

**U.S.-MEXICO PARTNERSHIP  
FOR  
MUNICIPAL DEVELOPMENT  
Extension Period (Phase II)**

**USAID Quarterly Report XIV  
April 1 – June 30, 2001**

Prepared for

USAID/Mexico

By

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

## U.S. – Mexico Partnership for Municipal Development Phase II

### Table of Contents

I. INTRODUCTION.....	5
<u>II. PROGRAM ACTIVITIES.....</u>	<u>5</u>
<u>1. Resource Cities Program.....</u>	<u>5</u>
<u>1.1 Activities And Accomplishments This Quarter.....</u>	<u>6</u>
<u>1.1.1 Jalisco RCP Municipalities.....</u>	<u>6</u>
<u>1.1.2 Technical Sectoral Conference Panels in other states.....</u>	<u>6</u>
<u>1.1.3 Selection of US Partners.....</u>	<u>6</u>
<u>1.2 Activities Scheduled For Next Quarter.....</u>	<u>7</u>
<u>2. Municipal Association Development.....</u>	<u>8</u>
<u>2.1 Activities and Accomplishments This Quarter.....</u>	<u>8</u>
<u>2.1.1 Association Strengthening.....</u>	<u>8</u>
<u>2.1.2 Development of Councils of Government (COG).....</u>	<u>9</u>
<u>2.2 Activities Scheduled for next Quarter.....</u>	<u>9</u>
<u>3. Ethics and Transparency in Democratic Local Government.....</u>	<u>9</u>
<u>3.1 Activities and Accomplishments This Quarter.....</u>	<u>9</u>
<u>3.1.1 Citizen Committees.....</u>	<u>10</u>
<u>3.1.2 Promotion of Citizen Involvement in Local Government affairs (Sub-grant).....</u>	<u>11</u>
<u>3.2 Activities Scheduled for next Quarter.....</u>	<u>11</u>
<u>4. Local Government Performance Measurement.....</u>	<u>11</u>
<u>4.1 Activities and Accomplishments This Quarter.....</u>	<u>11</u>
<u>4.1.1 Basic Training.....</u>	<u>12</u>
<u>4.1.2 Development of a pilot public-private consortium for measuring and comparing performance of local governments nationally.....</u>	<u>12</u>
<u>4.1.3 Case model implementation.....</u>	<u>12</u>
<u>4.2 Activities Scheduled for next Quarter.....</u>	<u>12</u>
<u>5. Information Dissemination.....</u>	<u>13</u>
<u>5.1 Activities and Accomplishments This Quarter.....</u>	<u>13</u>
<u>5.1.1 Sharing good practices experiences.....</u>	<u>13</u>
<u>5.1.2 Distance learning programs.....</u>	<u>14</u>
<u>5.2 Activities Scheduled for next Quarter.....</u>	<u>14</u>
<u>6. Chetumal.....</u>	<u>14</u>
<u>6.1 Activities and Accomplishments This Quarter.....</u>	<u>14</u>
<u>6.2 Activities Scheduled for next Quarter.....</u>	<u>15</u>
<u>7. Other ICMA Activities with Federal Agencies.....</u>	<u>15</u>
<u>7.1 CEDEMUN.....</u>	<u>15</u>
<u>7.2 BANOBRAS.....</u>	<u>16</u>
<u>8. Other ICMA Activities in Mexico.....</u>	<u>17</u>
III. Annexes	
1. Key Mexican Counterparts	
2. List of Deliverables	
3. Quarterly Financial Report	

## **Executive Summary**

The Partnership started in October 1997 and after its original three-year term, it obtained a two-year extension (Phase II). This quarterly report describes the activities of the fifteenth quarter of the Partnership (or third quarter of Phase II) and lists activities planned for the next quarter.

During this period, the Partnership held four of the planned conference panels in the states of San Luis Potosi, Nuevo Leon and Campeche. A delegation visited Nuevo Leon from April 2 to 7 to conduct the Conference Panel on Public Works. On April 16 to 21, a conference panel on Water was held in Campeche. Finally, two conference panels were held in San Luis Potosi: from April 23-28 on Community Orientation Policing and from May 8 –12 on Water.

During this quarter, the Partnership staff met with the mayors of the selected municipalities in Jalisco to explain how the Resource Cities Program (RCP) works, and how it is evaluated. These meetings helped the municipalities reach a better understanding of the Partnerships goals and objectives.

All the municipalities in Jalisco passed a council resolution that approves working with the program and some have begun to work on the formation of the citizen advisory boards. The Partnership also requested a list of actions taken after the municipality's participation in the conference panels and to define the areas in which the program would concentrate. Except for Zapotlan el Grande, all the municipalities have chosen Finance and Water Distribution.

The Municipality of Zapotlan El Grande participated in the Environment Management System seminar that is part of a joint program sponsored by USAID and USEPA. The Partnership recommended Zapotlan as good candidate for the program. The event focused on water and provided Zapotlan with useful information in support of the RCP activities. They are considering using the lessons learned in other service areas of the municipality.

A three-day visit to the State of Chiapas resulted in very interesting meetings with business people, state officials, and NGOs. The objective of the visit was to explore the opportunities for the Partnership to work in this state.

The Partnership requested a proposal from ACCEDDE on how they could work in conjunction with the Partnership staff on activities with the Jalisco municipalities. This would be a way to assist ACCEDDE in strengthening its own institution. In addition, it ensures that the experience of the Partnership and RCP stays with an institution that does not have turnover. ACCEDDE, AC presented a proposal that the Partnership has accepted in principle and ICMA will proceed with the process to secure the sub-grant for ACCEDDE.

With the new Federal Government, significant changes are underway in Mexico. The Partnership had the opportunity to attend the conference "Foro Hacia un Sistema Nacional de Coordinacion Hacendaria," an event organized by CEDEMUN on their report on fiscal reform and municipalities, as well as the 2nd Annual IGLOM Conference in Queretaro organized by a group primarily made up of researchers working on municipal issues.

The RA attended a two-day event organized by the National Action Party, where he spoke about Ethics. Approximately 200 mayors that ran under this ticket attended the event. The Comptroller General also spoke and President Fox was present on the second day.

The RA attended the “Tercer Encuentro Fronterizo” meeting in Tijuana. The event, sponsored by the Ford Foundation, among others, focused on environmental and health issues and was organized by a committee of NGOs. The RA is a member of the organizing committee for the Ecuentro.

In May the RA attended an event to present and discuss the concept of city management in the municipality of Monterrey, N.L. Mr. Oscar Rodríguez, ICMA’s Senior Municipal Advisor, spoke about the role of the City Manager in the US and his own experience. As suggested by the Partnership, representatives of Mérida, Texcoco and Cd. Juarez were invited to present their experience at the event.

AMMAC organized a meeting to discuss performance measurement in Mexican municipalities. The event was attended by more than ten representatives from medium-sized and large municipalities. The Partnership will continue to support AMMAC in its efforts to create a consortium of municipalities interested in performance measurement.

The RA held meetings with Mr. Octavio Acosta, Director of Training and Municipal Development of CEDEMUN, and Mr. Jose Levy, Director of BANOBRAS. They discussed developing a system of professional certification as an alternative to the traditional civil service system in municipalities. The RA also met with Mr. Carlos Gadsden, General Director of CEDEMUN, to follow up on the plans for development of a Performance Measurement Indicator Program.

Mr. Oscar Rodríguez visited the municipality of Mérida to document the process of quality improvement and the establishment of management systems. A new mayor is being inaugurated, and some of the systems may be changed or eliminated.

The RA met with the Water Utility Staff in Delicias, Chihuahua. They requested feedback on their plans to build a wastewater treatment plan. During this meeting, the RA was invited to speak at the quarterly meeting of the State Water Utility Chairpersons on May 29. The RA had the opportunity to give a one-hour presentation on the importance of institutional development over the traditional approach of building physical infrastructure. Eighteen water utility representatives attended the event.

The RA attended the AMMAC conference panel on Public Works in Juarez, Chihuahua. He spoke about professional local government management and the ICMA experience in Mexico. The RA was also able to function as a resource to the representatives of the American Public Works Association and AMMAC during their executive meeting.

At the end of May, the RA made a two-day visit to the State of Sinaloa, where he held meetings with the Administrative Manager of Culiacan and the mayors of Elota, Navolatos, Cosala and Mazatlan. The intent of the meeting was to persuade the municipalities to form citizen

committees, in conjunction with CODESIN, to insure the transfer of information of any plans/projects from one administration to the next. CODESIN has informed the Partnership that the response from four of the five municipalities was positive.

The RA also traveled to the State of Veracruz on May 31, to attend the AMMAC-sponsored conference on public safety. He gave a presentation about the importance of citizen involvement and the main concept of the COPS program.

During June 1 and 2, the RA attended an AALMAC event in Guanajuato. At this event they discussed the critical elements of a good local government.

In early June, the RA had the opportunity to meet with, at their request, Mr. Luis Antonio Zapata, Mayor of Corregidora, Qro, and Mr. Francisco Saenz, of Queretaro, Qro to provide feedback on their programs.

The RA attended several meetings on June 5 in Mexico City. First, he met with CEDEMUN to discuss the case of Mérida and the possibility that the experiences gained under the past administration to promote performance measurement might be lost under the leadership of the new administration. They agreed to have a follow up meeting on May 22 and 23 with BANOBRAS. Afterwards, he met with Mr. Rogelio Gomez, President of INDESOL, the federal agency in charge of institutional development in social areas and municipal and local support. Mr. Gomez is interested in ICMA's training  programs for local government officials. Discussion was also held on the experience of citizen advisory committees.

The RA met with Martin Garcia Topete, the General State Auditor for Jalisco, and Jose Cabello, local congressman in the State of Jalisco, to discuss the possibility of working together to develop the basic guidelines for a finance department in small municipalities. The Municipality of Cuquio will be the pilot.

Also, the RA attended the ICMA Study Tour for Honduran mayoral candidates in Chandler, AZ. He participated as a trainer on citizen participation and the transition process. Close to eighty mayors and candidates attended the event.

The Partnership staff worked on redefining the program's efforts to take advantage of the new political environment in Mexico. The proposed changes will have little impact on the Jalisco efforts; however, it will reduce some of the efforts of the original work plan for the other states and will focus more on municipal association strengthening and activities with the two federal agencies, CEDEMUN and BANOBRAS. The changes began at the end of this quarter, but they will be reflected in next quarter's report.

## ***I. Introduction***

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.

ICMA, through the U.S.-Mexico Partnership for Municipal Development Phase II, will focus its activities on supporting the Mexican municipal reform agenda. Phase II of the Partnership seeks to consolidate the work in Jalisco, while replicating the lessons learned and best practices in a series of new municipalities located in the northern, central and southern regions of Mexico. The ultimate goal of this expanded scope of work is to achieve a national impact in promoting enduring democratic institutions at the local level. All the activities will support the implementation of Article 115 reforms and work towards further progress in the facilitation of citizen participation in municipal government affairs.

Under the US-Mexico Partnership for Municipal Development Phase II, ICMA will provide technical assistance and promote mechanisms for citizen participation through five Program activities: (i) the Resource Cities Program (RCP), (ii) Municipal Association Development, (iii) Transparency and Ethics in Democratic Local Government, (iv) Local Government Performance Measurement, and (v) Information Dissemination. In addition, ICMA will provide technical assistance to the Municipality of Chetumal, the Comisión de Agua Potable y Alcantarillado, and the University of Quintana Roo through a unique partnership with Sarasota, FL and the University of Rhode Island to improve the operation of their water quality management systems.

## ***II. Program Activities***

### **1. Resource Cities Program**

ICMA, together with US cities, provides technical assistance to cities in Mexico focusing on issues of 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, in addition to addressing pressing municipal concerns with public security and economic development. Lessons learned and best practices will be replicated in other Mexican municipalities through municipal associations and non-governmental organizations (NGOs). Technical sectoral conference panels will be conducted as the mechanism for familiarization with and selection of partner municipalities for the Resource Cities Program (RCP).

## **1.1 Activities And Accomplishments This Quarter**

During this period, the Partnership met with the mayors of the selected municipalities in Jalisco to explain the partnership goals and the work that took place in their municipalities previously. The meeting was an opportune time to discuss the program's indicators. The partnership completed four of the planned conference panels in the States of San Luis Potosi, Nuevo Leon and Campeche. Based on the experience of the first conference panel visit to Nuevo Leon in December, the lack of response by the state office to the program, and the experience of the last panel, the Partnership has decided to exclude Nuevo Leon from the RCP.

The RA visited the State of Chiapas, where he held meetings with business people, state officials, and NGOs to explore the opportunities for the Partnership work in this state.

### **1.1.1 Jalisco RCP Municipalities**

With the completion of all planned conference panels in Jalisco, the next stage under the RCP program was to obtain confirmation from the municipalities in Jalisco of their interest to continue in the program and the selection of the municipalities in the other target states. The Partnership requested that the Jalisco partner municipalities establish citizen advisory committees, in addition to obtaining council approval. All of the municipalities have begun to form citizen advisory boards and have submitted the council resolutions in support of the municipality's participation in the Partnership. In order to improve the Partnership's experience in Mexico, the municipalities in Jalisco were asked to choose two areas of focus for the exchanges. Except for Zapotlan el Grande, all of the municipalities chose Finance and Water Distribution.

The Partnership has begun to work with ACCEDDE, AC in the municipalities of Jalisco, thereby increasing the number of institutions that will learn of the Partnership experiences in Mexico.

### **1.1.2 Technical Sectoral Conference Panels in other states**

The Partnership completed all the planned conferences for the states of San Luis Potosi and Campeche. Only one conference was held in Nuevo Leon. In fact, due to the lack of interest, the efforts to implement a Resource Cities Program in that state have been cancelled. For the details on each conference panel, please refer to Annex 3.

The municipality of Texcoco has presented its areas of interest. The Partnership has agreed to work with them in the areas of Finance and Solid Waste Management, and the City of Chandler has been assigned as its US partner.

### **1.1.3 Selection of US Partners**

The Partnership received the response of all the US partner cities regarding their interest to continue collaborating with program. The result of the inquiry was:

City	Definitively Interested in continuing	Can not continue
Avondale		X
Brea	X	
Bullhead City		X
Chandler	X	
Gilbert	X	
Pinal County	X	
Scottsdale	X	
Tempe	X	
Tolleson	X	
Yuma	X	

In order to better utilize the Partnership and the US city resources, it has been agreed with the Mexican municipalities to split the team of US cities that previously worked with San Juan and Lagos and Zapotlan el Grande and Sayula. Therefore, for this phase, the teaming of the US cities and the Mexican municipalities is as follows:

US City	Mexican Municipality
Brea	Lagos de Moreno
Chandler	**
Gilbert	Zapotlan el Grande
Pinal County	Cuquio
Scottsdale	Zapotlanejo
Tempe	Cuquio
Tolleson	San Juan de los Lagos
Yuma	Sayula

\*\* Chandler has been assigned to the municipality of Texcoco in a new partnership.

Additionally, the participation of US city officials from other cities has given them the opportunity of first hand experience with the Partnership. As a consequence, the cities of Campbell, Palo Alto and Salinas, California have expressed their interest in participating. They will be the resource cities candidates for the municipalities to be selected in the States of San Luis Potosi and Campeche.

## 1.2 Activities Scheduled For Next Quarter

Since the US City partners finished their budget process at the end of June, the Partnership expects to have the definite dates for their visits to Jalisco in July. The Partnership will try to have all the delegations from the US visit Jalisco during the months of August/September.

The Partnership was not able to schedule the selection visit to San Luis Potosi and Campeche during this reporting quarter. The visit is scheduled for mid- July. Right after the

visit, the Partnership will make the selection and will consult with the Mission and its partner agencies at the state level, as well as with CEDEMUN and BANOBRAS. The Partnership will consider having two RCP partnerships in San Luis Potosi and one in Campeche as proposed to the Mission under the new work plan for the remaining Phase II efforts. The partnerships in these two states may involve up to two municipalities each.

## **2. Municipal Association Development**

As part of the Partnership's objective, ICMA will continue (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. ICMA will continue to provide assistance and training to strengthen the capacity of the three national municipal associations. To the extent that the municipalities in any given state make significant progress in forming an association that is not explicitly tied to a political party, the Partnership will also consider working with such an association.

### **2.1 Activities and Accomplishments This Quarter**

#### **2.1.1 Association Strengthening**

The Partnership discussed with AMMAC and AALMAC the possibility of providing technical support for improving their operations. AMMAC has been more responsive to the idea of receiving direct support from the Partnership regarding management and membership services. The Partnership will schedule a visit by ICMA staff to help them in these areas. In principle, the assistance will be available to all three associations; however, it is expected that AMMAC may be the only one ready for it.

On May 24, the RA attended the AMMAC conference panel on Public Works in Juarez, Chihuahua. He was able to speak on management issues in local government and the ICMA experience in Mexico. During the conference, there was a meeting of the representatives of the American Public Works Association. Among those present were AMMAC's Executive Director, one of the National Board Members and several representatives from AMMAC's Board of Directors. The RA was invited to participate and discuss how they can work together with the Partnership in strengthening their professional networks. As result of the meeting, several issues were given to AMMAC and APWA to discuss with their respective Boards. It is clear that now they can advance further with their three-year partnership. As to the Partnership, it was able to establish itself as a natural partner to both institutions for their technical work in Mexico.

On May 31, the RA traveled to the State of Veracruz to attend the AMMAC-sponsored conference on public safety. The RA spoke about the importance of citizen participation and the main concepts of the Community-Oriented Policing (COPS) Program. Over 200 people attended the meeting. As a result of the meeting, the General Director of Public Safety of the State of Colima requested information from the Partnership on the COPS

program. They have been provided with it and the Partnership will follow up with the General Director to provide further information if requested.

On June 1 and 2, the RA attended an event organized by AALMAC in Guanajuato. At this event the RA spoke about the critical elements of good management in local government. Over 30 municipalities were present at the event. During the event, the RA had the opportunity to talk with the Mayor of Acapulco who is the new president of AALMAC.

### **2.1.2 Development of Councils of Government (COG)**

The Partnership has agreed to explore the possibility of complementing an existing BANOBRAS project to promote regional solutions to solid waste management in an area west of Guadalajara. As part of this effort, the Partnership has proposed to the Mission to budget exchange visits between some of the key participants in Jalisco and some cities in the United States. This effort will overlap with Jalisco's ongoing exchanges.

Since the Partnership's efforts to gain the interest of Monterrey or Guadalajaran metropolitan municipalities in promoting inter-municipal cooperation has failed, the BANOBRAS project offers a unique opportunity to fulfill the Partnership's objective to promote the development of Council of Government bodies to address regional issues.

### **2.2 Activities Scheduled for next Quarter**

The Partnership will work with the municipal associations to establish a schedule for the visit of ICMA's staff to their offices to provide direct assistance on business management issues and membership service structures. If at all possible, the Partnership will try to complete an ongoing goal with AMMAC to fully develop an operations manual and general policies for the staff and members participating in the Association. The objective is to consolidate their goal of being a non-partisan group. Both the behavior of the staff and members and the policies of the Association should reflect that goal.

## **3. Ethics and Transparency in Democratic Local Government**

Professional ethics is a topic that has gained interest within government circles in recent years. Given the absence of any accepted or recognized codes of conduct or ethics, there is an urgent need to promote agreed-upon codes. Under the work plan of President Fox, a clear effort is going to be made to promote anti-corruption efforts such as transparency and policy enforcement, especially with regards to the way public officials conduct business.

### **3.1 Activities and Accomplishments This Quarter**

In April, the RA attended a meeting organized by the National Action Party, where he spoke about Ethics. Approximately 200 mayors that ran under this ticket attended the event. The Comptroller General, Francisco Barrio, also spoke, and President Fox was present on the 2<sup>nd</sup> day. After the RA's speech, an exercise was conducted in which over 70

mayors participated. In groups of 6 to 10 people, they discussed one of ICMA's ten ethics cases that were adapted to Mexican municipal conditions. The discussions at each of the more than 8 tables was very lively and interesting. After the discussion, the RA shared with the participants the general conclusion for each case as established by the ICMA ethics committee.

### **3.1.1 Citizen Committees**

The RA visited the State of Sinaloa, where he held meetings with the Mayors of Elota, Navolatos, Cosala and Mazatlan, as well as with the Administrative Manager of Culiacan. The objective of the meetings was to convince the municipalities to form citizen committees, in conjunction with CODESIN, to insure the transfer of information on all plans and projects from one administration to the next. CODESIN has informed the Partnership that Elota, Navolatos, Cosala and Culiacan have given a positive response. Each municipality will create a committee that will concentrate its efforts in specific areas, mostly in public works. None of them wanted to include finance. This response was expected, but the Partnership and CODESIN will continue to push to try to include finance issues on the committee's agenda.

The Partnership also suggested a very open and community wide search for candidates to serve on the citizen committee. In general, the municipalities have agreed to have an open search within the traditional system of intermediate groups, among them business and social groups. However, a significant "advance" was made when the municipalities agreed to have those groups submit up to three candidates, none of whom can be either their President or Vice-president. The people holding those positions normally represent the group in committees, and the Partnership wants to break that practice since, in many cases, the leaders of the group are involved in party politics.

The RA also visited the State of Chiapas, where he held meetings with businesspeople, state officials and NGOs to explore the opportunities for the Partnership in this state. From the talks with state officials, it is clear that the state does not have any defined policy toward municipal institutional development. That by itself could be an activity for the Partnership. The business group seemed interested in promoting a more professional form of municipal management; however, they are not as closely organized as the business group in Sinaloa. Nevertheless, their ongoing efforts to promote a common strategic plan for state economic development, as well as for the cooperation of the capital city, Tuxtla Gutierrez and its neighboring municipalities, could serve as a vehicle to promote ideas similar to those in Sinaloa.

Lastly, the meeting with an NGO in San Cristobal de las Casas brought up the possibility that perhaps the Partnership could have a potential partner in that municipality to promote citizen involvement in municipal government issues. The organization, Alianza Civica, has been very active in following up with the work of the Council in the municipalities and has gained, in its own right, a seat in the municipal urban planning committee.

### **3.1.2 Promotion of Citizen Involvement in Local Government affairs (Sub-grant)**

The Partnership has begun to work with ACCEDDE, AC as a potential recipient of a Sub-grant to work with Jalisco's RCP partners. The idea is that ACCEDDE could assist the Partnership in the coordination of activities with the Jalisco municipalities. The experience will stay with an institution that suffers fewer personnel changes. Additionally, ACCEDDE's record of working with municipalities in the state is a guarantee that the experience will strengthen the NGO's technical expertise. ACCEDDE has presented a proposal for their involvement with the Partnership activities. The Partnership has accepted their proposal in principle and has started the process to see if the sub-grant can be given to them.

### **3.2 Activities Scheduled for next Quarter**

The Partnership will continue its work with CODESIN in Sinaloa. It will seek to provide financial support to have one person working full time or at least 3/4 of his or her time with the municipalities in setting up the citizen committees. Also, the Partnership will continue its contact in Chiapas aimed at seeking opportunities to develop a program in that state.

Finally, the Partnership will continue the process to secure a sub-grant for ACCEDDE since it is convinced that such involvement in Jalisco's efforts will guarantee that the experiences stay with an institution that will use them in future work with the state's municipalities.

## **4. Local Government Performance Measurement**

Performance measurement is one of the most important ways that the Partnership can assist municipalities in Mexico to introduce a results-oriented administration. Presently, there is no practical way to follow the progress of a particular municipality or compare the performance between different municipalities. Policy-makers, like the general public, are unable to distinguish high performers from low ones. The Partnership will work with a number of municipalities in Mexico to implement performance measurement indicators that will be tied to citizen committees as a way to assure that the process will continue once the Partnership's work ends.

### **4.1 Activities and Accomplishments This Quarter**

The RA met with Martin Garcia Topete, Jalisco's General State Auditor, and Jose Cabello, local congressman in the State of Jalisco, to discuss the possibility of working together to develop the basic guidelines for the finance departments of small municipalities. The Municipality of Cuquio will be the pilot. This effort will complete the one being proposed for Campeche, discussed below.

#### **4.1.1 Basic Training**

The RA participated in two meetings at the request of CEDEMUN. The first one was held in Leon, Guanajuato, towards the middle of May, and was set to discuss that municipality's plans for performance measurement indicators. On June 22 and 23, the RA and LaJuana Hill Zanoni from Bexar County, where San Antonio, Texas is located, participated in a workshop to discuss development indicators with CEDEMUN, other federal agencies, the municipal associations, BANOBRAS and a few universities. The Partnership sponsored the presence of Ms. Hill, as well as the moderator for the sessions. The meeting had over 40 participants and the discussion was very interesting. From that experience, it is clear that most of the agencies see the indicators more as indicators of development rather than performance indicators. Few of the proposals are in line with what the local government managers consider relevant to help them make decisions and present clear results to the citizens. Nevertheless, the ongoing effort is significant, and the Partnership agreed to participate in the executive committee which has been chartered with developing the basic indicators to be presented to the other participants for their comments.

#### **4.1.2 Development of a pilot public-private consortium for measuring and comparing performance of local governments nationally**

Mr. Oscar Rodríguez worked with AMMAC staff on the further development of the initial activities agreed to by the participants at the Monterrey meeting. As a result, Mr. Rodríguez has scheduled a meeting in Mexico City with AMMAC's staff to define the calendar of events for the following three to four months. The meeting will be held at the end of July.

#### **4.1.3 Case model implementation**

The general state auditor of Campeche agreed to explore the possibility of having a set of performance indicators implemented in the state's municipalities as part of their reporting duties to his office. At this time, the Partnership is also working with AMMAC's municipalities interested in the consortium.

#### **4.2 Activities Scheduled for next Quarter**

The Partnership will continue the contact with the general state auditor of Campeche in order to begin working on the development and implementation of a certification system and performance indicators.

During the next quarter the Partnership will continue to work closely with CEDEMUN to assist in developing a basic development indicator system, select municipalities, define the methodology and the implementation process, as well as monitor the implementation of the system.

The work with AMMAC to develop the consortium of municipalities will continue. One of the objectives is to have the first set of indicators ready for data collection by the middle of September at the latest.

## **5. Information Dissemination**

The dissemination of good practices represents one of the fundamental objectives of the Program. The Partnership's activities involve the development of a set of good practices or examples. The Partnership will work with government agencies (either state or federal), municipal associations, universities, and NGOs to expand its distribution network for the experiences being developed as part of the Partnership activities.

### **5.1 Activities and Accomplishments This Quarter**

The RA continued to participate in events where the experiences of the Partnership can be shared. Likewise, the RA and the rest of the Partnership staff attend courses or events whenever possible to stay up to date on the municipal issues in Mexico.

The RA had the opportunity to be present at the conference "Foro Hacia un Sistema Nacional de Coordinación Hacendaria" an event organized by CEDEMUN about their report on fiscal reform and municipalities on April 25. On April 26 and 27, he also attended the Second Annual IGLOM Conference in Queretaro that consists of a group primarily made up of researchers working on municipal issues.

From May 14 to 17, Mr. Oscar Rodríguez visited Mérida to document their experience in the development of a management system. Since there is a new mayor being inaugurated, there is the real possibility that some of the management systems will be eliminated or changed. The Partnership plans to publish the Mérida case as an example of a best practice. The final draft is expected by the end of July.

#### **5.1.1 Sharing good practices experiences**

On May 23, the RA met with the Water Utility staff of Delicias, Chihuahua. They had requested information about finance opportunities for wastewater treatment. From the meeting, it is evident they need to do more work on pollution prevention before they embark on building a wastewater treatment plan. At the end of the meeting, the RA was invited to speak at the quarterly meeting of the state water utility directors scheduled on May 29. At that meeting, the RA spoke about the importance of institutional development vs. the building of physical infrastructure. Until now, the thrust has been in building new infrastructure and little attention has been placed on the development of the institutions. This approach has produced weak institutions with many facilities that do not perform well because of inadequate design or mismanagement.

### **5.1.2 Distance learning programs**

The Partnership completed the description of two distance learning courses, one for Finance and the other for Public Works management. Originally they were to be promoted in conjunction with AMMAC and Monterrey Tec. However, since Monterrey Tech does not seem to have the same interest in working with either AMMAC or the Partnership, a new avenue is being explored. CEDEMUN has started a relationship with the National University of Mexico (UNAM) to develop an overall training/distance learning program for municipal officials. CEDEMUN has requested the opinion of the Partnership on their program, and is very interested in the two courses developed by the partnership and UNAM.

### **5.2 Activities Scheduled for next Quarter**

The Partnership will seek to advance its relationship with CEDEMUN and UNAM to fully develop their training program. Additionally, the Partnership will seek the opportunity to work with any of its partners to produce written documents that reflect best practices in local government in Mexico or good management tips.

## **6. Chetumal**

ICMA continues the work it started with Sarasota and the University of Rhode Island regarding the Bay of Chetumal. The project involves sharing the technical skills and experience of the staff in Sarasota with the administrators in Chetumal in the hope of improving the operation of their water quality management systems, which include potable water, wastewater and storm drainage systems -- in essence, improving the quality of the water in the Bay of Chetumal.

The work plan that will guide this effort was developed in consensus with representatives from Sarasota County, Sarasota Bay National Estuary Program, Municipality of Chetumal, *Comisión de Agua Potable y Alcantarillado* (CAPA), the University of Quintana Roo, and local environmental groups.

### **6.1 Activities and Accomplishments This Quarter**

During the month of April, Oscar Rodríguez and a team of three staff members from CAPA traveled to Sarasota to learn how Sarasota County Environmental Services Department (ESD) operates the water and wastewater utilities system in pursuit of the higher goal of protecting Sarasota Bay. The visitors were given detailed presentations and on-sight demonstrations of the basic techniques and technologies that ESD uses to manage its utilities services system. They were also treated to an extensive tour of the County's water re-use facilities and of Sarasota Bay. The message conveyed throughout their stay is that the state of the natural environment of Sarasota Bay figures critically into the health of the local economy and, therefore, into ESD's plans and activities. In the end, the representatives from CAPA came to understand the significance of the bay to ESD's daily

operations and long-term plans, declaring that they saw how operating a utility system properly also means helping protect the surrounding natural environment.

## **6.2 Activities Scheduled for next Quarter**

The University of Quintana Roo has organized a conference about the Bay of Chetumal for August 23 and 24. For this event, the Partnership will sponsor the participation of a speaker from Sarasota who will describe the successful ten-year program to rescue the bay. The suggestion of the conference came as result of the first visit by the Sarasota delegation last September. Although it has taken almost a year for the conference to be organized, there is plenty of excitement about the possibility that such an event will awake the interest of local groups to rescue their bay. On the suggestion and support of the Partnership, the Conference will start with the presentation of a successful case in the State of Jalisco where a community, with the assistance of its academic and social institutions was able to rescue a polluted river.

A visit to Sarasota is planned for the first week in September. The Chetumal delegation will focus on the environmental issues related to storm water management and the details of the environmental rescue of Sarasota Bay. The delegation will be formed by a representative of the university in Chetumal and the Director of the Manatee Reserve Area. A final visit by a Sarasotan delegation to Chetumal is being proposed for the 3<sup>rd</sup> or 4th week of September, thereby concluding the proposed work. After these final visits, the Partnership will prepare a final report on the experience.

## **7. Other ICMA Activities with Federal Agencies**

Under the new leadership of the Mexican Federal Government, several agencies show significant interest in working with ICMA and the Partnership, in particular CEDEMUN and BANOBRAS.

On June 5, the RA met with Mr. Rogelio Gómez, president of INDESOL, the federal agency in charge of institutional development in social areas and municipal and local support. Mr. Gómez is interested in using ICMA's distance training program for local government. They continue discussing citizen advisory committees.

### **7.1 CEDEMUN**

The Partnership started to work with CEDEMUN staff since they were part of President Fox's transition team. After several meetings with CEDEMUN staff, they agreed to collaborate with ICMA in the following areas:

- Increase the level of professionalism in municipalities. The idea is to work with a system that will certify the quality of the people working in the municipalities as well as the operating system that the institution uses. Additionally, CEDEMUN is trying to promote the concept of civil service for municipal officials.

- Performance measurement assessment tools are a must in any process that promotes continuous improvement. CEDEMUN and other federal and state agencies are tapping into ICMA's experience in the area of performance measurement indicators in the design of development indicators for the Mexican municipalities.
- Distance Learning program. Part of CEDEMUN's mandate is to offer training programs to promote institutional development among Mexican municipalities. It is clear that CEDEMUN needs to use current technology to fulfill this objective. Distance learning is an excellent tool, and the Partnership has been invited to help CEDEMUN in the design and implementation of distance learning program.
- Intergovernmental Relations. CEDEMUN has been studying how the federal government should prepare itself and the local government for the decentralization program that President Fox has promised. CEDEMUN has requested the support of the Partnership to study intergovernmental relations in the United States and any other countries that ICMA considers would present a useful and relevant case study.
- Coordination of activities. Since the Partnership is conducting a number of pilot projects in different states in Mexico, CEDEMUN and the Partnership need to be aware of each other's activities with the municipalities to try to take advantage of any synergies.

The Partnership already started to work with CEDEMUN in most of these areas. The one in which there are little advances to report is performance measurement (development indicators).

The Partnership participated in the CEDEMUN-sponsored June 22 and 23 workshop about development indicators. This event is further discussed above in Section 4.1.1

## **7.2 BANOBRAS**

On May 16, the RA had a meeting with Jose Levy, Director of Promotion and Technical Assistance for BANOBRAS, the federal development bank of Mexico. The meeting was arranged after Mr. Levy visited ICMA's offices in Washington in April.

During their first meeting, Mr. Levy and the RA discussed the Partnership's proposal for a system of certification for municipal officials and the municipalities. Mr. Levy expressed significant interest to the extent that a month later, the ideas were incorporated in BANOBRAS' programs. In subsequent meetings, Mr. Levy and the RA have agreed to work on the following programs:

- a certification program for municipal officials and municipalities,
- a pilot project in Jalisco to create a regional solution to solid waste management in fourteen municipalities to the west of Guadalajara
- distance learning courses and performance indicators.

The Partnership is trying to link, inasmuch as possible, all of its initiatives with different partners to try and create the necessary synergies among them.

## **8. Other ICMA Activities in Mexico**

The RA attended the “Tercer Encuentro Fronterizo” event in Tijuana on April 28. The event focused on environmental and health issues along the US-Mexico Border. The Encuentro is sponsored by the Ford Foundation, among others. The RA is part of the organizing committee. Over 350 people, mostly members of NGOs, attended the Encuentro.

In May 11, the RA and Mr. Oscar Rodríguez attended an event to present and discuss the concept of City Managers in the municipality of Monterrey, Nuevo León. Mr. Rodríguez, ICMA’s Senior Municipal Advisor, spoke about the role of the City Manager in the US and his own experience. As suggested by the Partnership, representatives of Mérida, Texcoco and Ciudad Juarez were invited to present their experience at the event. The objective of the event was for Monterrey council members to discuss the possibility of establishing a similar position. Although some of the council members attending the meeting have a very strong opinion about why there should not be a manager assisting the Mayor, others came out of the meeting with new ideas. Those who oppose the idea of having a manager assisting the Mayor, that is, a formally defined a position similar to a City Manager, make the point that since mayors are elected to administer the municipality, they should be the ones to do so. They do not distinguish or want to distinguish between being in charge of policy-making vs. managing an institution and its operations.

From June 17 to 27, the RA attended ICMA’s workshop for Honduras mayoral candidates in Phoenix that was sponsored by Honduran USAID Mission. The RA participated as a trainer on citizen participation and transition planning. Close to 80 mayors and candidates attended the event.

## **Annex 1: Key Mexican Counterparts**

### Key Mexican Counterparts

Carlos Gadsden	Vocal Ejecutivo, CEDEMUN	5273-9457, 5 273-9498
Jose Levy	Director de Promocion y Asistencia Técnica de BANOBRAS	5723-6234
Francisco Torres Marmolejos Presidente Municipal	Lagos de Moreno	(474) 2-0558/0035/1462 (474) 2-3994 fax
Presidente Municipal	San Juan de los Lagos	(378) 5-1456/0731 (378) 5-0001 fax
Presidente Municipal	Sayula	(342) 2-0693/0363 (342) 2-0109 fax
Luis Carlos Yaguer Presidente Municipal	Zapotlan el Grande	(341) 3-5313/5311/5951 (341) 3-5694 fax
Jose Luis Cardona Presidente Municipal	Zapotlanejo	(373) 4-0896/0971/0332 (373) 4-1099 fax
Daniel Gutierrez	Director de Desarrollo Municipal, Gobierno de Jalisco	(3) 668-1823 Ext. 4489 fax
Heidi Storsberg Montes	Fundación Konrad-Adenauer	(5) 520-1520 (5) 520-1488 fax
Sergio Arredondo Olvera Director Ejecutivo	Federación de Municipios de México, A.C. (FENAMM)	(5) 524-3599 (5) 524-7174 fax
José Octavio Acosta Arévalo Director Capacitacion y Desarrollo Instucional	CEDEMUN	5273-2862
Miguel Bazdresch	ITESO	
José Oscar Vega Marín Director Ejecutivo	Asociación de Municipios de México, A.C. (AMMAC)	(5) 687-3898, 9939 (5) 687-9947
Alicia Zicardi	Instituto de Investigaciones – UNAM	(5) 622-7400 ext 300
Leticia Santin del Rio Coordinadora General, Innovaciones en Gobiernos Locales	Centro de Investigacion y Docencia Economicas, A.C. (CIDE)	(5) 727-9800 (5) 727-9871, 73 fax
Juan Pablo Guerrero Amparan Director, Administracion Publica	Centro de Investigacion y Docencia Economicas, A.C. (CIDE)	(5) 727-9800 (5) 727-9871, 73 fax
Maria Luisa Herrasti Director Ejecutivo	Centro de Servicios Municipales "Heriberto Jara" (CESEM)	(5) 687-6758 (5) 687-6010
Lic. Alvaro Castillo SubDirector Desarrollo Mun.	Gobierno de Campeche	(981) 1-2746, 1-1561 (981) 6-4598 fax
Jose Gabriel Rosillo	Centro de Desarrollo Mun.,	(4) 812-8398/814-7804

Vocal Ejecutivo	Gob. De San Luis Potosi	(4) 814-2839 fax
Directora General	Fortalecimiento Municipal Gobierno de Guanajuato	(4) 731-1261/ 731-1316
Lic. Heriberto Huicohea Coordinador General	Coordinación General de Fortalecimiento Municipal, Gobierno de Guerrero	(747) 1-0085 (747) 1-0082
Lic. Francisco Saenz Coordinador General	Coordinacion Estatal de Desarrollo Municipal, Gobierno de Queretaro	(4) 216-8108, 216-7657 (4) 216-7657 fax
Lic. Guadalupe Pabello Vocal Ejecutivo	Centro Estatal de Desarrollo Mun., Gob. de Veracruz	(28) 12-2240, 12-2242 (28) 12-2242
David Mendoza	Desarrollo Municipal, Gobierno de Nuevo Leon	(8) 150-6953, 150-6900 ext. 6943
Manuel Boone Gomez Director General	Asuntos Municipales, Gobierno de Coahuila	(84) 11-8513 (84) 14-2662
Ing. Rusbel Arceo	Sistema Chetumal, CAPA Quintana Roo	(983) 2-1571

## **Annex 2: List of Deliverables**

## **List of Deliverables**

- ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report I, October 1, 1997 - December 31, 1997.
- Rodríguez, 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 31 1999.
- ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report X January 1, 1999 – March 31 2000
- ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report XI April 1, 2000 – June 30, 2000.
- ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report XII, July 1, 2000 – September 30, 2000.
- ICMA, U.S.-Mexico Partnership for Municipal Development, USAID Quarterly Report XIII, October 1, 2000 – December 31, 2000.

## **Annex 3: Conference Panel Briefs**

## Conference Panel Briefs

The agenda for all conference panel delegations is the same. The first day, the delegation visits two municipalities to learn first-hand how a particular department operates. The following three to four days, the conference panels are held in different regions of the state. The conference-panel events have more or less the same agenda, starting with an introduction of all the participants where they are asked to give their current position and their years of experience in municipal government. After the introduction, the moderator conducts an exercise to identify main challenges and how they should be prioritized or make a presentation about the priorities found in other conference panels. In all cases when the prioritization exercise is conducted, the groups arrived at the conclusion that the main priorities should be the setting of policies and procedures (including the corresponding documentation process), training, and the promotion of a better organizational structure. After the exercise, the US City officials give a presentation on how they address the same problems that were discussed during the exercise. The intervention of the US City officials is critical since it is obvious in all cases that their experience is basically the same as that of the group. The general conclusion is that continued development of that experience is the most critical path to improving the quality of municipal services.

### *April 2 to 5, Public Works Conference Panel, Nuevo Leon*

The RA and Ivan Rayas, Program Manager for the Partnership (PM) accompanied Julio Fuentes, Senior Traffic Engineer for San Diego, CA. and Manuel Dominguez, Public Utilities Director for Tolleson, AZ, on a tour of the Nuevo Leon municipalities. The municipalities visited were Guadalupe, Monterrey, and Lineares. The conference-panel schedule and the number of participants was as follows:

Hosting Municipality	Number of Participants	Municipalities represented	Number of Mayors present
Monterrey	25	5	
Lineares	26	5	1

The main purpose of the conference panel visits is to lead public service-related workshops with local government officials and to identify Mexican municipalities as candidates for formal participation in the RCP.

During the visits, the US partner officials, the RA and the PM held a private meeting with officials from the Municipality of Guadalupe, in order to become acquainted with the issues faced by the municipality. Workshops were held with field workers of Sabinas Hidalgo (attended by 53 workers).

The most prevalent issues that were brought up by the attendees were the lack of continuity in municipal management programs, lack of resources, lack of management processes, change of political structures every 3 years, challenges in water services management,

reluctance of staff to change work procedures, lack of cooperation among municipalities and environmental preservation.

The last two days of the visit were cancelled due to the lack of organization from the local state partners. The conference-panel visits had been organized only a day in advance, hence resulting in poor attendance, even though the visits had been scheduled with at least three months' notice.

***April 16 to 21, Water Services Conference Panel, Campeche***

The RA and the PM accompanied Fernando Román, Director of Utilities for Laredo, TX, and Jose Jovel, Engineering Estimator for Palo Alto, CA, on a tour of the Campeche municipalities. The municipalities visited were Campeche, Escarcega, and Ciudad del Carmen. The conference-panel schedule and the number of participants was as follows:

Hosting Municipality	Number of Participants	Municipalities represented	Number of Mayors present
Campeche	9	3	
Hecelchakan	11	1	
Escarcega	7	4	
Ciudad del Carmen	4	2	

The main purpose of the conference panel visits was to lead water services-related panels with local government officials and to identify candidate Mexican municipalities for formal participation in the RCP.

During the visits, the US partner officials, the RA and the PM held a private meeting with the Water Utilities Director of the Municipality of Campeche and his staff. They also visited the main well, which provides water to the Municipality of Campeche and attended a water pipeline restoration to understand the process

The most prevalent issues that were brought up by the attendees were the lack of resources, paucity of water resources, deficiency in water treatment, lack of management processes, high delinquency rate, challenges in public utilities management (training, structure, procedures, priorities), unwillingness by staff to change work procedures, water conservation and high percentage water loss due to leakage.

***April 23 to 28, COPS Conference Panel, San Luis Potosi***

The RA and the PM accompanied William Tegeler, Lieutenant Director from the Santa Ana Police Department in California and Zach Perron, Police Officer for Palo Alto, CA, on a tour of the San Luis Potosi municipalities. The municipalities visited were San Luis Potosi, Matehuala, and Rioverde. The conference-panel schedule and the number of participants was as follows:

Hosting Municipality	Number of Participants	Municipalities represented	Number of Mayors present
San Luis Potosí	26	1	
San Luis Potosí	45	13	
Matehuala	39	12	
Rioverde	93	26	

The main purpose of the conference panel visit was to lead community policing-related panels with local government officials and to identify candidate Mexican municipalities for formal participation in the RCP. The first day was dedicated to discussions with officials from state police agencies and the remaining days were spent with police officers from the municipalities.

The most prevalent issues that were brought up by the attendees were the lack of resources, lack of training, deficient management processes, corruption, lack of citizen participation, environment of mistrust, apathy, non-cooperation, police department structure, law enforcement, and management challenges (procedures, policies, data collection, analysis).

***May 7 to 12, Water Services Conference Panel, San Luis Potosi***

The RA and the PM accompanied Jim Briggs, Assistant City Manager, Georgetown, TX and Ted Martinez, former Manager, Taos, NM on a tour of the San Luis Potosi municipalities. The municipalities visited were Rioverde, Matehuala, and San Luis Potosi. The conference-panel schedule and the number of participants was as follows:

Hosting Municipality	Number of Participants	Municipalities represented	Number of Mayors present
Rioverde	9	2	
Rioverde	33	16	
Matehuala	5	3	
San Luis Potosi	26	12	

The main purpose of the Conference Panel visit was to lead water services-related panels with local government officials and to identify candidate Mexican municipalities for formal participation in the RCP.

During the visits, the US partner officials, the RA and the PM held a private meeting with the Water Utilities Board of the Municipality of Rioverde and with the Water Utilities officials from the Municipality of Ciudad Valles.

The most prevalent issues that were brought up by the attendees were the lack of resources, lack of water resources, deficient management process, high delinquency, lack of citizen participation, quality of water, wastewater, high percentage of water loss due to leakage, law enforcement, and public management challenges (procedures and policies).

## **Annex 4: Quarterly Finance Report**