to bring university delegates together on an annual basis to form a national legislative body and recommend laws for the country. The goal would be that such laws would be automatically brought to the Mexican Chamber of Deputies for consideration.

SUNY assisted Gomez with in obtaining information from a wide array of sources. While model legislative bodies exist in the U.S. and many parts of the world (Model U.N., Model O.A.S., the American Legion's Boys and Girls Nation), even the Interparliamentary Union could find no body of university students formed to bring legislation directly to a nation's congress. Gomez said that the deputy was gratified for SUNY's assistance. No further action is anticipated on this request.

Felipe de Jesús Cantú is a young (33 years old) deputy for the PAN and an enthusiastic backer of SUNY's Mexico program. As a member of key committees such as the Budget Committee, Cantú has a special interest in financial matters. He presented to SUNY his suggestion that SUNY help create a methodology to analyze the economic and environment impacts of all bills under consideration in the Chamber of Deputies – before they could become law. SUNY is studying the idea. Cantú will likely be the only deputy joining key administrative personnel on the August study tour of the Guatemalan legislature. (see attachments for Cantú document)

III. UPCOMING ACTIVITIES

SUNY plans an active third quarter of 1999. The key event will be a successful conclusion of discussions on training and research between SUNY and the office of the *Oficial Mayor*. Planned activities include:

August 1999 – Study tour to Guatemala. The Guatemalan Congress, with the help of many international funders including USAID, is undergoing a comprehensive process of modernization. SUNY will bring a small group from the Mexican Congress to review in-house technical support areas of legislative research (*estudios de antecedentes*), legal analysis (*deslegislación*), budget analysis and public information and participation. The purpose of this trip is to provide examples of another model of reform in the region and consolidate the support of SUNY's key partners in the Mexican Chamber of Deputies.

September/October 1999 – Presentation of publication. SUNY and the Chamber's Library Committee will formally present their publication on legislative strengthening and the LVII Mexican Legislature. The publication will combine efforts of SUNY's international experts with Mexican deputies and leading analysts from two major Mexican universities.

September 1999 – Presentation of poll. Conducted jointly with the Social Sciences department of the Mexican university ITAM, SUNY will survey the 500 federal deputies on subjects of legislative support, consecutive re-election and the successes and failures of the LVII Congress -- the first congress in modern Mexican history with an opposition majority in the lower house.

September 1999 – Study tour to Brazilian Congress. The purpose of this trip is to view the efforts of a bicameral Latin American Congress approximately the same size as the Mexican legislature. Tour would include extensive training of new analyst/researchers in the Mexican Chamber of Deputies.

October 1999 – Trip to Africa. Escort Mexican delegation to the International Conference on Legislative Strengthening, Maputo, Mozambique. SUNY/Mexico hopes to bring one deputy from each of the three major parties in the Chamber of Deputies. SUNY hopes that

Fall 1999 – Publication of edition of CERE journal. SUNY has agreed to sponsor one issue of *Diálogo y Debate*, the quarterly magazine of CERE, the *Centro de Estudios para la Reforma del Estado*, a non-partisan think tank founded by Gilberto Rincón Gallardo. The entire issue will be dedicated to an analysis of the Mexican Congress. The magazine is circulated to an influential group of politicians, academics and opinion-makers throughout the country.

IV. ADMINISTRATIVE UPDATE

The office of SUNY/Mexico is located in Colonia Polanco, at Lamartine 212, in Mexico City.

The office is directed by **Robert Balkin**. **Margarita R. Seminario** serves as deputy director. SUNY has contracted **Shore Asociados**, a well-qualified firm specializing in payrolling and employment services, to handle all local hires. Individuals contracted by Shore on SUNY's behalf include: Lic. **Ana Galván Ariza**, office manager; and Sr. **Carlos Calderón Robles**, technical assistant. SUNY has opted not to fill its program assistant slot at the present time. SUNY has contracted the services of Lic. **Enriqueta Calderón**, a certified public accountant, to handle all government and tax filings.

V. ATTACHMENTS

1. Outline of joint SUNY-Chamber of Deputies publication, "The Congress of the Third Millenium."
2. Draft ITAM-SUNY poll questionnaire for the 500 members of the Chamber of Deputies.
3. Letter to SUNY/Mexico from Dip. Ricardo García Sainz, president of the Budget Committee of the Mexican Chamber of Deputies.
4. Letter to SUNY/Mexico from Lic. Dulce María Liahut, director of the *Sistema Integral de Información y Documentación* (SIID) of the Library of the Mexican Chamber of Deputies.
5. Discussion document to SUNY/Mexico from Dip. Felipe de Jesús Cantú (PAN), proposing a methodology to analyze the economic and environmental impacts of legislation in the Chamber of Deputies.

EL CONGRESO DEL TERCER MILENIO:

***EL PAPEL DE LA LEGISLATURA EN EL FORTALECIMIENTO
DEMOCRATICO MUNDIAL Y LA EXPERIENCIA DE LA
CAMARA DE DIPUTADOS MEXICANA***

Prólogo -- Dip. Francisco Loyo Ramos, presidente del Comité de la Biblioteca e Informática de la Cámara de Diputados de México.

PRIMERA PARTE --

**EL PAPEL DE LA LEGISLATURA EN EL FORTALECIMIENTO
DEMOCRATICO**

Capítulo 1 -- Dr. William Culver (EUA), profesor de ciencias políticas, SUNY-Plattsburgh

“La importancia del parlamento en el fortalecimiento democrático.”

Capítulo 2 -- Ing. Guillermo García (Peru), director del programa de modernización legislativa de la Asamblea Nacional de Nicaragua, y ex - director del programa de modernización del Congreso del Perú.

“Modernización legislativa: Los temas cruciales de la gestión de los sistemas parlamentarios”:

- presupuesto
- biblioteca y archivo
- sistemas de información legislativa
- Diario de debates
- Agenda
- Actas
- Sistema de participación ciudadana

Capítulo 3 -- Ing. Amelia Dondero (Chile), directora del Centro de Estudios y Asistencia Legislativa de la Universidad Católica de Valparaíso

“Modernización legislativa: Los temas cruciales de la representación y asesoría legislativa:

- investigación
- redacción de proyectos de ley/técnica legislativa
- reforma de la ley orgánica y los reglamentos internos
- asesoría legislativa.

SEGUNDA PARTE -

**LA CAMARA DE DIPUTADOS MEXICANA:
PERSPECTIVAS PARA EL TERCER MILENIO**

(Los ensayos escritos por cada uno de los partidos políticos tratará sobre los logros institucionales de la LVII Legislatura y los desafíos que ellos preveen para la LVIII Legislatura.)

Capítulo 4 - La perspectiva del PRI - Arturo Nuñez

Capítulo 5 - La perspectiva del PRD - Pablo Gómez

Capítulo 6 - La perspectiva del PAN - Carlos Medina Placencia

Capítulo 7 - La perspectiva del PVEM - Jorge Emilio González Martínez

Capítulo 8 - La perspectiva del PT - Ricardo Cantu Garza

Capítulo 9 - "Cámara 2000": Un programa mexicano de modernización legislativa - Jorge Valdés Aguilera, Oficial Mayor de la Cámara de Diputados.

Capítulo 10 -- La Cámara de Diputados México hacia el Tercer Milenio - análisis (académico mexicano por definir)

TERCERA PARTE -- Análisis de resultados de la encuesta (conducida por ITAM/SUNY) de los 500 diputados federales sobre la LVII Legislatura, los desafíos de la Cámara de Diputados del 3er milenio y la vida parlamentaria.

CUESTIONARIO

SUNY Proposal

Seale

57th Legislature

From my w/public opinion

1. In your judgment, has the 57th Legislature been a success so far? Y ___ N ___

2. What has been the ~~best~~ ^{biggest} success of the the 57th Leg. ~~And why?~~ *And why? Net A*

3. What has been the 57th Leg.'s biggest failure? ~~And why?~~ *And why? de's illun*

4. ~~Has the 57th Leg. earned greater trust from the people?~~ *Has the 57th Leg. earned greater trust from the people?* Y ___ N ___

5. Por favor, indique qué tanto puede influir el Congreso para mejorarlos:
(question #30 of Cuestionario 2) *Canari*

FLANK -

6. *Is Congress a real check on Executive*

		Poca influencia		Mucha influencia				
a) Situación económica en general	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
b) Poder adquisitivo de los trabajadores	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
c) Condiciones para la inversión	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
d) Recaudación tributaria	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
e) Combate al narcotráfico	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
f) Relaciones con el exterior	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
g) Instituciones democráticas ^{electorales}	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
h) Políticas sociales	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
i) Procuración de justicia ^{Procuración}	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
j) Derechos humanos	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
k) Conflicto de Chiapas	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
l) Cuidado del medio ambiente	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>
m) Seguridad pública	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3	<input type="checkbox"/>	4	<input type="checkbox"/>

federalism

What's wrong?

6. En la siguiente escala por favor indique la posición que describe mejor su punto de vista sobre la propiedad de los negocios y la industria:

1 2 3 4 5

Debe aumentar la propiedad privada de los negocios y la industria

Debe ~~aumentar~~ la propiedad gubernamental de los negocios y la industria

7. En la siguiente escala por favor indique la posición que describe mejor su punto de vista sobre lo que debe hacerse para reducir la desigualdad:

1 2 3 4 5

Debe aumentar los impuestos para financiar programas sociales

Se deben disminuir los impuestos para que haya más inversión y creación de empleos.

8. En la siguiente escala por favor indique la posición que describe mejor su punto de vista sobre las relaciones entre el Poder Legislativo y el Poder Ejecutivo:

1 2 3 4 5

El actual Poder Legislativo es un verdadero contrapeso al Poder Ejecutivo

El actual Poder Legislativo aún está lejos de ser un contrapeso al Poder Ejecutivo

*El actual contrapeso es un contrapeso al poder Ejecutivo
Debe ser el poder leg*

9. En la siguiente escala por favor indique la posición que describe mejor su punto de vista sobre los pueblos indígenas:

1 2 3 4 5

Los pueblos indígenas deben tener total autonomía para determinar la forma de elección de sus autoridades

Los pueblos indígenas deben elegir a sus autoridades de la misma manera que los demás mexicanos

10. Budget - crisis

*If there's no budget agreement by 12/31
- clear govt.
- last year's budget
m...*

Structure of the Cámara

Comisiones - appointment process

10. The 1997 changes in the internal rules which govern the Cámara, have been:

- Totally positive
- Mostly positive
- Neutral
- Mostly negative
- Completely negative

11. ~~Should the Cámara lessen the number of Comisiones from x to y?~~
Y N

*Also reducing the # of Com. -
27 agreed this*

12. Should there be less diputados in the Cámara? Y N
If yes, what is the ideal number? _____

Subcom...

13. All diputados should be:

- Elected directly
- Elected as plurinominales
- ~~Elected as is: 300 direct, 200 pluri.~~
- ~~Other~~
- Don't know

Mix

Support

14. ¿Considera que la actual asesoría que recibe en su labor legislativa es suficiente o insuficiente?

- 1 Suficiente 2 Insuficiente

15. What is the quality of the assistance you receive in investigacion legislativa?

- Excellent
- Good
- Fair
- Poor

16. What is the quality of assistance you receive in budget analysis?

- Excellent
- Good
- Fair
- Poor

17. What is the quality of assistance you receive in redacción de proyectos de ley?

- Excellent
- Good
- Fair
- Poor

33. *W* Durante el periodo ordinario de sesiones, aproximadamente por semana cuántas reuniones de trabajo, asesoría o gestoría realiza con residentes de su distrito o entidad.

- 1 Ninguna
- 2 Menos de una reunión por semana
- 3 Una reunión por semana
- 4 Dos reuniones por semana
- 5 Tres reuniones por semana
- 6 Más de tres reuniones por semana

34. *W* En los recesos de los periodos de sesiones, aproximadamente por semana cuántas reuniones de trabajo, asesoría o gestoría realiza con residentes de su distrito o entidad.

- 1 Ninguna
- 2 Menos de una reunión por semana
- 3 Una reunión por semana
- 4 Dos reuniones por semana
- 5 Tres reuniones por semana
- 6 Más de tres reuniones por semana

35. ¿Cuenta usted con oficina de atención al público en su distrito o entidad?

1 Sí 2 No

DEMOGRAPHICS

36. Género: 1 Masculino 2 Femenino

37. ~~Edad:~~ años *Yr of Birth*

38. Escolaridad: 1 Primaria 4 Licenciatura
2 Secundaria 5 Maestría o equivalente
3 Preparatoria 6 Doctorado

Progenito
39. Is this your first term as a diputado? Yes No

If not, how many terms, including this one, have you served as a dip? ____

40. **Grupo parlamentario al que pertenece:**
- | | | | |
|---|-----|---|---------------|
| 1 | PRI | 4 | PVEM |
| 2 | PRD | 5 | PT |
| 3 | PAN | 6 | Independiente |

41. **Forma en la que fue electo:**
- | | |
|---|-----------------------------|
| 1 | Mayoría relativa |
| 2 | Representación proporcional |

42. **Tiempo de afiliación a su actual partido:** _____ años
00 Diputado(a) Independiente

43. ¿Ha ocupado con anterioridad otros cargos de elección popular?

1 No

2 Sí. Por favor señale cuáles:

- | | | | |
|---|---|---|---------------|
| a | Diputado(a) Federal (en otra legislatura) | e | Senador(a) |
| b | Diputado(a) Local o Asambleísta | f | Gobernador(a) |
| c | Presidente(a) Municipal | g | Regidor(a) |
| d | Otro: _____ | | |

44. Ha ocupado con anterioridad cargos en su partido?

45. ¿Cuál de las siguientes categorías describe mejor su siguiente objetivo una vez que concluya su periodo legislativo?

- | | | | |
|---|----------------------------------|---|------------------------------------|
| 1 | Cargo de elección pública | 5 | Funcionario de partido |
| 2 | Administración pública federal | 6 | Organizaciones sociales |
| 3 | Administración pública estatal | 7 | Academia, investigación |
| 4 | Administración pública municipal | 8 | Sector privado |
| 9 | Retiro | | |



Dip. Fed. Ricardo García Sainz

PRESIDENTE DE LA COMISION
DE PROGRAMACION, PRESUPUESTO
Y CUENTA PUBLICA

Palacio Legislativo, 19 de julio de 1999.

**DR. ROBERT BALKIN,
DIRECTOR,
THE RESEARCH FOUNDATION
OF STATE UNIVERSITY OF NEW YORK,
PRESENTE.**

Estimado doctor Balkin:

Me permito acusar recibo de su carta del pasado 14 de julio. Agradezco su visita y su deseo de colaborar en la conferencia que esta Comisión tiene proyectada para realizarse en septiembre próximo.

Considero muy conveniente su sugerencia acerca de que el consultor James Wesberry nos visitara con antelación al mes de septiembre. Tan pronto tengamos confirmada la realización de la conferencia, nos permitiríamos proponer la fecha de la visita del Dr. Wesberry.

En cuanto a la conferencia de SUNY que tendrá lugar en Mozambique en el mes de octubre, me gustaría mucho asistir, sin embargo antes de confirmar mi participación en algún panel, debo revisar la agenda de trabajo de la Cámara de Diputados que se verificara en esas fechas. Cuando tenga definición acerca de lo anterior, le haré saber mi decisión.

Reciba usted un cordial saludo,

Atentamente,

Proyecto de trabajo SUNY-HCD

TEMAS DE INTERÉS

- **Inclusión en el proceso de aprobación de legislación la evaluación del impacto fiscal de una iniciativa de reformas.**
- **Inclusión en el proceso de aprobación legislativa la evaluación del impacto ambiental de una iniciativa de reformas.**
- **Balance presupuestal. Análisis de propuestas y presentación de contrapropuestas presupuestales.**

MECÁNICA DE TRABAJO PROPUESTA

- **Conferencias sobre los principales subtemas.**
- **Análisis de casos prácticos de Estados Unidos. (papers)**
- **Talleres de aplicación de teoría. (ejercicios)**

DESARROLLO DE TEMAS

1. **Inclusión en el proceso de aprobación de legislación la evaluación del impacto fiscal de una iniciativa de reformas.**
 - **Tipos de impuestos y su impacto en la población.**
 - **Funcionamientos de una estructura impositiva.**
 - **Identificación y medición de impactos fiscales.**
 - **Evaluación costo-beneficio.**
 - **Reformas legislativas necesarias.**
2. **Inclusión en el proceso de aprobación legislativa la evaluación del impacto ambiental de una iniciativa de reformas.**
 - **Análisis del marco jurídico ambiental de Estados Unidos.**
 - **Análisis costo-beneficio ambiental. (análisis de externalidades)**
 - **Identificación y solución de lagunas en la legislación. (elaboración de propuestas para adjudicación de externalidades)**
3. **Balance presupuestal. Análisis de propuestas y presentación de contrapropuestas presupuestales.**
 - **Funcionamiento de estructuras impositivas.**
 - **Tipos de impuestos y sus impactos.**
 - **Estructuras presupuestales.**
 - **¿Cómo funciona un presupuesto?**
 - **Determinación de áreas de oportunidades.**
 - **El principio de equilibrio presupuestal.**



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**CAMARA DE DIPUTADOS
COMITE DE BIBLIOTECA E
INFORMATICA**

México, D.F., 7 de Junio de 1999.

**SR. ROBERT BALKIN
SRITA. MARGARITA SEMINARIO**
Representación en México de la Universidad
Estatad de Nueva York
Presentes.

Como ustedes saben, la Cámara de Diputados se encuentra inmersa en un proceso de cambio institucional que involucra, entre otros aspectos de suma trascendencia, la implantación de un nuevo orden administrativo, dentro del cual se contempla el desarrollo del Servicio Profesional Legislativo. Estamos conscientes de que para lograr el éxito en este renglón, es fundamental el impulso a la capacitación del personal, tanto del ya existente, como el de nueva contratación.

Conocemos el Convenio General de Colaboración suscrito entre esta Cámara de Diputados y la Universidad Estatal de Nueva York, por lo que, en el marco de dicho convenio, queremos someter a su consideración el que podamos desarrollar un proyecto de trabajo específico tendiente al entrenamiento de nuestro personal contratado para llevar a cabo el servicio de investigación y análisis. De ser posible, también sería importante el entrenamiento para el personal del Servicio de Referencia, ya que es un pilar fundamental de apoyo a las labores de investigación.

En espera de sus comentarios sobre lo arriba planteado, aprovecho esta oportunidad para expresarles la seguridad de mi alta estima y distinguida consideración.

Atentamente.

**LIC. DULCE MARIA LIAHUT BALDOMAR
DIRECTORA GENERAL**