U.S.-MEXICO PARTNERSHIP
FOR
MUNICIPAL DEVELOPMENT

USAID Quarterly Report XI
April 1 – June 30, 2000

Prepared for

USAID/Mexico

By

INTERNATIONAL CITY/COUNTY MANAGEMENT ASSOCIATION
Cooperative Agreement Award No. 523-A-00-97-00008-00

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ATTACHMENTS

A. Compilation of Experiences for the Promotion of Good Local Government Reporting
B. Presentation for the Latin American Mayors Conference: Sistema Anti-Corrupción en la Administración Municipal
C. Remarks at the Border Environmental Conference: Border Environmental Infrastructure—Present and Future Needs
D. QUARTERLY TRAVEL REPORT
E. QUARTERLY FINANCIAL REPORT

ABSTRACT

The U.S.–Mexico Partnership for Municipal Development is a cooperative agreement between USAID/Mexico and the International City/County Management Association (ICMA). The purpose of the Partnership is to promote enduring democratic institutions and practices in Mexico. The objectives are to increase and enhance the participation of citizens in the local democratic process and to improve the capacity of municipalities to respond to the needs of their constituents.

This quarterly report describes the activities of the eleventh quarter of the Partnership and lists activities planned for the next quarter.

EXECUTIVE SUMMARY

The eleventh quarter of the Partnership had a lower level of activity than usual. The main reason for the decrease in the Program's activities was the lack of obligated funds for operation.

The RA visited Calvillo, Aguascalientes to continue Partnership support of the mayor's efforts in improving the municipality's management structure and operation. The RA had the opportunity to address a group of over 20 municipal officials during his visit.

From April 26 to 28, ICMA and the Municipality of Zacatecas teamed up to bring Mr. Bill Kirchhoff to Zacatecas. The purpose of Mr. Kirchhoff's visit was to present his views about the importance of citizen involvement in public safety. Mr. Kirchhoff is a member of ICMA who has proven experience on the subject. In Zacatecas, the RA took the opportunity to meet with the financial director, the police chief, and personnel of the public service department the day before Mr. Kirchhoff's arrival to Zacatecas.

The RA visited Monterrey on June 6 and 7. He met with ITESM officials to discuss how the Partnership could collaborate with them on their distance-learning program. It was agreed that the Partnership would work with them through Oscar Rodriguez, who will participate in the up-coming training program for elected officials that will air late in August. Mr. Rodriguez will talk about strategic planning and performance measurement.

The RA also met with the executive director of Duck Unlimited de Mexico (DUMAC) to discuss how they could help Sayula develop a wastewater treatment plan. The intention is that DUMAC will provide technical expertise to Sayula and other municipalities, especially after the Partnership is no longer working in their region.

The Partnership worked with the University of Monterrey (UdeM) to present a lecture on Ethics to over 150 high level officials of the State of Nuevo Leon. The officials were part of the Secretaria de Gobierno (Lieutenant Governor's office). The Secretariat and his top-level officials were also participants at this event. Ms. Elizabeth Kellar, ICMA Deputy Executive Director and ICMA expert on ethics, spoke at the event.

As part of Ms. Kellar's activities in Mexico, she participated in a two-day Ethics conference that the State of Jalisco and the Guadalajara Chamber of Commerce organized with the Partnership on June 8 and 9 in Guadalajara. Besides Ms. Kellar's participation, the Partnership sponsored Mr. David Mora, City Manager of Salinas California, to speak at the event. The event featured speakers representing the public and the private sectors, speaking on the theme of Ethics in Business and Politics. Over 200 people attended the event.

Due to funding issues, the Partnership reduced its activities. However, during this time, the office staff used a significant portion of their time to compile information on the Mexico experience. The objective of the project is to document the most relevant experiences that the Partnership has participated in or encountered while working in Mexico. It is expected that by

the end of the next quarter, the Partnership will have a report detailing and analyzing the relevant experiences.

The Management Exchange program suffered the most delays because of the funding limitations. The Partnership had to postpone several visits and due to summer obligations of several potential participants, the rescheduling has become a logistical problem. Nevertheless, the Partnership was able to complete the exchange with two of the participant cities. The city manager from East Palo Alto, Ms. Monica Hudson was able to visit Manzanillo, Colima the first week of April. The second visit under the exchange program was that of Mr. Gary Brown to Tuxtla Gutierrez, Chiapas from June 11 to 17.

The RA participated in an international conference in Mexico City on April 7 and 8. Several mayors of large cities in Latin America attended the conference. The RA presented a paper about systems to combat corruption in local government.

The RA attended the Inter American Conference for Economic Development in Merida on April 13 to April 15. The conference was organized by AMMAC in partnership with several other international organizations, among them ICMA. The event was organized in Merida since the executive committee of IULA was meeting there from April 9 to April 13. The RA used the opportunity of being in Merida to meet with municipal officials, including the mayor, to learn about the excellent work the municipality has done in improving management structure and operation.

The Partnership sponsored a trip to Phoenix by two representatives from each of the Mexican municipal associations. The trip took place the first week of May (May 1-5). The delegation had the opportunity to visit three cities to learn about their government structure and operations. The delegation also visited the Maricopa Council of Government and Arizona League of Cities offices. The delegation was originally designed to have six members, however at the very last minute, the representatives of the FENAMM decided to cancel their participation. Only AMMAC and AALMAC sent representatives.

The final draft report on best practices that was completed by CESEM will be reviewed early next quarter; the Partnership expects to have the copies of the report distributed by mid-September. The Partnership will use its contacts in the state offices for municipal development, the municipal associations, and CESEM to distribute the copies.

The RA participated in a review panel organized by the state of Guanajuato. The panel reviewed the work done by six municipalities to develop a set of performance indicators. The general comment was that it was an excellent first effort toward setting a good set of indicators. It is expected that the Partnership will continue to be in contact with the officials in Guanajuato in charge of the project to support their efforts.

The RA was invited to participate in an advisory committee for the State of Jalisco’s Center for Municipal Studies. The center is part of the state government and although it was supposed to have started years ago, the state government only recently formed the committee, after the Partnership had begun to promote citizen advisory committees in the state’s municipalities.

Finally, the RA also participated in two meetings dealing with border environmental issues. In April, he attended a meeting to discuss the border environmental infrastructure needs, and in June, he participated in a committee meeting that is responsible for the organization of the third conference of border environmental NGOs. The RA has been part of the committee for the last three years.

U.S.-MEXICO PARTNERSHIP FOR MUNICIPAL DEVELOPMENT
USAID QUARTERLY REPORT XI

1 PARTNERSHIP ACTIVITY SUMMARY

The U.S.–Mexico Partnership for Municipal Development is a cooperative agreement between USAID/Mexico and the International City/County Management Association (ICMA). The purpose of the Partnership is to promote enduring democratic institutions and practices in Mexico. The objectives are to increase and enhance the participation of citizens in the local democratic process and to improve the capacity of municipalities to respond to the needs of their constituents.

1.1 Resource Cities Program

ICMA, together with cities in Arizona and California, is providing technical assistance to cities in Mexico, focusing on municipal management, municipal finance, and citizen participation. ICMA and U.S. counterparts are also providing assistance in urban service delivery areas such as water, wastewater, and solid waste management as appropriate, as well as addressing pressing municipal concerns such as public security and economic development. Lessons learned and best practices will be replicated in other Mexican municipalities through municipal associations and nongovernmental organizations (NGOs).

1.1.1 Activities and Accomplishments This Quarter

- Visit to Calvillo, Aguascalientes: Review of the Management Structure

In response to the request of the municipality of Calvillo, Aguascalientes, the RA visited them for a second time on April 24. The purpose of the visit was to review the progress of the municipality's efforts to improve its management structure and processes.

During the visit to Calvillo, the RA spoke to over 20 municipal officials. The mayor and his top-level staff were also present. The RA began the meeting with a summarized presentation on the Jalisco experience. The main discussion was about the necessity of accountability by each municipal employee. The importance to clearly define the procedures, to document them and to make known to the public such procedures was mentioned.

After the meeting, the mayor, the financial director and the director for management improvement had a long conversation with the RA. They expressed their frustration at the lack of interest and involvement by some of the officials. The need to concentrate their efforts on a few departments was suggested, rather than trying to involve all the departments. As they improve the operation of some areas, it would become easier to gain the interest of other department heads. They initially indicated that they would continue their efforts in the finance and public services departments.

- Visit to Zacatecas: Community-Oriented Public Safety

In response to a request by the municipality of Zacatecas, the Partnership arranged for a visit by Bill Kirchhoff to talk about citizen participation in public safety. The visit was a joint venture with the Municipality. The Partnership paid the consultant fees and Zacatecas covered the travel expenses. Bill Kirchhoff is an ICMA member and expert in community policing. His visit occurred on the dates of April 26 to 28.

Mr. Kirchhoff's visit included meetings with the chiefs of the different police forces in the state: the municipal police, the traffic police and the investigative police. The last two forces are part of the state government. In addition to speaking with the police chiefs, Mr. Kirchhoff had the opportunity to visit several sites in the cities that were or are conflict areas. The purpose of these meetings and visits was for Mr. Kirchhoff to learn about the particularities of the problem facing Zacatecas. This information aided him in fine-tuning his lecture to over 300 people from 19 municipalities during his last day of activities in Zacatecas. During Mr. Kirchhoff's talk, the Mayor and his top officials were present.

The local police chief indicated that Mr. Kirchhoff's visit helped him to clarify his ideas about the on-going restructuring program for the police force. The Municipal Secretary, who is also responsible for the police department, indicated that the concepts presented by Mr. Kirchhoff would help all the municipal officials to work together a more unified front. After Mr. Kirchhoff's presentation, the mayor met with the RA and Mr. Kirchhoff. The mayor, who recently was named by the state, showed a lot interest in the concepts presented by Mr. Kirchhoff, as well as the idea of the citizen technical advisory committees. The former mayor resigned to run for the federal congress.

The RA took advantage of his early arrival in Zacatecas to meet with the financial director, the police Chief and several staff in the Public service department. During these meetings, the RA shared the recommendation developed by the Partnership in Jalisco.

- Visit to Monterrey Tech: Distance Education in Strategic Planning and Performance Measurement

The RA visited Monterrey on June 6 and 7. On the morning of June 6, the RA met with Veronica Sanchez, who is responsible for the distance learning programs for public officials produced by Monterrey Tech (Instituto Tecnologico y de Estudios Superiores de Monterrey – ITESM). During their meeting, they discussed the upcoming program for elected mayors that Monterrey Tech will air in late August. The program was reviewed, and the Partnership agreed on having Oscar Rodriguez, from the ICMA Latin American and Caribbean team, participate in the program as a lecturer on Strategic Planning and Performance Measurement. The Partnership will also provide Monterrey Tech with suggestions about experiences that will be featured as video clips for the course. The Partnership will invite several of the departments of the partner municipalities in Jalisco for participation.

The Partnership and the distance learning program agreed on exploring the development of training courses based on ICMA experiences and the assessed needs of Mexican municipalities.

The program content will seek to be relevant to the experiences of municipalities in other Latin American countries.

- Presentation on Ethics: Monterrey and Guadalajara

One of the objectives of the RA's visit to Monterrey was to attend a presentation by Ms. Elizabeth Kellar, ICMA Deputy Executive Director and ICMA expert on ethics. The University of Monterrey and the Partnership organized the event. The 150 participants were mostly high level officials of the state of Nuevo Leon. The officials are part of the Secretaria de Gobierno (Lieutenant Governor office). The Secretariat and his top-level officials were also among the participants.

Ms. Kellar's speech concentrated on the message of having to question everyone's actions and to draw a clear and distinctive line in conflicts of interest. From the multiple questions at the event, Ms. Kellar's suggestion to judge our decisions considering "what would you mother think of it?" was the most striking message.

Ms. Kellar's presence in Mexico was part of the Partnership's program with the State of Jalisco. In March 1999, ICMA organized an event with AMMAC in Guadalajara. The idea of expanding the discussion about ethics was a common theme between the Partnership and state officials. The discussion led to the organization of a conference about Ethics.

The conference occurred on June 8 and 9 in Guadalajara and was well attended with over 200 participants. On a recommendation by the Partnership, business organizations were included in the conference. The Partnership sponsored Ms. Kellar and Mr. David Mora, the City Manager of Salinas, California, as speakers at the conference. In addition, there were speakers representing the public and private sectors, including the Governor of Jalisco.

As part of the conference, the Partnership organized a workshop late in the afternoon of the first day. Though the workshop was at the end of a long day for the participants, over 80 of them attended. The workshop was centered on the analysis of 8 case studies that are part of an ICMA course on Ethics (Ethics in Action). The cases were translated and adapted by the Partnership staff in Mexico. The discussion of the cases was lively. Based on this experience, the Partnership will use the material for other activities that involve ethics in local government.

- DUMAC: Assistance to Sayula

As part of the Partnership work with Sayula, the RA has been in contact with DUMAC (Duck Unlimited de Mexico, AC). DUMAC has expressed interest in functioning as the technical partner to Sayula for a wastewater treatment plant. The treatment facility will be an oxidation lagoon or wetland type. The RA met with the executive director of DUMAC in Monterrey on June 6 to move forward with the plans for the treatment plant in Sayula. DUMAC is interested in Sayula because its lagoon is one of only 28 sites in Mexico that is important for migratory birds.

- Report on Partnership's Experience

The Partnership had to delay several of its activities due to funding limitations. However, during this time, the office staff used a significant portion of their time in compiling information on the Mexico experience. The objective of the project is to document the most relevant experiences that the Partnership has participated in or encountered while working in Mexico.

The report is designed to provide mayors and their top-level officials with practical examples of what they can do to improve their municipal operations. The report is organized following the general structure of the Jalisco experience recommendations. The report will contain experiences outside Jalisco because the Partnership has identified other municipalities that have implemented actions and programs similar to those recommended to the municipalities in Jalisco. The report's table of content and the listing of municipalities whose experiences are being considered for each subject are both included in Annex A.

1.1.2 Activities Scheduled for Next Quarter

The Partnership will implement a special partnership between the water utility departments of Chetumal, Quintano Roo and Sarasota, Florida. The purpose of the partnership is to provide the Chetumal water utility department with technical assistance that would complement the efforts of an ongoing AID sponsored project in the region. This effort seeks to promote greater coordination and collaboration between AID grantees. It is expected that a delegation from Sarasota will visit Chetumal during the next quarter to define their partnership objectives and project goals.

The Partnership will conduct its indicator evaluation as part of the yearly plan to assess the program's impact. As in 1999, the indicators evaluation is being scheduled for mid-August. The assessment team will have the same institutions represented: the three municipal associations in Mexico, a state of Jalisco representative, one academic and an ICMA member. The evaluation will use the same methodology as last year with only a few minor changes to the indicator descriptions. Those changes were a product of the feedback from last year's exercise.

The RA will begin anew the regular visits to the partner municipalities to follow up on their progress as well as start the process of wrapping up the experience and assisting the collection of documents needed for the indicator evaluation.

The partnership will respond to the request of the offices of municipal development in several states to participate in their training programs for newly elected mayors. The Partnership will present the Jalisco experience, as well as promote performance measurement and ethics in local government. Among the states that have asked the Partnership for collaboration are San Luis Potosi, Queretaro and Guanajuato. All of these states held mayoral elections on July 2. The partnership will also seek to support other states that are holding elections for municipal mayors this year.

The Partnership staff in Mexico will continue with the production of a report with a compilation of experiences that can serve mayors and their staff to improve their municipal management structures and operations. The objective is to have the report ready by mid-September or earlier. The Partnership will provide the report to the municipal associations for them to share with their members and the rest of the municipalities in Mexico. It may be possible to place the report on the Internet to promote free access by all the municipalities.

1.2 Municipal Management Exchange Program (MEP)

ICMA will facilitate at least 20 exchanges in the first two years between elected officials and appointed administrators in Mexico and city managers in the United States. Mexican participants will be exposed to a wide variety of citizen participation mechanisms operating in the United States and to professional management practices, specific to the role of the professional city manager vis-à-vis the elected mayor and city council.

1.2.1 Activities and Accomplishments This Quarter

These activities under the Partnership suffered the most because of the funding limitations. The Partnership had to delay several visits and because of the summer obligations of several potential participants, the rescheduling has become a logistical problem.

Nevertheless, the Partnership was able to complete the exchange with two of the participant cities. The city manager from East Palo Alto, Ms. Monica Hudson was able to visit Manzanillo, Colima the first week of April. The Mayor of East Palo Alto and other council members accompanied Ms. Hudson on her visit to Manzanillo. The second visit under the exchange program was that of Mr. Gary Brown to Tuxtla Gutierrez, Chiapas from June 11 to 17.

The Partnership will continue to promote and complete as many exchanges as is possible in the next quarter. Several city managers in Arizona, New Mexico, Texas and California are being invited to participate.

Status of US cities whose city managers have been invited to participate:

City	State	Status
Salinas	California	Assigned partner
San Antonio	Texas	Assigned partner
Taos	New Mexico	Assigned partner
Campbell	California	Accepted invitation
Hawaiian Gardens	California	Accepted invitation
Rocklin	California	Accepted invitation
Tempe	Arizona	Assigned partner
East Palo Alto	California	Assigned partner
Yuma	Arizona	Accepted invitation
Glendale	Arizona	Invited
Mesa	Arizona	Invited
Casa Grande	Arizona	Invited

Fountain Hill	Arizona	Invited
Goodyear	Arizona	Invited
Peoria	Arizona	Invited
San Fe County	New Mexico	Invited
Deming	New Mexico	Invited
Santa Rosa	New Mexico	Invited
Ruidoso	New Mexico	Invited
Clovis	New Mexico	Invited
Silver City	New Mexico	Invited
Dallas	Texas	Invited
Allen	Texas	Invited

The Mexican municipalities involved in the management exchange are listed in the next table.

Municipality	Mayor	Partner City	City Manager	Travel Dates
Tuxtla G., Chiapas	Francisco Rojas	Tempe	Gary Brown	Oct. 10-16
Manzanillo, Colima	Martha Sosa	East Palo Alto	Monika Hudson	Sep. 30 to Oct. 6
Xalisco, Nayarit	Armando García	Taos, NM	Gus Cordova	Feb. 7 to 13
Merida, Yucatan	Romel Uribe^	Bothell, WA	Jim Thompson	March 19 to 25
Maravatio, Michoacan	José Hinojosa			
Salina Cruz, Oaxaca	Alejandro Leon			
San Cristobal, Chiapas	Mariano Diaz			
Tepic, Nayarit	Justino Avila	Salinas, CA	David Mora	
Acapulco, Guerrero	Zeferino Torreblanca	San Antonio	Alex Briseño	
Saltillo, Coahuila	Oscar Pimentel			
Monclova, Coahuila	Fernando de la Fuente			
Monterrey, NL	Felipe Cantu (newly elected)			
Calvillo, Ags	Francisco Flores			

1.2.2 Activities Scheduled for Next Quarter

The Partnership expects that it will be possible to organize at least 10 more exchange visits before the end of the formal contract period (September 30, 2000). The Partnership is facing several logistical factors that delay the completion of the two exchange visits on time. The most recurrent problem is the matching of schedules by city managers in the US and Mexican officials. In some cases, initial visits have been made, but the second visit needed to complete the exchange has been postponed to accommodate one of the parties and their respective responsibilities to their city or municipality. The result is that not all of the exchanges will complete the return visit before the end of the contract period.

The Partnership proposes the following options for the Management Exchange Program given the possibility of receiving an extension for the Partnership activities in Mexico:

1. Discontinue the Program at the end of September.
2. Continue with the Program, but use part of the remaining obligated funds that ICMA has received under the current contract to fund the exchanges. ICMA anticipates that it will not spend all the obligated funds through the end of September, partly due to the fact that it will be difficult to schedule all of the exchanges during August and September.

The Partnership believes that continuing the exchanges and rolling them over into the next phase of activities will help contribute to achieving the Partnership's objectives.

In preparation for this, the Partnership would do the following:

- Target newly elected mayors[1] in those states that are near other states where the Partnership will work in the next period and that are known to be good candidates for the program. (Guanajuato, Queretaro, Sonora, Coahuila, etc.)

- Include elected mayors of important municipalities such as Monterrey, Cuernavaca, Tepoztlan, Texcoco, etc.

- Include mayors with whom the program has been working. (Calvillo, Aguascalientes)

- Make sure that those newly elected mayors can be drawn into the next period's activities and their actions/programs tracked to include them in the Partnership's indicators.

This strategy has the advantage that the Partnership can use the Management Exchange Program to prepare for the next period's activities by working with mayors who can potentially be recipients of assistance from the Partnership during the next period.

1.3 Municipal Association Strengthening

ICMA will provide technical assistance and training to strengthen the capacity of state and national municipal associations (1) to serve as an advocate within the political system for increased local autonomy; (2) to promote professionalism in local government; and (3) to help nurture and support the local level municipal management capacity required by a democratic system.

1.3.1 Activities and Accomplishments This Quarter

On the recommendation of AALMAC, the RA participated in an international meeting of Latin American Mayors. The meeting had representatives from the biggest cities in Latin America. Among the mayors who participated are the Intendente of Montevideo, Uruguay, the mayor of

[1] ICMA has decided to recruit for the MEP newly elected mayors over mayors who have already spent a considerable time in office. The advantage of inviting newly elected mayors is that since many of them have yet to assume their responsibilities, they are more flexible with their time. This is also a way to influence a mayor's ideas before he or she takes office

Florida, Chile (a community in the Santiago metropolitan area), the mayor of San Jose, Costa Rica and the mayor of Mexico City, Mexico. The meeting was held on April 7 and 8, and the RA presented a paper on Anti-corruption Systems. A copy of the paper is included in Annex B.

The RA also attended the Inter American Conference for Economic Development held in Merida, Yucatan from April 13 to 15. The conference was a joint effort between ICMA, AMMAC and other international organizations. The conference was well attended by municipal representatives from Mexico and Central America.

The RA used the opportunity of being in Merida to visit with the municipal officials. Merida has been implementing progressive management programs. The RA learned the details of several successful management programs and efforts in Merida. Now the Partnership has enriched its repertory of valuable experiences with those gained in Merida.

On the first week of May (May 1-5) the Partnership sponsored a visit to the Phoenix area by two representatives from each of the Mexican municipal associations. The purpose of the visit was for the Mexican association representatives to observe how a council of governments and an association of cities from the state of Arizona function. The delegation learned the structure and operation of the Maricopa Council of Governments in addition to how the League of Cities in Arizona functions. The delegation visited three cities during their stay in Arizona.

The trip is relevant to the associations since the revised Mexican constitutional framework for municipalities allows the organizations to associate freely (within a state) to provide services. The Maricopa experience should help them to see how their respective associations could promote similar “councils,” as well as to generate other ideas for their service portfolio to their membership.

The delegation was originally programmed to have six members, however, the representatives of FENAMM decided to cancel their participation the day before the departure. In the end, only AMMAC and AALMAC sent two representatives each.

1.3.1 Activities Scheduled for Next Quarter

The Partnership will continue to readily assist those associations that request support. For instance, AMMAC is preparing a series of training courses for elected mayors for the second part of the year. The Partnership has been invited and will participate in all of those where time permits. AALMAC has expressed that they may also have a special training program for elected mayors between August and November.

The RA has been invited to participate in the AMMAC conference for Finance Directors on August 23 to 25. The RA will speak about performance measurement and accountability in local government.

1.4 Innovative Practices and Municipal Information Dissemination

The Municipal Services Center *(Centro de Servicios de Municipalidades, A.C.*, CESEM), through a sub grant from ICMA, will work to identify innovative practices in Mexican municipalities that have brought their citizens into the municipal decision-making process. CESEM will develop case studies and disseminate the findings through its On-line network and through Mexican municipal associations.

1.4.1 Activities and Accomplishments This Quarter

The final draft report on best practices was finished and CESEM started to work on the proof for its publication, as well as all the logistic to produce 1,000 copies to be distributed among the municipal associations and the state offices for municipal development.

It is expected that the printed reports will be ready for distribution by the middle of August.

1.4.2 Activities Scheduled for Next Quarter

Once the proof is presented to the Partnership, a copy will be shared with the USAID/Mexico Mission for final comments. The Partnership staff in Mexico and Washington will also review it for the last time before the Report is sent to the printer.

The Partnership with CESEM will work out the logistic details for the distribution of the report copies.

1.5 Support for the Municipal Reform Agenda

ICMA will support policy reforms through (1) the demonstration of the effects of local level successes under the Partnership, and (2) the development and strengthening of national and state municipal associations that are primarily charged with serving as advocates and catalysts for municipal autonomy.

1.5.1 Activities and Accomplishments This Quarter

The RA participated in a meeting in Guanajuato where the state office for municipal development presented their work in municipal indicators. The meeting was held on May 24. The main objective of the indicators is to help measure the performance of the municipal government. At the event, the RA was part of a panel of municipal government experts that commented on the work. Basically the panelists agreed that the indicators were an excellent first (and only known) effort to measure the performance of the municipal government in Mexico. Although the work presented too many indicators that are more related to operations than to productivity, they are an excellent first step toward meaningful municipal indicators.

The RA will continue to be in contact with the people involved in the indicator project to support them. Since the Partnership has initiated an effort to develop a basic framework of performance measurement for municipalities taking Merida as an example, it is relevant that the contact with the project in Guanajuato continues.

The Partnership was invited to be part of an advisory committee to the State of Jalisco's Center for Municipal Studies. Although the Committee was defined over 10 years ago, it was the Partnership's promotion of municipal citizen advisory committees that encouraged state official to finally create the committee for the state-run center. The Committee includes representatives from the public and academic sector, in addition to the Partnership. The committee members agreed on meeting regularly every first Wednesday of the month.

1.5.2 Activities Scheduled for Next Quarter

The Partnership will be ready to respond to the requests of support from the team of the newly elected President of Mexico. It is expected that the new president will have a clear policy towards the support of better local governments in Mexico. The Partnership may be able to help the efforts and will be ready to continue its collaborative relationship with the Mexican municipal associations, as well as the corresponding agency or agencies at the federal government level.

2 KEY MEXICAN COUNTERPARTS

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3 LIST OF DELIVERABLES

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report I, October 1, 1997 - December 31, 1997.

Rodriguéz, Oscar, Octavio Chavéz, and Frank Ohnesorgen, Jalisco Cities Assessment Report: ICMA's International Resource Cities Program, February 1998.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report II, January 1, 1998 - March 31, 1998.

ICMA, Draft Local Government Capacity Milestone Index, June 1998.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report III, April 1, 1998 – June 30, 1998.

ICMA, Resource Cities Program: Technical Assistance Needs Assessment, Arizona Cities Visit to Jalisco, June 1 - August 7, 1998.

ICMA, Local Government Capacity Milestone Index, September 1998.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report IV, July 1, 1998 – September 30, 1998.

CESEM, Buenas Prácticas de Gobierno Municipal, primer reporte de sistematización, agosto 1998.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report V, October 1, 1998 – December 31, 1998.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report VI, January 1, 1999 – March 31, 1999.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report VII, April 1, 1999 – June 30, 1999.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report VIII, July 1, 1999 – September 30, 1999.

ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report IX, October 1, 1999 – December 30, 1999.

4 OTHER ICMA ACTIVITIES IN MEXICO

The RA was invited to participate at a border environmental conference in Rio Rico, Arizona on April 17 to 19. At the conference, the RA was asked to deliver remarks about the infrastructure needs for the border. His remarks are presented in Annex C. The conference was a closed event with over 30 border environmental experts.

The RA was also invited to participate in the organizing committee of the conference about the border environment. The RA has been part of the two previous conferences that are aimed at gathering environmental NGOs representatives who work on border issues. The conference is sponsored primarily by the Ford, Mott and Hewlett foundations. The RA's participation is a good opportunity to bring to the table the issue of local government's role, limitations, and potential to solve environmental problems, not only on the US-Mexico border but everywhere. The conference is being scheduled for March or April of next year.

ATTACHMENT A:

Compilation of Experiences for the Promotion of Good Local Government Reporting

Compendio de organización y formas operativas.
Organización por áreas especificas.

1. Finanzas*
2. Servicios Públicos (Agua, desechos sólidos, alumbrado y mantenimiento de calles)*
3. Participación Ciudadana y Seguridad Pública*

***Capítulos (Finanzas, Servicios Públicos, Participación Ciudadana y Seguridad Pública)**

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Estructura organizacional

- *Organigrama*
  - Mérida, Yucatan
  - Tepic, Nayarit
  - San Pedro Garza García, Nuevo Leon
- *Perfiles de puestos y Responsabilidades*
  - Mérida, Yucatan
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Capitulo II

Estructura operativa

- *Definición y seguimiento del plan de desarrollo municipal/plan estratégico*
  - Mérida, Yucatan
  - Zapotlán el Grande, Jalisco
- *Definición y operación presupuestal*
  - Mérida, Yucatan
  - Zapotlán el Grande, Jalisco
- *Políticas*
  - Mérida, Yucatan
  - San Juan de los Lagos, Jalisco
  - Sayula, Jalisco
  - Zapotlanejo, Jalisco
- *Operatividad y Modernización administrativa*
  - Mérida, Yucatán

I. Manuales de operación

- Calvillo, Aguascalientes
- Lagos de Moreno, Jalisco
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- Zapotlán el Grande, Jalisco

II. Diagramas

- San Nicolás, Nuevo Leon
- Sayula, Jalisco
- Zapotlán el Grande, Jalisco
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- San Juan de los Lagos, Jalisco
- Zapotlanejo, Jalisco

Coordinación

- *Diagramas de interacción*
  -
- *Formatos*
  - Ocotlán, Jalisco
- *Reportes*
  - Ocotlán, Jalisco
  - Lagos de Moreno, Jalisco
  - Zapotlán el Grande, Jalisco
  - Zapotlanejo, Jalisco
  - Sayula, Jalisco
  - San Juan de los Lagos, Jalisco

Indicadores para la medición del desempeño

- Estado de Guanajuato

Estructura de participación ciudadana

- *Programas (Formatos)*
  - Lagos de Moreno, Jalisco
  - San Juan de los Lagos, Jalisco
  - San Pedro Garza García, Nuevo Leon
  - Zapotlán el Grande, Jalisco
- *Comités (Reportes y formatos)*
  - Zapotlán el Grande, Jalisco

Introducción

Ante los diferentes cambios que se han presentado dentro del ámbito de los gobiernos municipales y la importancia que estos han cobrado en el mundo, es inevitable que en México las municipalidades reciban una mayor atención debido a la fuerte competencia política para lograr mayores espacios de actuación. Sin embargo, pareciera que los vicios de gestión en general se conservan solo con algunas variaciones, lo que impide llegar al fondo de las causas de las deficiencias estructurales que de manera interactiva afectan el desarrollo de las instituciones.

Las razones que se dan del porque se continúan presentando muchos de los esquemas tradicionales de operación en las instituciones (que definitivamente no conducen a una buena gestión) son múltiples y variadas. Por un lado se habla de las limitaciones de tiempo, poca preparación de los funcionarios, limitación de recursos, excesiva reglamentación. Por otro lado no se cuenta con estructuras organizacionales y operativas sólidas y claramente definidas que permitan una operación efectiva, eficiente y transparente.

La Asociación Internacional de Administración de Ciudades y Condados (ICMA por sus siglas en Inglés), ha estado brindando asistencia técnica y capacitación en el ámbito internacional a los gobiernos locales en aspectos prácticos de la administración pública. ICMA ha combinado la experiencia de los funcionarios de gobiernos locales con la de consultores internacionales de larga trayectoria, para diseñar, implementar y evaluar proyectos de desarrollo municipal y manejo urbano en todo el mundo. ICMA ha llevado a cabo más de 300 proyectos y ha desarrollado una excelente reputación en el sector por su abordaje práctico y exclusivo en más de 40 países.

ICMA está registrada en los Estados Unidos como una asociación profesional sin fines de lucro, comprometida con el mejoramiento del gobierno local por medio del apoyo profesional apartidista a la administración de las ciudades en Estados Unidos y otros países. ICMA fue fundada en 1914, hoy en día su membresía incluye a más de 8,500 gerentes de ciudades y condados, así como expertos urbanos de 3,500 gobiernos locales y regionales, universidades y otras instituciones de varios países. Las oficinas centrales de ICMA están localizadas en Washington D.C., teniendo oficinas regionales en Arizona, California, México, Europa Central, Europa Oriental y los Nuevos Estados Independientes, para apoyar los programas en el extranjero.

La misión de ICMA es mejorar la calidad del gobierno local, así como apoyar y asistir a los administradores locales en todo el mundo.

Desde Octubre de 1998 se ha llevado a cabo el "Programa Alianza México-Estados Unidos para el Desarrollo Municipal" bajo la dirección de ICMA y con el auspicio de USAID *(United States Agency for International Development / Agencia para el Desarrollo Internacional de los Estados Unidos)*.

El programa ha facilitado la asistencia técnica, capacitación y diseminación de información de gobiernos locales Estadounidenses a municipales en México, promoviendo instituciones y prácticas democráticas perdurables. Al igual que busca el fortalecimiento de la participación ciudadana en el proceso democrático local y el mejoramiento de la capacidad de las instituciones para responder a las necesidades y demandas de sus habitantes.

El programa ha asociado a 10 Ciudades Estadounidenses con 6 Municipios de México. Adicionalmente se han incorporado al programa diversos municipios del resto de la república según las necesidades técnicas de los mismos, con el fin de proveer asistencia técnica en áreas como finanzas, servicios públicos (agua, desechos sólidos, alumbrado y mantenimiento de calles), participación ciudadana y seguridad pública.

El presente documento pretende difundir aquellas acciones exitosas que han realizado algunos gobiernos locales, para lo cual el programa ICMA-México ha tomado como ejemplos los resultados de los municipios con lo que ha tenido contacto. El reporte pretende aportar herramientas que se consideran útiles para apoyar las actividades diarias de los municipios y para ello se plantea un esquema pragmático de operaciones que está basado en situaciones cotidianas que permitan así mejorar la estructura y operación de los ayuntamientos.

Dentro del contexto que se presenta en este documento, esta implícito el espíritu de los gobiernos democráticos de la necesidad de ofrecer a la ciudadanía un gobierno abierto y transparente; donde los planes se concreten en programas y acciones claramente definidos. Esto implica la definición clara de fechas, recursos, tiempo y responsabilidades. Para los gobiernos locales es imperativo que la gestión este respaldada con una gran apertura hacia la ciudadanía y un sistema administrativo adecuado que constituyan los cimientos y estructura de la buena gestión.

La presentación del reporte se ha dividido en cinco capítulos: Estructura Organizacional, Estructura Operativa, Esquemas de Coordinación, Indicadores para la Medición del Desempeño y por último, Estructura de la Participación Ciudadana.

En el primer capítulo se resalta la necesidad de estructurar la organización a través de un organigrama práctico que promueva la eficiencia y eficacia dentro de un medio de transparencia. El segundo capítulo contiene aspectos generales que incluyen la necesidad de definir los procedimientos de todos los departamentos (documentándolos, capacitando al personal, etc.) a través de planes estratégicos ejecutables, incluyendo la interacción con los ciudadanos. En el tercer capítulo separamos la estructura operativa y los esquemas de coordinación ante la diversidad de un gobierno local con múltiples áreas, o sea un gobierno sea multidisciplinario. Es por ello de la necesidad de separar a la coordinación, pudiendo así conjugar los esfuerzos de cada uno. El capítulo cuarto se refiere a la necesidad de evaluar hacia adentro y hacia afuera el desarrollo de la institución. Y por último, el capítulo quinto enfatiza la comunicación con la ciudadanía, ya que este es un factor indispensable en toda gestión.

Capítulo I.

Estructura Organizacional

Las instituciones en México se han desarrollado en un ambiente de rezago respecto a su infraestructura y la formación de recursos humanos capaces de enfrentar las necesidades de la población. Lo que ha dado como consecuencia un descuido a aspectos trascendentales dentro de las instituciones como son la planeación a mediano y largo plazo, los cuales por lo general son poco eficientes.

Ante la falta de esquemas administrativos adecuados en un gobierno local, la gestión es totalmente dependiente del liderazgo de las personas, quedando sujetos los departamentos al período de tiempo durante el cual los líderes fungen como servidores públicos, lo cual trae como consecuencia un bajo grado de confiabilidad en la procedencia. En resumen, es importante lograr la consolidación en la estructura operativa, estableciendo mecanismos que permitan la continuidad a pesar de la rotación de los funcionarios.

En el modelo tradicional se centralizan las decisiones ya que todos los departamentos reportan a la máxima autoridad de la institución. En algunas instituciones esto puede ser factible, sin embargo esto no es posible en otras debido a su complejidad, ya que atienden un mayor número de funciones, debido a que es muy difícil que todas las actividades/decisiones descanse en una persona. Solo será factible, el que la coordinación de un ayuntamiento descanse en una persona si existe una estructura cuyos cimientos (*estructura organizacional*) le permitan realizar gran parte de las actividades de la institución. Por lo general, la máxima autoridad debe atender cuestiones de índole política lo que divide su tiempo en ambas actividades. Es importante recalcar que un organigrama debe ser diseñado para el entendimiento humano, para poder así comprender las relaciones con el número de personas con las que tiene lazos de interdependencia para la toma de decisiones.

Muchas veces la estructura organizacional puede estar desorganizada y el buen actuar del líder hace que se vea organizada.

En conclusión debe existir una estructura administrativa donde se establezcan mecanismos para que las acciones y correcciones se institucionalicen dentro de un medio de transparencia total.

Los casos que se presentan a continuación, forman parte de una amalgama de experiencias de varios municipios, es importante reconocer las diferencias de las condiciones culturales y regionales. Lo que se pretende es tomar estas experiencias para que sirvan como herramientas para orientar los cambios necesarios para el mejoramiento de las funciones de los ayuntamientos, entendiendo que serán cambios graduales que llevarán más tiempo del que los líderes quisieran.

- *Perfiles de Puestos y Responsabilidades*

La operación de un ayuntamiento normalmente se centra en las decisiones de un individuo y no en una estructura organizacional. Por ello es necesario que

los líderes promuevan esquemas institucionales de administración para que las estructuras descansen en la organización y no en los líderes, permitiéndoles más libertad de acción para no verse afectados por detalles que deben ser resueltos institucionalmente.

Para toda estructura organizacional es esencial que las funciones, alcances, responsabilidades y perfiles de los individuos que colaboren en ella, estén claramente definidas y delimitadas, proporcionando así mayor claridad y potencialidad a las políticas de operación.

Toda institución en su proceso de organización debe definir claramente la relación entre las diferentes áreas, es por esta razón, que el organigrama no solamente debe ser establecido sino difundido a través de la organización, tanto adentro como afuera del departamento, para así poder llegar a comprender la relación entre las áreas y a cuales de estas se tienen que dirigir para atender determinados asuntos. Es necesario considerar que dentro de un organigrama, las personas responsables tienen limites en cuanto a su capacidad pragmática de atender una diversidad de asuntos.

En la mayoría de los casos, los funcionarios se integran al equipo de trabajo con unos cuantos días de anticipación a la fecha de toma de posesión, esto trae como consecuencia que el personal no sabe sus responsabilidades, ni las del departamento. Por esto es importante tener definidas y estructuradas tanto las funciones como las obligaciones de cada departamento, así como las responsabilidades del personal para facilitar la operación y a la vez evitar que se presenten confusiones.

Una vez definidas las responsabilidades de cada departamento, es importante establecer el perfil del personal que se requerirá para cada una de las áreas, tomando en cuenta sus habilidades, conocimientos, características especificas para que puedan cubrir los objetivo y metas de dicha área. Y así con personal más capaz y mejor preparado, el ayuntamiento será más eficiente y eficaz a la vez.

A continuación presentamos el caso de San Pedro Garza García, N.L, donde se puede observar que los perfiles de puestos cumplen con los requisitos necesarios para procurar la correcta operación del puesto.
Otro ejemplo de ello, son los manuales operativos de el municipio de Lagos de Moreno, Jal. donde podemos encontrar de forma breve descripción de las responsabilidades del cada área.

Capítulo II.

Estructura Operativa

Toda organización este o no bien organizada, requiere de los sistemas para operar, con el objetivo transcendental de hacer buen uso de los recursos. En una estructura operativa es necesario definir como se va a operar, estableciendo un plan estratégico claro que de dirección para manejar el departamento, seguido por las políticas de operación de como se va a instrumentar el plan estratégico y así aterrizarlo a un presupuesto, ya que el presupuesto es lo que le da vida a los planes.

- *Definición y seguimiento del plan de desarrollo municipal/plan estratégico*

  Es necesario definir esquemas con planes estratégicos claros y sencillos que sean ejecutables y llevados a la práctica con facilidad por los integrantes del ayuntamiento, sentando las bases que permitan la medición del desempeño. Aunado a esto debe existir un marco legal que refleje lo que es aceptable a la sociedad y así facilitar el actuar de los funcionarios basándose en directrices que guíen sus responsabilidades y funciones de forma clara y concisa.

  Dentro del plan estratégico se define el marco donde se establecen los objetivos, metas y programas.

- *Definición y operación presupuestal*

  La operación presupuestal es una herramienta que facilita la operación de un ayuntamiento. Esta debe de elaborarse de forma programática ordenada, abierta y transparente.

  El presupuesto general debe estructurarse en esquemas de trabajo por departamentos y estos deben llevar a la vez una contabilidad interna de gastos. Esto permitirá mayor claridad en la instrumentación del mismo, además se logrará una relación uno a uno (tesorería-departamento), ya que a cada departamento se le dará su presupuesto y este será responsable de su programa y de la buena utilización de los recursos.

  Para que el presupuesto sea una herramienta de control y no de restricción, es necesario tener un sistema de apertura y así poder programar sistemáticamente las actividades principales que se realizarán en un determinado tiempo, especificando los recursos necesarios.

  Por último es necesario diseñar e implementar un sistema de control interno que sea eficiente y a la vez que sirva como vehículo para informar a los ciudadanos del estado financiero que guarda la institución, esto involucra una administración y difusión de largo alcance, así como la creación de un manual de operaciones donde se establezcan fechas para la elaboración del presupuesto, vinculando a todas las áreas y planteando mecanismos ante situaciones no planeadas; todo esto fundamentado dentro de un marco jurídico.

- *Políticas*

En este apartado se define con más exactitud y claridad los objetivos al igual que los planes de acción. Aunado a esto, el ayuntamiento debe ser capas de traducir su proyecto de gobierno y/o las necesidades de la ciudadanía, no sólo en programas específicos, sino en acciones concretas e institucionalizadas que contribuyan al desarrollo de la comunidad.

- *Operatividad y Modernización Administrativa*

  Es importante para un departamento documentar sus procedimientos, llevando un control de lo que se realiza y como se ha realizado. Al igual que se necesita actualizar los sistemas y tecnología utilizados dentro de las instituciones con el fin de mejorar el servicio que se presta a la ciudadanía, cuidando siempre el no sistematizar el desorden para así poder llegar a tener procesos continuos. Es de suma importancia enfatizar que antes de automatizar es necesario sistematizar, con esto no solo se refiere a modernizar la tecnología sino también los procesos, implementando acciones como círculos de calidad, estándares, etc. Por esta razón, decidimos dividir este apartado en tres subtítulos dejando claro la estrecha relación entre ellos.

I. Manuales de Operación

En algunos casos los ayuntamientos funcionan basándose en las reglas propuestas por los directores de áreas; es común encontrar que cuando dichos directores son transferidos o removidos las operaciones del departamento colapsen, debido a que no existen documentos que puedan auxiliar a los integrantes del departamento a seguir manteniendo la correcta operación del mismo.
A continuación se presentan casos de municipios que han logrado institucionalizar dichos manuales.

II. Diagramas

Los diagramas forman parte de los manuales de operación, reflejan una secuencia de acciones que deben involucrar tanto actores internos como externos. Dichos diagramas son el mínimo necesario si no se cuentan con manuales de operación.
Presentamos a continuación algunos diagramas que se han realizado en diferentes departamentos.

III. Formatos

Los formatos recogen información de las diferentes actividades administrativas que se presentan dentro de un departamento y forman parte de los manuales de operación. Los formatos refuerzan los controles de calidad, con ellos se pretende dar certeza y consistencia a la información que se recaba en ellos. Es importante que estos sean sencillos y entendibles, con la ventaja de que cada institución puede diseñar y adaptar formatos según sus necesidades.
Presentaremos diferentes tipos de formatos a continuación.

A. Coordinación

La coordinación es parte esencial dentro de la estructura administrativa, siendo necesario diseñar desde la estructura operativa esquemas adecuados y sencillos para que los departamentos establezcan vínculos de coordinación y comunicación, promoviendo así la continuidad.

Hemos dividido este apartado en tres puntos:
- Diagramas de interacción (tesorería)
- Formatos
- Reportes

B. Indicadores para la medición del desempeño

No solo es importante estar bien organizados y estructurados sino saber si las acciones realizadas por el ayuntamiento han sido provechosas para la ciudadanía y así adecuarlas y apoyarlas para su continuidad. Para lo cual el ayuntamiento tendrá que establecer mecanismos claros para realizar una autoevaluación objetiva.

El estado de Guanajuato, a dado pasos firmes hacia la mediación del desempeño, los cuales se ilustran a continuación.

C. Estructura de Participación Ciudadana

Hasta ahora la participación ciudadana dentro de los ayuntamientos se ha presentado como discurso de voluntad política y no como una herramienta democrática que plantee espacios donde la ciudadanía participe directamente y no solo se involucre en aquellos de organización ciudadana.

La participación ciudadana es algo mucho más que organizar a la gente; implica un compromiso de comunicación continua. Esto se puede llegar a dar si cada departamento forma parte del movimiento que favorece a la participación y el involucramiento. Los departamentos del ayuntamiento deben ofrecer la opción para que la ciudadanía participe, tomando en cuenta que el número de reuniones y la cantidad de participantes no es lo único que se debe medir. Por último hay que recordar que el ciudadano es el "dueño" del ayuntamiento, por lo tanto tiene todo el derecho de saber de la situación que guarda la institución, así como los planes y demás información de la operación de la misma.

Las comisiones ciudadanas pueden constituirse de manera práctica como puente para apoyar la continuidad, esto ayudaría a que los ayuntamientos conozcan mejor las condiciones existentes, como programas y su operatividad. Así mismo, todos los documentos deben ser parte del archivo público del municipio y tener amplia difusión ante la ciudadanía. Recordando que es imperiosa la necesidad de abrir la estructura operativa del ayuntamiento a la participación ciudadana.

Presentaremos casos de éxito de programas y comités consultivos ciudadanos (CCC).

ATTACHMENT B:

Presentation for the Latin American Mayors Conference:
Sistema Anti-Corrupción en la Administración Municipal

Border Environmental Infrastructure
Present and Future Needs

What type of infrastructure do we really need?

Border Institute II
Rio Rico, AZ
April 17-19, 2000

Octavio E. Chavez
Resident Advisor
International City/County Management Association

First of all, I would like to thanks SCERP and the Border Institute project for the invitation to participate. As always it is necessary to clarify that what I present to you today is my own point of view. They do not represent those of my employee or any of the other institution I am associated with. I must also clarify that most of my remarks have to do with the situation on the Mexican side, although some my also be valid for the US side.

The issue of the border environmental infrastructure has been the topic of multiple conferences and papers. It is indeed a relevant topic for a region that has significant deficits. Since the border become relevant to the rest of the both countries, several proposals and figures have been proposed as those that represent the infrastructure needs of the region to catch up with the demand. Instead of adding to those numbers of proposals, we want to step back from the traditional approach to the issue and try to look at the larger picture of the border and its environmental needs.

The purpose of worrying about the border environmental infrastructure is that the relation between the human activity and its environment in the region is far from a healthy balance. The environmental impact of human activity has presented a deficit for centuries. However, it is until recently that rapid population and economic activities in the region that the deficit has reached the point where the environmental impact may not be reversible. Therefore, there is the need to improve the infrastructure that will provide the adequate equilibrium between the environment and the human activities.

This equilibrium will facilitate assuring that we could reach the ultimate goal of having quality of life for the region residents and their descendants. The equilibrium that is being sought is one that involves the balance between demands and the resources available. On the side of the demands we have the environment and the human activities. Where on the side of the resources we have human, financial, public works and time resources. Traditionally, the attention has been placed on the public works infrastructure that is required but little attention has been given to the other resources that are also required in the region to reach the desired equilibrium with the environment.

It may seem like the only word used along the border is the “need to build, build and build” as if the region was not already building up with all the economic activity and

human concentration around some cities. In order to really offer a well balance approach, the border environmental infrastructure need to be addressed in two different fronts: the soft and the hard infrastructure. By soft infrastructure, we propose that are those aspects dealing with policy and management of the structures operating in the region. As the hard infrastructure, we define it as the public works infrastructure, which it is also commonly refer as the "infrastructure". The distinction proposed is due to the need to look at all aspect involved in the addressing the needs of a community and its relation with its environment. To the extend that any part is left on the side, the possibility of ever achieving a robust equilibrium with the region environment will be hard to reach. One can build all the infrastructure (hard) that is claimed as needed in the region, but if the policies and management structures are not there for the adequate operation and maintenance, we will end up with an inefficient and ineffective [hard] infrastructure. Resulting in an even greater gap between the desired and the actual relation with the environment.

An additional point for the need to consider both fronts together is that sooner or later there will be need to address the transition from quantity to quality. Right now, there seem to be a rush to just concentrate in quantity of hard infrastructure, with little attention to the quality of short and long-term operations. To the extend that the process involves both, soft and hard infrastructure, the transition will be natural, and it could even take less resources, including time.

The underlying question is if in the border region its residents are looking for an orderly relation with their environment. If the answer is Yes, then the human activity approach toward the environment requires to be ordered as well. If we want order in our relation with our environment, we must have order in our operations. In order to be successful in our quest to reach equilibrium with the environment, we must bring rationality to our approach.

Let's looks at each of the suggested infrastructures:

Soft Infrastructure: It is the infrastructure that deals with building the relations of the society within and with its environment. It has to do with the rules that govern the relationships of its members as well as how they interact with the environment. It also has to do on how they operate those elements that they can manipulate, how they manage their processes. In other words, the soft infrastructure can be divided in two areas, policy and management:

Policy – This front involves working on the basic foundation that should govern how the human activities need to operate. It has to do with the fully development of the legal framework, institutions that assure law enforcement, an adequate financial framework and transparency. If any of these factors is missing or is weak, then there will the incentives for short cuts and lack of compliance. A weak policy front will certainly prevent the full equilibrium with the environment.

Currently, very few municipalities have the appropriate environmental regulations that are needed. Many claim that the regulations are in progress. It is like they are aiming to produce "The" regulation, instead to start the process by producing a regulation that will start building the legal framework in the right direction. Likewise, if the law and regulation are not enforced, it is like not having them. There are little efforts to really address the need for law enforcement in all aspects. If the legal requirements are not followed, should the society expect that the authority would respect agreements that do not have a law status. Per instance as part of the BECC certification process, it is being requested/recommended to have a citizen committee to overlook the operation of the public works [hard] infrastructure. Now, to what extend are the institutions to follow up with this request if they are not willing or capable to follow the law? And I asked this question based on my personal experience with Cd. Juarez Wastewater treatment plants, where there was an agreement or promise to there should be a citizen committee involved in the operation, specially looking at the finances. I am not 100 % sure if this has changed, but until about 6 months ago, the committee was practically non-existing or at least its operation are practically unknown.

Regarding the financial structure, there seem to be a limited emphasis on how the public works infrastructure will be maintained. We need to realize that although it may seem difficult, at the end it may be easier to find funds for investment in new public works than to maintain the infrastructure. The financial analysis I have seen, and I need to confess that I have not looked to all of them do not seem to pay interest in the maintenance of all the resources involve: human, financial, time and physical plant. Perhaps what takes the more part of such plans is the physical plant but little is dedicated to the other critical resources.

The current policy on transparency does not seem to promote the establishment of process that will result in greater transparency in how public works infrastructure are built and operated. If the legal framework offers any opportunity to withhold information, we can be sure that it will be fully "enforced." What conditions do we have on the border region? It is a valid question that we can not answer to the full extends today. There have been very significant efforts to reverse this condition, but our recent experience showed us that we are not near a condition when transparency is the norm and not the exception. We still have a number of institutions with a culture where the public information is to be kept private. Why information that is being generated with public money is not readily available? Why public entities keep producing valuable information that even other government agencies can not have access to them? The border environmental infrastructure needs a fully developed set of policies that allows information to flow to the community providing an environment where the operations of the public work infrastructure is fully transparent.

<u>Management –</u> As necessary complement to the first factor is the well fully developed management infrastructure. One can only wander what is going to happen to the public works infrastructure being built as part of the NAFTA side agreement wave if we see the same management structure in place. Without missing the fact that there are new players and efforts to address these issues, in really the approach is actually an indirect

consequence of the need to change the status quo. However, the fact is not being confronted directly and explicitly. The building of the border environmental infrastructure must include reworking the management structure so the structure naturally support a well documented, financed and transparent ran operations, with long term plans that are traduced into adequate implementation program with clearly defined owners, goals and resources. The building of such infrastructure must recognized that unless the citizens are directly involved, not only in the definition and "certification" of the projects, the overall effort may not have a chance to fully succeed. Citizen participation ought to be an integral part. It does not matter how much money and other resources are thrown into designing and operating a facility. Per instance, if the citizens keep producing more and more refuse and/or placing in their garbage the wrong "staff," it will be very hard to keep up with it and eventually the land fill operation will not be adequate to promote the sought equilibrium with the environment. Likewise, the best and robust design will have serious difficult to cope with an ill manage operation. Everything counts, for good and for bad.

The operation of public works must include capable human resource that is involved in continuos training program. If the infrastructure being built for the border does not have addressed this area, the immediate question is how long is going to take for the system to collapse? It is almost impossible to sustain an operation without qualified human resource. Additionally, the operations must be ordered and coordinated. The latest management techniques must be used. Political decisions should only guide the direction and not necessarily the day to day operations. The management factor must be hand in hand with the policy factor.

Hard Infrastructure – It is the physical infrastructure that traditionally is mostly mentioned, as the infrastructure needed in the border region. It has to do with the treatment plants, sewer lines, landfills, paved streets, etc. It has to do with all those numbers and figures have been made available about the needs in the region. And there is a reason why, since the most frequent and natural approach is to look at which communities lack public works infrastructure, physical plants, to provide potable water, treat wastewater, to properly disposed the municipal solid waste, the hazardous waste, etc.

Instead of adding to those figures, that in many respects are changing very rapidly with the public works projects in many border communities let me talk about some of causes, beside the population and economic growth to better understand the fully needs of the hard infrastructure. It is clear that many of the most striking misbalance with the border environment is around community that have experienced significant population and economic growth. However, we need to look if that misbalance is due primarily to the population and economic growth, or rather other aspect of the operation of the communities that made the growth aggravate the conditions. If the policies and management of the community and its institutions are not robust, there will be not public infrastructure that will do the job. One of the critical points that make the public works infrastructure needs more difficult to address them, it is the very poor land use policy along the border. Economic interests and poor management (and within it we need to

recognized the little attention given to urban policies and planing) have created a greater chaos in the border main growth regions. The approach that seem to be the norm along the border proposed public works infrastructure projects is that the solution is end of the pipe technology without fully defining all the alternatives that may include less "technology intensive" options. Does the border have enough water? The answer may be that it does not have, but on the other hand, are we promoting and building the type of public works infrastructure to save that resource? What is our plan about the waste generated, etc.? Do the projects about public work infrastructure touch land use? If not, will it ever be possible to reach the point where the needed public works infrastructure satisfies the demand? My guess is that it may be possible but the cost will be too high.

Any public works project must follow an urban development plan, and if it does not exist, a serious commitment should exist that it will be developed within a relatively short time and the mechanisms to enforce are in place. Finally, citizens must be partners. It does not matter how many resources are thrown to keep a city clean, if the citizens do not cooperate, the city will looks dirty.

To finalize, should not we looking at the case of the Personal Computer experience? What at the beginning was an industry driven by the hardware development, now it is the software development that practically is in the driver sit. Additionally, the efforts to build the border environmental infrastructure must follow the role of a patient of modern highest killer diseases, hart attach or diabetes. The patient must cooperate so the doctor is able to help. If resources, i.e. medicine, are given just because it alleviates the symptoms, then the disease will win. We need to cover all the angles, and that means to bring order and coordination to our approach to the relations between ourselves and with the environment, that is good policies, good management and informed/involved users. Let's reflex about the need to make a stop in the way and look if our building for building approach is getting us near the solution. Are we building buildings or the needed infrastructure? All the stakeholders should answer that question.

ATTACHMENT C:

Remarks at the Border Environmental Conference:
Border Environmental Infrastructure—Present and Future Needs

Sistema Anti-Corrupción en la Administración Municipal

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Presentación en el Panel sobre "Estrategias de Inversión y Administración Eficaz" del Seminario Internacional "Costos y Financiamiento de la Capitalidad, Eficiencia, equidad, corresponsabilidad y transparencia en las ciudades Capitales."

México, D.F. 7 de abril del 2000.

La corrupción y su combate es parte de la historia misma del hombre. Nuestra asociación nace como respuesta a una creciente corrupción en las ciudades de Estados Unidos a finales del siglo XIX y principio del siglo XX. El crecimiento acelerado de las ciudades promovido por la revolución industrial, rebasó la capacidad de los gobiernos locales para proveer los servicios públicos. En un ambiente donde prácticamente estaban colapsados los servicios, y ante una tradición de favoritismo, donde lo más importante era estar bien con el alcalde, la corrupción se deslizó sin freno. Con el tiempo llego a tales niveles que fue forzoso realizar cambios de fondo.

A raíz de estos cambios surgen nuevos esquemas que acotan el actuar de las instituciones y los individuos involucrados en los gobiernos locales. De la asociación de algunos de éstos actores, nace la Asociación Internacional de Administración de Ciudades y Condados (ICMA) en 1914. Desde sus inicios, la asociación se ha distinguido por promover el profesionalismo de sus agremiados y por ello a partir de 1924 todos ellos, como requisito indispensable, deben ajustarse a su Código de Etica.

La Asociación ha participado en programas de asistencia técnica internacional a partir de 1989 y desde entonces ha trabajado en casi 40 países. Actualmente estamos trabajando en 15 países, uno de ellos México donde estamos gracias al patrocinio de la Agencia de Desarrollo Internacional de los Estados Unidos.

Una parte importante de las actividades que realiza la Asociación es en el apoyo del diseño de sistemas para la lucha contra la corrupción, y éste es el tema que ahora trataremos. Como punto de partida a la discusión del combate a la corrupción, es relevante enmarcarla y reconocer que la corrupción es compleja y afecta a todos los sectores de la sociedad.

Por lo anterior, es relevante indicar que nuestra discusión se centra en lo que concierne a los aspectos de los gobiernos locales, entiendolos como ciudades ó municipios, e incluso comarcas ó cantones. También como parte de la discusión es importante reconocer las manifestaciones y como se puede manejar el problema; para así poder instrumentar los mecanismos que permitan una lucha adecuada y efectiva a la corrupción.

Una premisa básica que ponemos a su consideración es que el gobierno local tiene como finalidad pragmática el ofrecer una mejor calidad de vida a los miembros de la comunidad a la que sirve. Para ello busca la participación de la ciudadanía, y ello conlleva a la democracia y autogestión.

Como todo sistema donde existe y demanda de la participación de los individuos, los gobiernos locales enfrentan amenazas de varios tipos que afectan su funcionamiento. Una de esas amenazas, y de las más relevantes y significativas, es la corrupción.

La corrupción es algo que afecta a todos y en todo. La corrupción existe, es parte de las acciones y a la vez es también resultado de las mismas. La corrupción no es un mito que solo afecta a unos cuantos, no es fuerza diabólica, ni es asunto que tenga que ver con el ADN de las personas. La corrupción afecta los sistemas como consecuencia de la coyuntura, se filtra por cualquier espacio que se le ofrezca. La corrupción corroe a los sistemas de una y mil formas. La corrupción no es cosa del otro mundo, es de éste mundo y sus efectos son concretos. Por lo tanto su combate requiere de una infraestructura de sistemas. Programas o técnicas aisladas difícilmente podrán tener éxito contra la corrupción.

El reconocer la naturaleza de la corrupción como algo que esta latente y lista para surgir ante cualquier coyuntura, es indispensable para su combate efectivo. La organización de un gobierno municipal no esta excluida de las presiones que provocan que la corrupción aflore y corroa a los sistemas. Estas presiones se pueden catalogar como las presiones sociales, institucionales y coyunturales.

Estas presiones hacen que, si no se tienen los sistemas adecuados de control, fácilmente surjan actos de corrupción como pueden ser favoritismo, desfalco, usufructo, etc. Algunos formas de estos actos pudieran ser obvias, más sin embargo muchas parecen ó se pretende hacer como que no son. Por ejemplo, hace poco tiempo un funcionario municipal en Alaska fue reprimido y sancionado por nuestra asociación cuando se le comprobó que permitió el uso de papelería del municipio para enviar mensajes a los ciudadanos donde se les invitaba a votar y al mismo tiempo se les informaba de las buenas acción del gobierno en turno. Un aspecto relevante era que el alcalde estaba buscando su reelección. Por otro lado existen casos de personas que ofrecen descuentos a los impuestos de personas conocidas. Sin bien en este último caso no existe un beneficio directo para quien otorga los “descuentos”, si se esta atentando contra la equidad que establece los mandatos aprobados que definen los impuestos, además de que se esta favoreciendo con “subsidios” no aprobados. En ambos casos estamos ante situaciones de corrupción. También la omisión a la aplicación al estado de derecho, y estos puede ser sencillos o insignificantes ó de un mayor grado. Uno que comúnmente se encuentra es el permitir que los concejales o regidores ó amigos influyentes se estaciones en lugares marcados como no permitidos. Si bien se pudiera apreciar como algo sin mayor importancia, el mensaje que se envía es claro, se tolera el NO acatamiento a las leyes y reglamentos. El cumplimiento al marco legal es el fundamento a cualquier sistema que pretenda controlar y eliminar la corrupción en un gobierno municipal.

Así bien, los sistemas anti-corrupción deben ser sistemáticos e institucionales, desde su conformación hasta su manejo y administración. Para ello se propone que se ofrezcan tres elementos básicos: transparencia, gerencia u operatividad y esquemas de premios y sanciones. Con estos tres elementos se puede hacer frente a las presiones sociales, institucionales y coyunturales.

La transparencia es esencial para hacer frente a las presiones sociales. Lo que se pretende es ofrecer la función del gobierno municipal en una pecera, de tal manera que lo que sucede dentro pueda ser visto por todos. Con esto se puede evitar las situaciones que se manifiestan como "Así son todos, siempre a sido así", ó "al cabo no pasa nada", ó "es que así es, para eso es" ó incluso aspectos de aplicación de las leyes a conveniencia personal "Eso solo aplica al "resto" de la gente".

Dentro de los esquemas que se implementan para ofrecer una mayor transparencia en un gobierno municipal están los reportes periódicos claramente definidos, reuniones públicas de todos los comités y concejos, demandas ciudadanas, políticas y planes bien definidas y difundidas, avisos y consultas públicas, documentación accesible y un financiamiento de campañas abierto.

De esto último se desprende una anécdota a raíz de la campaña presidencial en Estados Unidos del Sr. George Bush, Gobernador de Texas. El Sr. Bush decidió, como estrategia, el no recibir fondos federales para su campaña. Esto le iba a permitir evitar el informar en detalle sobre quienes y cuanto contribuían para su campaña. Sin embargo, esta situación se ha revertido, ya que la opinión pública ha presionado para que de cualquier forma se informe sobre las contribuciones a la campaña. Sin ser sistemas perfectos, la moraleja pudiera ser que ante una posibilidad de "opacar" el vidrio de la pecera, la sociedad misma protesta.

Otro de los aspectos esenciales que se incluye en los sistemas anti-corrupción es el establecimiento de procesos y esquemas administrativos y operativos que permiten que la institución se pueda administrar eficiente y efectivamente. Lo que se busca es la buena gerencia del gobierno municipal. Donde la institución pueda facilitar el cumplimiento de obligaciones y el ofrecimiento de servicios, sin trabas mayores pero con control. No se trata ni establecer, todo tipo de requerimientos para "mayor" control, ni tampoco de pecar por falta de control. Se busca el justo medio. Se entiende que lo contrario a hacer que no se rindan cuentas es inundar de detalles que empañan con procedimientos engorrosos los procesos, dando lugar a un sin número de oportunidades de corrupción. Es lo mismo que nadie firme a que todos firmen.

Estos procesos y esquemas administrativos son de muy variadas formas, sin embargo todas ellas deben estar bien definidas a través de procedimientos, reglas, reportes y análisis claros, indicadores de desempeño, protocolos, estándares y códigos. Todo esto debe estar bien documentado y difundido. Adicionalmente es muy importante que existan los mecanismos de sanciones para cuando existan incumplimientos. Los mecanismos deben definir responsables de hacerlos valer y los limites de las responsabilidades. Así

mismo, como parte indispensable para la vigilancia de las operaciones de la institución, se requiere de un sistema de auditorias y sondeos rutinarios.

Deseamos hacer mención que las auditorías deben estar basadas en que la utilización de los recursos (personal, equipo, fondos y tiempo) es responsabilidad de todos los involucrados. Obviamente de acuerdo a sus funciones y tareas. Un sistema de auditoría que demanda demasiadas firmas, papeles, etc., como se mencionó anteriormente, puede llegar a ser tan inefectivo como el no solicitar ningún requisito. Por ejemplo en la perforación de un pozo, la auditoría debe incluir la revisión de que la justificación técnica sea valida y no solamente la autorización del cabildo por ejemplo. Esto ante la posibilidad de cuidar los centavos y dejar pasar los pesos.

Inclusive, es relevante que los sistemas incluyan la revisión del grado de cumplimiento de las leyes y reglamentos. Es inaceptable el considerar un sistema anti-corrupción donde existe discrecionalidad en la aplicación a la ley como se ya se mencionó. El marco legal debe reflejar lo que es aceptable a la sociedad. No es posible solapar en la práctica la cultura de no pagar ó escudarse con los ricos ó pobres ó “engañar” al sistema con tazas calculadas para cubrir a los morosos. Esta última práctica es en realidad una acción corruptora que resulta en un subsidio para los que no pagan y exceso de carga para los que cumplen.

Dentro de los sistemas de auditorías, hay que considerar la inclusión de programas rutinarios que involucre esquemas como llamadas anónimas, protección a los delatores (sobre todo los internos a la institución) y por supuesto las auditorías externas.

Y como ultimo elemento en un sistema anti-corrupción esta el sistema de Premios/recompensas y Sanciones. Aunque su nombre prácticamente lo explica todo, queremos hacer los siguientes comentarios. Si el sistema no esta bien definido, en cuanto a quienes son responsables y los grados de responsabilidad, existe la coyuntura para que se presente la “auto compensación”. Y al respecto se puede presentar muy distintas manifestaciones como son “solo así me conviene”, “si no yo, alguien mas”, “ya me tocaba”, “solo una vez”, etc. Todas estas manifestaciones pueden acotarse y eliminarse en la medida en que los sistemas promuevan la fiscalización gremial, las consecuencias a los abusos como pudiera ser avisos y sanciones públicas, el establecimiento de metas y niveles de desempeño mínimos y esquemas donde se pueda favorecer la identificación de corrupción por entidades externas, que pueden ser personas o instituciones.

Como un ejemplo de la fiscalización gremial de la asociación está el caso de hace 6 años del gerente de la ciudad de las Vegas que fue expulsado de nuestra asociación como consecuencia de haber participado en una inversión, junto con el alcalde, de tierras que posteriormente fueron beneficiadas con la construcción una carretera que fue aprobada por el cabildo. Así la asociación, a través de su Código de Etica, tiene su sistema de fiscalización gremial donde existen sanciones claras que tienen una repercusión en la habilidad de las personas para poder trabajar en un gobierno local donde existe la conciencia de la integridad con que la asociación vigila a su miembros. El principio es que los miembros tiene un interés que se le asocie con individuos respetuosos de los

principios que determina la asociación como la base para un buen desempeño profesional de los servidores públicos de gobiernos locales.

El sistema de remuneración es básico que se encuentre dentro de un marco donde los salarios sean justos y adecuados a la responsabilidad y condiciones de mercado. Dentro del marco del sistema de remuneración adecuada debe estar la intolerancia hacia las propinas y regalos. Así mismo en aquellas situaciones donde exista incautación, esta debe ser para la unidad o departamento y no para los individuos. De igual forma, el procedimiento de reclutamiento debe ser basado en la capacidad de los individuos y no sus características sociales, físicas, económicas, etc. Vale la pena hacer mención del caso de un funcionario, miembro de la asociación, que laboraba en una municipalidad de Sudáfrica durante los últimos días de la segregación racial. Ante la necesidad de una experto en planeación, él busco al mejor calificado que resulto ser de la raza negra. Esto originó que el alcalde le llamara y le reclamara si el funcionario ya estaba buscando la integración racial. A lo cual el funcionario contesto que las políticas eran definidas por los funcionarios electos y que él únicamente se había concretado a seguir el lineamiento de realizar una buena administración de los recursos, lo que incluía contratar a la persona mejor capacitada. Una respuesta que evito entrar a discusiones sobre política, un terreno que no le compete al funcionario.

La asociación en su Código de Etica, en su décimo segundo y último apartado, indica ”No buscar favores, pensando que el engrandecimiento o el provecho personal a base de información confidencial o mal uso del tiempo público es deshonesto.” Los lineamientos que se desprenden de este punto son muy extensos, y tiene más concejos que cualquier otro, por la complejidad del principio. Bajo este principio se aconseja no aceptar regalos de ningún forma ni de nadie. Ni comprar tierras o empresas si parece que se compraron con información privilegiada y para provecho personal. Un punto clave en estos concejos es “si parece”, es decir la apariencia es suficiente para amerita una sanción, como fue el caso del gente de las Vegas.

Finalmente y resumiendo, los esfuerzos para combatir la corrupción deben ser parte de una infraestructura institucional de sistemas, ya que la corrupción se puede ver como un sistema y no elementos aislados que pudieran ser combatidos con programas o acciones aisladas. Los tres elementos que los sistemas anti-corrupción deben considerar son Transparencia, gerencia u operatividad, y esquemas de premios y sanciones.

El proceso de institucionalizar los sistemas anti-corrupción es difícil y de largo plazo, se requiere de paciencia y sobre todo lleva mucha práctica, perseverancia y valor.

Todas las comunidades requieren de Esto. Buena suerte.

ATTACHMENT D:

Quarterly Travel Report

Quarterly International Exchange Trips

	Quarters – 1998					Quarters – 1999					Quarters - 2000				
	1st.	2nd.	3rd.	4th.	Total	1st.	2nd.	3rd.	4th.	Total	1st.	2nd.	3rd.	4th.	Total
Resource Cities															
USA to Mex.		12	2		14	15	3	14	8	40	9				9
Mex. to USA			9	9	18		17	7		24	22				22
Total					**32**					**64**	31				**31**
MEP															
USA to Mex.					0					0					0
Mex. to USA					0				2	2	2				2
Total					**0**					**2**	2				**2**
Association Development															
Mex. to USA					0			5	3	8					0
Total					**0**					**8**					**0**
Total	0	12	11	9	**32**	15	20	28	13	**74**	33	0	0	0	**33**

Total U.S. to Mexico	63
Total Mexico to U.S.	64
Total	*127*

There are a number of city and municipal officials who have traveled more than once as part of their involvement with the RCP. The summary of individuals who have traveled to the end of the quarter is:

Total U.S. to Mexico	45
Total Mexico to U.S.	64
Total	*109*

ATTACHMENT E:

Quarterly Financial Report