

MEXICO POLICY NEWS

The Consortium for Research on Mexico

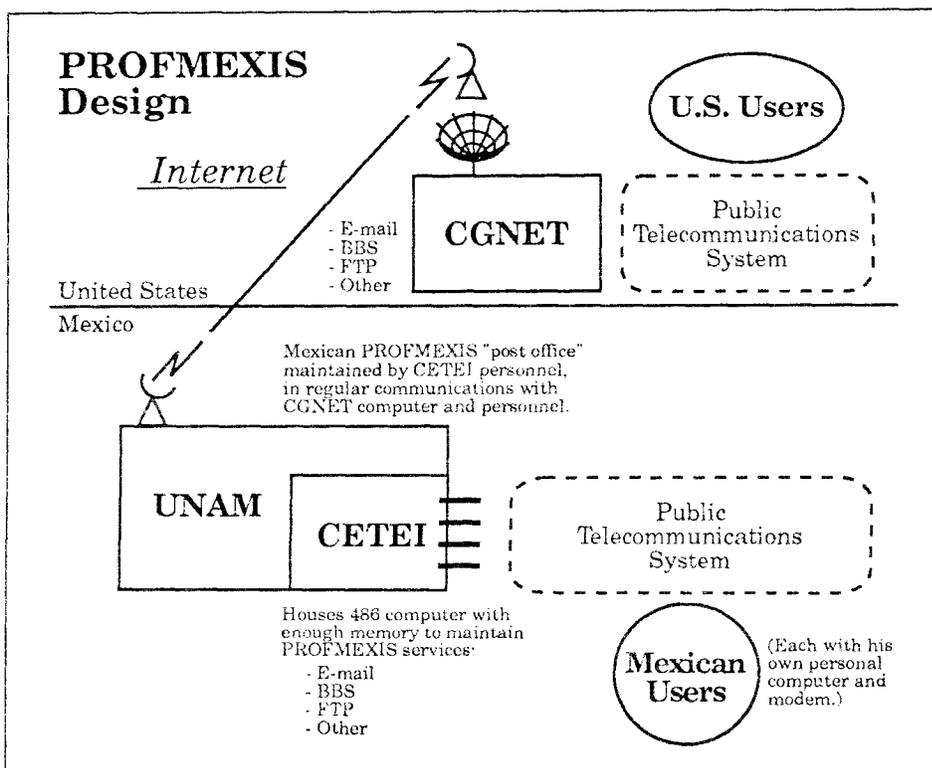
No. 8 Fall 1992

Mérida PROFMEX- ANUIES VII Con- ference to be Held November 11-14: Funded by CON- ACYT and Ford Foundation/Mexico

Taking up the topic of "The Challenge of North American Economic Integration," the VII Congress of Universities of the United States and Mexico will add Canadian universities to this biennial
(Please turn to page 11)

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Design of the New PROFMEXIS System of PROFMEX. See Page 4.

PROFMEX Develops New Focuses for Research on Mexico

In a new era when statism is declining since the 1989 fall of the Berlin Wall and when international economic integration is rising, PROFMEX is developing new focuses for research on
(Please turn to page 5)

PROFMEX-ANUIES Project on Water and Public Services in El Paso/Ciudad Juárez

In a major bilateral effort funded by the Ford Foundation's New York and Mexico City offices, PROFMEX and ANUIES are undertaking an in-depth analysis of the environmental and
(Please turn to page 7)

PROFMEX Membership, Governance, and Purpose

PROFMEX has over 500 individual members and 66 member organizations, 29 of which are in Mexico.

Purpose

Founded in 1982 to foster research on contemporary Mexican affairs, PROFMEX is a non-profit organization established under the U.S. Internal Revenue Code section 501 (c) (3). Dues, contributions, bequests, transfers, and gifts are deductible by members and donors as provided in sections 170, 2055, 2106, 2522 of the Code.

PROFMEX has fifteen specific purposes. It (1) links individuals and institutions interested in contemporary Mexico and North American policy issues with a focus on Mexico; (2) sponsors research; (3) hosts meetings; (4) publishes at the University of Arizona the PROFMEX Monograph Series; (5) publishes at San Diego State University the PROFMEX newsletter *Mexico Policy*

News; (6) publishes joint imprints with UAM-A; (7) publishes at UTEP the PROFMEX Special Papers Series; (8) maintains Secretariats in Mexico and the USA; (9) runs its Membership Office and Canadian Exchange Offices at the University of Chicago; (10) links Mexican Exchange through its UTEP Office; (11) maintains a Visitors' Center in Mexico City, a Policy Studies Office in New York City, and Canadian Offices in Ottawa and Toronto; (12) advises on public policy; (13) arranges distribution for materials of interest to its members; (14) centers the PROFMEXIS electronic network at CETEI; and (15) develops joint programs with ANUIES-Asociación Nacional de Universidades e Instituciones de Educación Superior.

Governance

PROFMEX is governed by a Board of Directors which meets regularly to develop policy and programs. The Board

has sole responsibility for the selection of its members. It elects PROFMEX officers and appoints its agents.

Membership

Institutions and individuals may join PROFMEX by paying tax deductible annual dues as follows: Individuals, US\$30 (Mexican, US\$20); Non-profit institutions, US\$300 (Mexican non-profit institutions, US\$150); Corporations US\$1,000 (Mexican Corporations US\$500). Members are entitled to (1) attend scholarly meetings; (2) attend (but not vote at) Board meetings; (3) receive PROFMEX information and research findings; (4) receive publications either at no charge or at special discount rates; (5) be received at the Visitors' Center in Mexico City, (6) coordinate with PROFMEX Offices.

PROFMEX Offices

MEXICO POLICY NEWS

Editor

Paul Ganster (San Diego State University)

Published by

Institute for Regional Studies of the Californias (IRSC)
San Diego State University, CA 92182-0435
Telephone (619) 594-5423
FAX (619) 594-5474

PROFMEX Presidency

James W. Wilkie, President
UCLA Program on Mexico, CA 90024
Telephone (310) 454-8812
FAX (310) 454-3109

Secretaría General de PROFMEX

Edmundo Jacobo Molina, Secretario
Universidad Autónoma Metropolitana
Contact: **Arturo Grunstein**, Secretario
Adjunto, UAM-Azcapotzalco
Telephone/FAX (525) 293-0011

PROFMEX Executive Secretariat and PROFMEXIS Office

George Baker, Executive Secretary and PROFMEXIS Manager
1440 Euclid Avenue, Berkeley, CA 94708
Telephone (510) 486-1247
FAX: (510) 486-0388

Office of Policy Studies

Ronald G. Hellman, Director
Bildner Center, City University of New York
Graduate Center, 33 West 42nd St.,
N.Y. 10036
Telephone (212) 642-2950
FAX (212) 642-2789

Office of Policy Linkages

Rafael Fernández de Castro, Director
Departamento de Estudios Internacionales
Instituto Tecnológico Autónomo de México
Río Hondo No. 1
San Angel, 09010 México, D.F.
Telephone (525) 548-2441
FAX (525) 550-7637

Office of Membership and Canada

Exchanges

Douglas S. Massey, Director
Mexican Studies Program
University of Chicago, IL 60637
Telephone (312) 702-8963
FAX (312) 702-1755

Office of Special Papers and Mexico

Exchanges

Samuel Schmidt, Director
Center for Inter-American and Border Studies
University of Texas at El Paso, TX 79968
Telephone (915) 747-5196
FAX (915) 747-5574

Office of Electronic Networking

José Warman, Director
CETEI/UNAM, Camino Real a Xochimilco 60
Tepepan, Xochimilco, 16020 México, D.F.
Telephone (525) 675-3001
FAX (525) 675-4484

Office of Monograph Series

Michael C. Meyer, Editor
Oscar J. Martínez, Associate Editor
Latin American Area Center
University of Arizona, Tucson 85721
Telephone (602) 621-7106
FAX (602) 621-9424

Office of Research & Development

James F. Piatler, Director
21607 Rambla Vista Dr., Malibu, CA 90265
Telephone/FAX (310) 456-0093

Office of Programs

David E. Lorey, Coordinator
UCLA Program on Mexico, CA 90024
Telephone (310) 287-1626 or 206-8500
FAX (310) 825-8421

Visiting Scholars' Center in Mexico City

Francisco Marmolejo, Director
University of the Americas/Mexico City College
Av. Chapultepec 372, 06700 México, D.F.
Telephone (525) 208-68-23
FAX (525) 511-6040

Office in Ottawa

Edgar J. Dosman, Director
North-South Institute
200-55 Murray
Ottawa, Canada K1N 5M3
Telephone (613) 236-3535
FAX (613) 789-9067

Office in Toronto

Leonard Waverman, Director
Centre for International Studies
University of Toronto, Canada M5R 2S1
Telephone (416) 978-2910
FAX (416) 978-2910

European Office

Gérard Chaliand, Director
Olga Pipas, Director NAFTA-EC Studies
63 Rue Pascal
Paris, France 75013
Telephone (331) 4331-0912

PROFMEX Member Institutions

UCLA-University of California at Los Angeles (Presidency)
 Arizona State University
 Brobeck, Phleger & Harrison
 Brown University
 California State U, Dominguez Hills
 Center for Strategic and International Studies
 CETEI-Centro de Tecnología Electrónica e Informática
 Chinese Academy of Social Sciences
 CIDAC-Centro de Investigación para el Desarrollo
 CIDE-Centro de Investigación y Docencia Económica
 COLEF-El Colegio de la Frontera Norte -Tijuana; Ciudad Juárez
 COLMEX-El Colegio de México
 COMECOSO-Consejo Mexicano de Ciencias Sociales
 CUNY-City University of New York Bildner Center
 Florida International University
 GEA-Grupo de Economistas y Asociados
 Hungarian Academy of Science
 IMEF-Instituto Mexicano de Ejecutivos de Finanzas
 IMSS-Instituto Mexicano del Seguro Social
 ITAM-Instituto Tecnológico Autónomo de México
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 Loyola University Chicago
 New Mexico State University
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 ODC-Overseas Development Council
 Rand Corporation
 SDSU-San Diego State University
 Stanford University
 State University of New York at Buffalo
 Tec de Monterrey (ITESM):
 -Chihuahua; Mexico City
 -Monterrey; State of Mexico
 TCU-Texas Christian University
 Transboundary Resources Center
 Tulane University
 UAM-A, Universidad Autónoma Metropolitana, Azcapotzalco
 Universidad Autónoma de Baja California
 Universidad Autónoma de Ciudad Juárez
 Universidad Autónoma de Nuevo León
 Universidad Autónoma de Sinaloa
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 Universidad de Colima
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 Universidad de las Américas-Puebla
 Universidad de Guadalajara
 Universidad de Monterrey
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New PROFMEX Offices for Ottawa, Paris, and NAFTA-EC Relations

To expand and keep up with new activities, PROFMEX has established three new offices.

To further develop activities in Canada, PROFMEX announces the establishment of an Ottawa Office at the North-South Institute. "A special activity of the Institute involves its FOCAL Program to promote the mutual interests of Canada and Latin America," says **Edgar J. Dosman**, Director of the Office and PROFMEX Representative. According to Dosman,

Canadians are confronting historic changes in the Americas. Mexico is entering North America as a full economic partner; Canada now plays a direct inter-American role in the OAS. Global economic changes in the 1990s will accelerate regionalism, including the increasing integration of the Western Hemisphere. All sectors in Canada—academic, business, government, media, and NGO—will be affected by this new agenda.

FOCAL's activities are designed to bring Latins and Canadians together—to identify mutual interests, and to design more effective ways of working with one another. Similarly, FOCAL aims to create a dialogue among Canadians, from all the regions and all sectors, to formulate a national response to the new challenges posed in inter-American relations. The March 4 Washington symposium on Canada and the OAS, for example, initiated a debate on the multilateral agenda for the 1990s. The OAS, once nearly extinct, is reviving; as a major contributor and full member Canadians will insist on effective participation. All FOCAL activities—seminars and roundtables, the Working Groups, networking, and publications—aim to broaden awareness of Canada as a part of the Americas. There is much to be done in constituency building, both at home as well as in Latin America, and we welcome your assistance and suggestions.

The objectives of FOCAL are:

- To enhance the public profile of Latin America in Canada as well as the recognition of Canadian economic potential in the region.
- To provide a focal point within Canada for monitoring and assessing new trends in Latin America and evaluating their strategic, economic, and social implications for Canadian users.
- To identify, define, and strengthen the actual and potential constituencies/users in Canada and Latin America which would benefit from deeper economic and political relations.

- To integrate Canada into the global and regional information networks of the Americas.

- To assemble multidisciplinary expertise on issues of short, medium, and long-term significance affecting Canadian-Latin American relations through a program of symposia, conferences, and working groups, as appropriate.

- To disseminate this information and expertise to government, business, academics, NGOs, research centers, and the general public by creating networks, an effective communication program, and a reference capability.

- To create a disinterested forum for the debate, review, and pre-testing of policy initiatives, issues, interests, and concerns of Canadian constituencies in Latin America.

- To facilitate partnering in all sectors between Canada and counterpart institutions in the Americas.

The Ottawa Office works closely with the PROFMEX Office at the University of Toronto's Centre for International Studies.

For information on the North-South Institute and FOCAL, contact **Juanita Montalvo**, Tel (613) 235-3535; FAX 789-9067.

The PROFMEX Paris Office for Europe is directed by **Gérard Chaliand**, internationally recognized authority in geopolitics and author of many books, including the *Strategic Atlas*. Among his many appointments, Chaliand has been professor at the Ecole Nationale d'Administration in Paris and visiting professor at UCLA, Harvard, Berkeley, and the University of Southern California. He has taught in Great Britain, Japan, and South Africa. He is a specialist on ethnic conflicts and problems within national settings.

Working through the PROFMEX Paris Office is **Olga M. Pipas**, Director of PROFMEX NAFTA-European Community Affairs. A native of Rumania, Professor Pipas speaks eight languages and serves as analyst and liaison not only to the EC but to Eastern Europe. "Waves of European migration from East to West threaten the labor-market stability of the EC," notes Pipas.

For information on the Paris Office and Office of NAFTA-EC Affairs, contact **Gérard Chaliand**, Tel (331) 4331-0912.

PROFMEXIS (PROFMEX Infomation System) Established

Funded by Ford Foundation/Mexico City and other foundations, PROFMEXIS formally began operations August 1, 1992. (See chart on PROFMEXIS design.) PROFMEXIS is an electronic information system that will link policy analysts at universities and institutions in the United States, Canada, and Mexico, bringing people together across borders and providing access to information resources currently unavailable (or available only at high cost). Whether or not a formal trilateral free trade area is constituted, rapid and inexpensive communication of information such as that facilitated by PROFMEXIS is key to the future of U.S.-Mexican-Canadian relations.

PROFMEXIS will be developed in phases. Phase I will focus on the linking of 40 PROFMEX institutions in the United States, Canada, and Mexico and establish services for users including electronic mail, computer conferencing, bulletin board, electronic newsletter, file archives, and library and database access. Phase II will develop PROFMEXIS research, proprietary databases, and information services.

The project is the initiative of PROFMEX leaders at two major research universities in the United States and Mexico—UCLA and UAM—who are joining with Mexico's leading electronics communication experts—UNAM and CETEI—to fill, with the assistance of CGNET in the United States, a crucial gap in information and exchange between the two countries.

PROFMEXIS will function as a facilitator service rather than as a new physical network: it will take advantage of existing electronic networks and information resources to enhance research and policy debate on issues of Mexican development and U.S.-Mexican-Canadian policy issues. It will begin by providing access to existing information resources and later develop its own statistical and information databases.

PROFMEXIS is not about electronics. It is about people and policy. It is concerned with serving the common information needs of academic and policy communities. PROFMEXIS is a new organization that builds upon past cooperative efforts. It is modelled after successful electronic networking efforts developed for SOVSET and HANDSNET. SOVSET (on-line since 1984) and HANDSNET (on-line since 1988) have provided crucial access to resources and expertise on a wide array of policy issues.

What are the General Goals of PROFMEXIS?

The goals of PROFMEXIS are seven:

1. To facilitate the development of broad North American integration by creating the communications basis for trilateral exchange among policy analysts, academics, and the private sector;
2. To bring into on-line contact a large number of policy researchers from Mexico, Canada, and the United States who analyze topics of mutual interest;
3. To encourage collaborative study and exchange programs of mutual interest to Mexican, Canadian, and U.S. analysts;
4. To provide easy and rapid access to databases and statistical and bibliographic resources in all three countries;
5. To create an international forum for exchange of research problems and findings;
6. To serve as a clearinghouse for information on conferences research, and exchange efforts on Mexico; and
7. To develop institutional mechanisms for communication among Mexican, U.S., and Canadian institutions of higher education and government agencies at the national, state, and local level.

Because none of these aims is at present being met, PROFMEXIS fills a crucial gap in information networking in the three countries. The network will permit U.S., Canadian and Mexican organizations and government policymakers to work directly with such pressing issues as human and information resources, environmental degradation, housing shortages, water supply and quality, sewage disposal, and other service needs.

What will PROFMEXIS do in Phase I?

PROFMEXIS will appear on the computer screen as an interactive menu of services, offering users access to:

- Electronic mail and conferencing to facilitate contact between researchers and their colleagues and between researchers and policymakers.
- An on-line version of the PROFMEX Policy News, a newsletter focusing on pressing issues of Mexico policy.
- The calendar of events in Mexico and the United States, including the travel schedules of visiting scholars and policymakers.
- Comprehensive PROFMEX membership inventory (the "PROFMEX White

Pages") with information on current activities, research, and publications.

- Access to such resources as library databases, the on-line Hispanic American Periodicals Index, the on-line database BorderLine (bibliographic data on U.S.-Mexican border issues).
- Access to Mexican statistical databases, particularly those of use to U.S. policy analysts such as up-to-date economic indicators.
- Information on access to other networks and other information resources.
- Policy relevant data ranging from information on patents and laws to statistical series on inflation and trade flows.

What services will PROFMEXIS offer in Phase II?

Development of and access to:

- Mexican university statistical databases
- Mexican government statistical databases
- U.S. information services
- PROFMEXIS-developed databases and information resources
- Summaries of articles from major newspapers and wire services
- Abstracts of key studies and reports

Work Plan

During the start-up phase, 40 current PROFMEX member institutions in the United States, Canada, and Mexico will be brought on-line and will carry PROFMEXIS services. These institutions will provide space and resident experts to house the system and disseminate information on its use. The institutions that make up the PROFMEX board will play a special role in providing network news and information to other PROFMEX institutions as they come into the network.

Two PROFMEXIS coordinating hubs will be established, one at the UCLA Program on Mexico, one at the Azcapotzalco campus of the Universidad Autónoma Metropolitana in Mexico City. These hubs will develop, with the assistance of COMECSO (Consejo Mexicano de Ciencias Sociales), inventories of membership policy and research interests in order to facilitate communications and avoid duplication of effort. (COMECSO, a social science association, is a member of PROFMEX.)

These two hubs will coordinate the establishment of a 20-member PROFMEXIS Networking Group. The members of the group are researchers who will commit themselves to a year long exchange of information and collabora-

tive research on topics of mutual interest. This feature of the project will provide a gauge to the practical functioning of the network and serve as the basis for future contact and collaboration.

PROFMEXIS will have two technical hubs: CGNET in the United States and CETEI/UNAM in Mexico. Mexico's electronic network RED-UNAM will be used as the primary communications channel for PROFMEXIS in Mexico. Computer and communications aspects will be coordinated by CETEI and the Office of Academic Computing at UNAM. UNAM has agreed to provide space for hardware and personnel and usage of the RED-UNAM. All other aspects of managing the system—including operations and maintenance of hardware and software—will be the sole responsibility of CETEI as the Network Management Organization (NMO) for the system in Mexico. These responsibilities include purchasing equipment; hiring technical and administrative staff to manage the network; and developing and providing PROFMEXIS services. A similar function will be filled by CGNET in the United States.

All aspects of the start-up phase will be coordinated by a Project Manager, whose responsibilities include linking institutions; consulting on network options; coordinating U.S.-Mexican system links; and preparing material and editing news items for release on the network. **George Baker** (PROFMEX) has been selected for this position.

What is PROFMEXIS?

PROFMEXIS is an electronic information system that will link researchers, policy analysts, and businesses in Canada, Mexico, and the United States. The principal functions of this information system will be (1) providing access to information resources that are currently unavailable or available only at high cost, and (2) facilitating communication between researchers and policy makers. PROFMEXIS will provide crucial access to resources and expertise on an array of policy issues, and enhance research and policy debate on issues of Mexican development and U.S./Mexican/Canadian policy.

To further these goals, the following services are now being developed. They will be available in late 1992 and early 1993:

- electronic mail for rapid transmission of messages and documents and contact with researchers and policymakers on the Internet

- compilation/dissemination of inventories of ongoing research and researchers
- computer conferencing and bulletin board services
- delivery of PROFMEX Policy News by electronic mail
- provision of access to on-line databases such as the UCLA Research Library Database, the Hispanic American Periodicals Index, the Borderline database, etc. For information about participating or to register for participation, please contact the following organizations.

For organizations in Mexico: **Nicole Wolfe**, CETEI, Tel (5) 675-30-01; FAX (5) 675-44-84. For organizations in the United States and Canada: **Kris Kerrigan**, CGNET, Tel (1-415) 325-3061; FAX (1-415) 325-2313.

PROFMEXIS Organization

The PROFMEX Information System is directed by **Sylvia Ortega Salazar** (Mexico), **Leonard Waverman** (Canada), and **James W. Wilkie** (United States), all of whom are PROFMEX Board Members.

Staffing of PROFMEXIS is as follows: Project Manager is **George Baker**; Technical Director is **José Warman** (CETEI), Network Coordinators are **David E. Lorey** (UCLA) and **Arturo Grunstein** (Universidad Autónoma Metropolitana-Azcapotzalco); and the System Coordinators are **Ken Novak**

(CGNET) and **Enrique Deltabuit** (UNAM).

Collaborating in the development of data for the network are COMECOSO, led by **Manuel Perló Cohen** and **Sylvia Ortega**. They are currently compiling a data base of PROFMEX members and potential PROFMEXIS users.

For information about PROFMEXIS contact in Mexico: **Manuel Perló** at Tel (5) 623-0209; FAX 548-43-15. In the United States, contact PROFMEX Executive Secretary **George Baker** at Tel (510) 486-1247; FAX 486-0388.

PROFMEX Devops New Focuses for Research

(Continued from page 1)

Mexico. PROFMEX projects are analyzing national and subnational levels of government operations in Mexico as they interact with each other and with the private sector as well as with the world, especially the United States, Canada, and the European Community. PROFMEX, which number 66 institutions (29 in Mexico), coordinates much of its research with ANUIES (Asociación Nacional de Universidades e Instituciones de Educación Superior, with over 75 institutions) and COMECOSO (Consejo Mexicano de Ciencias Sociales, with over 40 institutions). Institutional membership is often overlapping in the three organizations; PROFMEX also has over 450 individual members.

PROFMEX projects are numerous. They include research on U.S.-Mexican border problems, the establishment of the PROFMEX Information System (PROFMEXIS), the holding of meetings throughout Mexico, and research to har-

monize the nonprofit tax laws for the North American region.

Three PROFMEX research projects, funded by the Ford Foundation/Mexico and Ford Foundation/New York, have led the way in focusing on international public-policy issues in the local and regional context. Bilateral research teams developed in two projects with ANUIES to study problems at the U.S.-Mexican border have negotiated their investigations from a decentralized vantage point (the U.S. style) and a centralized one (the Mexican style), permitting researchers to understand the advantages and disadvantages of such distinctive approaches. In negotiating the research agenda, no assumptions about hypotheses or methodology are taken for granted by either side, as was too often previously the case.

The first Ford-funded PROFMEX border project, undertaken jointly with ANUIES, is on the public housing crisis

in Tijuana, and it involves researchers from San Diego State University (SDSU), University of Texas at El Paso (UTEP), UCLA, Universidad Autónoma de Baja California (UABC), and COLEF. A conference is scheduled October 15-16, 1992, in Tijuana to develop dialogue between those who demand public housing and those who provide it. For information, contact COLEF's **Tonatiuh Guillén**, chair of the conference organizing committee, Tijuana Tel (66) 30-04-11; FAX 30-00-50.

The second border project funded by the Ford Foundation is the PROFMEX-ANUIES analysis of the problem of managing the greater urban area of El Paso/Ciudad Juárez, an area which is arbitrarily divided by a border line that hampers legal cooperation but does not prevent illegal activity. Researchers from UTEP, New Mexico State University, SDSU, UCLA, Universidad Autónoma de Ciudad Juárez, COLEF,

and other institutions are treating such problems as greater urban finance, public health, water, air pollution, public housing, and transportation.

Important to the research is the work of scholars such as **Oscar J. Martínez** (University of Arizona) who grew up in Ciudad Juárez but commuted to school in El Paso; he has written the standard history of the development of the greater metropolitan region since 1848.

The El Paso/Ciudad Juárez research is coordinated by UCLA's **David E. Lorey**, Los Angeles Tel (310) 287-1626; FAX 825-8421.

A third Ford-funded project involves the establishment of PROFMEXIS—the PROFMEX Information System, co-chaired by **Sylvia Ortega Salazar** (Mexico), **Leonard Waverman** (Canada), and **James W. Wilkie**. During 1992-1994 PROFMEXIS is being organized by the PROFMEX Secretariat in Berkeley with information nodes at COMECSO, UAM-Azcapotzalco, San Diego State University, and UCLA. COMECSO and the Universidad Autónoma Metropolitana-Azcapotzalco are currently establishing an on-line data base of PROFMEX/COMECSO researcher names, addresses, telephones, publications, and current research projects in order to facilitate the exchange of information and research among members. The technical aspects for putting PROFMEXIS on-line are being facilitated in Mexico by the Centro de Tecnología Electrónica e Informática (CETEI) and RED-UNAM and in the USA by CGNET via existing physical networks such as INTERNET and BIT-NET. For information, contact PROFMEXIS Project Manager **George Baker**, Berkeley Tel (510) 486-1247; FAX 486-0388. To be included in the PROFMEXIS/COMECSO Inventory, contact **Manuel Perló Cohen** at COMECSO, Mexico City Tel (5) 623-02-09; FAX 548-43-15.

With regard to PROFMEX research, where U.S. programs formerly took Mexican researchers out of Mexico, the new approach is to bring U.S. and other non-Mexican scholars and policymakers together for meetings in the regions of Mexico. The idea is not only to take up issues of international and national significance but to observe the status of society and economy throughout the geographically diverse Mexican republic. Until recently most foreigners were invited to Mexico's capital and most Mexicans had their travel paid to the United States or Europe, hence there was little justification and no incentive for international meetings to be set in the many regions and micro-regions of Mexico.

Efforts have taken several forms to

refocus attention on the diverse regions of Mexico. In one series of meetings in Mexico's regions, PROFMEX and ANUIES have held their planning sessions in such places as Copper Canyon (Barranca del Cobre) (1988) and Saltillo (1989). The PROFMEX-ANUIES Congresses of Universities of Mexico and the United States have been held in La Paz (1990), Austin (1982), Tijuana (1983), Santa Fe (1986), Mexico City (1988), and Mazatlán (1990). The VII PROFMEX-ANUIES Congress will take place in Mérida, November 11-14, 1992. In Mexico, contact **Ermilo J. Marroquín**, Mexico City Tel (5) 550-47-27; FAX (5) 550-48-57; or in the United States contact David E. Lorey, Los Angeles Tel (310) 287-1626; FAX 825-8421.

In an important series of meetings in Mexico's regions, the Hewlett Foundation has funded UCLA to examine Cycles and Trends in 20th-Century Mexican History. The Cycles and Trends Project has met in such places as San Cristóbal de las Casas (1990), Puerto Escondido (1990), Cholula (1991), and Cabo San Lucas (1992). A second 1992 meeting was hosted by the Universidad de Guadalajara in August. Contact **Jesús Arroyo Alejandro**, United States-Mexico Policy Relations Project, Guadalajara Tel (36) 28-24-23; FAX 23-37-94.

As part of PROFMEX operations in Mexico and the United States, UAM-Azcapotzalco is publishing the Cycles and Trends Series in cooperation with other publishers. Volume 1, *Industria y trabajo en México* is published by UAM-Azcapotzalco; Volume 2, *The Rise of the Professions in Twentieth-Century Mexico: University Graduates and Occupational Change Since 1929* is published by UCLA Latin American Center; and Volume 3, *The Disappearing Border: Mexico-United States Relations to 1990* is published in the United States by the Stanford Alumni Association and will be published in Mexico by the UNAM's Center for Research on the United States. UAM-Azcapotzalco now also serves as the publisher for PROFMEX-ANUIES conference proceedings.

In a project to harmonize internationally the tax laws establishing and regulating philanthropic foundations, PROFMEX is consulting with the Task Force on Multilateral Philanthropy, chaired by Vice President **Janice W. Windle** of the U.S. Council on Foundations. Windle's Task Force coordinates activities with the Canadian Centre for Philanthropy and the Centro Mexicano para la Filantropía. The project is especially important to countries such as Mexico where, as the power of the state declines, a strong philanthropic sector needs to be developed in order to en-

courage tax exempt, private donations to foundations which then make grants openly through trustees responsible to community development. Such foundations assist the public good by making decentralized decisions where the state once made centralized ones.

In this project in which the Task Force is facilitating the cross-border flow of nonprofit funds, Mexico has emerged as a paradigm for other countries which seek to tap the world's largest nonprofit capital market, that of the United States. Previously most U.S. grantmaking foundations, which number more than 30,000 and hold assets worth more than 140 billion dollars, have been reluctant to make grants outside the United States for fear of jeopardizing their nonprofit status that makes them exempt from U.S. income tax.

In July, Mexico reformed its income tax law to create the legal basis for establishment of tax-exempt foundations. Through regulatory legislation to come, the Mexican foundations are expected to be equivalent to U.S. foundations, that is organizations exempt from income tax under section 501(c)(3) of the U.S. Internal Revenue Code.

When the Mexican nonprofit philanthropic paradigm is completed by regulatory legislation, foundations may easily transfer assets between the United States and Mexico. In short, Mexico stands to gain a dramatic increase in nonprofit funds from the United States. The Mexican paradigm will be of interest worldwide because in effect it will create mutual U.S.-Mexican recognition of nonprofit sectors. Such recognition was attempted but not achieved in tax treaties between the United States and Canada, the United States and Israel, and the United States and Germany.

In developing the many PROFMEX programs outlined here, the twenty-member Board of Directors has sought to decentralize operations and finances. For example, PROFMEX offices develop their own programs even as they cooperate with and lead PROFMEX activities. Further, PROFMEX financing is decentralized whenever possible, for example Ford Foundation funds for analysis of the metropolitan El Paso/Ciudad Juárez region are being administered for PROFMEX and ANUIES by El Paso Community Foundation; PROFMEX-ANUIES funds for Tijuana are administered by ANUIES and UABC.

Offices of PROFMEX are now numerous. In addition to the Office of Special Papers and Mexican Exchanges at UTEP and the Office of Membership and Canada Exchanges at the Univer-

sity of Chicago, cross-border cooperation has been extended to Canada, where PROFMEX has established offices at the Center for International Studies at the University of Toronto and at the North-South Institute in Ottawa. The European Office of PROFMEX is located at Paris as is the PROFMEX Office of NAFTA-EC Affairs. In Mexico, the PROFMEX Visiting Scholar Center in Mexico City is located at Universidad de

las Américas/Mexico City College. UNAM's Center for Research on the United States cooperates closely with the PROFMEX Office of Policy Studies at the Bildner Center of the City University of New York. The Secretaria General de PROFMEX is located at UAM-Azcapotzalco; contact **Arturo Grunstein**, Secretario General Adjunto, Mexico City Tel/FAX (5) 239-00-11.

In summary, PROFMEX research

and PROFMEXIS are being brought to bear on issues of policy analysis critical to the development of the informal and formal integration process that is taking place in North America and in the world today. PROFMEX policies encourage decentralized activity and cooperation by its many institutional and individual members. PROFMEX invites new members and initiatives.

PROFMEX-ANUIES Project on Water and Public Services in El Paso/Ciudad Juárez

(Continued from page 1)

public services crisis in the Ciudad Juárez-El Paso area on the U.S.-Mexican border. The project uses the El Paso-Ciudad Juárez area as a case study and will bring together scholars from both sides of the border with policymakers and service users, building upon other recent and current projects focusing on the border.

The El Paso-Ciudad Juárez Project (EP/CJ) constitutes the second phase of a long-term policy research project entitled "Infrastructure for Border Economic Development by 2025" being developed collaboratively by PROFMEX and ANUIES. The long-term project is the first of its kind to involve policymakers in the design and execution of a research project undertaken jointly by U.S. and Mexican scholars. The first phase of the Project began in 1991 in Tijuana to treat issues of housing and urban service infrastructure on the border.

For the EP/CJ project research teams are examining the intersection of

- 1) Mexican and U.S. government policy and regional planning efforts;
- 2) investment in and management of urban services on both the U.S. and the Mexican side of the border;
- 3) transboundary environment and health issues; and
- 4) long-term trends in economic development and social change at the border.

Research efforts will generate options for interactive solutions for consideration by policymakers. Research will also improve communications between U.S. and Mexican scholars and their respective institutions, between regional policy analysts and policymakers, and between researchers and the public and private sectors in both Mexico and the United States, including the consumers of public services.

The EP/CJ Project emerged from a series of formal and informal meetings during 1991 and 1992. All of the most important regional institutions and re-

searchers were consulted; the proposal coordinating group also made contacts with institutions and researchers from outside the region—including New York, Los Angeles, Tucson, Austin, and Chicago. The process of developing the project was collaborative, bilateral, and policy oriented from the outset. Priority study areas, the research agenda, the involvement of policymakers—all emerged from group discussion and institutional negotiation.

Research teams are working in close collaboration with officials from federal agencies and state and local agencies such as the Ciudad Juárez and El Paso planning agencies. To ensure close collaboration across the spectrum of analysts and actors, two consultative bodies are being established to serve as forums for discussion and debate of policy issues and the direction of research. In addition, the project is building on the recent statistical and baseline research that individual participants have conducted.

The El Paso-Ciudad Juárez Project has created four Working Groups, each of which operates on its own schedule, budget, and work plan:

- 1) Water and Waste;
- 2) Housing and Irregular Settlements;
- 3) Environment and Health; and
- 4) The Management of Urban Growth and Regional Planning.

The Working Groups base their research on the following three premises:

- 1) there is an urgent need on the U.S.-Mexican border for the cultivation of two-way communication between policymakers and scholars who specialize in border issues;
- 2) it is in the long-term interest of both Mexico and the United States to see economic development in northern Mexico balanced by a progressive strengthening of all dimensions of social and physical infrastructure and by an active concern for the border environment; and
- 3) neither the mechanisms of

transboundary communication nor the development of infrastructure can take place overnight and should not be left to chance or to the vagaries of the marketplace. Periodic, if not continuous, monitoring of trends and conditions in governmental policy, industry, infrastructure and environmental issues, and sociological and employment patterns needs to take place. The monitoring process will have the most positive impact if scholars and policymakers from both sides of the international boundary are involved in the research and implementation.

The project will make basic research contributions and at the same time will develop applied mechanisms for conflict resolution and policy implementation. Substantive results will pertain to the need and options for public services in the short and medium terms. The anticipated procedural outcomes will consist in the emergence of new consultative mechanisms linking policymakers, scholars, representatives of local industry, and civic and community leaders from both sides of the border.

Project Background: Economic Development and the Public Services Crisis in EP/CJ

In the 1980s, the maquiladora industry became the main motor of economic development for Ciudad Juárez and the main magnet attracting population to the EP/CJ area. With 200 plants in Ciudad Juárez (owned by U.S., Japanese, Korean, and other international firms), the maquiladora remains at present the most important economic force on the Mexican side of the U.S.-Mexican border and will clearly continue to play a central role in the economic development of the region.

While employment in maquilas in Ciudad Juárez had grown by 1990 to nearly one-hundred thousand workers (approximately one third of the city's industrial labor force), up from only a few

thousand fifteen years earlier, the social and physical infrastructure supporting the living conditions of workers and their families has not improved apace. For example, if housing for maquiladora workers is to match the projected growth of the industry, the housing stock will have to increase fifteen percent annually over the next five years. A wide range of infrastructure bottlenecks have resulted in serious backlogs not only in public housing but also in transportation, sewage disposal, potable water, electricity, paved roads, health services, trash removal, and child-care facilities.

Infrastructure bottlenecks in Ciudad Juárez are responsible for substantial environmental damage on both sides of the border. Environmental concerns have grown as the Ciudad Juárez region has experienced runaway development during its most recent boom period. Ciudad Juárez is generally covered in a thick pall of smoke and haze from factory and vehicular emissions, the burning of used tires, and the windblown dust from unpaved roads. Scarcity of water has led to the use of polluted runoff for household purposes and the dumping of toxic chemicals is threatening the well-water resource with serious short- and long-term implications for the health of residents on both sides of the border.

Both civic and academic leaders in the Ciudad Juárez-El Paso area agree that something must be done to address the growing disparity between economic development as measured by the number of maquiladora plants and jobs created and development as measured by indicators such as access to clean water, calories per day, home floor space per capita, and affordable health care.

Government efforts to provide key urban services in Ciudad Juárez have been only partially successful in responding to the challenge of rapid, maquiladora-led development. Estimates of the housing backlog in each of the major northern cities, for example, including Ciudad Juárez, begin at 50,000 units. Because maquiladoras generate only token profits and income taxes from operations in Mexico, and because state and municipal authorities in Mexico virtually have no independent tax levying authority to fund public services, the infrastructure accounts on the Mexican side of the border are largely dependent on funding from the federal government.

Few mechanisms exist at present for the resolution of the urban-services and environmental crisis in the Ciudad Juárez-El Paso area. Problems of border infrastructure are not routinely addressed in a joint manner by officials

from border metro areas such as El Paso-Juárez, Tijuana-San Diego, and Nuevo Laredo-Laredo. U.S. policymakers are only slowly recognizing that the costs of not attending to infrastructure migrate freely across borders. Further complicating matters, the causes and socio-economic contexts of many of the most important problems are distinct in different regions along the border. What is true of the causes of these problems in Nuevo Laredo, for example, is likely not to be true in Ciudad Juárez or Tijuana.

Hampering the search for solutions is the weaknesses of the information infrastructure underpinning the debate over service and environmental issues. There exist at present few reliable basic data series on many aspects of life and economic development on the Mexican border. In El Paso-Ciudad Juárez there is at present no consistent monitoring of either water or air pollution and statistics on basic aspects of economic and social change in Ciudad Juárez are yet to be developed or made widely available. A well-developed informational and statistical basis is urgently needed so that both scholars and policymakers have the necessary information on which to base research and policy.

The PROFMEX-ANUIES project is carrying out the field research and policy consultation necessary to address these issues and make specific proposals to organizations in the public and private sectors for handling the current crisis and heading off future ones. The project will forge mechanisms for trans-boundary resolution of conflicts and will work to develop a statistical database on the U.S.-Mexican border region to benefit both scholars and policymakers.

The project will have many direct policy impacts by providing the residents of the two-city area with access to information regarding hazardous waste, water quality, and pollution. Community leaders will constitute a direct link between the project's working groups and the larger El Paso-Ciudad Juárez community.

The project's researchers are in communication with community leaders and local political action groups concerned with border-infrastructure issues. An important dimension of ANUIES-PROFMEX international policy research efforts is to exchange data and research insights with community leaders and organizations that are inquiring into related issues along the border.

Plans for dissemination of the project's findings have been designed to target a broad group of scholars and policymakers working on related issues on both sides of the U.S.-Mexican border. Project participants have agreed to

develop a standard format for presenting research findings to facilitate flexible publishing and distribution arrangements.

The policy research of the four working groups above will be enhanced by the formation of two consultative bodies. One is a "blue ribbon" group, to be constituted as the El Paso-Ciudad Juárez Leadership Council. The Leadership Council, which includes the EP/CJ mayors, state officials, and community leaders, will be kept informed in yearly meetings. The second group is the Ciudad Juárez-El Paso Advisory Council, and includes the directors of planning in both communities and persons directly involved in border interaction on a day-to-day basis. The Advisory Council will meet regularly with the four working groups and their members throughout the 27 months of the project. Membership of both councils is open, although efforts will be coordinated by an executive committee.

The Advisory Council, composed of 20-24 permanent members, will provide networking and reestablish linkages that have been strained or broken by rapid urban growth. Regular exchange of ideas and findings with the Working Groups will establish a network of interested parties that will last beyond the project and serve as a model and a mechanism for conflict resolution.

The process of policy research itself, and the collaborative and bilateral nature it must have at the border, will be greatly strengthened by the project. Because the project creates a working model for involving scholars and policymakers from both sides of the international boundary in the planning, execution, and presentation of policy research, the process will also serve as a model for the coordination of multi-university, multi-institutional collaboration for in policy research activities. As both the structure and function of universities along the border change, it is imperative that they develop the sorts of mechanisms for cooperative research endeavors that the Ford Project creates and nurtures.

EP/CJ Working Groups

Each group contains a binational team of researchers from at least three of the six local and regional universities participating in the project.

Working Group I: Water, Waste, and Public Policy

Principal Investigators: **Rosario Díaz Arellano (UACJ), Arturo Granados (UACJ), Mauricio Mercado Pérez (UACJ), Alfredo Cervantes (UACJ), Tonatiuh Guillén (COLEF).**

Potable Water Supply/Water Quality in Ciudad Juárez. The primary problem is that EP/CJ continue to suffer unusually high levels of illness due to waterborne diseases and toxic residues. An outbreak of cholera has occurred in Ciudad Juárez. Waterborne diseases and hazards rank among the five most important causes of death in the metro area and are particularly potent in the infant population. It is therefore of the first importance to have answers to the following questions (answers at present unknown): What are the leading substances presenting health hazards in the water supply? What are the sources of these substances? How has the level of development of the urban water system contributed to these problems? What are the most appropriate responses (preventive and treatment) on the part of health officials to stem the problem?

Mathematic Models of the Aquifer. The second most pressing water related problem facing the transboundary region as a whole is the extent of the aquifer from which the region draws its water and the rate at which it is being depleted and recharged. Although various estimates of the size and rates are made at present, there are no comprehensive studies of the size and nature of the aquifer and thus no reliable estimates. Along with the first part of the research of Working Group I, this facet of the water resources issues must be a priority for policymakers in the region.

Water, Sewage, and Public Health. Water supply and quality cannot be understood apart from the closely related issues of sanitation, sewerage, and the public health infrastructure in general. In the past little attention was focused by either scholars or policymakers on the web of public services issues that surround the basic water resource. Working Group I proposes to examine issues of supply and quality within a larger context including the central issues of sewage disposal and treatment and the status of the public health network. The issues of disposal and treatment are crucial to supply and quality aspects because at present sewage seeps back into the urban water supply, with the attendant health hazards.

These three aspects of the water supply and quality crisis in Ciudad Juárez will be examined by a team of scholars from regional institutions working closely with local policymakers. The group will study the source of water for both irrigation and urban uses, model rates of depletion and regeneration of the resource, and examine the bacteriological profile of potable water supplies in

Ciudad Juárez.

The Project's Working Group on the aquifer is being advised by **Albert Utton** of the Transboundary Resource Center at the University of New Mexico. Utton, whose work on water issues in the U.S. Southwest and the Mexican North provides a comparative context for water-related policy issues in the El Paso-Ciudad Juárez Project, has also agreed to serve as liaison with the International Boundary Water Commission.

Working Group II: Housing and Irregular Settlements

Principal Investigators: Cheryl Howard (UTEP), Eduardo Barrera (COLEF), Jeffrey Brannon (UTEP), Henry McGee (UCLA).

The rapid growth of low-wage industry in the twin cities of El Paso and Ciudad Juárez has presented the communities with a unique set of problems related to housing and public services. The current problem in El Paso is directly related to population growth in Ciudad Juárez. Immigration from Mexico to El Paso has created a shortage of affordable housing for low-wage workers within the city limits. Low-income immigrants encouraged by liberal and unenforced Texas zoning laws have settled in unincorporated areas of the county. Most live without basic services and in substandard self-constructed houses. Further, urban growth has collided with the preservation of agricultural lands on both sides of the border. No coherent policy has emerged for the conversion of agricultural land to urban uses.

Analysis of Two Housing Surveys in Juárez and In-Depth Interviews with Female Heads of Families. Participants in this area of Work Group II have two main objectives:

1) To analyze two comparable data sets, separated by ten years, on the characteristics of approximately 2,000 dwellings and households in low-income areas of Ciudad Juárez. Patterns of residential and occupation mobility will be identified as well as status of dwelling units and types of owner improvements. Surveys will be administered by an international team of researchers.

2) To more fully characterize the causes and consequences of female-headed family structures in border communities, and to identify specific needs of female headed households for housing, transportation, jobs, day care and health services.

Housing and Self Determination. This study is being carried out in order to determine the basic dimensions of the housing crisis in Ciudad Juárez and its impact on the standard of living of the

urban population. Groups seeking services and consumer groups will be incorporated from the outset. One of the major goals of the project will be to mesh statistical databases from both sides of the border into a cross-border database.

The Lost Cities of Ciudad Juárez: Illegal and Irregular Settlement on the U.S.-Mexican Border. The project assesses the effectiveness of law and its capacity to abet social change in less affluent sectors on both sides of the U.S.-Mexican border. Understanding the legal systems of the two nations, their union at the border, and their capacity to influence the allocation of resources in El Paso and Ciudad Juárez are important components in fashioning a better life for the burgeoning population of the twin-city region.

This Working Group's three special focuses are integrated through a process of regular, joint meetings and discussion to combine databases from many sources and from both sides of the border into a useful body of accessible statistical resources. At present, researchers along the border tend to create their own data without consultation and frequently without knowledge of what other researchers have developed through interviews, surveys, and other sampling techniques. By developing a common statistical base for research, the group hopes to create a common basis of understanding and a foundation for future collaborative transboundary research. **Roberto Sánchez** (COLEF) is advising the Project.

Working Group III: Environment and Health

Principal Investigators: Mauricio Mercado Perez (UACJ), Cliff Metzner (SDSU), René Franco Barreno (UACJ), Eduardo Barrera (COLEF), Lucy Mar Camacho Chico (UACJ).

Ciudad Juárez is perhaps the most environmentally damaged area of the U.S.-Mexican border and yet, at present, little is known about either the extent of contamination of non-renewable resources or the social consequences of long-term environmental decline. Environmental concerns have grown as the Ciudad Juárez region has experienced runaway development during its most recent boom period, dating since the early 1980s.

Multiple types of environmental degradation threaten the inhabitants of the El Paso-Ciudad Juárez region. Ciudad Juárez is generally covered in a thick pall of smoke and haze from factory emissions, the burning of used tires, and the windblown dust from unpaved roads. Scarcity of water has led to

the use of polluted runoff for household purposes with disastrous public-health consequences. The dumping of toxic chemicals used by the industrial sector on both sides of the border is threatening the well-water resource with serious short- and long-term implications for the health of residents on both sides of the border. Long-term exposure to dangerous chemicals and fumes poses a major health risk to maquiladora workers and their families.

Because of its long-term economic and social implications, environmentally sustainable development in the border region is a major challenge for both the United States and Mexico, particularly because of the expected impacts of free trade along the border. As a major component of the PROFMEX-ANUIES Project, three interrelated efforts will be carried out by Working Group III to study the problems of the environmental impact of rapid growth on the U.S.-Mexican border.

Industrialization, Environment, and Urban Development. At present there is little understanding of how environmental legislation, quite advanced in both countries, will be expressed with regard to real problems. A key unknown in Mexico is who has the right to bring suit in cases of negative environmental impact.

Focusing on elements in the municipal planning process, this part of the Working Group project examines the management of environmental issues in Ciudad Juárez. Key questions such as how decisions by differing levels of government affecting the environment and the health impacts of environmental degradation are made will shed light on the resolution of current problems and the prevention of future ones.

Monitoring Sources of Air Pollution. Most analysts of border issues are surprised to learn that there is currently no reliable or long-term arrangement for monitoring air quality or the sources of pollution in the Ciudad Juárez-El Paso region. Complaints are many and frequent; that there is significant air pollution is evident on almost any day on both sides of the border.

Two key pieces of information are unavailable: 1) the extent of pollution, and 2) the sources of pollution. To fill these voids, the project is developing systems for monitoring both the level of pollutants and their sources in Ciudad Juárez.

The Right to Know (Toxic Waste Awareness). One of the most pressing public-services issues on the U.S.-Mexican border is that of the health consequences of rapid and uncontrolled

development to industrial workers, particularly those employed in the maquiladoras. In general, workers are unaware, and sometimes are purposefully kept unaware, of the hazards of their work; this lack of knowledge about the dangers of the assembly work environment constitutes a major obstacle to improvement of working conditions and social development.

Researchers in this component of Working Group III are studying the awareness of maquila workers of toxic materials and their hazards. The study will have an immediate policy impact in that it will make maquila workers aware of some of the most basic hazards of their work and some of the fundamental preventive techniques for avoiding illness.

This research of Working Group III is closely tied to that of the water resources group. Common sources of water and air pollution will be identified and the health implications of general environmental degradation will be addressed by the two groups.

Working Group IV: The Management of Urban Growth and Regional Planning

Principal Investigators: Samuel Schmidt (UTEP), Kathleen Staudt (UTEP), Tonatiuh Guillén (COLEF), James W. Wilkie (PROFMEX).

This working group will combine interdisciplinary approaches to several macro-level aspects of the services crisis on the U.S.-Mexican border. In the case of Ciudad Juárez-El Paso, management issues are integrally related both to what is known about the long-term trends that produced the current crisis and to issues of financing services (who has paid; who pays at present; who should pay for social services). Understanding such issues is a central challenge in finding policy solutions to the current crisis in public services and for providing information for the resolution of future problems.

The Financing of Urban Services. Departing from the premise that financial constraints constitute one of the major obstacles to resolving public services crisis along the border, this focus of Working Group IV will provide crucial background data on the financing of housing supply in Ciudad Juárez. Investigators will analyze how governments set priorities and allocate money among public-service projects to shed light on the political component of urban-service supply.

Urban Growth and Demand for Public Services: Time-Series Trends and Future Needs. Participants involved in this aspect of the project will

adopt a time series focus in order to examine the long-term development of the public-services crises in Ciudad Juárez and the implications of historical patterns for future challenges and future solutions. Series on key aspects of regional development will be assessed as a guide to future growth patterns (including occupational and income structures), future public-service development, and future needs.

Managing Employment and Unemployment in El Paso-Ciudad Juárez. Our knowledge of public administration regarding labor in the Mexican border states, particularly at the municipal level, is quite limited. Studies have been typically carried out at a distance from the "inside." Through a case study of employment and unemployment policy issues in El Paso and Ciudad Juárez, Working Group IV sub-project provides a vehicle through which to observe, analyze, and make recommendations about policy formulation and enforcement. Ultimately, it is this level of policy which must be effective in order for public services to reach residents most in need and to plan future development on a regional, rather than a local, basis.

Project Organization

Co-Directors: James W. Wilkie (PROFMEX) and Juan Casillas García de León (ANUIES).

Project Coordinators: David Lorey (PROFMEX) and Ermilo Marroquín (ANUIES).

Consultative Groups and Communications Coordinator / UTEP Policy Liaison: Samuel Schmidt (UTEP)

Site Coordinators: Eduardo Barrera (COLEF), Julie Sanford (UTEP), and Alfredo Cervantes (UACJ)

Fiscal Administrator: Janice W. Windle, El Paso Community Foundation.

The organizational structure emerged directly from the process of developing the project proposal. The Co-Directors function principally on an institutional basis to ensure that the cross-border institutional linkages function smoothly and effectively (including linkages with the Tijuana Project) while the two Project Coordinators (one from PROFMEX, one from ANUIES) jointly coordinate the research schedule and events.

Linkages between the El Paso-Ciudad Juárez and the Ford-funded PROFMEX-ANUIES Tijuana project is being accomplished by analysts who examine comparative issues and evaluate findings common to both areas. Scholars and policymakers participating in linkages are focusing on policy solutions

that they deem likely to be transferable from one area to the other. The Linkages group is coordinated by James W. Wilkie and **Arturo Ranfla** (UABC) and includes **José García** and **Ray Sadler** of NMSU; Cliff Metzner of SDSU; and **George Baker** of PROFMEX.

For more information on the PROFMEX-ANUIES projects, contact David Lorey, UCLA Program on Mexico, Los Angeles, CA 90024, Tel (310) 206-8500; FAX (310) 825-8421.

Mérida PROFMEX-ANUIES Conference

(Continued from page 1)

event. Opening ceremonies on November 11, 1992, will feature addresses by **Fausto Alzati Araiza** (CONACYT General Director) and **Leonard Waverman** (PROFMEX Canada).

Co-chaired by **Juan Casillas García de León** (ANUIES Secretario General Ejecutivo) and **James W. Wilkie** (PROFMEX President), welcome to Mérida will be made by **Carlos Pasos Novelo** (Rector of the Universidad Autónoma de Yucatán; and **Dulce María Sauri Riancho** (Governor of Yucatán) will inaugurate the Congress.

Conference organizers are **David E. Lorey** (UCLA) and **Edmundo Jacobo Molina** (UAM). Lorey and Jacobo, assisted by **Arturo Grunstein** (UAM-A), will edit the proceedings of the congress for publication. **Alfonso Galindo Rodríguez** (University of California, Berkeley) serves as coordinator of PROFMEX-CONACYT relations.

The Conference, funded by the Consejo Nacional de Tecnología and the Ford Foundation/Mexico City, will be held at the Hotel El Conquistador in Mérida. The conference final ceremonies on November 13 will feature presentation of Clint Smith's new book on *The Disappearing Border* (See article on p. 44).

The PROFMEX Board of Directors will meet on November 14.

For VII Congress information in the United States, contact **Robert Gibson** (PROFMEX/UCLA), Tel (310) 206-8500; FAX 825-8421. In Mexico, contact **Er-milo Marroquín** (ANUIES), Tel (5) 550-47-27; FAX 550-48-27.

VII PROFMEX-ANUIES International Conference

The Challenges of North-American Economic Integration

November 11-14, 1992 Mérida, Yucatán

Wed., November 11

- 19:00 Opening Ceremonies at the Universidad Autónoma de Yucatán (UAY)
 Co-Chairs:
Juan Casillas García de León, Secretario General Ejecutivo, ANUIES
James W. Wilkie, President, PROFMEX
 Welcome:
Carlos Pasos Novelo, Rector, UAY
 Speakers:
Fausto Alzati Araiza, Director General, CONACYT
Leonard Waverman (University of Toronto)
 Inauguration:
Dulce María Sauri Riancho, Governor of Yucatán
 20:00 Session 1. Opening Address
Víctor Urquidi (COLMEX)
 21:00 Cocktail, UAY Library

Thurs., November 12

- 09:00 Session 2. Education and Human Resources
 Co-Chairs:
Mónica Vereá (UNAM) and **José Warman** (CETEL)
 Panelists:
Roderic Camp (Tulane)
David Lorey (UCLA)
Antonio Rivera (UNAM)
 Comment:
William Beezley (TCU)
Manuel Gil (UAM)
 10:45 Break
 11:00 Session 3. Social and Cultural Impacts of Economic Integration
 Chair:
Arturo García Espinoza (UANL)
 Panelists:
Oscar Martínez (University of Arizona)
Manuel Valenzuela (COLEF)
 Comment:
Carlos Bazdresch (CIDE)
Aída Mostkoff (UCLA)
 13:45 Session 4 (Session-Comida). Energy and Environment in the North-American Community
 Chair:
Paul Ganster (SDSU)
 Panelists:
Michael Keating (Keating Consulting)
Alan Sweedler (SDSU)
Alberto Székely (COLMEX)
 Comment:
George Baker (PROFMEX)
Albert Utton (Univ. of New Mexico)
 16:00 Session 5. Conflict Resolution
 Chair:
Jorge Bustamante (COLEF)
 Panelists:
Eduardo Ramírez (UNAM)
Arturo Ranfla (UABC)
 Comment:
Samuel Schmidt (UTEP)
Gustavo Vega (COLMEX)
 17:45 Break

- 18:00 Session 6. Civil Society and NGOs
 Chair:
Cathryn Thorup (UCSD)
 Panelists:
Celso Garrido (UAM-Azcapotzalco)
Luis Hernández (Servicio de Apoyo Local)
Sandra Sorenson (Canadian Center for Policy Alternatives)
 Comment:
Mary Kelly (Texas Center for Policy Alternatives)
Luis A. Ramírez (UAY)
- 19:45 Break
 20:30 Dinner hosted by the Governor of Yucatán

Fri., November 13

- 09:00 Session 7. Social Policy
 Chair:
Ann Weston (North-South Institute, Ottawa)
 Panelists:
Keith Banting (Queen's University, Ontario)
Cristina Laurell (UAM-Xochimilco)
 Comment:
Oscar Contreras (COLEF)
Eugene Miller (CUNY)
- 10:45 Break
 11:00 Session 8. Migration and Immigration
 Chair:
Jesús Arroyo Alejandro (Universidad de Guadalajara)
 Panelists:
Francisco Alba (COLMEX)
Gérard Chaliand (University of Montreal)
Jorge Durand (Universidad de Guadalajara)
Douglas Massey (University of Chicago)
 Comment:
Jesús Tamayo (CIDE)
- 12:45 Break
 14:30 Session 9 (Session-Comida). Latin America and the North-American Community
 Co-Chairs:
Ronald Hellman (CUNY) and **Albert Berry** (University of Toronto)
 Panelists:
Alan Alexandroff (University of Toronto)
Francisco Rojas (FLACSO-Santiago)
Fernando Zumbado (UNDP)
 Comment:
Mónica Gambrill (UNAM)
Carlos Santos-Neves (Brazilian Ambassador to Mexico)
- 19:00 Uxmal Light and Sound Show
 21:30 Book Presentation
 Dinner at Hacienda Uxmal
 Remarks: Views of NAFTA
Manuel Alonso Muñoz (Mexican Consul General, New York)
Brian Phipps (American Vice Consul, Mérida)
Fausto Zapata Loredo (Mexican Consul General, Los Angeles)
- Closing Ceremony:
Alan Alexandroff (University of Toronto)
Sylvia Ortega Salazar (Rectora, UAM-Azcapotzalco)

Sat., November 14

- 08:00 PROFMEX Board Meeting

PROFMEX Board Changes

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The PROFMEX Board of Directors is grateful for the dedicated and imaginative service offered by Professors Coatsworth, Crevenna, and Greenleaf.

U.S.-Mexico Free Trade Reporter

The *U.S.-Mexico Free Trade Reporter* is a twice-monthly information service that provides comprehensive intelligence on the North American Free Trade Agreement (NAFTA). Topics included are intellectual property, rules of origin, transition periods, environmental standards, labor standards, infrastructure, energy, and investment. Correspondents in Mexico and the United States provide unique insights on how businesses on both sides of the border can successfully meet the challenges and take advantage of the opportunities within the NAFTA framework.

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Temporary Entry for Business Persons: From the Free Trade Agreement to the North American Free Trade Agreement

by Alan S. Alexandroff

Member of the law firm of Tory Tory DesLauriers & Binnington, Toronto

Limited Labour Mobility

The Free Trade Agreement (FTA) and now the North American Free Trade Agreements (NAFTA) are broad framework agreements that go well beyond just trade to include services, culture, energy, and investment. As a result of the broad framework chosen by these countries, negotiators have found it necessary to take into account the movement of labour. Both agreements, however, avoid free mobility of labour and instead provide for categories of business persons that are eligible for temporary entry only. The provisions on labour in both agreements are reciprocal in nature so that each country is obliged to put in place procedures and identify categories that match those of the other country.

With NAFTA, the categories that were identified under the FTA have been extended to include Mexico. As noted in **Cynthia Lange's** article in this issue, a temporary business entry chapter has been concluded by the parties. These categories are for temporary entry only and are described in Canadian legislation, at least, as exempt categories. In other words, for appropriate Americans or Mexicans the applicant may avoid the general requirements of employment validation by immigration officials. Such an exemption is critical for the requirement of employment validation (or labour certification) requires that the applicant obtain a confirmation of offer of employment. Where a confirmation of offer of employment is required an applicant must show the immigration officer that the individual will not adversely affect employment opportunities for Canadian citizens or permanent residents in Canada. While it is possible to obtain both temporary and permanent confirmations of offers of employment (generally for individuals with specialized skills), it is not guaranteed and there is usually significant delay in obtaining such confirmation.

The Categories From a Canadian Perspective

As a result of the FTA, and now NAFTA, four exempt categories are created and individuals seeking entry by way of these categories may make ap-

plication at the port of entry as opposed to by way of petition or application to the consulate of the country where entry is sought. Again, because the temporary employment authorization chapter is reciprocal, Canada, under the FTA, and now under NAFTA, has four free trade categories: business visitors, traders and investors, intra-company transferees, and prescribed categories of professionals. What follows are the general Canadian requirements for these exempt categories.

I. Business Visitors. Under this category, the individual must declare at the port of entry American citizenship (everything that applies under the FTA would appear to be extended to Mexicans eligible under this category and all additional categories). The applicant must describe the purpose of entry (and it must meet one of the identified purposes) and the duration of the stay in Canada. This category is generally employed for short-term entry. Normally under this category, the individual will be approved for entry without referral to any immigration secondary examination with the one exception being the after-sales service category. Further, the business visitor will not need to be issued immigration documentation, although if a visitor record is requested it will be provided and marked "FTA."

Extensions can be granted under this category although any extension requested should be made prior to the expiry of the previous approved period of entry.

II. Professionals. As noted in Ms. Lange's piece, a significant number of professional categories are identified in the FTA Schedule, Schedule 2 to Annex 1502.1. At the time of entry, the individual must document citizenship, and prove that the individual is seeking temporary entry to engage in business activities in one of the categories identified in Schedule 2. In general, the individual professional must identify prearranged employment with a Canadian employer before entry will be permitted. As a result of this requirement, self employment will not be admitted under this category, although there is the possibility of entry by way of the business migrant program (a separate and general program open to business people not just Americans). In addition, the individual must show that he or she is qualified at the professional

level to be engaged in the profession. As noted in Ms. Lange's essay, most categories require a baccalaureate degree in a closely related field. While frequently the immigration officials will not inquire in detail, professionals may not enter the country to practice unless they have met the licensing and certification requirements of the particular professions.

An individual approved under this category may obtain entry for a maximum period of one year and one year renewals are permitted. An individual admitted under the category will obtain authorization and identification as a "VEC-B23."

III. Intra-Company Transferee. This is a much in demand category to move senior executives, senior management, and employees with specialized skills between related companies. The applicant must prove the individual is a citizen of the United States and that the individual has been previously employed for at least one year by a related entity (the company must prove that the entities are related). Note that in circumstances where senior executives or managers have not been employed for a year there is a more general exempt category, E-15, which may be utilized. The individual must show that the continuing employment in the related company is either of an executive, managerial, or specialized knowledge type.

The individual can be admitted initially for a one-year period, although frequently three-year periods are granted. Extensions can be approved for up to five years. An individual entering by way of this category will receive authorization and be marked "VEC-B24."

IV. Traders and Investors. For traders, the individual must show that the applicant is a citizen of the United States and the entity for which the individual is coming is of U.S. nationality. In addition, the applicant must show that he or she is entering for temporary purposes to carry on substantial trade in goods or services principally between the two countries and that the applicant is employed in a capacity that is supervisory or executive and involves essential skills.

The individual normally will obtain authorization for a one-year period and extensions usually will be issued for a two-year period. The individual will be provided an authorization under the

"Trader VEC-B21" category.

Investors must show that they are U.S. citizens and that the entity for which the applicant has come is of United States nationality. In addition, the applicant must prove that he or she is entering for temporary purposes to develop and direct the operations of an enterprise in which the applicant has invested or is actively in the process of investing a substantial amount of capital (that amount varies with the nature of the enterprise). Further, the applicant must, if an employee of an investor, show that he or she qualifies as an executive/manager or possesses skills essential to the firm's operation in Canada.

The individual will normally be issued a one-year temporary entry and extensions will normally be issued for two year periods. The individual who obtains entry by way of the investor category will be identified as an "Investor VEC-B22."

Concluding Remarks

It would appear from materials prepared by the three countries at the time of concluding the NAFTA agreement that the categories identified above will be extended to Mexico. Therefore, it would appear that Mexicans, the same as Americans before them, may enter Canada under the categories just described. From the same materials that have been released, the United States has determined that it will cap, at 5,500 annually, at least for a ten-year period, the number of Mexicans authorized to enter the United States by way of the professional category. It would appear that Canada will not impose a limit for entry by Mexicans to Canada by way of the professional exemption. This difference is not surprising. The number of Mexicans seeking entry to Canada has been relatively limited. The large Hispanic population that exists in the United States, and is attractive to Mexican professionals, does not exist in Canada. As a result, Canadian officials do not appear to be concerned that there will be a flood of Mexicans seeking to enter Canada by way of the professional exemption.

Chapter 15 of the FTA has received rather mixed reviews. While efforts have been made on both sides of the border to streamline entry by way of Chapter 15, the reality is that the Chapter has formalized the movement of individuals which up until that time had gone on relatively informally. For many companies that move people back and forth for temporary periods of time the more formal requirements have meant increased paper work and in some cases delay. In addition, for those companies

who have operated on a North American basis, they have found that the categories are often more restrictive than they would like for the movement of key personnel between related companies in Canada and the United States. Because both Agreements provide for temporary entry only of business people with specific characteristics, the frustration over the restrictive nature of the Chapter is not likely to be alleviated in the foreseeable future.

Finally, the authorization of temporary employment by way of these categories has proven difficult for two-person professional families. Because

the authorization is granted to the employer for the specific employee, there is no application of the exemption to spouses. As a result, wives accompanying their husbands, discover that they have no opportunity to be employed while in the neighboring country. While there is some hope that this situation may be addressed in the future, there is no immediate prospect of improvement in this situation. Consequently, it is important to advise employees who are considering use of these categories that their spouses are not permitted to work while in the foreign country.

North American Free Trade Agreement Immigration Issues Facing Business Persons in U.S.-Mexican Trade Relations

by *Cynthia J. Lange, Esq.*

Cynthia Lange is one of the most prominent immigration attorneys in the United States. For more information, contact Lange at Fragomen, Del Rey, and Berusen in Los Angeles at Tel (310) 473-4700; FAX 473-5383.

Introduction

On June 10, 1990, President Bush and Mexico's President Salinas announced their intention to begin negotiating the terms of a proposed North American Free Trade Agreement (NAFTA) between the United States, the Republic of Mexico, and Canada. More than two years later, the negotiating teams have announced an agreement has been reached, which now must be approved by the nations' legislative bodies. If passed by Congress, NAFTA (scheduled to take effect on January 1, 1994) will not only create the largest free-trade zone in the world, but it will open up significant investment, trade, and other business opportunities for all North Americans—Canadians, Americans, and Mexicans.

This article provides an analysis of the immigration issues presented by the prospective adoption of NAFTA. In particular, it will summarize those immigration-related provisions of the existing United States-Canada Free Trade Agreement which are likely to be incorporated in NAFTA, once adopted, with respect to Mexicans, Americans, and Canadians who conduct business in the United States, Mexico, and Canada. In addition, Part III of this article provides a brief synopsis of the U.S. business visas currently available to Mexican nationals entering the U.S.

I. U.S.-Canada Free Trade Agreement

The U.S.-Canada Free Trade Agreement (FTA) has been in effect for three and one-half years, since January 1, 1989. The FTA liberalized trade relations between the United States and Canada and gradually abolished tariffs and other trade barriers. To facilitate such movement of goods, services, and investments, Chapter 15 of the FTA provides for the expedited admission on a temporary basis of "business persons" to avoid unduly impairing or delaying the conduct of trade or investment activity. To qualify for benefits under the FTA a nonimmigrant alien is defined as a citizen of Canada or the United States who is engaged in the trade of goods or services, or in investment activities. Only *citizens* of each country benefit from these provisions; permanent residents or landed immigrants are extended no benefits under this treaty.

Chapter 15 of the FTA establishes four groups of business persons whose entry is facilitated by the treaty. These four groups are: (1) business visitors; (2) traders and investors; (3) inter-company transferees; and (4) TC professionals.

1) Business Visitors

Business visitors may engage in any of the activities identified in Schedule I which include Research and Design, Growth, Manufacture and Production, Marketing, Sales, Distribution, After-Sales Service, and General Service. Some of these seven areas are broader than the list of acceptable activities under the existing B-1 Business Visitor classification used under normal cir-

cumstances for other nationalities, (explained more thoroughly in Part III). For example, under the FTA, a business person may provide after-sales services for the life of a warranty or service agreement, whereas, under general INS policy, a person may provide such services for only one year following a purchase. The United States-Canada Free Trade Agreement also allows for professionals, who would otherwise qualify for H-1 status, to be allowed to enter the United States temporarily as a B-1 business visitor without prior H-1 approval. Additionally, Canadian business visitors entering the United States in B-1 status are not required to obtain visas at a U.S. consulate but may simply apply at any port of entry. Sometimes a letter from the company explaining the nature of the duties in the U.S. may be necessary. If the North American Free Trade Agreement parallels the United States-Canada Free Trade Agreement in all respects with regard to business visitors, these benefits may also be available to Mexican business visitors.

2) *Traders and Investors*

For the first time, in January 1989, Treaty Trader and Treaty Investor status was opened to Canadians through the E-1/E-2 visas. Although technically, the Free Trade Agreement was not considered to have the same status as a treaty, Congress implemented legislation to grant it such status with regard to E-1 and E-2 visas. Canadian business persons who qualify for E visa status are required to apply for and be issued an E visa at a U.S. consulate to be eligible to apply for entry into the United States. E visas will be granted for five year periods of time which are renewable indefinitely.

3) *Intra-Company Transferees*

Although there is no substantive difference in the L-1 provisions that apply to Canadians and the L-1 provisions that continue to apply to all other nationalities, the one advantage granted to Canadians through the Free Trade Agreement is that they may submit L-1 petitions for immediate adjudication at certain ports of entry, U.S. airports, and U.S. pre-flight inspection stations instead of waiting for a lengthy adjudication by the INS in the United States. Again, after adjudication of L-1 petition before entry, no visa will be required of the Canadian citizen. L-1 status may be granted for between one to three years in duration and may be extended for up to five years for specialized knowledge intra-company transferees and seven years for executive and managerial intra-company transferees. After the five or seven year period has elapsed, the L-1 stay may not be extended further unless the alien returns abroad to

work for the company for another twelve month period.

4) *TC Professionals*

Finally, the FTA creates an entirely new category referred to as TC Professionals with respect to certain Canadian professionals. A list of the professions included in this TC category is provided in Schedule 2 to Annex 1502.1. Generally, a four year baccalaureate university degree is required to meet the professional level requirement. Certain applicants such as dentists, physicians, veterinarians, and lawyers appear to be eligible for TC classification by having either U.S. state or Canadian provincial licenses to practice. The regulations implemented by INS in this category require that the TC nonimmigrant be employed by a U.S. employer and be entering the United States pursuant to "pre-arranged offers of employment." The TC nonimmigrant may be admitted for up to one year initially and may extend his stay indefinitely, in one year increments. Again, no visa is required for this category and eligibility for admission is determined at the port of entry.

II. North American Free Trade Agreement (NAFTA)

On August 12, 1992, U.S. President Bush announced that negotiating teams had reached an agreement on the North American Free Trade Agreement (NAFTA). The immigration provisions of the final agreement closely track the above described U.S.-Canada Free Trade Agreement.

However, Mexico and the United States have agreed to an annual limit of 5,500 Mexican professionals entering the United States. This number is in addition to those admitted under the H-1 category that is subject to a global limitation of 65,000 professionals, but which remains unaffected by the NAFTA. The numerical limit of 5,500 may be increased by agreement between the United States and Mexico, and will expire 10 years after the Agreement goes into effect unless the two countries decide to remove the limit earlier. Canada has not set a numerical limit with respect to Mexico.

Another issue to be resolved is whether spouses of business persons may be granted entry under NAFTA for periods of one year or more as traders and investors, intra-company transferees, and professionals, rather than B-2 visitors as under FTA.

Each country will publish clear explanatory material on procedures that business persons must follow to take advantage of the NAFTA temporary entry provisions.

The dispute settlement provisions of the Agreement may be invoked only if a

country claims, on the basis of repeated practices, that another country has not complied with the temporary entry provisions.

III. Current U.S. Business Visas

Approval of NAFTA by the legislatures of all three countries, will not affect current United States immigration law. Mexican nationals who are coming to the United States to conduct business currently are able to enter the United States in several different visa categories. The principal visa categories for business purposes are the B-1, L-1, and H-1B categories. For citizens of some countries, the E category is also available. Business training is available under J-1 and practical training under F-1. Additionally, the U.S. Congress recently created three new visa categories which impact on businesses: O, P, and Q.

The following is a summary of some of the existing visa categories.

Business Visitor (B-1)

The most routine and easily obtained personnel transfers involve those employees brought to the United States as temporary visitors for business (B-1 visa). B-1 visas are granted at United States consulates outside the United States and are stamped in the visitors' passports. The visas are valid until the expiration date noted by the consulate and may be used for as many entries as indicated on the visa. Mexican nationals are often granted B-1/B-2 visas in combination with a Mexican Border Crossing Card which is stamped in their Mexican passport. Some restrictions may apply to people entering the United States using a Mexican Border Crossing Card. A business visitor entering on a B-1 visa should be granted enough time to complete his or her business trip, but not usually more than six months. If the business takes longer than six months to complete, an extension of stay may be obtained from the INS for an additional six month period.

Requirements for a B-1 visa:

- Must be coming *temporarily* to the United States and maintain a residence outside the United States.
- Must have adequate financial arrangements to travel to and depart from the United States.
- Must not engage in "productive employment" in the United States.
- Must not receive compensation from any source in the United States.

The B-1 business visitors may enter the United States solely for the benefit of their foreign employer and must continue to be paid on the foreign payroll. The B-1 visa holder should be engaged in activities associated with internation-

al trade or commerce, and the principal benefit of the work should accrue to the foreign enterprise. The business visitor cannot engage in productive employment in the United States, including salaried work or independent contractor (free-lance) work.

Some permissible activities under the B-1 visa are: soliciting sales; negotiating contracts; taking orders for work to be performed abroad; purchasing raw materials or goods for use outside the country; consulting on business matters with associates; attending conferences or conventions; engaging in market research; short-term training of foreign-base employees; and servicing machinery within the first year of a contractual obligation to do so.

This visa should be used for business training only if the alien is coming to the United States for a short period of time, is to be paid from outside the United States, and will not engage in employment or on-the-job training. The B-1 visa may also be used by those individuals who are in the United States to set up a new U.S. office, an investment, or a trade situation with the United States. Professionals working for a company abroad may enter the United States on a B-1 visa in lieu of obtaining an H-1B visa, as long as they continue to receive their salary from abroad.

Intra-company transferees (L-1)

The L visa allows international companies to transfer key personnel to their U.S. office, subsidiary, or affiliate in the United States. The employee must be an executive, manager, or person with "specialized knowledge" with the company and must be coming to the U.S. to serve in a similar capacity. The employee must have worked in this capacity for at least one year immediately prior to filing the petition with INS. Under the new bill of October 1990, an L visa can be extended for up to seven years in a managerial or executive position, or for up to five years in a specialized knowledge capacity.

Requirements for an L-1 visa:

- The employee must have worked outside of the United States for a company for at least one year.
- The company in the United States where the employee intends to work must be a subsidiary, parent, affiliate, or branch office of the company where the employee worked abroad.
- The company must continue doing business in the United States and in at least one other country while the employee is in L-1 status.
- The employee must have been employed in an "executive," "managerial," or "specialized knowledge" position abroad, and must be coming to the United States to fill a

position in one of these three areas.

- The employee must have the appropriate education and experience to qualify for the position;
- The company and employee must intend that the transfer be temporary.

Only key personnel serving in either executive, managerial, or specialized knowledge capacities abroad may use the L-1 classification. An *executive* is defined as someone who primarily directs the management of an organization, establishes organizational goals and policies, and exercises a wide latitude of discretionary decision making under only the general supervision of higher level executives, the Board of Directors, or the stockholders of an enterprise. A *manager* must supervise the work of other professionals or managers, and will not qualify if he or she only supervises nonprofessionals such as factory workers, secretaries, mechanics, etc. A manager must primarily direct the organization, or a division or subdivision of the organization, and have the authority to recommend personnel actions such as hiring, firing, and leave. Although not a statutory requirement, it is helpful for an L-1 employee to possess a four year college or university degree or a combination of a university or college level training with substantial relevant experience. *Specialized knowledge* requires knowledge possessed by an individual whose advanced level of expertise and proprietary knowledge of the organization's product, service, research, equipment, techniques, management, or other interests of the employer are not readily available in the U.S. labor market.

The INS also allows employees to transfer to the United States to establish a new office, or to be placed at an office which has been in existence for less than one year. After the first year in the United States, the foreign company must show that the business has begun functioning, and that the new office is able to sustain a manager or executive.

The H-1B Visa Category

This category allows employees who are employed in a "Specialty Occupation" to enter and work in the United States on a temporary basis. This category includes people who are "professionals" in their field. An H-1B visa may be extended for up to six years.

Requirements for an H-1B visa:

- The position in the United States must require the service of a professional or prominent person.
- The person must have appropriate credentials (usually a university degree) to prove he/she qualifies as a professional in a specialty occupation.
- The position can be permanent in

nature, but the employment relationship must be temporary.

- The employee need not have worked for the company abroad and can be a recent graduate of a university without prior experience.

This visa can be a very helpful business tool if the position and employee qualify as professionals.

An additional requirement under the H-1B category is that prior to the actual filing of an H-1B petition, an attestation, called a Labor Condition Application (LCA), must be approved by the Department of Labor. In the LCA, the employer must attest that it will pay the H-1B foreign national the higher of the actual wage paid to similarly situated workers or the prevailing wage level for the occupational classification.

Treaty Traders and Investors (E-1/E-2)

The E visa is set aside for foreign nationals employed by foreign-owned companies investing a substantial amount of money in the United States (E-1) or engaging in substantial trade with the United States (E-2). The E visa category is available only to foreign enterprises and foreign nationals of those foreign countries which are signatories to a treaty of commerce and navigation with the United States. Both the employee and the company must be nationals of the same treaty country, and neither can be a citizen or lawful permanent resident of the United States. The "nationality" requirement is met when at least 50% of the enterprise is owned by nationals of the foreign country.

The foremost advantages of the E category are that the visa can generally be granted for a lengthy period of time, it does not require prior approval by the INS, and a period of prior employment with a related enterprise abroad is not a prerequisite to issuance. The largest disadvantage is that due to the complex requirements regarding the definition of trader and investor, visa applicants must make extensive financial disclosures concerning their enterprises to the U.S. consul. With the advent of NAFTA, this visa category shall be available to Mexican citizens.

Business Trainee Exchange Visitors (J-1)

The stringent requirements of the E, H and L business visa categories need not be met for foreign nationals who are coming to the United States for training. If the B-1 visa category cannot be used for training either because remuneration will be in the United States or because the time constraints of the B-1 visa are too limiting, the J-1 business trainee exchange visitor program is available for several types of activities including study and training.

The value of the J-1 program is that an established and organized training program need not exist, and practical, on-the-job training is permitted. A J-1 visa holder may be admitted for one year at first, with the possibility of a six month extension.

Conclusion

If adopted by Congress, the North American Free Trade Agreement will cement a new economic partnership between the United States, Canada, and Mexico, allowing all three countries to benefit from the economic recovery that will result from a free trade zone with 360 million consumers and \$6 trillion in annual output. In addition, from an immigration standpoint, NAFTA will significantly liberalize the ability of American, Mexican, and Canadian business persons to invest, trade, and conduct business between Canada and the United States, and Mexico. Finally, Mexican business persons will have greater options to enter the United States under the streamlined expedited procedures of NAFTA instead of the lengthy U.S. business visa procedures currently in existence.

Studying Streetvending in Mexico City

by John C. Cross
(UCLA-Sociology)

Streetvending has been studied as a form of pre-modern economic organization (Geertz, 1963), as a response to social marginalization (Lomnitz, 1975; Peattie, 1975), and as a sector of the infamous informal economy (Bromley, 1978; De Soto, 1989; Sethuraman, 1981). In each case, the predominant assumption has been that streetvending is an anomaly in modern society, however that is defined, and the key question has been essentially, 'why have people turned to selling in the streets rather than to some other supposedly "better" occupation?'

More recent analyses have begun to question the logic of the assumption. Post-modernity implies a process of decentralization which some have argued should actually feed, rather than diminish, informality in all its forms (see, especially, Portes, et al., eds., 1989).

The central question assumed that streetvending was a last-resort occupation, and tended to consider the supply of streetvendors without investigating the demand for their services. Furthermore, it ignored questions about other aspects of streetvending. Specifically,

how do individuals who are normally seen as members of powerless "marginal" populations manage to sell on the streets in the face of hostility on the part of government officials and certain social classes who charge that streetvendors block public right-of-ways, damage city infrastructure, and create unsightly agglomerations of ragged stalls in tourist areas, not to speak of the sanitation problems presented by garbage and defecation in public areas?¹ This question also focuses attention on the nature of the political system within which the streetvendors operate.

The above question is the basis of doctoral research being conducted by the author in Mexico City, using computer, bibliographic, and secretarial assistance provided by the *Universidad de las Américas* under an agreement with PROFMEX to provide a support base for its members in Mexico City.

Mexico City provides an excellent site for this research because of the rich and varied history of the city's uneasy relationship with streetvending. From complete repression accompanied by huge expenditures for the building of the system in the 1950s and 60s, in the following years there was a geometric increase in the number of vendors as the funds for construction became tighter and the capacity for non-political repression became less viable in the face of a series of economic and political crimes.

It is only as the political and economic situations have solidified in the Salinas regime that plans for reducing streetvending have been implemented—albeit with mixed success. On the one hand, a plan for building new public markets to be sold to the vendors is wavering for the lack of buyers of spaces in the markets built under this system. On the other hand, the authorities finally cleared ambulatory vendors out of most of the 157 stations of the city Metro system after one passenger was killed and another two wounded in a shooting in one station after a passenger stepped on a vendor's wares.²

Mexico City is also an urban area with a huge streetvending population—over 120,000 regular vendors—that is highly organized and capable of defending its interests. The top four organizations represent over 25% of the total vendors, and 95% of all vendors are represented by some organization.

Mexico City seems to be an ideal site for research to contribute to theory because of the degree to which city officials see streetvending as a problem that requires analysis. Up to now, every city agency approached has agreed to cooperate in the present study. Some have opened their files while others have allowed the author to participate

in operations and patrols with streetvendor inspectors as an observer. Streetvendor organizations have been equally cooperative.

The Mexico City streetvending case is important for understanding the Mexican political system. Although the PRI seems to support the general corporatist-clientalist model in which the state has ever greater control over its corporatist members, in the case of streetvendors, the situation appears to be reversed. The streetvendors resist even PRI attempts to control their growth. Some leaders have made an art of giving lip service to government plans for relocation of their members off the streets while implementing their own plans for expansion into new streets.

Obligated by the Mexican government to organize into recognized associations—affiliated with the PRI—the associations have gained substantial powers over their members. Since the city has refused to intervene in the internal affairs of these associations, many of their leaders have operated them as private businesses—effectively renting the public space to the vendors. Some leaders have become often fabulously wealthy, even passing their business of renting public space on to their children.

Concentration of streetvendor wealth has had two results. It has allowed free reign to corruption among middle-level government functionaries who have channeled substantial sums of streetvendor donations to be donated to the PRI for election campaigns. And it has meant that the associations mobilize for political rallies and political protests to support the PRI. Although the associations are invaluable assets for the PRI they are a threat to city officials, for whom the appearance of loud and threatening protests are anathema.

Endnotes

1. There are some exceptions to this lack of research. De Soto (1989) argues that streetvending arose in Peru due to the bureaucratic and monetary costs of opening commercial outlets (a demand-side argument), but offers little more than a suggestion of the politics of streetvending, as does Bromley (1978) who has mentioned the issue. McGee (1973) offers a detailed study of the history of regulation of streetvending in Hong Kong, but attributes most difficulties in controlling the phenomenon to international political factors (such as fear of providing a justification for Chinese intervention if they cracked down on it) rather than internal political factors and the streetvendors themselves.

2. This measure (implemented on February 16 two days after the incident) had actually been planned since October of 1991, and has been successful for two weeks (to the time of writing), but requires the presence of over 1,000 regular and riot police officers—almost 10% of the entire force under direct supervision of senior officers. Most associations of vendors are assuming that once the police

leave, they will walk back in, and some are discussing establishing the same relations with the police as they previously had with the Metro's security guards.

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Political Trial or Poetic Justice in the Case of La Quina?*

by George Baker

Executive Secretary, PROFMEX

Summary

As Mexico moves to position itself in the final steps to achieve the free trade agreement with the United States and Canada, a close scrutiny will be taken in the U.S. Congress regarding the compatibility of Mexico's political system to that of the United States. Mexico will be evaluated in terms of its record on environmental policy, anti-corruption measures, anti-drug activities, and human rights violations.

The criminal trial of former trade unionist **Joaquín Hernández Galicia** (La Quina) has the markings of a politically symbolic act designed primarily to win good marks for Mexico in international trade, investment, and debt negotiations. A commonly held view in Mexico is that La Quina is probably guilty of every conceivable criminal charge—except in the specific cases being argued by the government prosecutors. Foreign observers of the evolution of the trilateral trade talks will find it jarring to realize that intrinsically worthwhile results of the Salinas anti-corruption campaign may have been underwritten, in part, by violations of the civil rights of Mexican citizens.

This article examines the nature of the charges and of the defense's arguments in the criminal trial of La Quina. The article concludes that the criminal justice system in Mexico is itself a risk factor that prospective corporate investors must consider and that policy analysts and social scientists must ponder.

Introduction

Little is known about the centralist government of Mexico beyond the external appearances that suggest that power resides exclusively in the executive branch. Evidence of the centralization of power is circumstantial, such as the facts that no legislative bill submitted by the executive branch ever has been rejected by the federal congress and no piece of legislation ever has been found to be unconstitutional by the federal judiciary.

Both the legislative and judicial branches of government are generally regarded, therefore, as extensions of the executive branch. In both criminal and civil trials, owing to the absence of the institution of the trial by jury—a single judge decides the case—the outcome is regarded as vulnerable to influence by the executive branch.

From the fall of 1987 through the summer of 1988 a ground swell of grass-root support developed behind the presidential candidacy of former governor Cuauhtémoc Cárdenas, the son of a former president of Mexico. Cárdenas ran on a platform of political reform against the sixty-year-old political machine that routinely won all presidential and gubernatorial elections in Mexico. During the campaign, and against all the rules of the political system in Mexico, it was rumored that La Quina, as head of the then 210,000-member Oil Union, was promoting and funding the candidacy of Cárdenas and not that of the candidate of the official government party, the PRI.

When the PRI, by the official count, won the elections on July 6, 1988, the

usual cries of "fraud" on the part of the losing opposition parties were particularly poignant. The new government was installed on December 1, 1988, and, six weeks later captured the headlines of the Mexican and international press by its bold *Putsch* against the arrogant and corrupt leadership of La Quina.¹

In the early morning of January 10, 1989, La Quina—a legendary figure who was alleged by Mexicans and foreign observers alike to have terrorized and looted oil workers and their families and communities for nearly three decades²—was seized in his home near the northeastern port city of Tampico by army units (whose legal use in peacetime subsequently has been questioned). La Quina was charged with gun running, resisting arrest, and homicide.³

In June of 1992, La Quina gave an interview to Salvador Corro, a correspondent for *Proceso*, and a leading investigative journalist in the area of Mexican petroleum policy.⁴ The interview provides a glimpse into both the court's records and the judicial process—and raises many collateral questions for social scientists, civil rights organizations, and corporate economists.

La Quina's defense

Toward the end of gaining his release from jail, La Quina advanced four kinds of arguments, only one of which was within the judicial framework of a criminal case; that is, only one of the sets of arguments addressed the actual charges being brought against him. The evidence that he and his legal staff had amassed redundantly showed that none of the charges being brought against

him could have been true. La Quina, invoking the honesty and up-rightness of the president of Mexico (the same person who, in the view of everyone in Mexico, had ordered his arrest in the first place), asked for presidential intervention on his behalf. He said that his wife and sons had been to the president's office as well as to the offices of the director general of Pemex, Francisco Rojas, but, to date, only courtesies have been obtained.

La Quina's main contention was that he and his associates were being illegally detained. The former attorney general, Fernando Gutiérrez Barrios, had, La Quina insisted, arrested him on phony, trumped-up charges.⁵

A second contention was that he deserved leniency from the state on the grounds of (a) a long, verifiable history of public service, and (b) multiple signs of failing health, including prostate inflammation, incipient glaucoma, arthritis, and tumors—a total of 15 medically diagnosed disorders.

A third contention was that his civil rights were being systematically abused by a judicial system heavily biased in favor of the prosecution. La Quina complained that key documents were being falsified, removed from his file, or simply excluded. He further complained that the judge, Lic. José Luis García Vasco, clearly operating under government orders, was hostile to the union.⁶ The judge had expressed his hostility in several controversial decisions, including the refusal to receive the testimony of a key defense witness and the refusal to hear the defense's reconstruction of events.

La Quina said that his case file had 300 pages of evidence and 200 pages of conclusions. "I have gone over the file page by page and on every one there are erasures and alterations." He could prove that many statements of testimony had falsified signatures.

Finally, regarding the actual charges being brought against him, namely, gun smuggling, resisting arrest and murder, La Quina dismissed them all.

Gun smuggling. As for the gun-smuggling charge, La Quina said it was preposterous to suppose that he, as a public figure who received daily dozens of persons in his office-in-home, would have stored, in the entryway of his house, ten boxes of machine guns for over a month.⁷ Second, real gun smugglers remove the serial numbers from the weapons to avoid their being traced; in the present case, the serial numbers had not been removed—and their original sale over twenty years before had been traced to the Mexican Justice Department and the Mexican Army.⁸

Finally, one of the persons who is accused of delivering the weapons to La Quina's home, José Cruz Contreras (at the time a key official in the executive committee of the union) was on duty in Pemex at the time the guns supposedly were delivered.⁹ La Quina's defense, then, concludes that (1) the weapons were not in his house at the time of his detention, and that (2) they were subsequently delivered by the Mexican army after he had been taken into custody.

Resisting Arrest. With regard to his resisting arrest, La Quina observed ironically, the resistance must have been minimal if the army's response was to fire their guns into the air, as government documents claimed.¹⁰

Murder. The murder charge was clearly the most serious and the most dangerous, from the point of view of La Quina's overall defense. La Quina's defense was that the presumed victim, Lic. Gerardo A. Zamora Arrijoja, a federal judicial agent, had been killed in Ciudad Juárez, Chihuahua, about 1:30 Monday afternoon, January 9, in the capture of Gilberto Ontiveros (alias El Greñas). Later, his corpse was brought to Cd. Madero as part of the government conspiracy to frame La Quina for the killing.¹¹

The most intriguing allegation made by La Quina in his defense was that according to government records, an hour and a half after Zamora's death the body temperature of his corpse was read at 16 centigrade. Normal body temperature is 37 and, according to La Quina's defense, the body loses 1 degree of temperature every hour after death. At the time of the reading, therefore, Zamora had been dead 21 hours.

A secondary argument put forth by La Quina was that the government's claim that Zamora had flown from Mexico City to Cd. Madero at 6:30 the morning of January 10, 1989, did not square with records of the Civil Aviation Board and the Ministry of Communications and Transportation which indicated that no aircraft belonging to the Justice Department arrived in Cd. Madero before 3 p.m.

Finally, La Quina asked, where were the eye witnesses? A death always brings a crowd of people—except, apparently, in the case of Zamora. Further, who moved the body? Mexican law, La Quina said, requires that only officials from the Justice Department¹² are authorized to move a corpse. In the trustworthy and discharged the defendant.¹⁷

There is also something odd about the arrangement for La Quina's defense counsel. The *Proceso* article reported

that La Quina was on his third set of lawyers, but according to an embittered former lawyer for La Quina with whom I spoke by telephone,¹⁸ La Quina had gone through ten sets of defense counsels.

The article quoted La Quina as saying that his lawyers were José Bobadilla Sánchez and David Chávez Reyes, but neither, apparently, is listed in the Mexico City telephone book. I called a number listed for one of these, but it was that of the family of an accountant who had been dead for six years and who, moreover, had no relationships with La Quina.¹⁹

La Quina said that he paid his attorneys two million pesos a month (about \$650 U.S.); but, by U.S. attorney rates, such an amount would not buy two hours of professional services. Cutting through the rhetoric, then, one reaches the surprising conclusion that La Quina is without substantive legal representation at all.

In the United States the trail of La Quina (had he been the head of the teamster's or seafarer's union) would have been on the scale of public interest of the trial of Jack Ruby (the assassin of Lee Harvey Oswald, who is believed to have shot President Kennedy in 1963). In Ruby's trial one of the nation's most flamboyant criminal lawyers, Melvin Belli, was the defense counsel. What does it mean that La Quina's lawyers are either newly established or so non-consequential as not to have their telephone numbers listed in the directory? Are there any criminal lawyers in Mexico who have reputations for winning cases against government prosecutors?

Conclusion

The term "poetic justice" cannot be rendered into Spanish by "justicia poética." The closest translation seems to be "castigo de Dios (punishment of God)." In the present case, the punishment is being meted out by a presidential administration bent on eliminating local and industry *caciques* (power brokers) and replacing them by a new breed of technocrats.

At the time of writing La Quina's trial was still in progress.²⁰ Two preliminary observations are suggested: one, the evidence and arguments presented by La Quina have a ring of coherency and credibility.²¹ Two, the possibility that La Quina might have been framed present case, the government claimed that soldiers removed the body—but, if so, it was against the law.¹³ A related, if technically minor question was, *from where* was the body removed? La Quina sarcastically observed that the

government's accusation states that Zamora's body was found in house on San Luis No. 102. When the government realized that No. 102 "was not my house, they changed the record to read No. 104, but that address is that of my daughter. My address is No. 106," he stated.¹⁴

Other anomalies of the trial. The testimony of Mauro Estrada Cruz, one of La Quina's body guards and an eyewitness to the events of January 10, deserves careful examination. Estrada Cruz, who was questioned by police agents on January 11, 1989, said that La Quina, upon being informed that there was a body of public officials outside his house intent on carrying out a search of the premises, ordered his bodyguards to open fire. He added that La Quina himself also fired at the intruders.¹⁵ Afterwards, when informed by federal officials that a policy agent, Juan Gerardo Zamora Arrijoja, had been killed, Estrada Cruz replied that "given the sequence of events, the person who could have killed him was Fidel Cárdenas Saumosa, who was one of the first to fire his weapon." Estrada Cruz, who later in his testimony confessed to his and La Quina's involvement in a number of murders and other crimes, and who, therefore, had no reason to be reluctant about admitting his involvement in the death of Zamora, had no knowledge that anyone had been hurt, much less killed, in the fracas. By Estrada's account, La Quina was the intellectual author of the death for having given the order to fire; Estrada himself, however, for having fired a weapon, was as much a candidate for being charged with the crime as was La Quina.¹⁶

The reliability of the testimony of Estrada Cruz, however, has been questioned in the U.S. Courts. In a mid-1992 extradition hearing, *United States of America v. José Cruz Contreras*, the petition of the Mexican government was denied. José Cruz Contreras, former mayor of Reynosa, had been named in the confession of Estrada Cruz as the principal gun smuggler in the La Quina case. The McAllen federal court for the Southern District of Texas found that "after argument by both parties, the Court found that the only probable cause came from statements and not from a corroborating evidence, that the original confession statements were un- disturbing on several counts. Looking back over the first three years of the Salinas Administration, it is clear that the arrest (or detainment) of the top union leadership in January 1989 was an international media ploy designed, at bottom, to strengthen investor confidence in Mexico. Further, it is clear that the measure worked: President

Salinas was henceforth seen in Washington D.C., and Wall Street as a solid, union-busting Republican who could be trusted with investor funds. The resulting confidence in the Mexican stock market was ample evidence of the effectiveness of Salinas' approach to management-labor relations.

What is disturbing is that the U.S. and Mexican press as well as U.S. and Mexican civil rights organizations, labor unions, and political parties have decided to look the other way—and see no evil in the discrepancies in the government's account. All sides—even his own labor union—have given a sigh of "good riddance" to La Quina and his unruly gangster friends.²² It is as if the U.S. and the Mexican governments have agreed upon a dual-track judicial system: one track is for ordinary people, the other track is for persons whose removal from society can be justified on the grounds of economic development and modernization.²³ For falling into this second category, La Quina's assessment of his position before the judicial system was probably correct: he will be convicted of all the charges and given a forty-year sentence. La Quina speculated that he would only leave prison "in a plastic bag" but, in reality, all such prisoners are given their freedom in their final years.

The absence of interest on the part of civil rights groups in Mexico in this case on the grounds that "La Quina is not one of our people" leads to the hypothesis that civil rights organizations do not, except in their formal appearances, exist in Mexico. "All so-called civil rights groups in Mexico are front organizations for their respective political parties," said one Mexican observer in July 1992. "No one in Mexico is going to take an interest in La Quina's case—except, perhaps, if his case could have some value for groups that are opposed to the Salinas free trade agreement. No one, however, will take up the matter of La Quina's civil rights. Before he was arrested, La Quina had 40,000 friends, after he was arrested he had none."²⁴

Everyone in Mexico will agree that, independently of the validity of the actual criminal charges, the government is orchestrating its version of "god's punishment" for La Quina who is believed to have tolerated every kind of abuse in the labor organization for which he was responsible for nearly three decades. This approach to meting out justice is also known in the United States. Al Capone, the notorious gangster, was prosecuted in 1931 for the valid charge of tax evasion because he could not be convicted of his more serious crimes. In La Quina's case, the matter is different: the government is

unable or unwilling to prosecute him for his real crimes and the charges against him appear to be false.

The case of La Quina raises a basic question: Does the Western institution of "due legal process" exist in Mexico? If not, is there a commitment in Mexico to establish it expeditiously? If not, of what concern is it to the U.S. Congress which will decide on the Free Trade Agreement with Mexico? If not, by what amount should international bankers and corporate economists adjust upward the risk factor applicable to Mexican borrowing and investments?

The case of La Quina, therefore, illustrates (a) how an intuitive knowledge of the Mexican political system is at variance with formal academic, legal, and constitutional descriptions, (b) how political conformity in Mexico may be imposed, and (c) how, from the perspective of a foreign investor, the Mexican judicial system must be looked at as a risk factor, a cost of doing business in Mexico.

Notes

*An abridged, Spanish translation of this article appeared in *El Factor Financiero* (Mexico City), August 29, 1992.

1. From a management point of view it was essential that the Oil Union's grip on Pemex's day-to-day operations be broken. The government probably reasoned that negotiation was impossible with the intransigent union top leadership—and that the end of removing La Quina justified whatever means were necessary to do it. The government, however, was accused at the time of wanting to settle political scores with a rival and of creating a media event to distract public concern about the alleged illegitimacy of the new administration.

2. La Quina was Executive Secretary of the Oil Union from 1961-64, but, afterwards, ruled from behind the scenes.

3. The charge in Spanish was "homicidio calificado," which, one would have thought, is a Mexican term for manslaughter (the translation of which is usually given as "homicidio impremeditado"). In a meeting in Berkeley with a federal deputy from Mexico City on July 28, 1992, it was explained that far from meaning manslaughter, the term "homicidio calificado" is the equivalent of first-degree murder in the United States. The legislator's view was that "the government wanted him [La Quina] out of the way for many reasons, the most important of which was La Quina would have been an obstacle to the administration's plans for the reorganization and partial deregulation of Pemex. Additionally, organized labor needed to be taught that in a presidential campaign union membership may not be encouraged to vote for non-PRI candidates, an 'offense' that La Quina was believed to have committed in the 1988 elections."

4. "La Quina, tres años y medio después: 'le pido a Dios, ojalá el señor Presidente vea mi expediente.'" *Proceso* (Mexico City), No. 817, 29 de junio de 1992, pp. 10-14. According to the article, this interview was the first sub-

stantive one that La Quina had given since his arrest. The date of the interview was roughly 2–3 weeks before the trial judge was scheduled to close the case. An English-language summary of the article, "No Mercy for La Quina," was published in *The Mexico Report* (Washington, D.C.: The Whalen Co.), 1(11), July 23, 1992, p. 4. There is a risk in developing one's analysis around a single report in *Proceso*. As James W. Wilkie (UCLA) observes, "*Proceso* puts its own editorial spin on things and has a flair for imaginative reporting."

5. *Proceso*, No. 656, 29 de mayo de 1989, pp. 6–15. "Soy víctima de un complot" contains extracts from La Quina's statement to the judge of the Eighth District, Lic. José Luis García Vasco. La Quina was not the only labor union official to make this complaint. In early 1992 Agapito González of the maquiladora union in Matamoros was detained on tax evasion charges that were subsequently dropped. González, technically freed, continues (as of July 1992) under house arrest at a Mexico City hospital. He is not permitted to return to Matamoros.

6. La Quina commented that only the court secretaries had shown any kindness or sympathy toward him. San Francisco criminal lawyer Erik Sivesind, who commented on a draft of this article, observes that in general the court is pro-prosecution.

7. According to Dan La Botz, *Mask of Democracy: Labor Suppression in Mexico Today* (South End Press, Box 74, Washington, DC 20002. Tel [202] 544-7767), in 1989 La Quina had admitted the charge of weapons-trafficking (p. 107). Knowing the government's ability to control the press, the fact that such an "admission" was published is not conclusive evidence of its veracity.

8. *Proceso*, June 29, 1992, p. 13. According to La Quina, the presiding judge had refused to accept the notarized testimony of a representative of Herstal, the Belgian arms factory, regarding the original Mexican buyers of the weapons.

9. La Quina states that on December 10, 1988, the persons who, supposedly, delivered the arms to his home at 7 p.m. were on duty at Pemex on the 3–11 p.m. shift. La Quina added that at 7 p.m. it was still daylight, which makes the delivery of machine guns in a residential district even more unlikely.

10. Government documents claimed that chemical tests showed that La Quina recently had fired a weapon at the time of his arrest. Of course, in the initial moments of the army attack on his home, La Quina had no way of knowing if the assault was coming from public authorities or a gang of union dissidents who were seeking revenge for some real or imagined damage for which they held La Quina responsible. Knowing that the attackers were public officials, it is unimaginable that La Quina would have fired a weapon at them.

11. La Quina did not reveal the basis for his belief that Zamora had been killed in Cd. Juárez, but he added that Zamora had been killed by a blow from a pistol or rifle butt, not by a bullet (*The Mexico Report*, July 23, 1992, cited previously, states that Zamora was killed by a blow from a pistol butt, and observes that wounds after death do not bleed). Unfortunately, from La Quina's perspective, Zamora's corpse had been cremated shortly after the incident, so no

new physical evidence could be brought forward.

12. Ministerio Público.

13. For some reason it seemed to occur to no one to seek the sworn testimony of the other federal agent, Carlos Manuel Salas, who, allegedly, accompanied Zamora in the on-site inspection of La Quina's house.

14. A side-bar article in the same issue of *Proceso*, June 29, 1992, p. 11, gave a summary of the views of the prosecutor, Guillermo Alvarez del Castillo Vargas. La Quina's arguments about the confusion over the house numbers were dismissed. The prosecution's case, in 81 pages, was presented to the court on June 2, 1992. "There are grounds to accuse Joaquín Hernández Galicia [of these offenses] and he should be sentenced with the highest penalties permitted by Articles 5 and 52 of the Federal Penal Code."

15. *Proceso*, No. 656, 29 de mayo de 1989, p. 12. "Soy víctima de un complot." In his sworn testimony La Quina stated that at the time of the arrival of the federal agents he was in his bathroom, some sixty feet from the street, and, for being hard of hearing, did not know of the arrival of the agents until his wife told him. He walked to the front of his house in his underclothes, where he was apprehended. In this reconstruction it was impossible for La Quina to have given orders to fire on the soldiers.

16. Seal of the Republic of Mexico, Procuraduría General de la República, six typewritten pages (manual typewriter), with front and back typing and number 1–4, "Ciudad de México, Distrito Federal, siendo las dieciocho treinta horas del día once de enero de mil novecientos ochenta y nueve ante el Suscrito Licenciado Manuel Villegas Riachy, Agente del Ministerio Público Federal." To believe his testimony, Estrada spontaneously confessed to the murder of former Oil Union leader Oscar Torres Plancardo on September 8, 1983, a crime that had never been prosecuted and for which he and another person nicknamed "Gavilán" were subsequently paid \$500,000 pesos each by La Quina. La Quina was later exonerated from the charge that he was the intellectual author of that crime (*Proceso*, No. 645, 13 de marzo de 1989, pp. 11–15. "La Quina se repone; triunfa de una acusación y su gente se agita").

17. Summary docket entry, dated July 24, 1992, Jesse E. Clark, Clerk. Case No. Misc. M-92-012, heard before U.S. Magistrate William M. Mallet and ruled upon on July 24, 1992. The extradition of Cruz Contreras, 70, was being requested by the Mexican government in connection with the La Quina case. One of the attorneys for the defendant told me in early September 1992 that "the case is closed, the transcripts of the trial are in the public record, and a copy may be requested." In Mexico, the concept of "the public record" virtually does not exist.

18. "I was the lawyer for that individual for less than two weeks. He never paid me a dime. I'm sorry, but I cannot help you at all in finding out how to contact his current lawyers."

19. For this reason, the Mexico City white pages are often called "the Book of the Dead." In late July 1992, I asked a research assistant in Mexico City to help me find their telephone numbers, but, after a week, there

were still no concrete results. On August 27, 1992, however, my office received an anonymous fax giving telephone numbers for both attorneys. At last, the following day I spoke briefly with one of the attorneys, who dryly observed that a verdict was expected the following week. I asked about the murder charge. "We do not believe that the government has the necessary elements to prove its case," he impassively observed.

20. The formal presentation of evidence and argument ended on May 27. Another milestone was reached at the end of July, and, at that point, the judge had three months to evaluate the evidence and reach a judgment. The outcome of the trial, therefore, would be known before the U.S. presidential elections on November 4, 1992.

21. The arguments of the prosecution have not been described in detail in public documents.

22. Were La Quina's position to be occupied by a U.S. business executive (or, heaven forbid, a U.S. academic), the international press would insist, for example, on interviewing at least a handful of the several dozen soldiers and onlookers who, in theory, saw Zamora fall from gunfire from La Quina's house.

23. The controversy in May and June 1992 over the U.S. government's abducting of Dr. Alvarez Machain, a Mexican citizen inside Mexico in a drug-related case showed that the two governments have not fully agreed on who gets to do the removing of unwanted persons from society.

24. An American journalist in Mexico City commented to me cynically, "Why give 'civil rights' a bad name by associating it with a sleazebag like La Quina? Better to save the concept for someone worthwhile."

SoCalGas Makes Grant to PROFMEX

In July 1992 Southern California Gas Company awarded PROFMEX a grant to support its academic programs. "The Company has a long record of supporting Hispanic community programs here in Los Angeles, but only recently have we seen Mexico as part of our larger picture of corporate interest and social responsibility," commented **David W. Crain** of the Gas Company's Planning Department. "We see PROFMEX as an organization that is taking the initiative in extending our understanding of public and corporate policy issues in matters of bilateral trade and investments. For our part, we are working on the possibility of collaborating with San Diego Gas & Electric Company, Pemex and the Comisión Federal de Electricidad (CFE) in transporting natural gas to Baja California's electric power station in Rosarito as well as to the metropolitan areas of Tijuana and Mexicali," he said. "We believe that bringing natural gas to Baja California will improve both the air quality as well as economic growth prospects of the border region."

Borderlands Entering New Stage

by Oscar J. Martínez

Oscar J. Martínez is professor of history at the University of Arizona and author of several books on the history of the borderlands, including *Troublesome Border* (University of Arizona Press, 1988). He is also a member of the Board of Directors of PROFMEX.

Presently the people of the U.S.-Mexican borderlands are gearing up for increased economic activity that will be generated by the proposed Free Trade Agreement. It is anticipated that the unrestricted movement of goods across the boundary will create boom conditions in the region, and *fronterizos* (borderlanders) from both countries will embark on a new relationship based on officially sanctioned intimate ties and cooperation.

The prospect of free trade represents a major step forward in the history of the borderlands. In the past, the region simmered with international frictions and ethnic tensions. The degree of mutual understanding and good neighborliness that we now enjoy took considerable time to develop, evolving through a series of stages.

The first and longest stage may be called the period of *alienation*, which began when Europeans engaged in fierce competition for control of North America and ended around 1880, when Mexico and the United States achieved some stability in their previously turbulent relationship. This stage witnessed many violent upheavals, including cross-border invasions, the Texas rebellion, the U.S.-Mexican war, filibustering expeditions into Mexico,

Indian raiding, and ethnic confrontations.

Next came a period of *coexistence*, lasting from 1880 to 1920. Reduced tensions were made possible by a decline in the United States appetite for Mexican territories, political order in Mexico, and incipient modernization in the borderlands. But during the Mexican Revolution of the 1910s the two nations at times slipped back into a mode of alienation as a result of instability along the border, anti-Americanism in Mexico, and U.S. intervention in Mexican affairs.

After the Revolution, the borderlands initiated a state of *interdependence*, which continues to the present. The trend toward binational growth that began in the late nineteenth century accelerated in the 1920s. The border cities in particular benefitted greatly from a tourism boom during the years of Prohibition in the United States. With the exception of the early 1930s, when stagnation set in as a result of the Depression, the two sides steadily increased their dependence on each other. Capital and workers flowed across the border in greater and greater amounts in the decades after World War II, leading to a population boom in the area. Large-scale industrialization began in 1965 with the initiation of the *maquiladora* program.

By the early 1990s the borderlands had reached a condition of advanced interdependence, spurred primarily by Mexico's liberalization of foreign investment laws and drastic reductions of tariffs. Despite the restrictionist U.S. immigration law of 1986, workers

continued to cross the border in large numbers, thus underscoring the institutionalized nature of cross-boundary interaction.

When the Free Trade Agreement is approved, it will signal the beginning of a new stage—*integration*. Both countries will initiate a process expected to culminate in the merger of the two economies. A byproduct of economic integration will be the creation of a binational social and cultural system which will stimulate a transnational orientation among borderlanders.

The implications of integration are profound. Both nations will necessarily yield some of their sovereignty, and that will require considerable adjustment among nationalistic-minded people on both sides. Many Americans fear loss of U.S. jobs and many Mexicans worry about increased foreign domination of their country.

The responsibility for convincing opponents of integration that benefits outweigh liabilities rests primarily with borderlanders, who will feel the effect of expanded interaction the most. But how well do *fronterizos* really understand what free trade means? The need to become better educated about the issues is clear, especially the challenges that expected rapid change will bring in our own backyard.

Who is the 'North American'?

by Edna Monzón Wilkie

The advent of the North America Free Trade Agreement has brought into focus an age-old debate over the use of certain terms which touch on cultural sensibilities and the need for standardization and precision in the use of those terms (in English, Spanish, and French) which refer to the United States, Mexico, and Canada and their respective citizens. For decades the use of the term "America" in English when referring to the United States has raised some feathers on the part of Latin Americans from various countries who have conceived the term to mean "the Continent of America" as opposed to "the country America" which borders Mexico and Canada.

This narrow concept of America is seen by Latin Americans as a culturally insensitive misnomer born out of near-sightedness on the part of their English-speaking neighbors who have used it, ignoring the history, culture, and language of its luso-franco-hispanic neighbors. The conflict in the use of the term "America" in this context extends to its derivative "American."

The Mexican politico-intellectual community has attempted to solve this problem by using the term "norteamericano" ("North American") (in place of "Americano") for the adjective which describes U.S. citizens and things pertaining to the United States, thus creating one more debatable ambiguity. (In a recent publication this ambiguity was

taken one step further when "Mexican-American" was rendered as "Mexicano-Norteamericano.") This ambiguity is especially significant given the fact that the official definition by geographers of sub-continental regions in the American Continent recognizes North America as comprising Canada, the United States, Mexico, and Central America.

Fortunately, the universally accepted Spanish term "estadounidense" solves this ambiguity in most instances. However, as is the case with all terminology in all languages, the use of the latter term must be sensitive to context and cultural conceptualization. In most formal writings in Spanish, "estadounidense" is the safest term because it avoids amphibology, as in "exporta-

ciones estadounidenses" or "el turista estadounidense." In general, in most contexts the adjectives in these two latter terms could easily be substituted for "americanas" and "americano" respectively without risk of ambiguity, since the concept "americano" for "American" has become conceptually accepted by Spanish speakers in general, (unlike "América" for "America" when referring to the United States, in which case they become false cognates).

American scholars specializing in Latin America became aware of the ambiguity that the concept "America" posed, and thus adopted the term "the Americas" when referring to the aggregate of countries in the American Continent. This new term was later successfully adopted by many international organizations.

The importance of context and conceptually sensitive use of terminology across cultures and languages (especially in the case of cognates) is further illustrated by the use of the term "América" in Spain, "America" in England, and "Amérique" in France. Written materials and live testimonies reveal interesting subtle differences in conceptualization which must be taken into account. For example, it is common to hear an old Spaniard say "Mis hijos

viven en América" ("My sons live in America") when he is referring to a country or countries in Latin America. As recently as 1985, as I toured Spain and my Spanish revealed my obvious Latin American accent, I was asked several times not if I was "Latin American" but rather "¿Eres americana?" or "¿De qué país de América eres?" (It was clear to me that "americana" did not mean to them "American" from the United States, and that "América" was conceptualized as more than one country, especially since there was no reason to link my accent in Spanish to English.) The recent impact of U.S. culture on European youth has caused an evolution in the term so that younger generations think of "América" as the United States. The term in Spain is clearly in transition and may be ambiguous. However, in non-Iberian European countries the concept "America" or "Amérique," refers unequivocally to the United States.

There are those who have pointed out the possible ambiguity that the term "Estados Unidos" for "United States" might pose, because the official name of Mexico is "Estados Unidos Mexicanos" (United States of Mexico). I think the risk of amphibology in this case is practically nil, since the term "Estados Unidos

Mexicanos" is used in Mexico in very narrow contexts which involve, for example, legal documents, coins, or official records.

In conclusion, in the new world of cross-cultural communication that has been reinforced by NAFTA, the only term that truly poses a risk of conceptual ambiguity is "Norteamérica" or "norteamericano," terms which should not be used to refer to the United States or its citizens. The appropriate terminology to use in this context is "Estados Unidos" and "estadounidense" respectively.

The following list of equivalent terms in Spanish and English, within the appropriate context, takes into account cultural conceptualization:

| Spanish | English |
|----------------------|--|
| América | The American Continent <i>or</i> The Americas |
| América del Norte | North America |
| Americano* | American |
| Las Américas | The Americas |
| Estados Unidos | The United States |
| Estadounidense | American |
| E.U.A. <i>o</i> E.U. | |
| <i>o</i> E.E.U.U. | U.S. <i>or</i> U.S.A. |

*To be used with context awareness

Scholars Guide to Hotels in Mexico City

In reviewing the options for where to stay in Mexico City, factors include hotel telecommunications with the world, efficiency in handling messages, location in the capital, quality of food, and service as well as view, and charm—historical and otherwise. Once we would have recommended the Hotel Del Prado facing the Alameda Central, where the late **Howard F. Cline** and the late **Stanley R. Ross** used to stay to enjoy the Rivera mural "Sunday Dream in the Alameda Park," but the Del Prado went down in the 1985 earthquake. (The Rivera mural is now located in the Rivera Museum in Alameda Park.) Still, on the Alameda is the Hotel De Cortés—its lovely patio is perfect for a sunny lunch; and its rooms are ideal on a rainy day for scholars who desire to relive the dark and dank side of Mexico's colonial living.

Here is the PROFMEX ranking of hotels:

Very Expensive and Expensive (Category A).

#1. *Westin Camino Real*. Centrally located to reach downtown and the Zona Rosa as well as close to the periférico's route to UNAM and COLMEX, the

Camino Real has its own spacious garden and pool—the place to rest under the trees after a busy day in the city. Phone and FAX are efficient, and the hotel operators follow your location as you move around the hotel. The *Azulejos* restaurant is one of the places in the city for a "power breakfast" and the buffet choice is superb. At night, *Azulejos* boasts a musical group that has been at the hotel since 1968; seemingly the musicians could have played for Porfirio Díaz and the melodies take one back to the turn of the century. However, the music is much better than the dinners. (Meals at *Azulejos* have gone into decline under an absentee chef—he is never there to take complaints—ever since he removed whole fish from the menu.) *Fouquets* Restaurant has some of the best French food in the city and some of the highest prices. Bargain: *Fouquets* has private rooms for breakfast, lunch, or dinner—ideal for meetings says **James Wilkie**. The *Camino Real*'s Front-Desk Manager **Vicente Romero** works magic to keep the hotel guests happy. Rates: Very Expensive, but corporate rates are available to scholars who mention their university. Tel (5) 203-21-21; FAX 250-6897.

#2. *Nikko*. Great views from each room are this hotel's strong point, especially from the helicopter pad on top. The *Nikko* boasts large number of phones, and extensions do seemingly reach into all corners of each room. The hotel, located almost in Chapultepec Park on the north and opening into the Polanco district of posh shops and restaurants on the south, attracts **James Platler**. Too bad the *Nikko*'s own breakfast buffet cannot be kept warm by the inefficient flame pots which try in vain to keep the food warm—the resultant standard in food safety cries out for inspection by public health authorities. Rates: Very Expensive. Tel (5) 203-40-20; FAX 254-69-80.

#3. *Maria Isabel Sheraton*. Strategically located next to the U.S. Embassy and Sanborns, across the Reforma from the Zona Rosa. Plus: front rooms (some nonsmoking) look out on to the magnificent Monument to Mexico's Independence ("Angel Statue"). The *Veranda* Restaurant is famous for its food and its "power breakfast," says **Michael Meyer**. Minus: bus station atmosphere in the lobby, where tour groups step on each other. Rates: Expensive. Tel (5) 207-39-33; FAX 207-06-84.

#4. *Airport Fiesta Americana*. This hotel is the place for the jet-age scholar such as **David Lorey** who spends half a day in Mexico City and needs a place to shower, change, and store luggage while keeping a dozen appointments in town. It is also a place where locals go to hear Latin American music played by lively musicians. Just a walking bridge away from your flight, this is a convenient hotel indeed. Assistant Manager **Alfonso Vázquez** is very helpful in solving problems. Rates: Expensive. Tel (5) 785-05-05; FAX 785-10-34.

#5. *Radisson Paraíso*. This is the only real hotel for scholars visiting UNAM or COLMEX in the south of the city, says **Clark Reynolds**. Near periférico. Rates: Expensive. Tel (5) 606-42-11; FAX 606-40-06.

#6. *Holiday Inn-Crowne Plaza*. Because this hotel is situated in the "tierra de nada" halfway between the Zona Rosa and the Zócalo, taxis do not originate here but pass by full, leaving the scholar at the mercy of the inflated turismo cab prices. Full services, says **Paul Ganster**, including night clubs with latest acts. Rates: Expensive. Tel (5) 705-15-15; FAX 705-02-26.

#7. *Westin Galería Plaza*. In the heart of the Zona Rosa, its best attribute is the fine food at its Ile de France restaurant, with excellent violin music, notes **Douglas Patiño**. Tel (5) 211-00-14; FAX 207-58-67.

Moderate and Inexpensive (Category B).

#B1. *Best Western Majestic*. Rooms (some with balconies) with splendid

views of the Zócalo. This is the place from which to view the independence ceremonies in September and the daily raising of the flag with bugles at 6 a.m. The view from the restaurant on top is famous for its patio lunches and dinner views, says **Colin MacLachlan**. Rooms are cramped, but for the historically minded this is the place to stay when moving up from old haunts such as the depressing Hotel Emporio. Competent phone and FAX service. Tel (5) 521-86-00; FAX 518-34-64.

#B2. *María Cristina*. Well located in Colonia Juárez near Reforma and Insurgentes, says **Jeff Bortz**. Somewhat musty, small rooms with poor air circulation. Inadequate phone and FAX service. Food is served in generous and inexpensive portions. Tel (5) 566-91-88; FAX 566-91-94.

#B3. *Bristol*. Near the U.S. Embassy but phone service is erratic. Telephone and FAX (5) 208-17-17.

#B4. *Best Western Ritz*. For scholars who want to sleep where **Frank Tanenbaum** did and where **George Baker** may often be found. Rooms looking out on Avenida Madero give the full range of the city's sounds and life—day and night. Tel (5) 518-13-40; FAX 518-34-66.

Inexpensive (Category C).

#C1. *Monte Real*. Two blocks from Alameda Central. For scholars traveling on a shoe-string. All calls must go through the switchboard, which does not always answer. Tel (5) 518-11-49.

Not Recommended (Category F)

#F1. *Hotel Krystal-Zona Rosa*. Where it once boasted the music of Los Violines de Villafontana and one of the finest managements, today it has neither. The Zona Rosa's best pool and its city views cannot overcome train-station atmosphere.

#F2. *Gran Hotel Howard Johnson*. This is the famous old Gran Hotel de la Ciudad de México given a new ikky-goo name. Next to the Majestic but without the charm. Wonderful stained-glass Tiffany dome lobby but rooms are distinguished mainly by paper-thin walls. Rate: Expensive. Advice: go next door to Majestic.

#F57. *Stouffer Presidente*. Once renowned as the Presidente Chapultepec, this hotel is infamous for its 57 varieties of pain it inflicts on unsuspecting guests. If guests are not "lost" forever to the outside world when they check-in, they may get their phone calls, but the odds are against it. Forget about receiving FAXES—the odds are hopeless. If you thought this overpriced hotel would have a servibar in each room, you will soon find out from the surly manager that you should have thought to have reserved one when you made your room reservation. The noise level in the lobby and the food quality in the restaurants at least match each other—terrible. Advice: go next door to the Nikko.

Cabo San Lucas

by **Albert Bildner**

Albert Bildner is the founding donor of the Bildner Center for Western Hemisphere Studies at the City University of New York.

During a recent visit to Cabo San Lucas, I observed and smelled the damning corroboration of **James Platler's** recent article on the ecological and aesthetic disaster that is occurring in the erstwhile beautiful tip of Baja California [see *Mexico Policy News*, No 7 (Winter 1992)].

One's nostrils were affronted by the nauseating smell and sight of raw sewage as it flowed, openly and menacingly, down the incline from new construction sites into the marina. In most construction areas of the world, the sewage lines would be installed in the beginning, with the foundations. In Cabo, however, in this case, they might be installed later, or not at all, to the

detriment of the environment and the disgust of the visitor.

Cabo is being overbuilt and will follow the ignominious path of Acapulco and become an urban touristic slum. In addition to the present frenzied hotel construction, ten more are planned in the next few years. Was there a comprehensive development plan? Has adequate thought been given to protect the fragile environment? The fig leaf of desalination plants notwithstanding, where is the water supply to come from for so many hotels?

And now Mayor **Castro Castro** declares he will appoint a commission to study the problem. Absurd! All Mayor Castro Castro has to do is follow his nose to the marina and immediately stop the perpetrators of this crime, fine them heavily. Set an example for all to see and to let developers learn from this example.

The root cause is GREED. Human greed to rush in and rape nature to make fast profit. The authorities, the

bureaucrats, the developers, will never learn—the crimes are repeated and the environment suffers. Doubters need only drive the road from Cabo San Lucas to San José del Cabo to confirm these assertions.

And what about the overfishing? Fifty marlin and sailfish are brought in daily to one dock alone—to be hung humiliatingly by the tail to please the ego of the murderer who caught it. Unless the boat captains themselves discipline their groups and insist that the fish be released after the egomaniac takes a picture at sea, so that the noble Marlin will live and swim again, unless this self-policing takes place, the fish will disappear and so will the "sport" fisherman, and much of the tourist industry besides.

Greed will triumph again and future generations will be deprived of the natural pleasures that exist in Cabo but which now disappear at a horrifying rate.

PROFMEX Interview with Chief of Mexican Consular Corps

Eduardo Ibarrola

*Meeting at the Secretariat of Foreign Affairs (SRE) overlooking the Plaza de Tlatelolco in Mexico City on July 9, PROFMEX President **James W. Wilkie** interviewed Director General of Consular Matters **Eduardo Ibarrola**.*

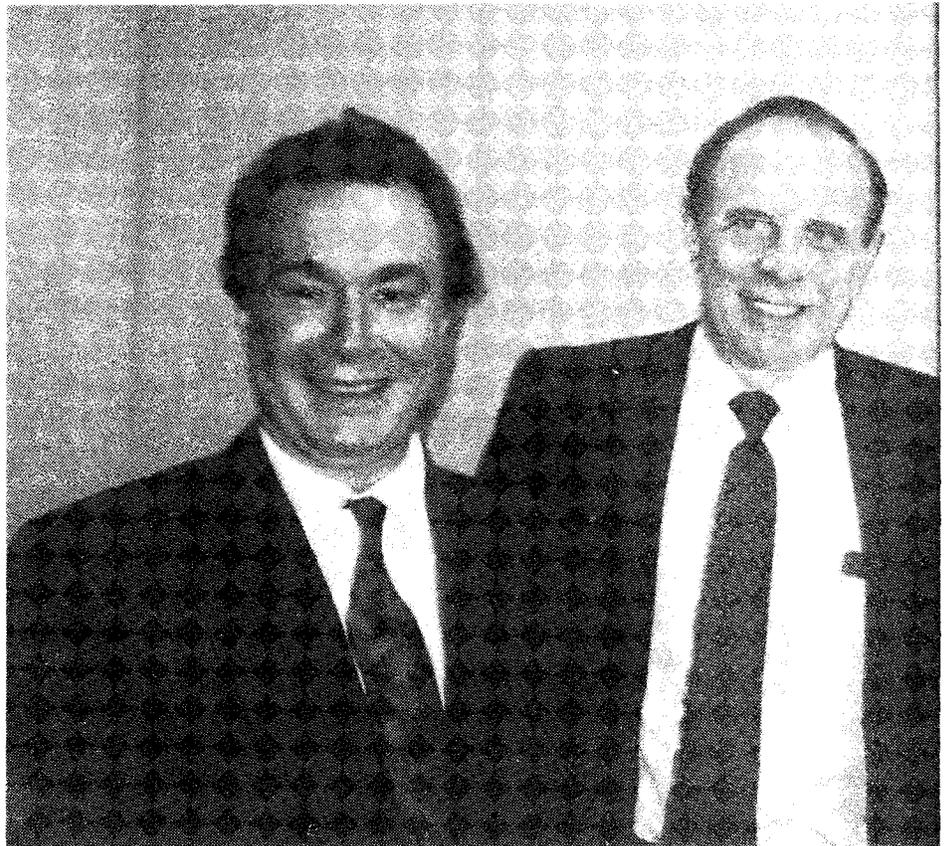
*In his nearly three years of overseeing Mexico's Consular Corps, Ibarrola has helped to conceive and to implement Mexico's new concepts for the role of its 239 offices around the world as well as to expand its traditional activities. Born in the Federal District in 1951, Ibarrola obtained his law degree from the Escuela Libre de Derecho de la Ciudad de México in 1976 and M.A. in political sociology from the London School of Economics in 1981. Although he briefly joined the private law firm of Baker & McKenzie México in 1978, his main interest has been public service. Among his public positions he has been Legal Advisor and Manager of the Office of Legal Director at Diesel Nacional, S.A. (1975-1977), Director of Legislation and Consultation at the Secretariat of Public Education ((1981-1985), Legal Director of the Institute of Fine Arts (1982-1985), and Associate Consul General in Los Angeles (1985-1989). Returning to Mexico in 1989 as Chief of Advisors to **Javier Barros Valero**, SRE Undersecretary for Cultural and Consular Matters, Ibarrola assumed his present position in September of that year. Since 1977 he has been Profesor Titular de Teoría del Estado (Political Science) at the Escuela Libre de Derecho de la Ciudad de México and Member of its Editorial Committee for the *Revista de Investigaciones Jurídicas*.*

Q: What are the types and number of Mexico's consular offices?

A: Mexico has 25 consulates general, 29 consulates, 3 consular agencies, 62 consular sections in embassies, and 122 honorary consulates. Of these 241 offices, 52 are located in the United States: 12 consulates general, 24 consulates, 3 agencies, 12 honorary consulates, and the consulate section in Washington, D.C. These figures reflect the great importance of the relation between Mexico and the United States.

Q: What have been the traditional duties of the Consular Corps and how have they changed?

A: Although the Mexican consuls traditionally provided documentation, protection of Mexicans abroad, and cultural and economic promotion, the first



Director General Eduardo Ibarrola and PROFMEX President James W. Wilkie

held sway and indeed continues to grow in absolute importance. In 1991 the Mexican consulates issued 1.8 million consular documents ranging from passports, visas, and legalizing of documents to notarial services for proxies and wills. To expand and improve activities in this area, we have established a permanent program of administrative simplification to expedite documents; and we are now registering the Mexican population outside the country and modernizing administrative procedures to issue consular identification cards with photo. To facilitate tourism, we have joined with the Secretaría de Gobernación to waive visas to a number of nationalities and to issue ten-year multiple entry tourist visas for citizens of those countries where visa is required. Further we have modernized the immigration procedures for business people.

The role of protection has been important to Mexican consuls since the beginning of the Corps, and in 1991 our consuls attended to 115,000 cases which generated more than 250,000 actions in the areas of civil rights, criminal and civil justice, labor, and migration advice.

For example, last year we worked with U.S. authorities to obtain the conviction of the owners and administrators of the Somis ranch in California where Zapotec Indians were working as virtual slaves. Financial judgments in this and other cases have resulted in the winning of indemnification of 1.5 million dollars to reimburse workers for unpaid wages and benefits.

In the area of promotion, the Corps has been especially noted for its cultural representation of Mexico. Under President **Carlos Salinas de Gortari**, SRE has moved to give equal importance to economic promotion. The Mexican consuls are working very hard in the promotion of NAFTA.

Q: It is said that the SRE now focuses its activity in the cultural and foreign policy areas to support the Mexican economy. To what extent is such a statement true?

A: Such a statement is absolutely true. One of the actual objectives of foreign policy of President Salinas carried out by Secretary **Fernando**

Solana is to support the economic development of Mexico. The economic objectives of the country and the foreign policy are not exclusive. The present government gives the highest importance to economic development and wants the world to know how Mexico's culture and its foreign policy interact uniquely to support the growth of prosperity within the globalization of the world economy.

Q: Beyond NAFTA and beyond Bush's Enterprise for the Americas Initiative, Mexico seems to be negotiating with other countries to develop its own leadership in this hemisphere.

A: Yes, on several fronts. Mexico has signed a free trade agreement with Chile (September 1991) and it is negotiating to do the same with Bolivia, Colombia, and Venezuela. Recently, Mexico negotiated a Framework Agreement for economic liberalization with Guatemala, El Salvador, Nicaragua, Honduras, and Costa Rica. Thus, Mexico is broadening its relations to the south, not retreating from them.

Q: With regard to Mexico's relations to the south, what is the situation of Guatemalan refugees?

A: There remain fewer than 40,000 refugees in Mexico and some of them are going home. They are under the care of the Secretaría de Gobernación and the Mexico Office of the U.N. High Commission for Refugees. Children of refugees born in Mexico are Mexican citizens according to the Mexican Constitution.

Q: With regard to Mexicans who have been "kidnapped" to be put on trial to the north, what is Mexico's position?

A: It is not acceptable to the Mexican government that any other country's authorities make, organize, or finance the kidnapping of Mexicans inside the Mexican territory. To kidnap someone in Mexico is a serious crime and for officials of a foreign government agency to be involved is an invasion of Mexican sovereignty. I am absolutely sure that the U.S. government will not tolerate the kidnapping of its citizens organized by a foreign government in the same way that we Mexicans do not accept the violation of our sovereignty and legal system. Besides, kidnapping in these circumstances is a clear violation of international law.

We have laws and courts in Mexico. We have put on trial Mexicans who have committed crimes against American citizens. We do not tolerate impunity

and we prosecute criminals. There is no reason at all to develop a plan to kidnap criminals in Mexico to be put on trial in the United States or in another country. We have extradition laws and treaties with several countries, among them the United States. Through extradition and using other means of judicial cooperation between both countries, such as the recently signed Treaty for Mutual Legal Assistance, we can achieve good results in order to avoid that our common border become a resource of impunity for criminals.

The historical policy of Mexico is not to extradite Mexican nationals, but to put them on trial here under Mexican law, especially if the foreign penalty is execution. Mexico does not have the death penalty because it cannot be undone in case of legal error or wrongdoing by the authorities who may seek convictions for unjust reasons.

U.S. law, as happens everywhere, is not always fair, as in the case of four Mexicans sentenced to life imprisonment in Chicago eight years ago. Early in 1992 the Consul General of Mexico in Chicago interceded with the Governor of Illinois to commute those unjust sentences.

Q: What is Mexico's position on "human rights" violations at the border?

A: On the Mexican-U.S. frontier which is nearly 2,000 miles long and where annually there are more than 300 million crossings which reflect the social and economic dynamics of the region, it is not easy to avoid violent incidents. In the area of Tijuana-San Diego, the point of biggest attraction for undocumented crossing from Mexico, the criminal situation became such that the area in the canyons came to be known as the "tierra de nadie." The Secretaría de Gobernación led in establishing a new, professional corps of Mexican police, the Grupo Beta, to put an end to illegal acts by criminals against humble Mexicans. Given Mexico's laws, it is not possible to stop citizens from leaving the country, but we can stop abuses against migrants.

The concern of the Mexican government about the U.S. side of the border is that some police abuse poor migrants. Although the general rule is that police in the United States behave legally and do not abuse our migrants, our consulates have reported cases of mistreatment, some of them involving the loss of life. The civil suits filed against the guilty officers have been successful in many cases but has been almost impossible to prosecute them in the criminal field. For that reason, SRE, the Department of State, and the Department of Justice in

Washington recently have agreed upon a procedure to request the U.S. Human Rights Division to investigate these abuses. It seems that things are changing because a Border Patrol agent is in jail facing trial in Arizona for having shot to death a Mexican migrant. There is also a concern about some few virulent groups which try to blame migrants for all of society's problems. However, we are convinced that border violence does not benefit either the Mexican or the U.S. governments; only through mutual understanding and cooperation will these problems be solved.

When Mexicans return home, they are now protected from individual cases of exploitation and bribes by the Programa Paisano. Our Consular Corps works diligently in the United States to tell Mexicans of their rights as they return and to give them information about how to report abuses.

Q: With regard to the Mexico-Canada program for employment of Mexican agricultural labor, how is that program administered?

A: There are more than 5,000 Mexican seasonal agricultural workers in Canada. They are paid salaries and benefits equivalent to the prevailing Canadian rates. The workers are registered by the Mexican consular authorities in Vancouver, Toronto, and Montreal, and all of them return to Mexico. Our agents visit the workers regularly to assure that contracts are enforced and that the workers' needs are met. It is estimated that those workers will send 30 million dollars to Mexico this year.

Q: Could such a program be developed with the United States?

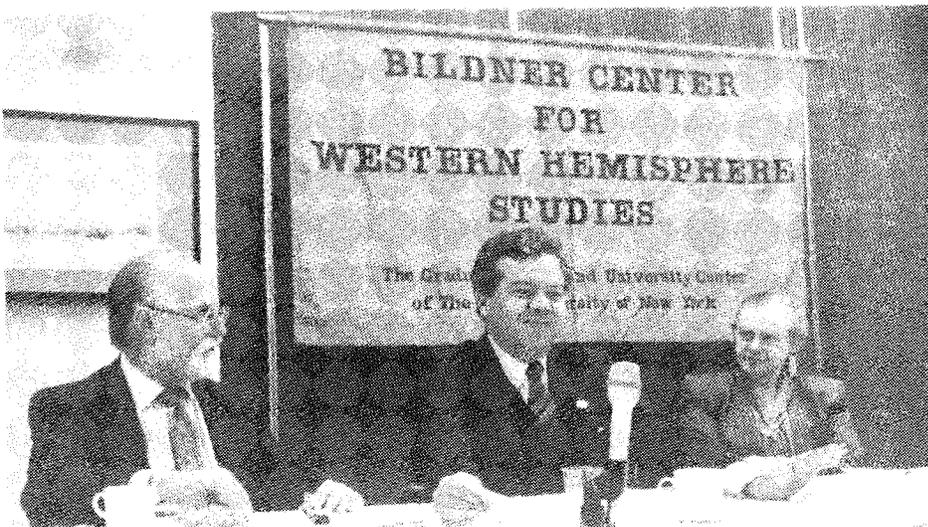
A: The sheer numbers and the mutual border would make it difficult; in any case, the consulates work to help Mexican citizens receive wages and benefits they have earned but not been paid. Consulates supply legal advice whenever possible. Further, the consulates are grateful for the offer of legal assistance by many civil rights organizers and attorneys who work closely with the consulates. Also, president Salinas has established a permanent program to attend to the needs of the Mexican community in the United States; the program provides liaison, through the consulates, to assist Mexicans who live in the United States to invest in Mexico. This government program is also developing cultural and sports activities with the Mexican-Americans.

By the way, I hope that you can meet

while you are in Mexico with Ambassador **Fausto Zapata Laredo**, who has just been confirmed by the Senate as the new Consul General in Los Angeles.

Finally, let me thank you for this opportunity to discuss the new role of Mexico's Consular Corps in a world which is ever more complex. The distribution of our consular offices around the world suggests the difficulty of covering places of interest to Mexico and where we need to represent and protect Mexicans: 37 percent in Europe, 24 percent in North America, 20 percent in Latin America and the Caribbean, 10 percent in Asia, and 9 percent in the Pacific Basin.

For more information on the activity of the Mexican Consular Corps, please contact my office in Mexico City, Tel (5) 782-4144.



Ronald G. Hellman, Senator Porfirio Muñoz Ledo, and Frances Degen Horowitz, President, Graduate School and University Center of the City University of New York

Hewlett Grant to CUNY's Bildner Center

The William and Flora Hewlett Foundation has awarded \$450,000 over three years (1992-1995) to the Bildner Center for Western Hemisphere Studies at the Graduate School of the City University of New York for continuing support of the center's Program on U.S.-Mexican Relations.

With this support, the Bildner Center will expand significantly the project's networking function by establishing a Northeast Network on U.S.-Mexican Policy Relations. The new Northeast Network, in cooperation with PROF-MEX, will be a mechanism linking specific U.S., Mexican, and Canadian institutes for collaborative research efforts and exchanges of information, publications and human resources. In turn the Network will tie these institutions into the Bildner Center's well-established New York base. The Center will serve as the distribution node for policy publications and information regarding ongoing research on U.S.-Mexican relations. The Network will establish the Center as the northeastern hub in New York for U.S.-Mexico Policy studies. The Bildner Center will further strengthen the policy research component of the U.S.-Mexican Project, especially its CUNY base, through collaboration with other research centers; provide direct input to the CUNY Task Force on Economic Development; and support faculty and student research.

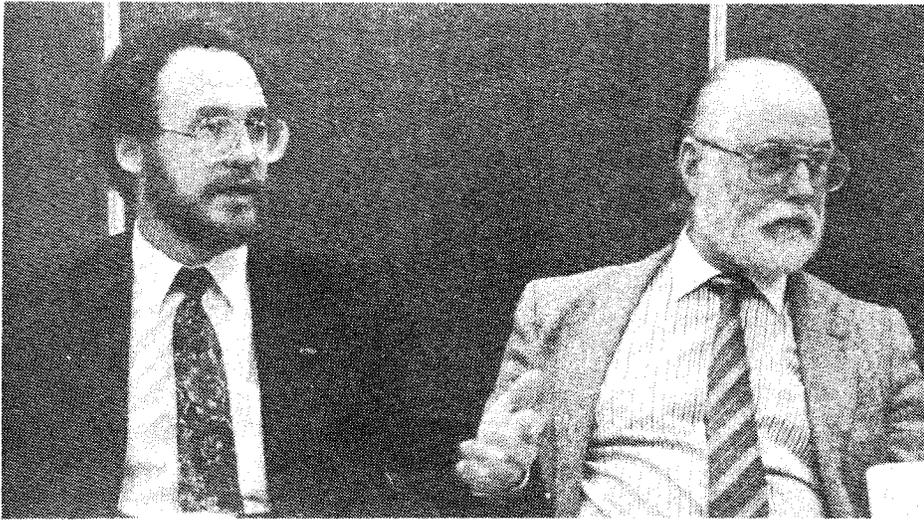
Muñoz Ledo Leads Sessions at CUNY's Bildner Center

Senator **Porfirio Muñoz Ledo**, Program Secretary for the Partido de la Revolución Democrática (PRD), gave his views on human rights, labor reform and environmental issues in U.S.-Mexican relations at the Bildner Center for Western Hemisphere Studies in New York City on March 5, 1992. He spoke at a breakfast meeting of the Bildner Center's Policy Forum to a distinguished group that included **Peter Berle**, President of the National Audubon Society, **Ronald Blackwell**, Economist for the Amalgamated Clothing and Textile Workers Union, **Stephen Kass**, Vice Chairman of Americas Watch, and others working on labor, human rights and environmental policy issues. **Frances Degen Horowitz**, President of City University's Graduate School and University Center, chaired the Forum.

In a second session, Senator Muñoz Ledo met with scholars from CUNY and other universities in the New York metropolitan area at a Bildner Center Research Seminar to discuss Mexican foreign policy toward Latin America and the Caribbean. **R. Albert Berry**, Professor of Economics at the University of Toronto, was the commentator and **Ronald G. Hellman**, Director of the Bildner Center and Professor of Political Sociology at the CUNY Graduate School, chaired the roundtable discussion.

Bildner Center Policy Seminar on NAFTA and Financial Liberalization

Robert Mundell, Professor of Economics at Columbia University, chaired a Bildner Center Policy Seminar on "The North American Free Trade Agreement and Financial Liberalization" on April 9th, 1992. The speakers were **Guillermo Barnes García**, Coordinator of Advisors, Ministry of Finance and Public Credit; **Marco Provencio**, Director General of International Affairs, Ministry of Finance and Public Credit; and **Luis de la Calle**, Legal Advisor, Office for the Free Trade Agreement, Embassy of Mexico in Washington, D.C. **Robert Bartley**, Editor, *The Wall Street Journal*, and **Shafiqul Islam**, Senior Fellow, International Finance at the Council on Foreign Relations, served as commentators for the discussions. Participants in the Policy Seminar included **Arturo Porzecanski**, Senior Vice President and Chief Economist, the Republic National Bank of New York; **Kenneth E. Sharpe**, Chairman of the Department of Political Science, Swarthmore College; and **Lars Pederson**, Chief International Economist, C.S. First Boston Corp.



UTEP's Samuel Schmidt and CUNY's Ronald G. Hellman
at Bildner Research Seminar Series

Bildner Center Mexican Research Seminar Series

The Bildner Center of the CUNY Graduate School continued its Fifth Annual Research Seminar Series during the spring semester.

Daniel La Botz spoke on "Labor and Generational Change" in February 1992. La Botz has written widely on labor issues in Mexico, including his books *The Crisis in Mexican Labor* and *A Strangling Embrace: State Suppression of Labor Rights in Mexico*.

Samuel Schmidt, Director of the Center for Inter-American and Border Studies at the University of Texas at El Paso and Professor of Political Science, spoke on "The Mexican Presidency: Institutional Development or Decay?" in February.

In April, **Miguel Centeno**, Professor of Sociology at Princeton University, and **Deborah Kaple**, Visiting Fellow, Harriman Institute at Columbia University, presented their paper on "Salinastroika: Mexican Liberalization in Comparative Perspective."

Bildner Center Announces Fall 1992 Conference

The Bildner Center for Western Hemisphere Studies at the CUNY Graduate School and University Center will hold its Fifth Annual Conference on U.S.-Mexican Relations on November 19-21,

1992. "Visions of a New North America: The Challenge of Sovereignty, Convergence, and Integration" will bring together experts from the United States, Mexico and Canada and serve to strengthen and expand the growing Northeast Network. For more information, please write to the U.S.-Mexican Project, Bildner Center for Western Hemisphere Studies, CUNY Graduate School, 33 West 42nd Street, New York, NY, 10036.

New Publications on Economic Policy and Financial Liberalization from Bildner Center

New publications in the Bildner Center's U.S.-Mexico Studies Series focus on economic policy and financial liberalization.

Mexico's Experience in Economic Reform by **Pedro Aspe**.

New Markets and Actors in the Mexican Financial System by **Celso Garrido**.

The Mexican Financial System: Globalization and the Free Trade Agreement by **Antonio Gutiérrez Pérez**.

Other forthcoming papers are:
Generational Change and Political Alliances in Pre-Columbian Mexico by **Bruce Byland**.

When the Saints Go Marching Out: Modernizing Catholicism in Peasant Mexico by **Ronald Waterbury**.

Hewlett-SDSU Border Environment Meeting

The inaugural workshop of the Program on Public Policy and Border Environmental Issues was held on the campus of San Diego State University (SDSU), March 26-27, 1992. Organized by the Institute for Regional Studies of the Californias, the policy working session was supported by a grant from the William and Flora Hewlett Foundation.

The purpose of the workshop was to bring the Program's advisory board together with other experts from both Mexico and the United States to review border environmental problems and to establish a priority list for future workshops to be held over the next two years. While issues of border-wide significance were raised, there was a particular emphasis on problems of the California-Baja California border region.

The workshop was conducted as a roundtable forum that produced a candid and open discussion of the topics by the United States and Mexican participants who were from federal, state, and local agencies as well as from the private sector, environmental organizations, and universities. The free-flowing discussion over the two days of the meetings produced a number of recommendations and priorities for the Program's future activities. Environmental issue areas considered to be particularly important for the border region included the following:

- Water quality and supply. Water quality and supply continues to be a critical problem in the arid border region generally, and in the California-Baja California area in particular. Water availability for future growth, overuse and deterioration of groundwater supplies, and protecting the quality of existing surface waters are continuing themes. A specific issue is the proposal by the Metropolitan Water District to line the All-American Canal in order to prevent water loss through filtration, the savings to be used to enhance the Southern California water supply. However, the project would reduce the water supply in a well field used for irrigated agriculture in Mexico in the Mexicali Valley. Currently, discussions are continuing at the level of the International Boundary and Water Commission to find equitable methods of compensation for losers of water.

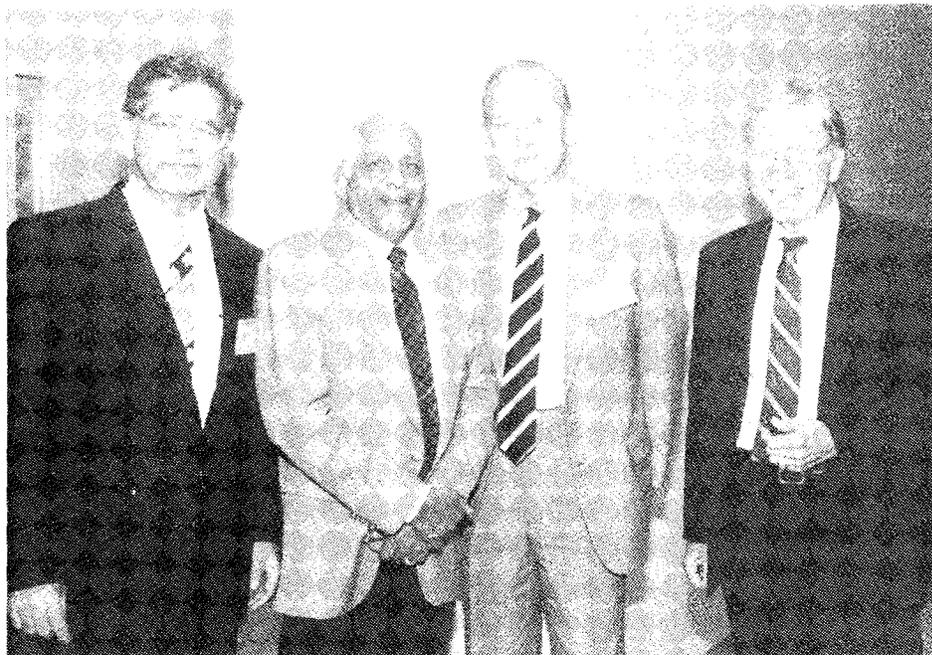
- **Water reuse and reclamation.** There is general agreement that increased use of reclaimed water will be necessary throughout the border region, particularly in the California-Baja California border area with its rapidly growing urban populations. However, there is no agreement on what the current demand is for reclaimed water, much less on projections for the future. A related issue is that of the energy requirements for desalination, both in terms of cost and contribution to air pollution of different fuels.

- **Marine pollution** is of increasing concern on the western end of the border. Inadequate wastewater treatment infrastructure in Baja California, coupled with San Diego's antiquated sewage treatment system characterized by frequent breaks in pipes and spills into the near shore marine environment, has produced a continuing problem in the region. Although Baja California is making significant progress in resolution of its problems, a crisis in local political leadership in San Diego has frustrated efforts to resolve sewage problems on the northern side of the border.

- **Border database and geographic information systems (GIS).** Many of the workshop participants commented on the problem of integrated information and data in the border region. Lack of comparability of data between Mexico and the United States and difficulties in gaining access to existing information are serious bottlenecks for border environmental research as well as for enforcement and compliance activities. Discussants agreed on the need for a coordinated border environmental database as well as a geographic information system to display that information. As an outgrowth of this suggestion, a workshop was held on the subject of border GIS in San Diego in August 1992 (see article on "Border Environmental Geographic Information System Workshop Held in San Diego" in this issue of *Mexico Policy News*).

- **Binational biospheres and ecosystems.** Workshop participants decried the lack of binational regional integrated planning and action for establishing trans-border biosphere reserves and protected ecosystems. This is of particular concern in the heavily urbanized areas of the border. One possibility would be development of an international biosphere reserve project for the entire Tijuana River basin, two-thirds in Mexico and one-third in the United States. The mouth of the basin is the Tijuana National Estuarine Research Reserve, an important wetlands habitat.

- **Education and training needs** are great in all areas related to the border



Ahmed Meer, Counselor of Science & Technology at U.S. Embassy in Mexico City, Ambassador Narendra Gunaji of the IBWC, Ambassador James Malone, and IRSC's Cliff Metzner

environment and these are priorities of the Integrated Environmental Plan for the Mexican-U.S. Border. There is the need for environmental training and education at all levels, from post-graduate training to training at the plant level for operators and production line workers. Training and education are critical for the process of harmonizing environmental regulations, enforcement, and compliance in the border region. A first priority must be an assessment of training programs now available and an analysis and prioritization of future needs.

- **Hazardous and toxic waste.** Tracking of hazardous and toxic waste in the border region is a major concern for the workshop participants. Over 2,000 maquiladoras operate in the region and half generate hazardous waste. Tracking and monitoring of movement and disposal of hazardous waste is imperfect and regulatory and infrastructure problems contribute to the crisis. Presently, much of the hazardous waste is in inadequate and temporary storage at plant sites for lack of better alternatives. Enhanced enforcement, better coordination between U.S. and Mexican authorities, and waste handling and disposal infrastructure investment are urgently needed throughout the border region. A risk assessment of hazardous substances and waste used in industry also needs to be developed.

- **Air pollution** in the air basins surrounding the twin-city pairs has long been an area fraught with controversy and difficulties. Over the past several years, however, Mexican and U.S.

authorities have been developing joint programs and engaging in collaborative efforts. In the San Diego-Tijuana region there has been an improvement in monitoring efforts and exchange of information across the border. Significant problems remain, including vehicular and industrial emissions in Tijuana, regional monitoring efforts, and air pollution impacts of excessive waiting times for vehicles at the border crossings.

For more information on this workshop and a copy of the workshop summary, contact: **Clifton G. Metzner**, Institute for Regional Studies of the Californias, San Diego State University, San Diego, CA 92182-0435, Tel (619) 594-5423; FAX (619) 594-5474.

***El Financiero International* Offers Special Rate to PROFMEX**

El Financiero International, the weekly English-language newspaper distributed in the United States and Canada, is available to PROFMEX members at a special annual subscription rate of \$100 (regular \$140). The publication, the Spanish-language daily edition of which was founded in Mexico City in 1980, is especially valuable to scholars and business analysts who follow current economic, business, and political developments. Contact Enrique Lemos at *El Financiero's* U.S. offices: Tel (800) 433-4872; FAX (213) 747-2489.

SCERP-SDSU Community Forum on Border Environment

On September 17, 1992, the Southwest Center for Environmental Research and Policy (SCERP) and San Diego State University sponsored a "Community Forum on Border Environmental Issues" in Calexico for residents of the Imperial Valley and the Mexicali Valley. Participating in organizing the event were the Universidad Autónoma de Baja California and the Rotary Club of Calexico. Funding for the event was provided by SCERP and a grant from the William and Flora Hewlett Foundation.

The purpose of the meeting was to provide an opportunity for organizations, businesses, and individuals in the Imperial and Mexicali valleys to discuss their concerns about border environmental issues and present their priorities and ideas regarding resolution of these problems. The Forum was one of eight held along the border by SCERP institutions during the third week of September. The information gleaned will be included in SCERP's annual report to Congress and reports to EPA and SEDESOL, the Secretaría de Desarrollo Social. The information will also help SCERP develop specific programs to address border environmental problems.

More than fifty people from the region attended the Forum to hear presentations from more than fifteen members of the community and to participate in the discussions. A number of themes emerged from the day's discussions.

- Significant cynicism was expressed regarding the ability and/or intention of the federal governments to resolve border environmental problems.
- Widespread concern was articulated that the North American Free trade Agreement will stimulate additional growth that will have negative impacts on the border environment and, hence, the quality of life in border communities.
- Great concern was indicated by the community regarding the declining air quality in the region that is linked to agricultural practices such as burning of fields, lack of paved roads and streets in Mexicali, uncontrolled open burning in Mexicali, use of dirty fuels in Mexicali, industrial emissions in Mexicali, and the older, and "dirtier" vehicle fleet on the Mexican side of the border.
- Participants from Mexicali demonstrated a high level of awareness of border environmental issues. UABC has an impressive program of environmental

research, the Universidad Pedagógica Nacional is starting a Master's program on environmental studies to train primary school teachers, and private environmental organizations in Mexicali have innovative public programs to address specific environmental problems.

The presenters also made a number of specific observations about regional environmental and community perspectives. **Reynaldo Ayala**, an Imperial Valley resident and member of EPA's Border Environmental Plan Public Advisory Committee, noted how the region has suddenly been discovered by Washington, D.C., and Mexico City and is now on the political and economic agendas of both governments. He observed that "EPA is a political tool of whoever is in power" and he is not sure that EPA has made much progress on the border environment. However, he concluded, there is a real opportunity for local communities to make progress, particularly through environmental education with children on both sides of the border.

Stephanie Costantakos, of the California Regional Water Quality Control Board, discussed the evolution of the board's approaches to the problems related to transborder flows of polluted water. The board feels that the most effective way to resolve the contamination problems of the New River that flows from Mexicali into the Imperial Valley is to cooperate with Mexico on projects that control point source pollution. She also pointed out that the Alamo River, to the east of Calexico, is a growing matter of concern as a border environmental problem, particularly with a new border crossing planned for that area.

Jesús Román Calleros, a researcher at COLEF in Mexicali, discussed pollution problems in the irrigation canals in the Mexicali Valley. A considerable amount of the contamination is from the Colorado River, which also serves as a sewer for upstream communities in the United States. By the time the water reaches Mexico and is diverted into the canals in the Mexicali Valley, it presents significant human health risk.

Mike Rood, of the Rotary Club of Calexico, identified water quality in the New River and regional air quality as the priority border environmental problems. He expressed concern regarding lack of enforcement of environmental laws and regulations in Mexicali.

Cuahtémoc León, of the Universidad Autónoma de Baja California in Mexicali, sketched out his university's program that is focused on border environmental issues. PUMA (Programa Universitario del Medio Ambiente) is designed to: 1) develop linkages with the community, government, and the private sector; 2) develop collaborative relations with other institutions on both sides of the border; 3) develop a priority list of environmental problems in the region; and 4) coordinate and develop solutions for the problems identified.

Antonio Tirado, Mayor Pro-Tem of Calexico and a member of the Border Trade Alliance, provided an excellent analysis of the region's border environmental problems. These included:

- The New River, the most polluted river in the United States despite numerous agreements between Mexico and the United States.
- Increasing air pollution in the valley through dust and burning from agriculture and industrial and automobile emissions from Mexicali.
- Need for adequate training and use of protective equipment for agricultural workers on both sides of the border.
- Selenium contamination in the Salton Sea.
- Need for health education regarding communicable diseases, including tuberculosis, hepatitis, and HIV.

Tirado observed that "we don't need any more theoretical studies" and recommended that SCERP should describe solutions and apply them. Even without the NAFTA process, the Mexican and U.S. governments should be taking care of these problems; now is the time for action.

Carlos Ayala, Science Coordinator at De Anza Junior High School in Calexico, provided a summary of environmental problems of the region and highlighted the problem of solid waste as urban areas look to rural Imperial Valley as a site for landfills. He also expressed apprehension that there is a continuing movement of U.S. companies to Mexicali in order to avoid stricter environmental laws and compliance enforcement north of the border. Ayala called for a tax on commerce and trade to pay for environmental cleanup in the border and also suggested immediate cessation of sales of "nova" gasoline in Mexico to reduce lead levels in the border environment.

Kenneth Tittle, Health Officer for Imperial County, a 20-year resident of Calexico, reflected on the case of pollution of the New River that is a product of Mexicali's rapid growth and source of contaminated waters that flow north into the United States. For years, "absolutely nothing was done about this problem," commented Tittle. With NAFTA, President Bush and EPA developed plans for resolution of the problem but recently funding was voted down in the House of Representatives and "there was not a murmur of protest from the administration." Tittle indicated that as serious as the current problems are, they are small when compared to potential environmental effects of NAFTA. He concluded by underlining the most important question: "Is anyone listening?"

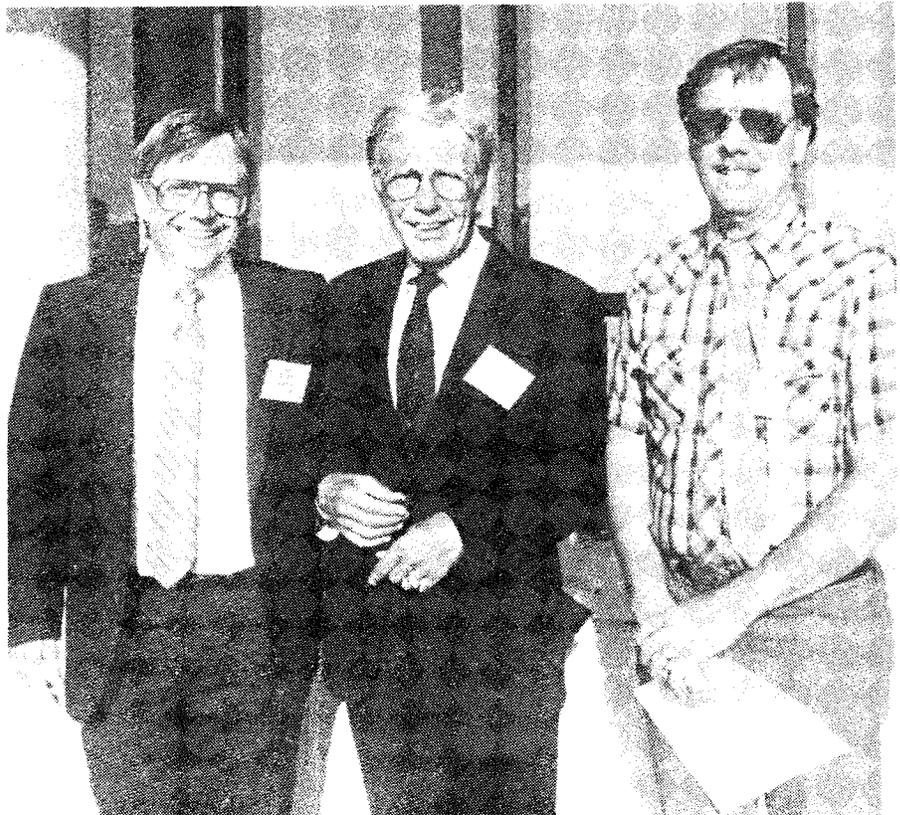
Larry Todd, of Gold Fields Environmental, discussed problems of solid waste disposal in the border region and outlined plans of his firm to construct a landfill for household solid waste near the site of a mining operation in the Imperial Valley. He detailed environmental design considerations and emphasized the importance of careful planning.

Cynthia Flores, Associate Dean at SDSU, echoed the frustration of many valley residents at continuing environmental problems that have not been resolved. She also indicated that quite possibly the problem of pesticide residues on fresh fruits and vegetables will increase with NAFTA due to lack of controls in Mexico.

Wayne Van de Graff, Board of Supervisors of Imperial County, pointed out that sparsely populated border regions such as Imperial Valley lack political clout on the regional and national levels, and thus are in danger of becoming dump sites for wastes that other areas cannot or will not dispose of in their own areas. This is what he referred to as the Golden Rule: "Those that have gold, rule." Van de Graff stressed that border communities must take imported waste only on their own terms. He concluded his presentation with an observation about the difficulties in resolving border environmental problems. On just the U.S. side, over twenty-one agencies have to provide approval before any concrete steps, no matter how small, can be taken to clean up the New River.

For copies of this report, contact: **Cliff Metzner**, Institute for Regional Studies of the Californias, San Diego State University, San Diego, CA 92182-0435, Tel (619) 594-5423; FAX (619) 594-5474.

Border Environmental Geographic Information System Workshop Held in San Diego



Workshop Organizers George Hepner (University of Utah), Cliff Metzner (SDSU), and Richard Wright (SDSU)

A workshop was held in San Diego on August 27, 1992, to evaluate the need for a geographic information system (GIS) for the U.S.-Mexican border region. The meeting included environmental and GIS experts from both Mexico and the United States and was organized by San Diego State University with support from the William and Flora Hewlett Foundation and the Southwest Center for Environmental Research and Policy (SCERP). The organizing committee included **Richard Wright** (Geography, SDSU), **Cliff Metzner** (Institute for Regional Studies of the Californias, SDSU), and **George Hepner** (Geography, U of Utah).

According to Wright, a border GIS would provide a number of functions:

- It would be a key database, coordinating a wide variety of physical, environmental, social, political, and economic information.
- Its information would provide a baseline against which future conditions can be compared.
- It would be a valuable management tool permitting an examination of alter-

native scenarios through the creation of unlimited "what if" situations.

- It would support scientific modeling of environmental, social, health, and economic conditions along the border.
- It would serve to focus and integrate the research and activities of a wide variety of researchers and professionals from public and private sectors who have border-oriented environmental interests and responsibilities.

Specialists from local, federal, and state agencies and from universities on both sides of the border participated in the panels that examined facets of a border GIS. The initial part of the program included discussions of GIS data requirements as well as ongoing GIS activities in the region.

Alejandro Hinojosa (Centro de Investigación Científica y de Educación Superior de Ensenada), detailed CICESE's use of databases relating to the environment and its current GIS activities including studies of hill slope stability in Tijuana and urban cartography updating in Baja California.



Valerie Gray of the Commission of the Californias and Ambassador James Malone at GIS Workshop

Mike Evans (County of San Diego) described how GIS is being used to inventory endangered species in the San Diego region, especially in the border area.

Tom Nelson (U.S. Army Corps of Engineers), addressed the group about the Corp's GIS work, in concert with EPA, on a 40-kilometer band along the border for environmental impact statement purposes.

Carlos Sánchez Rivas (SEDESOL, Mexico City), informed the participants about two GIS pilot projects in Tijuana and Ciudad Juárez to be part of a National Environmental Information System.

Luis Sánchez de Carmona (Universidad Autónoma Metropolitana), referred to the environmental planning that has been undertaken in Mexico over the past decade as well as some recent environmental studies such as the Rio Grande/Río Bravo basin studies carried out for the Comisión Nacional de Aguas. He emphasized the growing need for GIS for environmental planning.

David Parish (EPA, Region 6) briefed the meeting on Region 6 GIS activities in support of their border-related environmental concerns. Currently, they have completed the base cartography as well as several layers of information such as demographic data for the border region of Texas. Recently, they undertook a pilot project in the Ciudad Juárez-El Paso region in

cooperation with SEDESOL, the Texas Air Control Board, and EPA Region 9.

Nestor Duch Gary (Instituto Nacional de Estadística, Geografía e Informática—INEGI, Saltillo), updated the group on his agency's recent progress on border mapping, indicating that in 1993 new border area maps would be released. Duch Gary also discussed INEGI's interest in border GIS and their willingness to cooperate in joint efforts.

John Ellison (California Department of Fish and Game) pointed out that his agency has had some ten years of experience with GIS in the border region and has developed a natural diversity database with significant data on areas such as Otay Mesa.

William Bamberger (Regional Urban Information System) and **Bob Maki** (Environmental Systems Research Institute—ESRI, Redlands) led a discussion of the complex topic of technical and institutional issues of spatial data sharing. Bamberger defined spatial data and detailed the agencies that have it, within the context of his fundamental premise that institutional barriers are the major deterrent to GIS development. Maki followed with a presentation on the key technical issues associated with data sharing: general data content, data extent, data standardization, data quality, and data documentation.

A significant part of the program was devoted to presentations on the

availability of geographic data. Commissioner **Narenda Gunaji** (U.S. Section, International Boundary and Water Commission) summarized IBWC cartographic and data activities and availability of this information to researchers and the public. Every ten years, IBWC, in cooperation with INEGI and the U.S. Geologic Survey, produces a new boundary map. Currently IBWC is in the process of discussing the next decade of mapping efforts and input from SCERP and other academic organizations would be appreciated. Unlike other agencies, noted Ambassador Gunaji, the IBWC only produces maps that show the U.S. and Mexican territories. IBWC also publishes historical data on water quantity and quality and also publishes quarterly reports on water quality.

Randy Moory (Stephen P. Teale Data Center, State of California) discussed the data available in the Teale Data Center, including information layers on hydrography, public land surveys, ownership, vegetation, terrain, and so forth.

Jorge Escobar (SEDESOL, Mexico City), informed the workshop about data included in the National System for Environmental Information, including water quality sampling, solid waste and dump site analysis, high risk activities, and so forth.

The final panel of the workshop was charged with the responsibility of devising recommendations for future efforts for development of border GIS. George Hepner pointed out that there cannot be one border GIS to meet all needs; rather by working together, an effective network can be formed to meet the diversity of requirements that exist in the region.

Stuart Marsh (Arizona Remote Sensing Center, U of Arizona), offered fourteen recommendations based on his experience in developing the Nogales transborder GIS. He stressed the importance of careful data evaluation, common terminology and standards, a clear understanding of user needs and GIS objectives, and the participation of all appropriate agencies on both sides of the border.

Carlos Sánchez Rivas indicated that within four years, SEDESOL will have an effective environmental database for Mexico.

Luis Sánchez de Carmona stressed the need for an integrated GIS beginning with simple tasks and progressing to more difficult problems as we gain knowledge.

Richard Wright, in summarizing the workshop, emphasized that we are all on a steep learning curve with respect to a transborder GIS and that we have

much to learn from each other. Communication among GIS users and GIS specialists is essential if we are to achieve our objectives for a U.S.-Mexican border GIS. This conference represents an important step in the communication process. Proposals by San Diego State University and the University of Utah for another GIS workshop and for the development of the border GIS are being considered by SCERP for the 1993 project funding cycle.

For more information on the San Diego GIS workshop, contact: Cliff Metzner, Institute for Regional Studies of the Californias, San Diego State University, San Diego, CA 92182-0435, Tel (619) 594-5423; FAX (619) 594-5474.

UC MEXUS Announces Publication Schedule

Responding to inquiries about delays in the publication of the Critical Issues Series dealing with timely problems in U.S.-Mexican relations, UC MEXUS Director **Arturo Gómez Pompa** summarizes the status of conference results as follows:

1. Conference titled: *Sucesión Presidencial: Binational Reflections* (October 7, 1988, Los Angeles), was published as **Edgar W. Butler** and **Jorge Bustamante**, eds., *Sucesión Presidencial: The 1988 Mexican Presidential Election* (Boulder: Westview Press, 1991).

2. Conference titled: *Neighbors in Crisis: A Call for Joint Solutions* (February 9, 10, 1989, Irvine, California), will be published as **Daniel G. Aldrich, Jr.**, and **Lorenzo Meyer**, eds., *Mexico and the United States: Neighbors in Crisis* (Borgo Press, forthcoming).

3. Conference titled: *Binational Security: Critical Issues in United States-Mexico Relations* (September 17, 18, 1990, San Diego, California), a manuscript from this meeting is in preparation by the editor, **Roberto A. Sánchez**, and UC MEXUS staff.

4. Conference titled: *Rewriting History: Perceptions of Mexico and the United States* (February 8, 9, 1992, Tijuana), will not result in a publication.

Unedited videotapes of all UC MEXUS conferences are available for academic use only and the cost of copying the videos. Contact: UC MEXUS, Tel (714) 787-3534; FAX 787-3856.



CIABS Director Samuel Schmidt, UTEP President Diana Natalicio, Undersecretary Antonio Gago, and SDSU's Paul Ganster at BICIHE Meeting

Border Inter-Institutional Consortium of Institutions of Higher Education (BICIHE) Meeting

The Center for Inter-American and Border Studies (CIABS) at UTEP hosted on September 4 a meeting of the Border Inter-Institutional Consortium of Institutions of Higher Education (BICIHE) to explore the creation of a binational system of accreditation.

Two projects are currently under consideration, a Master's in Public Health between UTEP and UACJ (Universidad Autónoma de Ciudad Juárez) and the potential participation of New Mexico State University, and a Binational Institute on U.S. Studies between UTEP and UACJ.

Members of the consortium include **Eduardo Barrera**, El Colegio de la Frontera Norte; **Joseph Brown, III**, M.D., Texas Tech University El Paso; **Wilfrido Campbell Saavedra**, Universidad Autónoma de Ciudad Juárez; **Leonardo de la Garza**, El Paso Community College; **Donaciano Gonzalez**, Las Cruces Community College; **James E. Halligan**, New Mexico State University; **Humberto Hernández García**, Universidad Pedagógica Nacional Unidad 082; **Marcos López Torres**, Escuela Superior de Agricultura Hermanos Escobar; **Richard E. Peck**, University of New Mexico; **Diana Natalicio**, University of Texas at El Paso; **Carlos Ochoa Ortega**, Univer-

sidad Autónoma de Chihuahua; **Francisco Pacheco Covarrubias**, Instituto Tecnológico y de Estudios Superiores de Monterrey, Ciudad Juárez campus; **Humberto Carlos Morales Moreno**, Instituto Tecnológico de Ciudad Juárez.

Invited guests included **Antonio Gago**, Undersecretary of Higher Education; **Kenneth Ashworth**, Texas Commissioner of Higher Education, **Ramón Navarro Salazar**, Director General de Desarrollo Social, from the state of Chihuahua, and **Danny Earp**, Acting Director, New Mexico Commission of Higher Education.

Special presentations were made by **Jose Z. García**, Director of the Center for Latin American Studies, New Mexico State University; **George Walker**, Director of the Public Health Program, University of Texas, El Paso; **Fernando Robelo**, Universidad Autónoma de Ciudad Juárez; **José Luis Alba Rojo**, Universidad Autónoma de Chihuahua; and **Paul Ganster**, San Diego State University.

For more information on BICIHE and its activities, contact: **Samuel Schmidt**, Center for Inter-American and Border Studies, University of Texas, El Paso, TX 79968, Tel (915) 747-5196; FAX 747-5574.

Leadership Training Institutes at UTEP for Mexico's Educational Leaders

Fifty-four leaders of Mexico's *Sindicato Nacional de Trabajadores de la Educación*, representing each state in Mexico and the National Executive Council attended two-week institutes on Leadership Development at the Teachers Learning Community Center, College of Education, in July and August, 1992. The project was directed by **Samuel Schmidt**, Director of the Center for Inter-American and Border Studies, and coordinated by **Margarita Calderón**, Associate Professor of Educational Leadership and Director of the Teachers Learning Community Center.

Both professors also conducted many of the sessions in collaboration with educators from the El Paso I.S.D.; Ysleta I.S.D.; UTEP departments of Political Science and Economics and College of Education; the American Federation of Teachers; the Hispanic Leadership Institute; the Hispanic Chamber of Commerce; New Mexico State University; University of New Mexico; **Rosa Lujan**, Texas Teacher of the Year; and Mayor **Bill Tilney** of El Paso.

The purpose of the institutes was to help develop leadership skills, organizational development strategies, cooperative skills, and group processes in order to prepare for Mexico's future challenges. One of those major challenges is the decentralization of educational policy which has now been delegated to the states. A second is the educational reform for 1992-93 which entails major changes in instructional approaches. A third is the pending free trade agreement and its implications for educational institutions in Mexico.

Through special ceremonies, President **Diana Natalicio** of UTEP welcomed the visitors and at a Council Meeting Mayor Tilney named each visitor an honorary citizen of El Paso. The institute participants visited El Paso schools and attended a school board meeting, the American Federation of Teachers meetings, as well as social and cultural activities such as Viva El Paso.

UTEP has been involved in training teachers from Honduras, Costa Rica, and El Salvador. Now, the Center for Inter-American and Border Studies and the Teachers Learning Community Center are creating an Institute for Leadership Development to address the emerging paradigm shifts that Latino educational leaders are to encounter in the near future.

Follow-up sessions for the union leaders will be conducted during the year and next summer. The first two meetings will take place in Sonora and Aguascalientes this fall.

UTEP/USIA Border Project for Mexican Journalists

Four Mexican journalists visited the University of Texas at El Paso. They are **Araceli Becerra Quiroz**, Assistant Managing Editor, *A.M.* newspaper (cir. over 45,000), in León, Guanajuato; **Eva María del Rosario Solís Nino**, Reporter, *El Sol de Tijuana* (cir. over 45,000) in Tijuana, Baja California; **Nelda M. Mier** Correspondent, *Expansión* magazine; and **Victor Antonio Lara Martínez**, Reporter, *Novedades* newspaper (cir. 50,000) in Mérida, Yucatán.

The tour of the university was conducted by **Samuel Schmidt**. During lunch at the student union in the faculty and staff lounge, they discussed Mexico border problems. The issues touched on were trade, environment, immigration, narcotics, and academic and cultural exchange. This project was designed so that the journalists would have first-hand exposure to border policy-makers and the border reality.

The visit was sponsored by USIA.

PROFMEX Interviews SEP's Antonio Gago Huguet

While on a recent trip to El Paso, Antonio Gago Huguet, Undersecretary of Higher Education in Mexico's Secretariat of Public Education, was interviewed by PROFMEX Vice President Paul Ganster and PROFMEX Director Samuel Schmidt. Mtro. Gago is a graduate of the Faculty of Philosophy and Letters at the Universidad Nacional Autónoma de México. From 1975-1986 he was employed in various capacities at ANUIES and since then has been at SEP. Gago is widely recognized as the first undersecretary for higher education in Mexico who fully understands higher education and its various issues.

This interview with Maestro Gago is timely especially in light of the debate set off in Mexico this year by Secretary of Education Ernesto Zedillo, who has called the viability of the public university into question. Zedillo is concerned be-

cause the public university does not charge tuition that would help support higher education and assure student interest in studies. Zedillo sees the private universities as having adapted to the requirements of modernization and productivity in graduation while this has not generally been matched by the public sector. In joining the debate, UNAM's Rector José Sarukhán demanded on September 26 continued full support of the public university because of its historical role in producing Mexico's political and economic leaders. ANUIES Secretario General Ejecutivo Juan Casillas y León has taken a different tack by noting that the challenge faced by all higher education is to keep up with the ever changing demands imposed on modernization by Mexico's commercial opening and the globalization of the world economy.

Q: Mtro. Gago, you were at ANUIES during the period when working relations were established with PROFMEX and you helped organized the first PROFMEX-ANUIES meeting in La Paz, Baja California, in 1980. What are your recollections of that encounter?

A: Like all first meetings, there were different hopes and concerns. We were quite surprised by the enthusiasm of scholars from the United States and by the size of the turnout from north of the border. We, from Mexico, saw the meeting and the developing relationship as an opportunity to initiate exchanges of faculty and for faculty to study the problems of both countries, providing an alternative to policy-makers studying the problems of the two neighbors. In a certain sense, PROFMEX and ANUIES are now doing what was envisioned at

that first meeting. The initial PROF-MEX-ANUIES meetings saw the emergence of new themes that had not really been discussed before. For example, the second meeting introduced the topics of water and environment in the border region to researchers in Mexico.

Q: Turning to more contemporary issues, what is the most important challenge facing higher education in Mexico today?

A: Basically, we need to make the efforts of our university system more directly relevant to the changing needs of Mexican society. Higher education in Mexico needs to regain the trust of society. We need to improve infrastructure for training and research; both the technical and human resources need to be improved.

Q: How will the decentralization efforts of the government impact the public universities in Mexico?

A: You must remember that the public universities have great flexibility and autonomy to chart their own courses. SEP can provide incentives and leadership to encourage developments that will lead to modernization and improved quality. Actually, SEP has a greater impact on private universities which need SEP's approval for development of courses of study and validation of their academic programs. Although technically SEP has great control over the private universities, the policy has been to give them considerable flexibility in order to encourage private investment in higher education.

Q: Some observers have expressed concern that in twenty years in Mexico there will be a polarization of public universities—some will be very good and some will be very bad.

A: This should not be a problem. SEP is trying to reduce the gap between the advanced, well-funded institutions and the others. The prosperous Mexican states have a much greater capacity to invest in higher education than do the poor states. SEP is addressing this by providing extra funds and additional support. For example, at the Universidad Tecnológica de la Mixteca, housing and other assistance is provided for faculty in order to attract them to work and live in the region.

Q: What are some of the important trends today in Mexico's public higher education?



Undersecretary Antonio Gago

A: In our efforts to make university education more relevant to society's needs there are many things going on. As part of the National Plan of Modernization, basic changes in structure are being recommended. SEP is encouraging the evolution away from a structure based on the faculties towards a departmental organization that we see as more flexible. Of course, this is possible in the new universities, and harder to institute in established institutions. The university in Sonora, for example, has been able to institute the departmental structure in about half of the areas.

Another area of considerable importance has been our efforts in evaluation and accreditation. One major problem has been the rush to create postgraduate degree programs without adequate resources which has produced many substandard programs. Over the past several years, the Consejo Nacional de Ciencia y Tecnología (CONACYT) evaluated postgraduate program and produced a list of approved programs, those of adequate quality with sufficient resources. CONACYT scholarships, fellowships, and other resources are now only available for the programs on the approved list. As a result, universities are concentrating their resources on fewer, but higher quality, programs.

There has been some resistance to evaluation efforts, but now each university has its own group for evaluation and increasingly external review is becoming a valuable tool. The results of the evaluations are now being published. In fact, over the past few years there has been an increase in the amount of public information available on evalua-

tions, rankings, and so forth. This would have been unthinkable even a few years ago.

Q: What about efforts to improve systems of accreditation?

A: We feel that improved accreditation procedures are essential. We are encouraging the development of joint degree programs to make the system more flexible, so accreditation and easy transfer of credits are essential.

SEP currently is in contact with accreditation organizations in the United States and there are two Mexican universities that are accredited in the United States: the Instituto Tecnológico y de Estudios Superiores de Monterrey and the Universidad de las Américas.

Mexico needs to develop an accrediting association. A necessary initial step is to build the information base and this is a five- to ten-year project. The Comisión Nacional de Evaluación, a mixed group of representatives from SEP, the universities, and other agencies, is now working on this.

Q: One concern that has been expressed in conjunction with the politization of the Mexican public universities is that often the rectors of those institutions are more concerned with using the position as a stepping stone into regional or national politics. Is this a problem?

A: This is a matter of real concern in some cases throughout the country. There is little that SEP can do in this regard. However, the evolution of national politics and the improving quality of Mexican universities will demand changes in recruitment and selection of rectors. The university councils determine procedures for selection of rectors and there is now a tendency away from a universal vote by the university community, which often have been political campaigns, to more professional methods of selection.

Q: The quality of faculty is also a matter of preoccupation; what are your perspectives on this issue?

A: Generally, the faculty at Mexico's public universities has real problems in terms of attitude, motivation, and professional standards. In large part this is attributable to the low salaries and lack of incentives. These conditions encourage a flow of the best faculty out of the universities and into better paying positions in the private sector or government or to positions outside of the country.

Project on Multilateral Philanthropy: Mexican-U.S. Model for Nonprofit Funds Parallels NAFTA Agreement for Private Sector

One program designed to improve faculty salaries is the Sistema Nacional de Investigadores (SNI) that provides additional income to outstanding researchers. The policy of SNI is to provide incentives for excellence. There is a new program of SEP to provide incentive payments for outstanding teaching, recognizing that often the best teachers do not teach because of the lack of rewards in that area.

SEP also provides each university with additional funds to augment faculty salaries. How the funds are used is left up to each university. In some cases, the funds are simply divided equally among the faculty. In others, the funds are used more creatively. The Universidad Autónoma Metropolitana (UAM), for example, now gives the equivalent of an additional monthly salary to its best professors.

Finally, CONACYT is now providing additional funding for the salaries of outstanding Mexican academics who return from a position in a foreign university.

The combination of all these programs makes it possible for every university to have some faculty members at salaries of approximately US \$3,000 per month. This level of support assures retention of the best faculty. At the same time, these policies will encourage unproductive faculty to either become more productive or to leave.

Q: There has recently been significant commentary in the press regarding increasing student fees at public universities. Is this a national trend?

A: With the exception of UNAM and a few others, most public universities in Mexico's states are now charging increased tuition and other fees. In Mexico, university education is not obligatory, but optional, and those enjoying the benefits need to share in the cost. It is clear that charging or increasing fees has not interfered with the ability of poor but talented students to attend university.

In the university population today, some 15% of the students drive their own cars, often better vehicles than their professors. Many of these same students attended private secondary schools, often at a cost of one million pesos per month. Is it not equitable that these individuals pay two hundred pesos per year for university education?

With the decline of state power throughout the world, developing countries especially in Latin America, Eastern Europe, and the former USSR now seek to create a new basis for civil society. One strong basis involves the development of private sector responsibility to advance the public good through tax deductible donations to nonprofit foundations which can openly make the infinite number of decentralized decisions needed as each nation reorganizes or establishes itself. As new national laws are contemplated, questions are being asked about how each nation can best organize the legal and regulatory basis for creating a nonprofit foundation sector which can be trusted to act in the public good and how it can tap the U.S. nonprofit capital market, the world's largest.

Mexico is emerging implicitly as a model for the creation of the world's new internationally oriented foundation sector. Mexico's 1992 tax-reform legislation enables the establishment of foundations which can operate internationally because the law adopts and/or adapts the best parts of U.S. tax legislation (and omits the unnecessarily complicated provisions) to develop its own laws to encourage international flow of foundation funds into Mexico.

Development of the Mexican case as an explicit model for the cross-border flow of foundation funds is being facilitated by the Task Force on Multilateral Philanthropy which seeks harmonization of world nonprofit tax legislation. Chaired by Council on Foundations Vice President **Janice W. Windle** (President, El Paso Community Foundation), the Task Force includes **Manuel Arango** (Centro Mexicano para la Filantropía), and **Douglas Franklin** (President, Canadian Centre for Philanthropy). Policy research and coordination of the Task Force is directed by PROFMEX President **James W. Wilkie**, who works closely with **Thomas A. Troyer** (Caplin & Drysdale, Washington, D.C.), **Douglas X. Patiño** (President, New Partnership Foundation), **Louis L. Knowles** (Director of International Programs, Council on Foundations), and **Ricardo Govela** (Centro Mexicano para la Filantropía).

The Task Force's model (or paradigm), which countries may follow or adapt as appropriate, is being developed in four stages to show that it

can work where previous attempts to develop bilateral recognition of nonprofit sectors failed in tax treaties between the United States and Canada, the United States and Germany, and the United States and Israel. Mutual recognition failed because it was imposed from above in each case on tax systems where the nonprofit sectors do not have harmonious concepts and legal provisions. In contrast, the new model is being developed based on Mexico's new legislation, its open approach to international capital markets, the new U.S.-Mexican spirit of cooperation, and the Task Force's policy coordination and research.

The first stage of the model had two aspects:

(a) Council on Foundations President **James A. Joseph** visited Mexico City in February to meet with Mexican President **Carlos Salinas de Gortari**, Secretary of Finance **Pedro Aspe**, and Undersecretary **Francisco Gil Díaz**. Joseph discussed with them Mexico's proposed reform of its nonprofit sector tax laws and the specific desirability of establishing "foundations" by adapting and improving upon their legal basis as described in section 501(c)(3) of the U.S. Internal Revenue Code. The Mexican Ministry of Treasury moved quickly to develop the basis for establishing in Mexico 501(c)(3)-type organizations, and it sent the legislation to Congress in June. That legislation was approved in July by Mexico's Congress.

(b) The Task Force was able to add to the agenda of the United States-Mexican negotiations for the Treaty to Prevent Double Taxation of Companies Doing Business in Both Countries to include a section fostering mutual recognition of nonprofit sectors, provided that certain adjustments be made in the laws of both countries. The adjustments will be preapproved by the tax authorities of the two countries. The Double Tax Treaty is not part of the NAFTA package and its future does not depend on what happens to NAFTA.

The second stage in formulating the model has three aspects:

(a) Development of the Mexican regulatory legislation to implement the registration, rules, and reporting procedures for 501(c)(3)-type foundations. Such foundations will be prohibited, for example, from being organized for the benefit of their founders (self-dealing)

and the making of political activity and propaganda; further, they are exempt from income tax provided that, for example, their financial operations are open to public scrutiny and that on dissolution they transfer their corpus to another 501(c)(3)-type foundation.

(b) Completion of negotiation for the U.S.-Mexican Treaty on Double Taxation with the inclusion of provisions for mutual recognition of nonprofit sectors.

(c) Elaboration of a generic affidavit approved by the Internal Revenue Service (IRS) to help U.S. foundations determine easily and inexpensively whether or not foreign foundations are equivalent to U.S. 501(c)(3)-types of organizations to which funds can be transferred by U.S. foundations without potential legal pitfalls.

The third stage of the model has two aspects:

(a) Development of new legislation to revise the entire nonprofit sector in Mexico. Even though Mexico has adopted the legal framework for 501(c)(3)-type organizations, many of its charities such as hospital and social service organizations are still operated under the aegis of a government commission, the regulations of which impede decentralized decisions and the meaningful receipt of tax deductible funds.

(b) Presentation of information, research, and balanced views on the U.S.-Mexican Treaty on Double Taxation to policy-makers and legislators in order to facilitate the approval by the senate in each country.

The fourth stage's two aspects are:

(a) Presentation to Revenue Canada of the complete Mexican model (including the full Mexican nonprofit reform as well as the establishment of 501(c)(3) entities). Revenue Canada has been slow to reform its complicated nonprofit laws (which, for example, include foundations which are neither private nor public as delineated in the IRS Code); but the Mexican access to the U.S. nonprofit capital market is expected to stimulate Canadian nonprofit tax reform which will follow the Mexican model, at least in the aspect of establishing a framework for 501(c)(3)-type organizations.

(b) Publication of two guides based upon the accumulated policy research of the Task Force:

1) one explaining to U.S. foundations how they may work with foreign foundations in a new era when the nonprofit sector must establish decentralized civil society to replace centralized statist decisions and expenditures which have been discredited;

2) the other explaining to government and foundation officials outside North America how they may reform their nonprofit sectors to participate in multi-lateral philanthropy as developed in the Mexican model.

Although the work of the Task Force on Multilateral Philanthropy described in the proposal has advanced beyond all expectations, in the "worst-case" scenario that legislative reforms and treaty approvals are not completed at all stages, the work of the Project will in any case come to major fruition in the two guides which will be based upon the valuable experience and model language showing how foreign countries may develop foundations that are equivalent to U.S. 501(c)(3)-type organizations. Further, the Task Force expects that the development of the IRS-approved generic affidavit will also have been worked out by the end of Stages 2 or 3, thus implanting the means for facilitating the international flow of nonprofit funds.

For information on the Project, contact PROFMEX President Wilkie.

Southwest Center for Environmental Research and Policy (SCERP) Addresses Border Environmental Issues

The Southwest Center for Environmental Research and Policy (SCERP), according to the Chair of its Management Committee, **Curtis Graham** of New Mexico State University, "has launched a systematic program to analyze and develop actions to help resolve environmental problems of the United States-Mexico border region." Established through enabling legislation by the U.S. Congress in 1991, SCERP was created for the following purposes:

- Conduct research on border-related environmental issues
- Carry out technical and policy studies and programs
- Develop environmental education and outreach programs
- Promote cooperation between public and private sectors on both sides of the border

According to Senator **Dennis DeConcini** of Arizona, with the growth of the border region, an increasing number of transborder environmental issues had been developing. Congress felt that establishment of SCERP was a very cost effective way to bring the considerable capacities of the region's universities to bear on the range of issues and problems.

Congressman **Bill Lowery** of San Diego, long a supporter of greater federal attention to transborder pollution issues, pointed out that the combined resources of the SCERP institutions will facilitate work on key border environmental issues.

New Mexico's Senator **Pete Domenici** noted that his state is beginning to develop stronger trade and manufacturing linkages with Mexico and is undergoing rapid development in its border area. SCERP, in the view of the senator, will help assure that New Mexico's border will be able to avoid some of the environmental problems encountered elsewhere along the border.

Congressman **Ron Coleman**, from El Paso, Texas, expressed concern about the environmental impacts of border growth and development in his district and elsewhere along the long Texas border with Mexico. "The work of SCERP," he said, "will help Texas resolve key border environmental problems and will help assure that Texas can take advantage of the growing economic linkages with Mexico while protecting the environment."

Members of the Center include the University of Texas at El Paso, New

Mexico State University, the University of Utah, Arizona State University, the Instituto Tecnológico y de Estudios Superiores de Monterrey, the Instituto Tecnológico de Ciudad Juárez, and San Diego State University. SCERP is administered by a management team of representatives from the U.S. institutions. The secretariat of SCERP was transferred from the University of Utah to its new home at New Mexico State University on October 1. **Ray Beckett**, of the College of Engineering at the University of Utah, is the outgoing Executive Director of the organization. Utah's **Peter F. Gerity** is the outgoing Chair of the Management Committee and he and Beckett will provide transition support to the new administrative team at NMSU.

At New Mexico, SCERP Chair **Curtis Graham**, who is the Dean of the College of Business Administration and Economics, will be assisted by **John Loveland**, Chair of the Management Department. The day-to-day activities of SCERP will be the charge of Executive Director **James Maes** of the College of Business and Economics.

In designing programs and priorities, SCERP works closely with the staffs of

EPA Region 6 (Dallas) and Region 9 (San Francisco) as well as with the Office of Research and Development and the Office of International Activities in Washington, D.C. SCERP funding is administered through EPA and the agency provides advice for all SCERP projects.

The Center also cooperates with Mexico's Secretaría de Desarrollo Social (SEDESOL) at all levels and with the private sector and with local communities in the border region. Major SCERP conferences at Snowbird (August 14-16, 1991) and Monterrey (August 28-31, 1991) included participation of researchers, government officials, and border community representatives.

SCERP has held a number of events designed to enhance involvement of border communities with Center activities. Most recently, during the second week of September, SCERP organized nearly a dozen Community Forums at sites across the border. These meetings were designed to inform the border communities about SCERP efforts to address environmental problems of the region and to inform SCERP about what local communities consider to be their priorities in terms of environmental issues and actions. This information will assist the Center in developing future projects and activities.

During the first two years of activity, SCERP has approved and funded some 58 environmental projects in the following environmental program areas: (1) Air Quality; (2) Water Quality and Use; (3) Hazardous Wastes/Materials; and (4) Environmental Health, Education, Training, and Policy. A selection of the 1992 projects, by priority area, includes the following:

Air Quality

Field Evaluation and Monitoring of Air Levels, **Hank L.C. Meuzelaar**, University of Utah

PM-10 Air Quality in Nogales, N.S. **Berman, H.J.S. Fernando, D.L. Boyer, A.J. Brazel**, and **V.A. Burrows**, Arizona State University

Continuous Monitoring of Acid Gases in Stacks and Ambient Air Using Ion Mobility Spectrometry Sensor Networks, **G.A. Eiceman**, New Mexico State University

These three Air Quality projects are linked in order to better understand the origins and options for remediation of the border air pollution problem of very high levels of respirable particulate matter, or PM-10.

Water Quality

Disinfection By-Product Removal from Recycled Wastewater, **Anthony J. Tarquin** and **Charles Turner**, University of Texas, El Paso (To determine

levels and methods of removal of carcinogenic by-products from disinfection processes used for reclaimed water)

Characterization of Unsaturated Zone Geological and Hydrological Properties in the U.S.-Mexico Border Region,

Sandra L. Houston and **William N. Houston**, Arizona State University (To develop better information on the movement of contaminants through the unsaturated soil zone in order to develop improved methods for protection the scarce groundwater resources of the border region)

Artificial Wetlands as a Low-Cost Treatment Alternative for Complex Organic Wastewaters, **Walter H. Zachritz, II**, New Mexico State University (Facilitate expanded use of low-cost artificial wetlands for wastewater treatment in the border region)

Design and Implementation of a Comprehensive Expert System for Management of Environmental Hazards, **James A. Nelson**, New Mexico State University (Development of a computer based system for management of hazardous materials in the border region)

Hazardous Wastes/Materials

Risk Assessment of Transporting Hazardous Materials in the U.S.-Mexico Border Region, **K. David Pijawka**, Arizona State University (Development of an integrated risk analysis model to reduce and mitigate risks of transportation of hazardous materials in the border region)

Design and Implementation of a Comprehensive Expert System for Management of Environmental Hazards, **James A. Nelson**, New Mexico State University (Development of a computer based system for management of hazardous materials in the border region)

Geographic Information System Development, **George F. Hepner**, University of Utah (Part of a long term collaborative effort with other SCERP institutions to develop a border environmental database and Geographic Information System)

Environmental Health, Education, Training, and Policy

Occupational and Environmental Health Studies, United States-Mexico Border Region, **Jeffrey S. Lee** and **Royce Moser, Jr.**, University of Utah (To assess the effectiveness of plant safety and health committees in the electronic and electrical sectors of the maquiladora industry in Ciudad Juárez)

Border Environmental Issues and Public Policy, **Paul Ganster** and **Cliff Metzner**, San Diego State University (To conduct workshops, outreach, training, and education on key border environmental issues)

Training and Education Programs for Environmental Awareness at the U.S.-Mexican Border, **Bonnie Daily**, New Mexico State University (Workshops to improve public awareness as well as private and public sector cooperation on border environmental problems)

An Analysis of Lead Exposure during Pregnancy and the Neonatal Period among Indigent Hispanic Women, **María A. Amaya**, **Mindy Tinkle**, and **Gail Ackall**, University of Texas, El Paso (To provide EPA with basic data on levels of lead, DDT, cadmium, mercury, arsenic, and antimony in pregnant women and their neonates in the El Paso region)

A major effort planned for FY 1992 is the development of a Border Environmental Training Institute. Through close collaboration with the Office of Research and Development in Washington, D.C., and through interaction with the EPA Regions and with the private and public sectors in the border, SCERP will organize its training efforts to address critical border issues. At the same time, the Institute will facilitate and coordinate border environmental training efforts by other agencies in the border region.

SCERP projects for the 1993 cycle will focus on the general areas of the first two years but will have a heavier emphasis on education, training, and policy activities. Greater articulation will be achieved among the SCERP projects so that they will have a border wide impact. As well, collaboration with Mexican institutions and non-SCERP institutions will be enhanced through more joint, multi-institutional projects.

For more information about SCERP and its activities, contact: James Maes, SCERP Executive Director, College of Business Administration and Education, New Mexico State University, Las Cruces, NM 88003. Tel (505) 646-5255; FAX (505) 646-6155.

Ordering Copies of the NAFTA Agreement

To order copies of either (a) the NAFTA text or (b) the NAFTA tariff schedule, fax a request to Lithographics, Inc., Attn: Mr. Monte Jones; FAX (202) 785-1606. Then send a check, payable to Lithographics, Inc., in the amount of \$48.76 for the tariff schedule (about 900 pages) and \$57.32 for the text of the agreement (about 1100 pages). The address is 1716 Eye Street, NW, Washington, D.C., 20006. Include a FedEx or courier service account number, shipping instructions, telephone number, and the name of a contact person. Advance payment in cash or check is required.

PROFMEX Scholars Testify in Mexico on Border Issues

Testifying in early May before the Mexican Chamber of Deputies Commission on Urban Affairs and Public Works, several PROFMEX-affiliated scholars spoke on current issues of the U.S.-Mexican border. PROFMEX scholars who appeared before the commission, which met in Tijuana, included **Roberto Sánchez** (Colmex), **Arturo Ranfla** (UABC), **Jesús Tamayo** (CIDE), **Paul Ganster** (SDSU and PROFMEX Vice President), and **George Baker** (PROFMEX Executive Secretariat).

Speaking on the long-range policy needs of the border region, George Baker discussed four needs: (1) an adequate fiscal system to directly fund the infrastructure needs of the border region; (2) a better public-sector information management system; (3) a better supply system for industrial energy needs; and (4) a better system for regional self-government.

Need for an adequate fiscal system. According to Baker, neither on the Mexican or the U.S. sides is there an adequate fiscal system for long-range economic development. According to Baker, the border lacks a system of earmarked taxes (*impuestos etiquetados*) designated for infrastructure. He took special note of conditions in the state of Texas. He said that "anyone who had visited El Paso twice in the past ten years will be able to testify to the deteriorating standards of living there." Further, it was well known that of the dozen counties in the United States with the lowest per-capita income, seven are located in Texas along the border with Mexico. Despite such needs for funding new social and economic infrastructure, the state of Texas was unable to muster the political courage to establish a system of state corporate and personal income taxes.

Although it was well known that the parent companies of the maquiladoras typically are not located in the border states, there exists no fiscal redistributive mechanism that would obligate non-border states to pay a pro-rated portion of the infrastructure costs of the border.

According to Baker, "in round numbers, every dollar that is not spent on infrastructure on the Mexican side ends up causing two dollars of costs for social environmental services on the U.S. side. What is needed, therefore, is a tax system that creates an ear-marked fund for regional infrastructure on both sides of the border. Twenty billion dollars can be raised in five years by taxing the maquiladoras \$5.25 for each labor-content hour of maquiladora exports."

Need for a better public-sector infor-

mation management system. In the light of the disaster in Guadalajara on April 22, 1992, in which there was an explosion of leaked refined petroleum products distributed by Pemex, Baker said that there was an obvious need for state and local authorities to have access to real-time information on those parameters that would measure risks to public safety. The need for real-time information on public safety issues applied equally to the U.S. side as well as to the Mexican side—and public officials from both sides of the border should have real-time access to such data.

The prospects for such cooperation are not good, says Baker, citing the experience of border environmentalist **Dick Kamp** (Border Ecology Project) who has repeatedly, but unsuccessfully, tried to get U.S. military authorities to provide information about any shipment of radioactive materials into or out of military bases.

Need for a better system of industrial energy supply. Baker noted that despite multiple attempts over ten or fifteen years to arrange for environmentally benign natural gas service for Baja California, such attempts have been consistently blocked by the lobbying of the Mexican LPG distributors who supply bottled gas to industrial and residential customers.

Need for a better system of regional self-government. Baker took the matter of this past year's renewed interest in supplying natural gas to Baja California as an example of a policy issue that is of central concern to local government officials on both sides of the border. Under the present system of government, such officials have no policymaking role in decisions that have a long-term effect on economic development and environmental quality in their cities, counties and states. "The present system of regional government promotes political passivity in policymaking matters. Such passivity spills over into other areas such as commerce. On the Mexican side the maquiladora industry, in one sense, is a fiscal arrangement to exploit the passivity of the border region. That is, the border supplies labor, but other regions (and countries) supply product designs, components, quality tests, and marketing expertise. On the U.S. side, many border cities (such as San Diego and El Paso) passively depend on military spending in their region. Changing the pattern of such cross-border passivity will be a major challenge in the next fifty years." Commenting on Baker's testimony Jesús Tamayo observed that Mexico City has inured itself to cen-

turies of complaints coming from the border states. He agreed that the biggest bottleneck on the U.S.-Mexican border is Mexico City.

Planning of Education and Cultural Exchange

At the Mexico City March 3, 1992, Conference co-sponsored by the Azcapotzalco campus of the Universidad Autónoma Metropolitana (UAM) and the Mexico-USA Commission for Educational and Cultural Exchange, officials representing some thirty private and public institutions of higher education called for strengthened international academic exchanges—seen in the light of recent domestic, regional and international developments. Participants were welcomed by the host institutions's system-wide President, **Gustavo A. Chapela**, and **Sylvia Ortega Salazar**, Chancellor of UAM's Azcapotzalco campus.

In her address, Ortega stated that Mexican researchers and educators must begin joint efforts to establish a culture of academic exchanges—so far largely foreign to the mindsets of too many Mexican intellectuals and higher education administrators. Exchanges ought to be both free from prejudice and sensitive to principles of fairness and to existing imbalances regarding access to information, knowledge, and resources among North American national actors and intellectual partners-to-be.

New Directory on U.S.-Mexico Trade Resources

A new publication on international trade between the United States and Mexico contains the names, addresses, and telephone numbers of government, industry, and academic organizations that can serve as resources for the development of international trade. A section on Academic and International Trade gives the names of PROFMEX institutions. The publication, issued by trade publisher The Global Source in Washington, D.C., is available at a special rate to PROFMEX members at \$39.95 (regular \$49.95), plus \$3 shipping. Contact **Kara Kent**, Tel (800) 366-5968; FAX (202) 331-3759.

Recent Publications

■ *The Mexican-U.S. Border Region and the Free Trade Agreement*. Edited by **Paul Ganster** and **Eugenio O. Valenciano** (San Diego: Institute for Regional Studies of the Californias, San Diego State University, 1992. Pp. 120. \$10.00). This collection of essays, developed out of papers presented at a conference in Tijuana in the fall of 1991 (see article on this workshop in *Mexico Policy News*, No. 7, Winter 1992), addresses the important issue of the impact that a free trade agreement will have on the Mexico-United States border region. More than two dozen presentations by Mexican and U.S. officials, members of the private sector, and leading researchers address a series of important topics:

- Global and Local Perspectives on Free Trade
- The Free Trade Agreement: An Analytical Framework
- Bilateral and Border Trade
- Industrialization
- Labor Markets and Migration
- The Border Environment and Free Trade
- Border Economic Infrastructure and Free Trade
- Education and Society, the Border, and Free Trade

Among others, the book includes essays by **Augie Bareño** (County of San Diego), **Gerardo M. Bueno** (El Colegio de México), **George Baker** (PROF-MEX), **Sergio Zermeño** (UNAM), **Noé Arón Fuentes** (COLEF), **David J. Molina** (North Texas State U), **Eduardo Zepeda Miramontes** (COLEF), **Stephen R. Jenner** (California State University, Dominguez Hills), **Leobardo F. Estrada** (UCLA), **Guillermo Arámbaro** (Universidad Autónoma de Baja California), **David Ronfeldt** (Rand), **Cliff Metzner** (SDSU), **Roberto A. Sánchez** (COLEF), **Ron Pettis** (Border Trade Alliance), **René Altamirano** (Secretaría de Desarrollo Social, SEDESOL), **Enrique Manzanilla** (EPA), **Arturo Ranfla** (Universidad Autónoma de Baja California), **Lawrence A. Herzog** (SDSU), **Alejandro Mungaray Lagarda** and **Felipe Cuamea Velázquez** (Universidad Autónoma de Baja California), **Oscar J. Martínez** (University of Arizona), **Richard Sinkin** (Strategies International), **Germán Osornio** (Universidad Autónoma de Baja California), **James Wilkie** (UCLA), **Víctor Zúñiga González** (COLEF), **Bob Cook** (El Paso Development Council), **Don Nibbe** (*Twin Plant News*), and **Eugenio O. Valenciano** (Instituto Para la Integración de América Latina, Buenos Aires).

■ *Demographic Dynamics of the U.S.-Mexico Border*. Edited by **John R. Weeks** and **Roberto Ham-Chande** (El Paso: Texas Western Press, 1992. Pp. 318. \$20.00. To order: [800] 826-8911). This important book represents a baseline for the 1990s for understanding the demography of the U.S.-Mexican border from the perspective of researchers on both sides of the border. The focus is on the dynamics—issues of population size and change, fertility and family planning, mortality, migration, labor force characteristics, family formation, and population policy. Twenty-one researcher-authors have contributed to the book, representing government and university settings from both Mexico and the United States. Following a preface by **Jorge Bustamante**, the first chapter provides an overview of the demographic situation along the U.S.-Mexican border and offers a basic conceptual model to help organize the analysis of border demographic dynamics. The next thirteen chapters are intended to be read as an assessment of the current state of knowledge about the demography of the border in order to help identify the specific areas in which gaps exist in the matrix of our understanding of the border. The final chapter points out the most important gaps in knowledge, viewed from the perspective of the proposed model of demographic dynamics along the U.S.-Mexican border.

John Weeks is professor of Sociology and Director of the International Population Center at SDSU and Roberto Ham-Chande is at El Colegio de la Frontera Norte in Tijuana.

■ *El Gobernador Bernardo Reyes y sus homólogos de la frontera norte*. Edited by **David Piñera Ramírez** (Monterrey, Nuevo León: Fondo Editorial de Nuevo León, 1991. Pp. 394). The main objective of this book is to present Nuevo León governor Bernardo Reyes in the political and economic context of the northern border of Mexico. As well, a perspective is presented on how he was perceived in the context of the Mexico-United States border. Also included in this book are biographical sketches of the contemporary governors of Baja California, Sonora, Chihuahua, Coahuila, and Tamaulipas. The comparison of these individuals with Reyes reveals a peculiar "type" of governing of the northern border during the *porfirista* period. This compilation is enriched with texts provided by Reyes' sons Rodolfo and Alfonso Reyes, as well as texts by Bernardo.

■ *Life and Labor on the Border: Working People of Northeastern Sonora, Mexico, 1889-1986*. By **Josiah McC. Heyman** (Tucson: The University of Arizona Press, 1991. Pp. 247. Cloth \$40.00). From copper-mining days through modern maquiladoras, this book examines the good and the bad of living in a place disrupted by economic ups and downs, changing rules of immigration, and work in the United States. Heyman describes what has happened to families over several generations as people left the countryside to work for American-owned companies in northern Sonora or to cross the border to find other employment. He traces the development over the past hundred years of the urban working class in northern Sonora. The life stories in this book convey the positive sense of people's goals in life and reveal the origins of a distinctive way of life in the borderlands. Heyman is an assistant professor of anthropology, and science, technology, and society at Michigan Technological University.

■ *Standoff at the Border. A Failure of Microdiplomacy*. By **Thomas J. Price** (El Paso: Texas Western Press, 1989. Pp. 74). An era of international public transportation suddenly ended on July 31, 1973, when El Paso City Lines streetcar PCC1516 was seized by former employees. Their action effectively stopped the movement of the international streetcar system that had served El Paso, Texas, and Ciudad Juárez, Chihuahua, for nearly a century. Political leaders on both sides of the border began efforts to get the streetcars running again, but the diplomatic problems involved proved to be insurmountable. In both nations, officials at the local, state, and federal levels were drawn into discussions on the question of whether the streetcars should be allowed to operate again. Price shows how changes in the demography of the two cities, in the nature of traffic between them, and increasing Mexican nationalism contributed to the dilemma. Negotiations in this unusual case continued until 1977. This study is especially timely given the greater need now to improve transportation between Ciudad Juárez and El Paso as the free trade process moves forward. As well, San Diego and Tijuana are now exploring ways to extend the San Diego Trolley into Tijuana to help relieve border congestion. Price is a political scientist who teaches at the University of Texas at El Paso.

■ *Provinces of the Revolution. Essays on Regional Mexican History, 1910-1929.*

Edited by **Thomas Benjamin** and **Mark Wasserman** (Albuquerque: University of New Mexico Press, 1990. Pp. 390). This collection of twelve original essays on the Mexican Revolution addresses two fundamental questions: to what degree did the Revolution alter the basic socio-economic and political makeup of the Mexican state and what part did a popular uprising of the peasantry play in the course of the Revolution? To construct answers, each contributor carefully reconsidered the impact of the Revolution on various regions, cities, and towns to uncover how local actions and attitudes shaped the Revolution.

The Mexican revolutions of 1910-1920, while national in name, were profoundly regional and local in their origins, courses, and outcomes. To reveal these popular and local aspects, the book is divided into three parts. The first section examines the regional alliances behind presidential politics from 1910 to 1929. The next section explores the Revolution in six key states: Yucatán, San Luis Potosí, Oaxaca, Tamaulipas, Chihuahua, and Tlaxcala. The final part discusses the emergence of a strong central state and the historiography of the revolutionary decades. Benjamin is a professor of history at Central Michigan University. Wasserman is a professor of history at Rutgers University.

■ *El Paso: A Borderlands History.* By **W.H. Timmons** (El Paso: Texas Western Press, 1990. Pp. 387). This work is as up-to-date in coverage as it is in interpretation on the history of El Paso. Timmons has skillfully threaded El Paso's story into the larger fabric of American and Mexican history, deftly outlining the national events in both countries that made developments along the border more comprehensible. Familiar characters and episodes are presented, from Cabeza de Vaca to the Chamizal controversy, from the Chihuahua Trail to the Chicano movement. Timmons is professor emeritus at the University of Texas at El Paso.

■ *Los orígenes de Ensenada y la política nacional de colonización.* By **David Piñera Ramírez** (Tijuana: Universidad Autónoma de Baja California, Gobierno del Estado de Baja California, Grupo Cultural Septentrión, 1991. Pp. 194). The rise of some of Mexico's northern border cities, as in the case of Ensenada, Baja California, was distinct from those of the majority of cities elsewhere in the country. Cities such as Ensenada, in one way or another, were born bound to the

economic expansion of the United States, beginning in the 1870s.

The author's historical research is presented in four parts: 1) Newly Independent Mexico and colonization hopes; 2) Various successes and the report of Lassépas; 3) New legislative attempts for colonization; and 4) The rise of Ensenada. This important contribution to border and Baja California history includes appendices and a bibliography. Piñera Ramírez is professor of history at the Universidad Autónoma de Baja California and a researcher at the Instituto de Investigaciones Históricas in Tijuana.

■ *Land and Politics in the Valley of Mexico. A Two-Thousand-Year Perspective.* Edited by **H.R. Harvey** (Albuquerque: University of New Mexico Press, 1991. Pp. 325). This book has its roots in a symposium of the International Congress of Americanists held in Bogotá, Colombia, in 1985. The scholars who participated, many of whom contributed to this volume, were drawn from archaeology, ethnohistory, history, and historical geography. The book is a representative sample of historically directed research by members of these subdisciplines both in terms of the range of problems on which current inquiry is focused and the methods employed by various investigators in their attempts to resolve those problems. Many of the twelve chapters in this book deal directly and explicitly with land; most also touch one or another dimension of the political framework in which land is usually embedded.

■ *Spanish Bluecoats. The Catalanian Volunteers in Northwestern New Spain, 1767-1820.* By **Joseph P. Sánchez.** Foreword by **Manuel Lujan, Jr.,** (Albuquerque: University of New Mexico Press, 1990. Pp. 196). All readers interested in Spain's colonial experience in the Americas, and particularly in California, will find this book engaging and invaluable. Following Europe's Seven Years War (1756-1763), Spain made a final effort to defend its empire, including the northern frontier of New Spain, which stretched from the Gulf of Mexico to the Pacific Coast and as far north as present-day Vancouver, British Columbia. For five decades, beginning in 1767, riflemen known as the Catalanian Volunteers were sent to fight Indians and to support the colonization of the territories from Sonora to Nootka Sound in the Pacific Northwest. They provided vital assistance in founding San Diego, discovering San Francisco Bay, and maintaining a presence against Russian and English

encroachment in the Pacific Northwest. Although the historical significance of the Catalanian Volunteers has been recognized for nearly a century, Sánchez reveals for the first time precisely who served in the company and how it was organized as well as describing the Volunteers' military campaigns and armaments. Joseph P. Sánchez is director of the National Park Service's Spanish Colonial Research Center in Albuquerque, New Mexico.

■ *Merejildo Grijalva: Apache Captive, Army Scout.* By **Edwin R. Sweeney** (El Paso: Texas Western Press, 1992. Pp. 72). Merejildo Grijalva (1840-1912) was among the most remarkable scouts in Arizona history. Captured by Chiricahua Apaches in 1849, he lived a decade among them. In 1859, encouraged by Apache agent Michael Steck, Grijalva escaped his captors. Two years later, with a full-scale war erupting with Apache leaders Cochise and Mangas Coloradas, Grijalva, with his vast knowledge of the Apaches, their leaders and country, was hired as a scout in New Mexico territory. Subsequently, working out of Fort Bowie, Arizona, he began to make his reputation as an effective scout and interpreter against Cochise's Chiricahuas. So crucial did his role in the Apache campaigns become that one commander claimed he would rather lose twenty men than lose Grijalva. Edwin R. Sweeney of St. Charles, Missouri, is the author of a 1991 biography of Cochise.

■ *Revolution on the Rio Grande: Mexican Raids and Army Pursuits, 1916-1919.* By **Glenn Justice** (El Paso: Texas Western Press, 1992. Pp. 100). In the years 1910-1920, more than a million Mexican citizens perished in the first great revolution of the 20th century. This bloody conflict did not confine itself to Mexico but spilled over into the United States, occasionally diverting American newspaper headlines from the Great War in Europe. A series of raids and retaliations punctuated this period. In March 1916, Mexican revolutionary Pancho Villa boldly raided the tiny border town of Columbus, New Mexico; on Christmas Day, 1917, the Brite Ranch in western Presidio County, Texas, became the target of Mexican raiders. In January 1918, the Eighth U.S. Cavalry and a group of Texas Rangers and ranchers retaliated for the Brite Ranch raid and burned the village of Porvenir, Texas, killing fifteen of its inhabitants. Violence escalated at the Neville Ranch, at Pilares, Chihuahua, and elsewhere in the Big Bend. Justice uses previously undiscovered sources, including military

records and private papers to tell the story of these little-known events. Justice teaches history at Midland College in Texas.

■ *Social Assistance and Bureaucratic Politics. The Montepíos of Colonial Mexico, 1767-1821.* By **D.S. Chandler** (Albuquerque: University of New Mexico Press, 1991. Pp. 239). Carlos III (1759-88) founded *montepíos de ministros* and *montepíos de oficinas* (or *de empleados*) throughout his domains, beginning in the 1760s. These official agencies provided pensions for the survivors of civil functionaries in the Spanish Empire. *Montes* (shortened form of *montepíos* used by writers of the period), established by the government enjoyed financial support from the royal treasury as well as from membership contributions. This work describes the activities of the two *montes* created by the imperial government for the civil bureaucracy of New Spain.

■ *The Mexican Corrido. A Feminist Analysis.* By **María Herrera-Sobek** (Bloomington, Indiana: Indiana University Press, 1990. Pp. 151. \$29.95). This study of the *corrido* challenges the stereotypical image of Mexicanas and Chicanas and the traditional view of archetypes as equally static, mystical entities. Herrera-Sobek demonstrates that the archetypal images of women in the Mexican ballad have their sources in the social, historical, political, and literary heritage of Mexican and Chicano culture. Examining the portrayal of female figures in over three thousand songs, the author identifies four of the most important archetypes appearing in the lyrics. These are the mother (both good and terrible); the protective goddess; the lover; and the woman warrior. This feminist archetypal analysis shows that in spite of the long-dominant patriarchal ideology, the female images in the *corrido* reveal the presence of aggressive, self-confident women throughout Mexican history. The book includes a discography, a detailed bibliography of *corrido* collections, and several photographs of *soldaderas* from the internationally famous Agustín Casasola Collection. Herrera-Sobek is professor of Spanish and Portuguese at the University of California, Irvine.

■ *Mexico According to Eisenstein.* By **Inga Karetnikova** in collaboration with **Leon Steinmetz** (Albuquerque: University of New Mexico Press, 1991. Pp. 200. Cloth \$40. Paper \$20). Sergei Mikhailovich Eisenstein was a Russian film director who spent over a year in Mexico—from December 1930 to February 1932—shooting his masterpiece *¡Que Viva México!* His work was

left unfinished when Stalin demanded his return to Moscow. Eisenstein had long outstayed his leave of absence and rumor had it that he would prefer to remain abroad forever. This book is the chronicle of a twofold discovery: in 1931, Sergei Eisenstein discovered Mexico, and at the same time he discovered himself. Several aspects further enrich this passionate work: the original script to *¡Que Viva México!*, numerous photographs and drawings by Eisenstein (almost all of them unknown), and various short essays and reflections written later in Moscow after his experience in Mexico. Karetnikova is a former Guggenheim, Cargenie-Mellon and Radcliffe Institute Fellow and is a visiting associate professor of film at Boston University. Steinmetz, Artist and author, has had shows of his art in Rome, London, and New York, and has taught creative writing at Harvard.

■ *Planning the Border's Future: The Mexican-U.S. Integrated Border Environmental Plan.* By **Jan Gilbreath Rich** (Austin: The University of Texas, U.S.-Mexican Policy Studies Program, 1992. Pp. 48). This analysis was compiled, in part, by using testimony from public hearings on the border plan conducted by the Mexican Secretaria de Desarrollo Urbano y Ecología and the United States Environmental Protection Agency in September 1991. It begins with a brief history of the economic trends that led to creation of the Integrated Environmental Plan for the Mexico-U.S. Border Area. A second section analyzes the Mexican and U.S. border community response to the first publicly released draft of this plan in August 1991. The final section discusses the revised version of the plan and whether these modifications adequately address the concerns of border communities affected by the plan. Rich is an environmental policy analyst with the U.S.-Mexican Policy Studies Program, at the University of Texas at Austin.

■ *Mexican Politics: The Containment of Conflict.* By **Martin C. Needler** (New York: Praeger Publishers, 1990. Pp. 154). This book offers a comprehensive study of Mexican politics. Placing the current political system in comparative and historical context, a subtle yet penetrating analysis of Mexico's current dilemmas is presented. The author separates the facade from the reality in examining the political system of this vast country and explains the multiple contradictions that confront the student of Mexican politics. Needler is professor of political science at the University of New Mexico.

■ *Triumphs and Tragedy: A History of the Mexican People.* By **Ramón Eduardo Ruiz** (New York: W.W. Norton & Company, Inc., 1992, Pp. 512, \$29.95). This epic history of Mexico, by one of our most distinguished Mexicanists, is a superbly written analysis of the sweep of Mexican history, from pre-Columbian civilizations to the present. This interpretation of Mexican history has two themes. One is that of the triumphs of the Mexican people, in the areas of arts and literature and, at times, in the realm of social conscience. The other is that of tragedy, "from the Spanish Conquest on, when the cross and the sword of the Europeans bent ancient Anáhuac to their will, the poor, usually bronze of skin and racially more Indian than Spanish, have carried the burdens of Mexico, victims of man's inhumanity to man." Thus, the triumphs of some are juxtaposed to the never-ending tragedy of the masses.

Triumphs and Tragedy is an important book. It is valuable for the general reader as introduction to the historical development. It is valuable for specialists in other academic areas or in the private or public sectors who simply want to better understand our neighbor to the south. It is also valuable to professional historians who can benefit from the many keen insights that Ruiz provides, insights from his many years as a student and observer of Mexico.

■ *Mexico: A Country Guide.* Edited by **Tom Barry** (Albuquerque: The Inter-Hemispheric Education Resource Center, 1992. Pp. 401, \$11.95). This publication looks at what travel books refuse to—including information on government, politics, military, economy, U.S. influence, society, and the environment. It is an invaluable resource for students, academics, and anyone interested in the interrelationship between Mexico and the United States. The book is fully referenced and includes photos, tables, and charts. The information is current and quite complete.

Contributors to this book include **Barbara Belejack**, a Mexico City journalist; **David Brooks**, director of Mexico-U.S. Diálogos; **Elaine Burns**, an organizer for *Mujer a Mujer* (MAM); **Laura Carlsen**, a *Business Mexico* editor; **Erika Harding**, an editor for Latin American Data Base; **Luis Hernández**, Mexico City writer and organizer; **Joe Keenan**, editor of *El Financiero International*; **Felipe Montoya**, a Resource Center research assistant; **Talli Nauman**, an Associated Press correspondent; and **Beth Sims**, a Resource Center research assistant.

Tom Barry is a research associate and founder of the Resource Center.

■ *La apertura comercial y la frontera norte de México.* Edited by **Alejandro Dávila Flores** and **Arturo García Espinosa** (Saltillo, Coahuila: Universidad Autónoma de Coahuila, 1991. Pp. 370). This book is the proceedings of the Second National Seminar on Border Issues held November 1989 and sponsored by the Universidad Autónoma de Coahuila, the Universidad Autónoma de Nuevo León, and the Asociación Nacional de Universidades e Instituciones de Educación Superior (ANUIES). The main objective of this conference was to analyze the socioeconomic transformations of the northern border states of Mexico within the context of the commercial opening of the national economy.

The 23 papers of the conference were organized in three roundtables. The first, titled "The General Context," evaluated the impact of the commercial opening on the joint Mexican economy. Presenters in this roundtable included **Inder Ruprah Kondal**, **Alejandro Dávila Flores**, **Antonio Ocaranza Fernández**, **Salvador Meza Lora**, **Félix Vélez Fernández Varela**, **Elaine Levine**, and **Arturo Huerta González**.

cial Opening and the Economy of Mexico's Northern Border," discussed the economic evolution of Mexico's northern border states in light of the change in strategy of the insertion of Mexico into the world economy. Presenters were **Lourdes Orozco H.**, **Eduardo Zepeda Miramontes**, **Noé Arón Fuentes Flores**, **Antonio Cárdenas Morán**, **J. Crecencio Gómez del Villar**, **Mario Dávila Flores**, and **Mónica Gambrill**.

Finally, the third roundtable, "The Commercial Opening and the Sociopolitical Structures of the Northern Border States," analyzed the behavioral sociopolitical structures of the border states within the political framework of a commercial opening. Presenters included **Hilda Patricia Neira**, **Victor Zúñiga**, **Raúl S. González**, **Silvia López Estrada**, **Norma Iglesias Prieto**, **Victor M. Castillo**, and **Rosa Ester Beltrán Enriquez**.

■ *La integración comercial de México a Estados Unidos y Canadá, ¿alternativa o destino?* By **Victor M. Bernal Sahagún**, et al. (México, D.F.: Instituto de Investigaciones Económicas, Universidad Nacional Autónoma de México, 1990. Pp. 280). In celebrating its 50th anniversary, UNAM inaugurates its collection *México y América* with this book. This publication was made to encourage objective multidisciplinary analysis with the final purpose of presenting a wide range of scholarly opinions on the economic, political, and social implica-

tions of a Free Trade Agreement between Mexico and the United States. The essays are by leading academics who systematize and publicize opinions and interpretations of the possible impacts of the FTA on Mexico's economy and sovereignty.

■ *Estancamiento económico y crisis social en México, 1983-1988.* Edited by **Jesús Lechuga** and **Fernando Chávez** (México, D.F.: Universidad Autónoma Metropolitana-Azcapotzalco, 1989. 2 vols., pp. 588 and 412). Between 1983 and 1988 Mexican society suffered severe shocks of the economic crisis. The discussion of the economic and social problems relevant in the context of economic and sociopolitical framework is a fundamental objective of these volumes. This publication brings together a multidisciplinary group of academic researchers and each of the essays provides analysis and reflections important to understanding the crisis in Mexico at the beginning of the 80s.

■ *Hacia un tratado de libre comercio en América del Norte.* By **Mario Ojeda Gómez**, et al. Introduction by **Jaime Serra Puche** (México, D.F.: Secretaría de Comercio y Fomento Industrial, 1991. Pp. 325). The essays presented in this volume seek to contribute to the study of the challenges and opportunities that could arise as a result of a Free Trade Agreement. The volume is divided in three sections. Section I, "Cambios y transformaciones en la década de los ochenta," includes essays by **Mario Ojeda Gómez**, **José Sarukhán**, **Jorge Hernández Campos**, **Luis Rubio**, and **Pedro Noyola**. Section II, "Hacia un tratado de libre comercio entre México, Canadá y Estados Unidos," has essays by **Hermínio Blanco**, **Jaime Zabudovsky**, **Timothy Kehoe**, and **Arturo Romo**. Finally, Section III, "La participación de la sociedad en los trabajos preparatorios," has essays by **Mario Niebla**, **Jorge Bustamante**, and **Juan Gallardo**.

Center for Strategic and International Studies Policy Papers

The Center for Strategic and International Studies (CSIS), has a number of papers available in its CSIS Policy Papers on North America series that should be of interest to PROFMEX readers. Published to date are the following:

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Papers in this series are available at U.S. \$5.00 each. Please send check or money order to: CSIS Americas Program, Suite 400, 1800 K Street NW, Washington, D.C. 20006.

■ *The Disappearing Border: Mexico-United States Relations to the 1990s.* By **Clint E. Smith** (Stanford: Stanford Alumni Association, Bowman Alumni House, Stanford, CA 94305, 1992. Pp. 176. Paperback, \$12.95). This most recent addition to the Stanford Portable Book Series is a timely, and superb, overview of the relationship between Mexico and the United States. It explores, quite thoroughly, the asymmetrical nature of the interdependent relationship and the sharp cultural and historical differences between the two neighbors. Although the United States and Mexico are separated by a 2,000-mile-long border, that border is now disappearing. While this book is written as an introduction to the subject for the general reader, specialists can benefit greatly from the author's many analytical insights.

Chapter 1 reviews the historical development of Mexico and its interaction with the United States; Chapter 2 chronicles the salient features of the Mexican Revolution during the tragic decade, 1910-1920. Chapter 3 provides an overview of events in the bilateral relationship from 1924 to the present and special attention is devoted to the administrations of the last four Mexican presidents, particularly the incumbent **Carlos Salinas de Gortari**.

Chapter 4 identifies and analyzes the two countries' differing perspectives on foreign policy issues. Chapter 5 examines drug trafficking, the tuna/dolphin controversy, the work of the International Boundary and Water Commission, and concludes with three concrete suggestions for facilitating the bilateral relationship.

Chapter 6 examines the difficult issue of migration, with a particular issue of the phenomenon since the passage of the 1986 Immigration Reform and Con-



Clint E. Smith

trol Act. Chapter 7 dissects the deterioration of relations under presidents **Echeverría** and **López Portillo** and then details the significant economic and political reforms of the **Miguel de la Madrid** and Carlos Salinas de Gortari presidencies and how these internal initiatives influenced relations with the United States. The work concludes with an appraisal of the North American Free Trade Agreement as the neighbors move into the 21st century.

Clint Smith is consulting professor of Latin American Studies at Stanford University and program officer for The William and Flora Hewlett Foundation. As a career diplomat, he has been focusing on Latin American affairs for most of the past three decades with assignments in the U.S. embassies in Buenos Aires, Madrid, Mexico City, Lima, and

at the Mexican Desk at the State Department in Washington, D.C. He is a native of Las Cruces, New Mexico, and holds degrees from the University of New Mexico and the University of California at Berkeley.

■ *The Rise of the Professions in Twentieth-Century Mexico: University Graduates and Occupational Change since 1929.* By **David E. Lorey** (Los Angeles: UCLA Latin American Center Publications, 1992. \$17.95). The Mexican university system did not develop and does not currently operate in an economic and social vacuum, but rather is fundamentally shaped by the supply of jobs for professionals. The creation of employment positions at the professional level is in turn related to at least two other extremely important phenomena: social mobility and political conflict.

The data developed in this study allow us for the first time to analyze the relationship between trends in university graduates (and their fields of study) and trends in employment opportunities for professionals in Mexico. How has the market for university graduates developed over time? What do patterns in the evolution of that market indicate about Mexican economic development? The volume provides a new view of some of the most important themes in the historiography of twentieth-century Mexico. For the first time we can approach questions such as the pace of historical social mobility from the inside, from the perspective of people trying to make their way into the Mexican middle classes. The study presents an unusual perspective on the ongoing crisis in the Mexican economy, pointing to factors that have for the most part been ignored by policymakers. Lorey is Coordinator of the UCLA Program on Mexico.

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