



Border Governors Conference
Conferencia de Gobernadores Fronterizos

Strategic Guidelines for the Competitive and Sustainable Development of the U.S.- Mexico Transborder Region



STRATEGIC GUIDELINES FOR THE
COMPETITIVE AND SUSTAINABLE
DEVELOPMENT OF THE U.S.-MEXICO
TRANSBORDER REGION



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GOBERNADORES FRONTERIZOS
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Strategic Guidelines for the Competitive and Sustainable Development of the U.S.-Mexico Transborder Region

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Presentation

The xxvi Border Governors Conference (BGC), held in August 2008 in Hollywood, California, resolved to proceed with developing a set of Strategic Guidelines for a Competitive and Sustainable Development in the U.S.-Mexico Transborder Region. It would be presented to the xxvii Conference, held in Monterey, Nuevo León, in September 2009.

Based on the BGC's traditions and guidelines, the terms of reference that would be the basis for developing the Plan immediately began to be prepared. During the first preparatory meeting for the xxvii Conference, representatives from the Border Governors approved those terms. To assist the Conference Secretary with the technical aspects of the Plan's drafting, a distinguished academic institution from each country was invited: El Colegio de la Frontera Norte in Mexico and the Woodrow Wilson International Center for Scholars in the United States.

The terms of reference set some basic guidelines for the Plan's preparation:

1. Take the Conference's joint declarations from the last 10 meetings as a departure point.
2. Include the basic issues of the border region competitiveness that were raised in the xxv BGC, held in Puerto Peñasco, Sonora.
3. Include recommendations and proposals from the xxvi BGC, held in Hollywood, California, on sustainability and green and alternative energies in the transborder region.
4. Analyze and incorporate the most outstanding existing studies, plans, programs, and projects on the topics included in the guidelines for developing the Plan.
5. Continuously interact with the members of the Governors' Council of Representatives during the four meetings in preparation for the Conference.
6. Adopt a methodology that would enable the drafters to bring together the opinions, views, and proposals of a large number of decision-makers, experts, public officials, researchers, and academics in the region, with the goal of building consensus on the issues considered in the Plan.

7. In the consensus-building consultation, include all the governors' representatives and the co-presidents of the conference's 13 working tables.

All the guidelines were addressed in a timely manner, and consequently, a Plan was drafted based on the views and opinions of a broad array of people in the region who are interested in and involved with both the issues of the borderlands and constructing medium- and long-term visions for its future.

Finally, the draft of the Strategic Guidelines was sent to all of the member states with the goal of getting feedback from the governors themselves in order to prepare the final preliminary version that would be presented to the XXVII BGC plenum in Monterey.

The draft Plan is based on four strategic axes, which serve as vectors for guiding the transborder region toward greater progress with a higher level of global competitiveness, environmental sustainability, border and citizen security, and social fairness.

The Plan's drafters approached the challenge of competitiveness from the perspective of developing highly efficient logistical corridors (including new-generation border crossings); promoting and establishing a knowledge-based and innovative economy and society throughout the region; raising the educational quality of the transborder workforce that is employed in the unified labor market; competitive collaboration to take advantage of the set of comparative advantages and collaborative development of competitive advantages; the creation of productive and innovative networks of companies, entrepreneurs, innovators, academic institutions and scientific and technological research centers, and business, civic, and social organizations.

Environmental sustainability is based on collaboration focused on shared ecosystems and a sustainable-energy economy and culture; on a new economics and culture of water, based on the generalized awareness of its scarcity throughout the region; on raising awareness about the gravity of the environmental crisis and that we are nearly at a point of no return regarding the planet's atmosphere.

The drafters approached security as a shared need and issue that demands never-before seen institutional efforts, based on concerted collaboration and cooperation.

Social equity is based on quality education for all and on fostering a transborder labor market that takes advantage of all its shared potential by creating a sufficient number of well-paying jobs.

The Plan contains an innovation regarding space: Rather than limiting itself to the area around the international line and its numerous cities, the Plan expands its scope to a strip that is 300 km wide on the south side of the border and 100 km on the north. Thus, in addition to the full territory of the 10 member states, the Plan contemplates a transborder region that is 2.68 million km² in size, with a population of 84.7 million inhabitants, and a combined GDP of US\$3.3 trillion, equivalent to the third-largest national economy in the world.

These are the elements that informed the process of drafting the Strategic Guidelines that are now being submitted for the consideration of the governors who will be meeting

during the xxvii BGC. We present this Plan in the hope that, when adopted, it may serve as a roadmap for the BGC's future actions and for its relationship with the two countries' federal governments, as well as providing guidelines for citizens and organizations in the Mexico- U.S. border region.

In summary, it is a non binding document that contains no legal implications, developed with the goal of building consensus as its main focus in order to serve as a guide for the future activities of the BGC and its relations with the federal governments of both countries.

It is important to emphasize that the process preparing these Strategic Guidelines had the unwavering and enthusiastic support of Mexico's Secretaría de Relaciones Exteriores as well as the U.S. Department of State. The effort was equally rewarded by the broad support of each and every one of the Border Governors, their representatives and the academic coordinators designated by them. To all we express our deepest and most sincere gratitude.

José Natividad González Parás
President
XXVII Border Governors Conference

Executive summary

The *Strategic Guidelines for the Competitive and Sustainable Development of the U.S.-Mexico Transborder Region* is an initiative of the Border Governors Conference. It proposes and outlines in detail an ambitious development strategy for the U.S.-Mexico border region through 2030. It is non-binding for participant border states and its purpose is to serve as a mechanism for cooperation and coordination in the transborder region. To develop the Strategic Guidelines contained herein, prominent experts from academia and government were convened to assess current trends, visualize future scenarios, and identify actions and mechanisms for enhancing the competitiveness, sustainability, security, and quality of life of the region. Additionally, the development of these guidelines was made possible through an extensive consultation with a diverse group of U.S. and Mexican stakeholders who participated as respondents in a two-step survey to assess the principal needs, challenges, and hopes of the transborder region. This process enabled the report preparers to learn the latest views of those decision-makers in government and academia who are closely involved in setting and implementing some of the short- and medium-term public policy goals that are important to border-region residents. In preparing this report, in-depth interviews, focus groups, and panels were also convened and conducted to obtain a state-of-the-art understanding of border policies and policy making in the principal areas of competitiveness, sustainability, security, and quality of life.

This report develops a unifying vision for the region centered on the following actionable principles:

- The transborder region will be a space where innovation, knowledge, entrepreneurialism, and synergistic cooperation will engender a competitive economy, both regionally and globally.
- The transborder region will be home to sustainable economies and societies that are committed to protecting biodiversity and nature, that are also committed to applying green technologies toward the efficient generation and use of energy and water, and that are dedicated to the building of increasingly sustainable cities.
- The transborder region will be a secure place for residents, businesses, and visitors as a result of a coordinated effort between Mexico and the United States to fight crime and to protect the people living in the region.

- The transborder region will be a place of opportunity where residents will have access to more and better education, healthcare, and housing.

These Strategic Guidelines forge a 2030 vision that foresees *a transborder region whose people and governments are willing to advance these goals in the medium and long term. An overarching goal is the alignment of the views, plans, strategies, and actions of governments at the municipal, county, tribal, state, and federal levels in order to achieve a prosperous, secure, clean, healthy, and competitive region capable of generating world-class development and continued progress, while maintaining the independence of the two nations.*

This vision forms the foundation of a policy framework that is organized around the following strategies and recommendations:

1. **Focus systematically on the logistical efficiency of the region, consolidating cross-border urban and logistics corridors through the construction of essential infrastructure and by enhancing bilateral coordination at international ports of entry.** To accomplish this, it is of vital importance that both countries:
 - (a) *Create a permanent binational task force to develop and maintain an ongoing assessment of infrastructure needs aimed at increasing the region's logistical efficiency.* The task force should include key federal, state, tribal, county, and municipal government agencies and state and federal legislators, along with business associations and civic organizations. This task force would commission a comprehensive study of future needs and assess the options for financing; building; and staffing integrated logistics corridors, including border ports of entry; balancing commercial crossing points outside cities with noncommercial urban crossing points; and linking these to logistics and transportation corridors in both countries.
 - (b) *Promote the consolidation of highly efficient, state-of-the-art logistics corridors between states and across the border by developing inland ports, logistics parks, and through the installation of Intelligent Transportation Systems (ITSs), in order to ensure maximum visibility and traceability along main routes.*
 - (c) *Promote cross-border railroad transit, where appropriate, as an efficient and secure means for the movement of goods and as a lower-emissions alternative to trucking.*
 - (d) *Review staffing levels and inspection procedures at border-crossing points, to reduce motorist wait times and to enhance security. Increase use of non-intrusive inspection technologies on both sides of the border and place these issues within the scope of work of the aforementioned task force.*
 - (e) *Expedite permitting procedures for the construction of new ports.* The White House's designation of a point person to drive inter-agency collaboration and to facilitate due process is key. It is critical for the U.S. General Services Administration (GSA) and Mexico's Secretaría de Comunicaciones y Transportes (SCT)

to respectively name senior officials with overarching authority for border ports of entry and for these officials to act as point persons for future construction projects.

2. Promote innovation and collaboration among educational and research institutions to enhance the region's economic competitiveness. Reinforce the essential role of education and science and technology in regional development by:

- (a) *Developing new educational models and improving access to education to increase regional competitiveness.* Transborder educational efforts that include student and teacher exchanges at the primary and secondary levels can be effective in better informing region residents of the benefits of regional cooperation and development.
- (b) *Involving educational and research institutions so they may assist with the planning and development of economic corridors.* Complementary educational programs in universities, community colleges, research institutes and vocational schools, as well as other institutions of higher education, on both sides of the border, need to be created. These must address the opportunities for new industries by engaging state governments, the private sector, and educational institutions so as to increase the volume and frequency of innovation within the region. A higher degree of engagement among higher-education research institutions, entrepreneurs, and development-promotion agencies will form the basis of the region's knowledge-based economy.
- (c) *Creating a bilateral body for cooperation on science and technology* that can generate innovation applied to the medium- and long-term development of the region.
- (d) *Launching a campaign to make attainment of a high school diploma or its equivalent a new educational standard in the Mexican border states.* Such a campaign would be designed to fill the enormous gap between average rates of high school completion in Mexico with the standards set by the Organization for Economic Co-operation and Development (OECD). Such a campaign would enhance regional comparative economic advantages and improve earning potentials of many border-region residents.
- (e) *Encouraging U.S. border communities to close gaps with respect to OECD high-school graduation rates.*

3. Enable the Border Environment Cooperation Commission (BECC) and the North American Development Bank (NADB) to provide new sources of technical assistance and financing in new areas of investment through their reorganization and expansion. By expanding their operations and activities, BECC and NADB can fulfill their potential and help to generate investments in other areas of infrastructure

development. Together, BECC and NADB can broaden the set of environmental criteria that are used for assessing the environmental benefits of proposed projects, thus ensuring they do not lose sight of their environmental mission. Additionally, NADB should consider partnering with the Inter-American Development Bank (IDB), the World Bank, and the International Finance Corporation to finance a broad range of regional infrastructure needs, such as those ports of entry, railroads, roads, and bridges that are essential to the development of economic corridors.

4. **Apply a binational and integrated approach to energy development that emphasizes the role of renewable energy sources and emphasizes energy efficiency.** Greater interest throughout the region on renewable energy investment, as well as the development of recent partnerships for cross-border energy provision and delivery, calls for:

- (a) *Ensuring an equitable distribution of the environmental costs and the overall benefits of the management of energy resources in the region.*
- (b) *Creating a geo-referenced database of renewable energy resources and adopting those best practices that ensure the optimal management of energy demand, especially that of industrial and other high-volume users.*
- (c) *Devising a regional action plan fundamentally informed by U.S. and Mexican federal environmental authorities and their inventories of greenhouse gases (GHG) in order to improve energy efficiency, reduce emission levels, and spotlight the potential for savings in key sectors such as transportation and housing.*

5. **Update the institutional framework for environmental cooperation in order to generate binational solutions to shared environmental challenges.** To accomplish this, BECC should:

- (a) *Develop an integrated binational data system that would include spatially referenced information.* Currently, too many decisions are based on partial or inconsistent data, so regional guidelines based on national data protocols are urgently needed.
- (b) *Develop and apply a Transboundary Environmental Impact Assessment methodology.* This resource could build on previous efforts, such as that of the Commission for Environmental Cooperation of North America (CEC).
- (c) *Develop cross-border mechanisms to mitigate environmental impacts that originate in one country but also impact the other.*
- (d) *Provide representation to the U.S. Department of Interior on the Border Environment Cooperation Commission* so that BECC can better address those issues of resource depletion that are so pressing along the border today.

6. **Promote integrated water management along the U.S.-Mexico border.** *Include within the locus of discussion for managing international rivers the development of regional bodies that can act as watershed councils and as formal advisory boards.* These regional bodies should involve federal and state authorities, as well as include representation from civil society from both sides of the border, in order to ensure a more proper and comprehensive representation of interests, such as from the environmental and agricultural sectors, as well as from municipal, county, and tribal governments.
7. **Make municipal and agricultural water usage more efficient and improve wastewater treatment and reuse.** Improving water efficiency on farms and in cities is necessary to alleviate pressure on regional water resources. The Border Environmental Infrastructure Fund (BEIF) should be allowed to return to previously higher levels of funding, and incentives should be developed to encourage private investment to create new and to upgrade existing capacities for wastewater treatment, as well as for increasing the supply of drinking water. The BEIF should introduce greater incentives to encourage the safe and widespread reuse and recycling of wastewater, graywater, and stormwater. By tapping into the hidden resource of “used water,” the Border Governors can reduce the strain on existing water supplies, keeping more fresh water in streams, rivers, and underground and thus helping to sustain ecosystems and to meet community needs into the future.
8. **Create adequate infrastructure for managing municipal and hazardous waste.** On both sides of the border, community public safety and public health can be threatened by the dangerous accumulation of municipal and hazardous waste and by the improper dumping of scrap tires and other spare machinery and auto parts. Greater binational cooperation is required to track, control, and reduce hazardous, toxic, and electronic waste (E-Waste) with its contaminants that include mercury, cadmium, and lead. Greater binational cooperation is also required to develop recycling technologies on both sides of the border.
9. **Fight crime under a paradigm of mutual responsibility.** As violence by organized crime has increased and raised concerns about cross-border “spillover,” it has become clear that:
 - (a) *Greater trust and professional interaction between U.S. and Mexican law enforcement agents and agencies can help to foster the conditions necessary for enhanced and effective cooperation, coordination, and collaboration and can help to better identify the resources needed to improve crime-fighting capabilities in Mexico.*
 - (b) *Existing mechanisms of binational security cooperation, such as Border Enforcement Security Taskforces (BESTs) and Border Liaison Mechanisms (BLMs), may provide platforms for enhanced collaboration, coordination, and cooperation in the future.*

- (c) *U.S. national security interests and related enforcement actions and operations should be undertaken in ways that dovetail when possible with the public safety concerns of border communities.* Merging goals can create benefits at both the national and at the community levels. Federal investigations and operations against contraband trafficking can combine with community efforts to eliminate neighborhood drug dealing and the scourge posed by organized crime in border communities.
 - (d) *Provide anonymous bilingual hotlines to connect border residents and local police and enable the sharing of confidential information among local, state, and federal investigators.*
 - (e) *Advance efforts to professionalize local and state law enforcement agencies in Mexico and work to create a professional civil service and promotions structure. Encourage the pursuit of professional accreditation by international law enforcement bodies as a means to improve operations and standards.*
10. ***Improve regional healthcare and create competitive medical clusters serving both sides of the border.*** Competitiveness and quality of life in the region will improve substantially by:
- (a) *Expanding access to essential healthcare services. Related efforts can help win the struggle against high rates of asthma, tuberculosis, hepatitis, diabetes, and other diseases, many of which disproportionately afflict border-region residents.*
 - (b) *Evaluating possible mechanisms for the cross-border portability of U.S. health insurance, specifically regarding the possibility of a demonstration program for Medicare coverage for U.S. citizens living in Mexico.*
 - (c) *Establishing partnerships involving medical and nursing schools, hospitals, and senior-care facilities, while looking for new sources of investment to improve the region's healthcare infrastructure. The adoption and spread throughout the region of telemedicine systems, which enable enhanced and expanded medical-services provision to remote rural communities through telephone and Internet technologies, represents another important step toward the improvement of healthcare in the border region.*
 - (d) *Define the proper protocol for timely information-sharing in cases of infectious disease outbreaks, and establish measures of cooperation for preventive action and immediate response.*

An important goal of this Border Governors Conference is to successfully build on past efforts and to sustain and lend continuity to earlier achievements. It is in that spirit that these Strategic Guidelines advance initiatives endorsed in prior conferences, particularly the conferences, *Competitiveness without Borders* (Sonora, xxv BGC, 2007) and *Building Green Economies* (California, xxvi BGC, 2008). Similarly, it is hoped that the Strategic

Guidelines presented here will constitute a roadmap to guide the activities and objectives of future conferences. Additionally, as these guidelines represent state-level perspectives, it is hoped that they will serve as useful references for federal-level authorities in their deliberations on policymaking that affects the transborder region and the cross-border relationship.

Chapter 1

Introduction

1.1 The U.S.-Mexico Transborder Region

The U.S.-Mexico transborder region is the central piece of a binational system based on strong social, economic, and environmental connections. It is also the continental gateway for the emerging North American economic area encompassing Canada, Mexico and the United States. Extending for more than 3 141 kilometers (1 952 miles), the U.S.-Mexico international boundary joins four U.S. and six Mexican states that together make up a territory of 2 678 569 square kilometers. The region is home to 83 million people, shelters the activity of hundreds of thousands of business, and is the setting for unique waterways and ecosystems. Viewed from a distance, one can imagine the multiple jurisdictions along the U.S.-Mexico border as a single transborder region through which a critical network of people, infrastructure, goods, ideas, and the environment connects South and North.

Indeed, a defining characteristic of the U.S-Mexico transborder region is the intense and diverse web of interactions that connect people, nature, and the economy, creating a unique and highly interdependent space. The most important dimensions of these interactions include:

- *Trade flows:* Together, the 10 U.S.-Mexico Border States account for a large share of the intra-NAFTA exports, as well as exports to the rest of the world. In 2008, 13 300 trucks crossed the border daily, up 70 percent from 1995, the year after the enactment of the North American Free Trade Agreement (NAFTA). Cross-border land trade (rail, truck, and pipelines) between the United States and Mexico totaled just over US\$293 billion in 2008, more than three times the US\$97 billion in cross-border trade recorded in 1995.
- *Transborder clusters:* The high concentration of firms in strategic manufacturing and service sectors has created within the region clusters of highly interconnected businesses. These transborder clusters are magnets for workers with specialized skills

and knowledge, and they stimulate the productivity, innovation and creation of new businesses in the region. An example is the aerospace industry, which in Mexico numbers 160 companies, most located within the transborder region. The region's long experience with auto manufacturing and the infrastructure and labor force that have developed around *maquiladoras* attracted these mostly U.S. aerospace firms. Often, transborder clusters are woven together by *corridors formed around regional institutions of higher education*, technological institutes, and research centers, which offer a high potential for shared interaction and creative innovation.

- *The urban hubs:* Along the U.S.-Mexico border, sister-city complexes, such as San Diego–Tijuana, Laredo–Nuevo Laredo, El Paso–Ciudad Juárez, and Douglas–Agua Prieta, as well as transborder metropolitan corridors like the Monterrey–San Antonio–Houston–Dallas corridor are at the forefront of crossborder interactions. They function as unified entities despite the division imposed by the international boundary and are the locus for extraordinary economic and human interaction. In 2008, almost 206 million people crossed the border through the 25 land ports of entry along the international boundary.
- *Tourism flows:* A substantial number of people crossing the border in any single day are tourists attracted by the services and amenities offered by the regional hospitality industry. In 2007, almost 72.4 million international travelers visited Mexican border cities, generating jobs and income for both sides of the border as many of them came from out of the region.
- *The maquiladora connection:* Mexican border states account for over 76 percent of all *maquiladora* employment in Mexico. The growth of the industry has created many jobs in Mexico, and *maquiladoras* have yielded large income gains in U.S. border states. The *maquiladora* companies' production expenditures, direct payroll, and the transborder spillover of salaries paid to Mexican workers, who make purchases in the United States, fuel regional growth. The transformation of this industrial base into a dynamic and innovative engine offers additional opportunities for growth.
- *The ecological link:* Rivers, deserts, forests, rangelands, and coastal ecosystems constitute sensitive and invaluable landscapes that provide critical ecological services and natural resources on both sides of the border. These ecological services are critical to sustaining life, quality of life, and economic opportunities in the transborder region.
- *The demographic confluence:* Within the transborder region, population changes rapidly and at different paces along the border. Demographic differences within the region create formidable social and economic challenges. Yet they also provide opportunities for the enhancement of new and unrealized connections. Efforts to improve regional human capital development, as well as to improve the more orderly and legal exchange of labor force between the two nations, could make these connections possible.

- *A shared heritage:* In 2007, the percentage of Latinos in U.S. border states ranged from 29.6 percent of the total population in Arizona to 44.4 percent of the total population in New Mexico. These levels suggest the foundation for a unique border culture and regional identity.
- *Social partnerships:* A tradition of cross-border collaboration has strengthened networks and relationships between U.S. and Mexican government agencies, community groups, and businesses, helping to facilitate the exchange of information when appropriate and beneficial.

Such interactions are observable with varying intensities across a range of scales, from the local, at a micro-level, up to a much larger interregional and international level.

At the local scale, a first definition of the border zone emerges, one that encompasses *an area comprising the 39 municipalities and 25 counties that lie along the international boundary*. This narrow strip is the locus of a high degree of civic, social, administrative, and economic interaction. It is the focus of many security efforts directed at migrants, guns, drugs, and terrorists. It is the point where NAFTA trade becomes “North American,” and where Mexico’s border export industries and U.S. logistics, warehousing, and transportation industries connect. Here, too local public health, social services, and public security agencies are forced to develop mechanisms of cross-border cooperation in order to protect the interests of their clients and citizens.

Encompassing the counties and *municipalities* that touch the border, a second definition of the border region is provided by the *La Paz Agreement, which defines the region as a strip 100 kilometers deep on both sides of the international line*. The North American Development Bank (NADB) and the Border Environment Cooperation Commission (BECC) expanded this definition to encompass a 300-kilometer swath in Mexico, while retaining the 100-kilometer limit in the United States. On the U.S. side, policymakers felt that it was necessary to limit the size of the region to ensure appropriate focus, attention, and funding on those areas that most need environmental improvement, enhanced quality of life, and increased economic viability. This definition is primarily a legal one, established to set the geographic limits for the grants and loans, but it also reflects the geographic contours of the region’s watersheds, air basins, shared natural resources, and transborder environmental impacts. For purposes of environmental analysis and understanding, it is generally considered superior to the first definition.

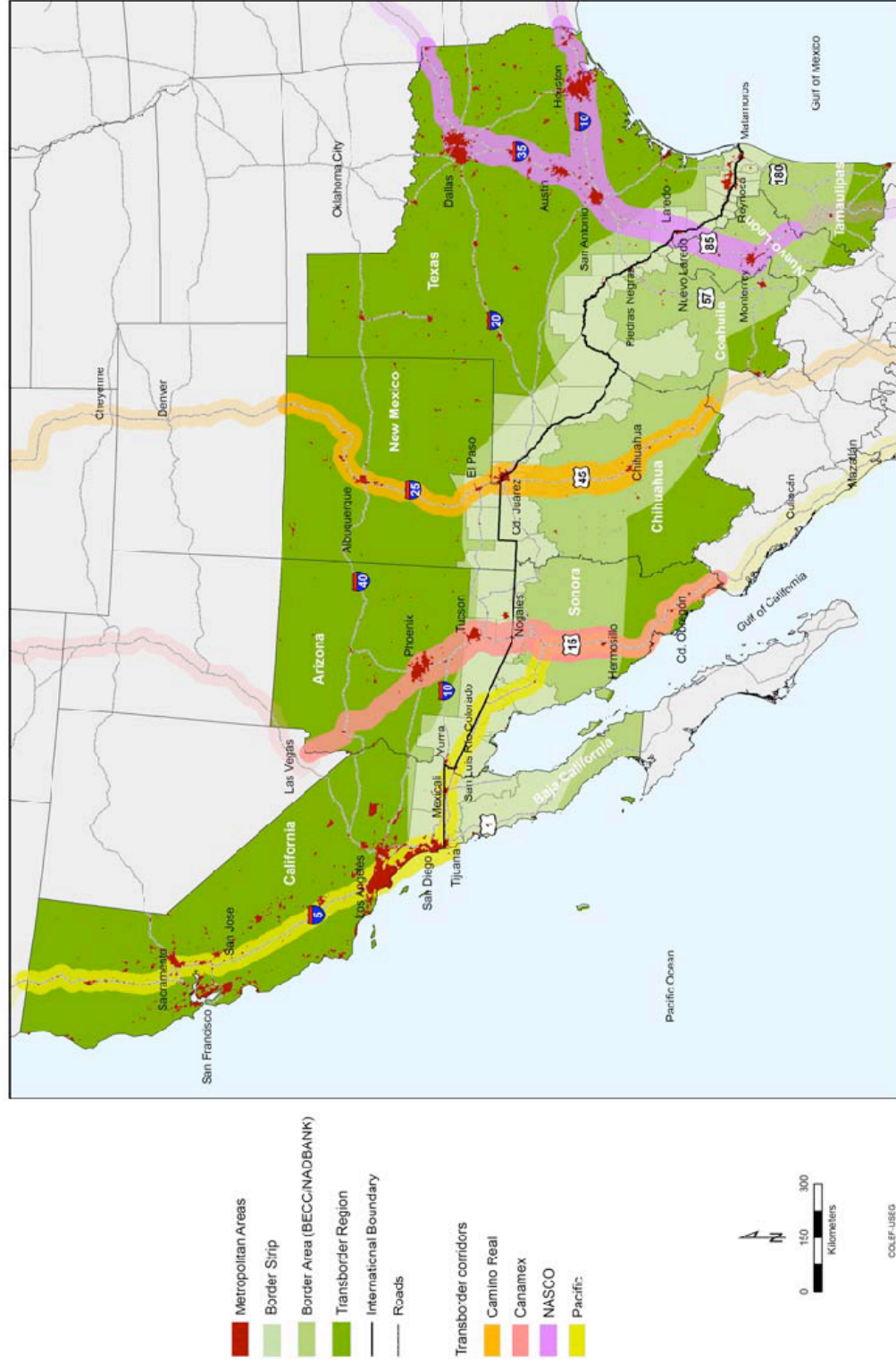


Figure 1.1. The U.S.-Mexico Transborder Region.

A third definition is one that fundamentally defines the Border Governors Conference. Despite the independence of the two nations, *the six Mexican states and the four U.S. states that lie on the international boundary form a true transborder region, sharing many common challenges and concerns. Shared issues involve transportation, logistics, energy, water, public services, and socio-economic development, among others.* Administrative systems are not the same in Mexico as they are in the United States, and the two countries' federal systems differ significantly regarding the autonomy granted local and state governments. Nevertheless, a prosperous, highly functioning border region is in the interest of all 10 states, and it is not viable for the state governments to defer border-related matters to their respective federal or municipal governments.

Providing regional platforms for innovation, entrepreneurialism, trade, and global engagement, major transborder corridors traverse the region and are anchored by populous metropolitan areas. An example of one such corridor is the *Knowledge Corridor*, connecting the Monterrey metropolitan area in the state of Nuevo León with the metropolitan areas of San Antonio, Houston and Dallas in Texas. The *Sun Corridor*, connecting the metro areas of Phoenix, Tucson, and Nogales in Arizona with Nogales, Hermosillo, and Obregón in Sonora, is an emerging transborder corridor. These and other corridors tend to consolidate linear urban systems that already have highly interconnected businesses and knowledge centers. From a regional perspective, corridors provide another understanding of the transborder region, as they represent the centers of intense and dynamic exchange between Mexico and the United States.

No matter which definition is used, the transborder region is central to U.S.-Mexico relations. There are three major reasons why an efficient, highly functioning border is key to U.S.-Mexico relations. First, *border states' economies have been among the most dynamic and fastest-growing of both countries.* Second, *the border is the point of entry for the vast bulk of merchandise trade.* Third, *a surprisingly large share of Mexico-U.S. interaction occurs in the transborder region.* Though each of these points is important in itself, taken together they emphasize the fact that a healthy border region serves both U.S. and Mexican national interests. Additionally, these points suggest that improved U.S.-Mexico relations are possible through the promotion of more productive and prosperous economies on both sides of the border.

1.2 Purpose of the strategic guidelines

Looking at the transborder region from a broader perspective makes many things clear. It highlights the development potential of the region and its key role in current and future efforts to create an integrated economy in North America through promotion and market mechanisms. It also shows the complexity and challenges that come with population and economic growth in a context of asymmetrical development and dissimilar institutions. Finally, it emphasizes the need to coordinate and cooperate to maximize the benefits and minimize the costs of close proximity.

To successfully fulfill the development potential of the region, while at the same time addressing existing social and institutional challenges, it is first necessary to reach a widely shared vision for the future of the region and a clear understanding of what actions must be made to achieve that vision. Without a vision and a strategy for making this happen, the positive aspects of the border region, such as its economic comparative advantages, shared heritage, and diversity—can be overwhelmed by the negative aspects of dissimilar institutions and uneven development. Even worse, without a strong commitment to long-term policies, disparities will simply deepen and become sources of continuous problems and tensions.

Acknowledging the importance of proactive thinking and long-term action, the Border Governors Conference (BGC) commissioned El Colegio de la Frontera Norte (El Colef) and the Woodrow Wilson International Center for Scholars to identify the elements for developing a vision of the transborder region for the year 2030 based on the principles of regional competitiveness, social and environmental sustainability, and security. The task also included the identification of the tools needed to establish an actionable policy framework based on the premises of cross-border collaboration and mutual benefit. The *Strategic Guidelines for a Competitive and Sustainable U.S.-Mexico Transborder Region* is the result of this mission.

The Strategic Guidelines build on a strong history of cross-border collaboration among the border states that began in 1981 with the joint declarations of the Border Governors Conference and that culminated with the Strategic Regional Vision of 2007. These documents laid the groundwork for these Strategic Guidelines and for their approach to long-term development and policy implementation. However, these Strategic Guidelines are not an end in themselves. They represent a tool centered on the development of partnerships built around strategic areas and based on realistic regional policies that deal effectively with the realities of the U.S.-Mexico transborder region. These partnerships require the engagement of all the region's stakeholders, in accordance with the cross-cutting and multi-scale nature of the issues faced by the region.

The core objective of the Strategic Guidelines, therefore, is to provide a general framework and specific policy actions in accordance with mutually agreed upon regional development goals. The scope of the Strategic Guidelines includes the four spatial scales commented above: the totality of the 10-state transborder region, the cross-border metropolitan corridors, the planning area defined by the NADB and BECC, and the strip formed by the municipalities adjacent to the international border.

1.3 Methodology

The process of formulating the Strategic Guidelines for the U.S.-Mexico transborder region was designed as a multipronged and participatory experience. The planning team was committed to having all sectors and stakeholders on both sides of the border participate and contribute to the creation of a plan that defines the 2030 vision and the strategies that

Table 1.1. Team activities and contributions to planning.

<i>Steps</i>	<i>Tools</i>					
	<i>Delphi Survey</i>	<i>Policy Papers</i>	<i>Plan Reviews</i>	<i>Focus Groups</i>	<i>In depth Interviews</i>	<i>Statistical Analysis</i>
Situation Analysis	•	•	•	•	•	•
Vision 2030	•				•	
Challenges and Opportunities	•	•		•	•	
Strategies	•	•	•		•	

the region's governments, businesses, and communities could embrace for the coming 20 years.

The major activities in developing the plan, most of which ran parallel to each other, included commissioned policy papers drawing on the knowledge and perspective of border scholars, focus groups and workshops involving public officers and specialists, in-depth interviews with practitioners and specialists, compilation and review of existing plans and documents, and analysis of existing statistical data. A central instrument for the planning process was the implementation of a Delphi survey to tap the experience of people in charge of day-to-day decision-making on both sides of the border and to explore their views and aspirations. The Delphi Survey had two sequential questionnaires interspersed with controlled opinion feedback from three panels of anonymous policymakers and leaders in the areas of competitiveness, sustainability, quality of life, and security. Rather than a mere tool for data collection, the Delphi method was a device for group communication and consensus-building among the region's citizens, community leaders and businesspeople. The matrix in table 1.1 summarizes the technical team's major activities.

The research has culminated in more than a written plan. The research process has led to the development of a roadmap and to the creation of a set of strategic guidelines designed to strengthen the competitiveness, sustainability, security, and livability of the U.S.-Mexico border region. We are convinced that this mechanism is fully capable of adapting to any changes while still pursuing the vision of a more integrated and cooperative binational region. The analysis, vision, challenges, and strategies resulting from the extensive planning process are discussed in detail below.

1.4 Organization of this document

This document is an abridged version of a larger planning report. It begins by reviewing the recent evolution of the transborder region with a focus on the interactions and exchanges that occur in the region due to the dynamic of its population, economy, and shared environment. The elaboration of the document was based on the premise that despite differences in political regimes, culture, language, economic development and worldviews, the territories of the United States and Mexico that make up the transborder area constitute a functional region of increasing interdependency. In that respect, the document also provides a preview of the shared future that this region is capable of building for itself, an image we refer to as 2030 Vision. Far from a utopia, this 2030 Vision is grounded in elements already present and that will inevitably act in the long run to define the region's competitiveness and sustainability as well as its level of security and quality of life.

In Chapter 4, we outline the strategies for catapulting the region to its new horizon. We base the strategies on the recognition that the region faces challenges while also having great potential. The comparative advantages inherent in a diverse setting need to surface, and new rules of engagement across the border should provide the bases needed for greater collaboration. Strategies, such as cross-border public-private partnerships, can pave the way for security, sustainability, and competitiveness to become the natural outgrowth of local strengths and capacities reaching their potential.

Chapter 5 reviews the mechanisms and institutions that can and must take part in implementing the recommended strategies and actions. It also discusses how to maintain oversight of the Strategic Guidelines. The Border Governors Conference itself has adapted from a working format of 13 down to four worktables, reflecting a new and more focused structure that is better-suited to promote progress in the strategic areas. What follows is not a final product but the beginning of a process in which public discussion and participation will determine the future direction of the common U.S.-Mexico transborder region.

Chapter 2

The U.S.-Mexico Transborder Region: A Dynamic And Increasingly Interrelated Region

2.1 Territory

The international border between Mexico and the United States draws an imaginary line that extends approximately 3 141 kilometers from the Pacific Ocean to the Gulf of Mexico. The territory adjacent to both sides of this imaginary line is, in a broader sense, what constitutes the U.S.-Mexico border area and has remained unchanged since its political demarcation in 1853 after the Gadsden Purchase.

In general, the border territory has an arid climate with limited water resources. In the western and central portion of the region, the most prominent physiographic provinces are the Sonoran and Chihuahuan deserts, where precipitation ranges from 3 to 12 inches (75 to 300 millimeters) annually. Rainfall occurs mostly during the winter and in July and August. Temperature in the summer can exceed 120°F (48.5° C) in some portions of the Lower Colorado River Valley. The deserts have few intermittent streams and very few rivers, most of which originate in distant mountainous areas. The coastal zones on both edges of the border offer a contrasting environment, with less-extreme temperature changes and a relatively higher level of precipitation.

Due to its vastness the U.S.-Mexico border region encompasses an important wealth of natural resources and diverse ecosystems. Freshwater, marine, and wetland ecosystems, deserts, rangelands, and several forest types constitute sensitive and invaluable natural features. For example, the Chihuahuan Desert supports 350 of the 1 500 known species of cacti in the world. Many of these species are found only in single valleys. In the western region, the Sonoran Desert has the greatest diversity of vegetation of any desert in the world. A prominent feature of the Chihuahuan and Sonoran deserts is the occurrence of

mountain ranges separated by extended valleys. These ranges provide habitats not present in the valleys and host species that contribute to the biodiversity of the border territory. Urban settlements, along with agriculture and cattle ranches, generally occupy the valleys.

Big waterways, like the Rio Grande or the Colorado River, traverse the international border and support millions of people in large cities and rural towns. The Rio Grande or Río Bravo, as it is known in Mexico, flows through five Mexican states and three U.S. states, and a dozen Native American nations. All rely on it for irrigation. From the headwaters in the Rocky Mountains, through the semi-arid Colorado Plateau and the arid Chihuahuan Desert, to its final subtropical ending in the Gulf of Mexico, the Rio Grande sustains a diversity of critical ecosystems and is crucial for wildlife, including animals as diverse as beavers, bears, kangaroo rats, and migratory birds. The Colorado River also sustains a very biodiverse region encompassing six U.S. states and two Mexican states. The ecosystems along the Colorado are facing unprecedented pressure from economic activities. The ecosystem's water needs are rarely considered as agricultural production, industry, and a rapidly growing urban population use all but a trickle of the river's water.

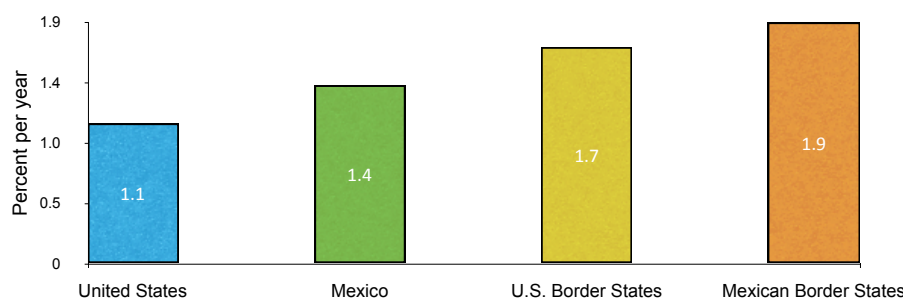
The Gulf of Mexico supports productive fisheries, which are largely dependent on the estuaries, lagoons, wetlands and freshwater inflows from the Rio Grande. The coastal habitats at the mouth of the Rio Grande are particularly important as breeding grounds and maturation areas for commercial fisheries in the Gulf of Mexico. In the Pacific coastal area, a saltwater lagoon and slough mark the seaward end of the Tijuana River within the Tijuana River National Estuarine Research Reserve (TRNERR). Established in 1982 to restore and preserve the integrity of the estuary as a functioning ecosystem supporting a diversity of fish and wildlife resources, this protected area encompasses 2 500 acres of beach, dune, mudflat, saltmarsh, riparian, coastal sage, and upland habitats. The reserve is home to eight threatened and endangered species, including the light-footed clapper rail and the California least tern among others.

2.2 Population change

The population in the transborder region is an increasing share of the national total population for both the United States and Mexico. Mexico's municipalities that directly touch the border have caught up to their U.S. counterparts and, as a result, the border population of each side is roughly the same if one uses the county/municipality definition. At the state level, the U.S. side remains much larger due to the fact that California and Texas are the two most populous U.S. states. Nevertheless, Coahuila, Nuevo León, and Sonora are also three of Mexico's most populous states.

Population growth in the border region has widely exceeded national growth rates for several decades. The pattern shown in Figure 2.1 extends back to at least 1950 and has resulted in a growing relative importance for the border population in each country.

In addition to population growth, border residents tend to be more heavily concentrated in urban areas. This is partly due to high rates of in-migration and to the two great deserts



Source: INEGI, 2006 and U.S. Bureau of Census

Figure 2.1. Population Growth in Border States, 1990-2005.

that span the border. Migrants to the Mexican border tend to settle in cities where there are manufacturing and other jobs. Agriculture is an important economic activity for many migrants, and farms are key to many small transborder communities, but farming tends to be limited by the declining importance of this sector in the overall region's labor market.

Population growth creates demand for roads, water, waste treatment, schools, and other major infrastructure. This has posed an enormous challenge for governments at all levels. The figure of US\$8 billion is often cited as the amount that was needed for border environmental infrastructure immediately after the NAFTA treaty was signed in 1993. By the end of 2006, the NADB had allocated US\$1 billion and disbursed half of that. Problems of identifying issues, planning for their amelioration, and arranging funding require human-capital skills that were often lacking or were simply not directed to those tasks.

Inadequate waste management and the lack of adequate infrastructure to accommodate rapid population growth have created some of the most serious environmental challenges in the region. Household runoff, untreated wastewater, and unpaved roads pollute surface waters and contaminate air basins with dust and other particulates. This in turn has generated much higher rates of hepatitis and respiratory problems among residents on both sides of the border compared to places in the interior of the two nations.

The border population's educational characteristics are far below what is required to create a world-class and globally competitive economic region (table 2.2). Educational attainment in Mexico's border states and municipalities are similar to levels of attainment nationwide, but far below OECD levels. In 1970, the United States was first in terms of the share of population that had completed high school; today it is in tenth place. According to the 2000 U.S. Census, all border states fall below the U.S. average in the share of population with a high school diploma, except Arizona, which was slightly higher. Additionally, U.S. border counties are below their state average, except for San Diego in California.

World-class economies require a high rate of high school completion. According to the OECD's Education at a Glance 2008, in terms of current graduation rates, the United States falls in the bottom half of OECD countries, and Mexico's current upper secondary completion rate is less than half the OECD percentage.

Table 2.1. Border population, Projections 2010.

	<i>Border States</i>	<i>Border Counties or Municipali- ties</i>
Baja California	3 252 690	2 694 726
Sonora	2 532 639	619 152
Chihuahua	3 422 047	1 497 910
Coahuila	2 655 187	344 404
Nuevo León	4 502 035	17 544
Tamaulipas	3 230 307	1 744 681
<i>Mexican Border States</i>	<i>19 594 905</i>	<i>6 918 417</i>
California	39 135 676	3 389 381
Arizona	6 999 810	1 485 780
New Mexico	2 162 331	250 113
Texas	25 373 947	2 461 260
<i>U.S. Border States</i>	<i>73 671 764</i>	<i>7 586 534</i>

Source: Conapo, 2006; California,DOF, 2007; ADOC, 2006; BBER-UNM,2008; TSDC-OSD, 2008

The observable and measurable educational gaps in K-12 education in the border region are fundamental obstacles to regional prosperity. While the border can rightly claim a number of highly regarded community colleges, universities, research and development centers, and advanced manufacturing capabilities, the education levels embodied in the population are well below those in most high-income countries and regions of the world. The educational gaps have three characteristics: quantity, quality, and basic functioning. The quantity gap (the degree of educational attainment on both sides of the border) relates to the number of years of schooling within the population, including those proportions of the population that attain a given milestone, such as high school or educación media superior diplomas. The quality gap (as related to differences in OECD rankings, based on science and math tests) refers to the performance differences of groups that have similar levels of schooling, and the basic functioning gap refers to language acquisition and the ability to speak English (in the United States) or Spanish (in Mexico) either well or very well.

College and university education levels in the border region can contribute to competitiveness in several ways. One is through the direct training of future professionals and highly skilled workers. A second way is through the creation of a professional labor force that is familiar with conditions, including institutional structures and decision-making processes, on both sides of the border. In the second area, border institutions of higher ed-

Table 2.2. Percentage of population 25 and over with High School or Educación Media Superior degree, 2000.

	<i>Border States</i>	<i>Border Counties or Municipalities</i>
Baja California	0.32	0.32
Sonora	0.33	0.29
Chihuahua	0.27	0.28
Coahuila	0.33	0.25
Nuevo León	0.37	0.19
Tamaulipas	0.34	0.31
California	0.77	0.82
Arizona	0.81	0.80
New Mexico	0.79	0.70
Texas	0.76	0.57

Source: Anderson and Gerber, 2008

education have not yet begun to develop mechanisms to educate a significant share of the student population to be highly educated and productive in a binational context.

Beyond funding constraints that limit student mobility, there are several institutional obstacles to the creation of a set of border programs. Border universities need these programs, and regional stakeholders have only recently begun to appreciate the potential regional benefits. Consequently, very few faculty or administrators have been encouraged to work on creating programs, and border universities have not made an effort to make their curriculum processes, including admission procedures, transparent and flexible. Course articulation is often a problem, and not uncommonly, there are additional problems in transferring courses back to the home university, difficulties in understanding foreign transcripts with different grading systems, and problems in making sense of foreign qualifications when standards are not the same. Language development courses for foreign students are beyond the budgetary reach of most universities, and yet student success depends on an adequate grasp of the language. On the U.S. side of the border region, visas for part-time work or study are all but impossible to obtain, so the option of taking one or two classes a semester, or working part-time, is currently not available. Furthermore, the administrative offices of universities on both sides that are responsible for supporting students going abroad, or coming from abroad, are understaffed. Consequently, these offices rely on the students themselves to do much of the paperwork and recruitment, and often neglect the border region completely in favor of more traditional sites for study abroad much further from home.

2.3 Economic development

Specifically, during the 1990s, the transborder region experienced a very high degree of industrial development, with increases in employment and exports exceeding 12 percent annually. The signing of the North American Free Trade Agreement by Mexico, the United States, and Canada accelerated this development and growth in work productivity.

However, the U.S. economic recession that began in 2001 had an adverse impact on the region's robust and widespread economic development. The border states of northern Mexico were particularly hard hit, and this led to important changes in the production specialization processes there.

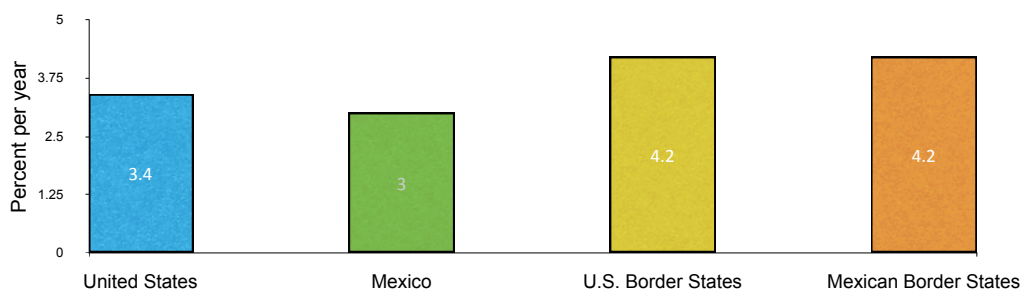
Between 2000 and 2006, the northern border states experienced a loss of specialization. States like Nuevo León were replaced by Tamaulipas in the transport sector, while Nuevo León replaced Sonora in the community services sector. Thus, as a whole, the northern border states emerged with changed specialization profiles, and their various sectors generated, comparatively speaking, a lower degree of added value. These events have had an effect upon the region's ability to adapt to the new conditions of economic integration that have arisen as a result of the recession, on the one hand, and the emergence of China as a competitor in the U.S. market, on the other. Even though, in both, Mexico and the United States, border-state GDPs in 2006 were equivalent to approximately one-fourth of total national GDP (25 percent in Mexico, 23.7 percent in the United States). *Combined border-state GDPs in 2006 were approximately US\$3.3 trillion. Only two nations in the world, Japan and the United States, exceed this amount.* The combined border states' GDP is also greater than the GDPs of Germany, France, and the United Kingdom, and 25 percent greater than China's.

As the nation and the world increasingly look to regions as the most efficient and effective platforms for economic growth, the characteristics of the few regions that span state or national boundaries become especially interesting. Several transborder urban agglomerations have characteristics that make them potential sites for exploiting the complementarities of cross-border collaboration. Examples of such regions include San Diego-Baja California, Imperial Valley-Mexicali, El Paso-Juárez, and Brownsville-Matamoros. Over the last twenty-five years, both sides of the binational urban agglomerations known as twin cities have grown in extraordinary ways. One of the most striking cases is the San Diego-Baja California border, which has added more than 100,000 jobs in high value-added, globally competitive clusters; both sides have experienced growth and diversification of business services and managerial "know how." Both sides have also significantly expanded research institutes and higher education institutions, while enjoying a level of prosperity that exceeds that of other regions in Mexico and the United States.

In spite of this extraordinary parallel growth, there have been few deliberate efforts to identify the economic synergies in the cross-border region, either in the case of San Diego-Baja California or elsewhere, or to develop integrated economic development strategies. This is surprising, given the enormous competitive challenges facing key industrial clusters along the U.S.-Mexico border. It is hypothesized that the lack of knowledge about the

assets and capabilities of potential partners, as well as misperceptions of the character and aspiration of potential partners, often cause this. Certainly, this is the case in the San Diego-Baja California region, where two globally linked economies exist side by side, and where, in important ways, some synergies have been achieved. However, in other very significant ways, each is achieving less than its full potential because it is not leveraging the complementarities of their cross-border location.

The comparative advantages of the transborder region—with Mexican labor, land, and engineering skills, and U.S. science, research, and access to capital—have *enabled the border region to become one of the most dynamic and rapidly growing areas in both nations*. Mexico does not measure GDP for municipalities, but at the state level, its rates of growth have significantly outpaced Mexican national GDP growth. U.S. border states have also surpassed U.S. national rates over an extended period of time.



Source: INEGI-Banco de Información Económica and U. S. Department of Commerce, Bureau of Economic Analysis

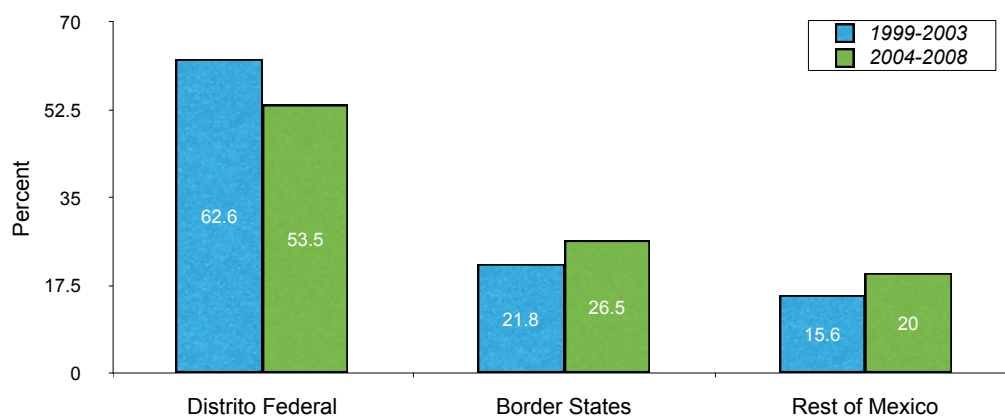
Figure 2.2. Average Annual GDP Growth, 1993-2006.

The differences between the border and the nation may look small in figure 2.2, but compounded over a decade or more, the differences are significant. For example, border-states GDP in both countries will double every 17 years, whereas Mexican GDP will require 23 years and U.S. GDP, 20. In part, border-states GDP has grown more rapidly because population has grown, leading to more workers and more output. However, even if the effect of population growth is taken into account, border states, counties, and municipalities grew faster than their national averages.

As the border region has absorbed significant inflows of migrants, it has increased its capacity to produce and has evolved into a fertile ground for investment, both domestic and foreign. The U.S. government does not track the destination of the foreign direct investment (FDI) it receives, but Mexico does. From 1999 to 2008, U.S. FDI in Mexico was 54.5 percent of Mexico's total FDI of approximately US\$218.7 billion. The majority of U.S. and non-U.S. FDI was destined to the national capital, the Federal District, at 57.6 percent, but border states received 24.3 percent of the total, or approximately US\$53.1 billion. The larger share going to the border, rather than to other Mexican states, reflects

the growing integration of U.S. and Mexican markets and the dynamism of the border states' economies.

U.S. FDI in the border region of Mexico is concentrated in three states: Baja California, Chihuahua, and Nuevo León. Each received slightly more than one-fourth of total U.S. investment in the transborder region, leaving less than one-fourth for the other three states of Coahuila, Sonora, and Tamaulipas.



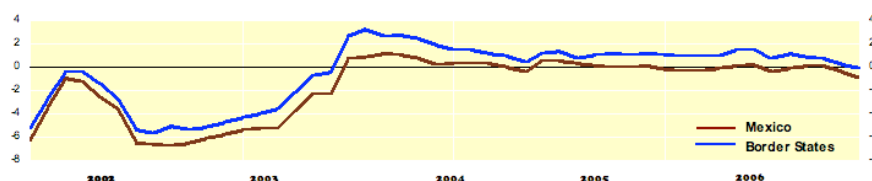
Source: Secretaría de Economía-Dirección General de inversión Extranjera, 2009

Figure 2.3. Share of inward FDI in Mexico, 1999-2008.

Patterns of trade between the United States and Mexico reflect the degree of integration in the transborder region and its overall importance to both countries. *In 2008, the four U.S. border states were responsible for 58.8 percent (US\$88.854 billion) of U.S. merchandise goods exported to Mexico.* Texas was the leading state, with 41 percent of total merchandise exports, followed by California with 13.5 percent, and Arizona with 3.9 percent. (Exports from New Mexico represented 0.25 percent of the total.) *As Mexico's manufacturing sector expanded, U.S. logistics, transportation, and warehousing grew to accommodate it.* Through the 1990s in particular, U.S. manufacturing migrated south into Texas in order to be closer to growing supply networks along Mexico's northern border. Historically, California's location on the Pacific Rim and its long coastline have oriented its economy toward Asia more than to Mexico, but over the past two decades this tendency has shifted, and Mexico has become the leading market for California's goods exports.

Mexican border states account for more than 76 percent of all *maquiladora* employment in Mexico. A competitive and well-trained labor force, as well as policies promoting this sector, spurred growth in the maquila industry in the 1990s, and in today's current global economic slowdown, this workforce is buoying the sector's resilience. Economic studies have shown that the growth of the *maquiladora* sector during the first year of NAFTA, together with multiplier impacts, has yielded greater income gains in U.S. border states than in Mexican border states. The transmission of regional growth is fueled by the *maquiladora*

companies' production expenditures, direct payroll payments, and the transborder spillover of salaries paid to Mexican workers who buy goods and services in the United States. Another factor is that a significant number of *maquiladora* facilities in Mexican border states are connected to companies based in U.S. border states.



Source: INEGI, *Estadísticas de la industria maquiladora de exportación*

Figure 2.4. *Maquiladora* plants operating in Mexico, 2002-2006 (annual percentage change).

The extraordinary human interaction taking place in the borderlands is revealed in the massive number of people who cross the international line through the 25 ports of entry. In 2008, entries reached almost 206 million people annually, most of whom were locals involved in daily personal or business activities. However a substantial number of crossers were visitors attracted by the services and amenities offered by the tourism industry on the Mexican side of the border. In 2007, almost 72.4 million international travelers visited Mexican cities, generating jobs and income for both sides of the border. This number is 17 percent lower than the figure observed in 2001, when the number of visitors reached 86.7 million. On average, day visitors spent US\$40 a day per person, while overnight visitors spent almost US\$70 a day per person. This expenditure mainly benefits large Mexican cities like Tijuana, Ciudad Juárez, and Nuevo Laredo, but it also spills over and has multiplier effects on the U.S. side of the border.

However, it has been impossible to achieve a balance between security and the efficient operation of border checkpoints, given that the issue of security has priority over facilitating border crossings. The results of a study by El Colegio de la Frontera Norte (El Colef) reveal the costs of this disequilibrium: At the end of 2007, the study reported that the annual economic losses are around US\$7 54 billion for the six Mexican border states (figure 2.1), principally due to the slowness of the crossings (El Colef and Secretaría de Economía, 2007: 13). Nevertheless, some steps have attempted to reduce the delays in entering the United States at the border checkpoints (Ramos and Escamilla, 2009; also see Bonner, 2005).

A report on transportation and logistics in Mexico concluded that “among Mexico’s overarching transportation-related challenges are competitiveness, deregulation, and decentralization. If Mexican enterprises are to compete effectively and profit from open trade, particularly within NAFTA, they will increasingly require higher quality infrastructure services, particularly for ports, highways, and railroads” (Eaton et al.: 2004). The report cites

research by AT Kearney México that identified the following critical factors as contributing to high logistics costs in Mexico:

1. High cost of inputs such as diesel, equipment, and vehicle maintenance
2. Poor quality of the country's infrastructure
3. Theft – increased insurance premiums and escort costs
4. Low penetration of technology by carriers
5. General lack of professionalism by the majority of carriers
6. Excessive bureaucracy
7. Corruption
8. Excessive customs paperwork and procedures

A review of recent research on North America's freight transport system conducted by the North American Transportation Competitiveness Research Council concluded: "The JIT-lean inventory advanced manufacturing system developed since the 1970s that enables North America to compete successfully with Asian and European manufacturers is now reaching its capacity limits. The supporting transportation infrastructure is now inadequate to handle the projected volume growth of North American supply chains' freight flows" (Stanley 2007[PR5]).

Even before 9/11, the physical infrastructure at critical Canadian and Mexican border crossings was nearly overwhelmed. Border infrastructure, had fallen behind the increase in volume of goods crossing North American borders: "While trade has nearly tripled across both borders since the Canadian-U.S. Free Trade Agreement (FTA) and NAFTA were implemented, border customs facilities and crossing infrastructure have not kept pace with this increased demand. Even if 9/11 had not occurred, trade would be choked at the border" (Report of an Independent Task Force, 2005[PR6]).

As an example, in 2007, the California Department of Transportation estimated that the U.S.-Mexican border transportation infrastructure deficit at between \$860 million and \$1 07 billion.

The U.S. State Department estimates North American transboundary commerce at \$1 7 million per minute, \$2 4 billion per day or \$876 billion per year, and it is expected to grow. Not investing the \$2 6 trillion jeopardizes NAFTA trade and the jobs that depend on this trade. The return on the investment is significant—between 3:1 and 50:1, according to calculations by the North American Center for Transborder Studies (NACTS)—and would significantly stimulate demand and help to jump-start the U.S. and North American economies. Moreover, investment improves quality of life in the most basic way—it saves lives. According to a 2007 report by the American Association of State Highway and Transportation Officials, "Today's [U.S.] highway death toll of over 43,000 annually can be cut in half through a series of safety action investments" (American Association of State Transportation and Highway Officials, 2007).

In sum, the economies of the transborder region between the United States and Mexico are fast-growing and increasingly integrated. Whether defined as states or as counties and municipalities, the intensity of economic interaction causes the border region to be the geographical focal point of a very large and disproportionate share of U.S.-Mexico economic interaction.

2.4 A shared environment

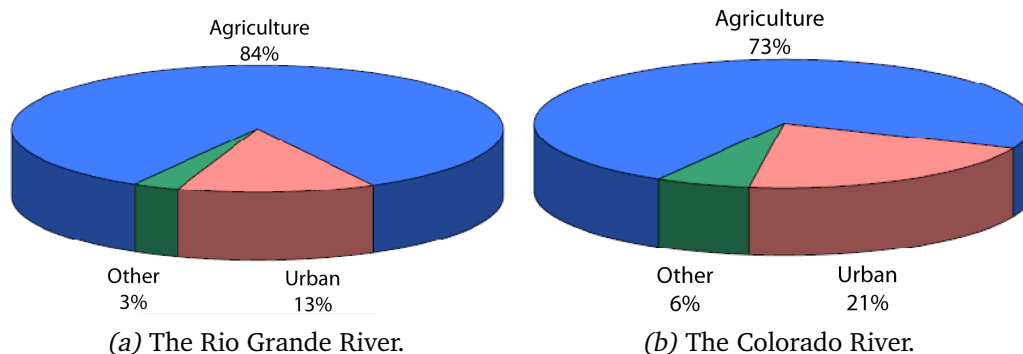
An undeniable reality of the U.S.-Mexico border is the need to conceive of its shared environment as a unitary phenomenon. Pollution on one side of the border hardly ever remains on the same side. The air basins are shared, water courses crisscross the international boundary along several points, and wildlife traverse the line with total disregard for nationalities.

Rapid population growth along the border and out-of-control pollution created the need for the 1983 La Paz Agreement. Urban air basins were affected by vehicle emissions and rural ones by copper smelters and agrochemicals. Water pollution was synonymous with the border at several locations, notably at Calexico-Mexicali where the polluted New River represented an environmental challenge, and in San Diego County where a polluted Tijuana River also created the potential for ecological damage. But infrastructure investments and institutional coordination in the 1980s, and the establishment of new institutions in the 1990s, began reversing water pollution trends in the borderlands. Today's environmental concerns are now also centered on resource depletion, resource limitations, and encroachment on the natural environment.

Steadily, both countries have had to modernize and increase their efficiency in managing water along the Rio Grande, along the Colorado River, and in the aquifers that supply the bulk of water for the region. The Colorado River system is fast approaching a management regime under so-called "shortage conditions", with still no agreement reached between the seven U.S. states and Mexico on how to solve a possible cutback in each party's yearly allocation. This set of conditions is exacerbated by the additional complications that climate change will bring to the area. It is likely that sections of the border will become even drier while others, mostly near the coastline of the Gulf of Mexico, will face a higher probability of flooding due to erratic weather patterns.

Water scarcity is undoubtedly the greatest single environmental peril in the U.S.-Mexico transborder region. It threatens our quality of life, endangers water-sensitive ecosystems and the wildlife they support, puts at risk economic growth, and strains diplomatic relations between the two nations. In the Colorado River and the Rio Grande/Río Bravo watersheds, agriculture absorbs more than 75 percent of the available water, with municipal use accounting for much of the remainder (figure 2.5). But reliable water data and data-sharing is not a common practice nor is there an institution that can be identified as the main administrator of this critical resource. Of the many institutions in charge of managing borderlands water, the International Boundary and Water Commission (IBWC) is the closest to a binational water management agency. However its role as a technical buffer for the diplomatic decision-making entities in Mexico City and Washington, D.C., along with the many interests represented by state water agencies on the U.S. side and by Mexico's National Water Commission (CONAGUA), combined with issues of national sovereignty, impede the IBWC from becoming a binational water resource management agency.

The management of shared water resources must recognize the foundations of centuries-old water laws and the enormous financial investments made to deliver this resource for



Source: Conagua, 2008

Figure 2.5. Water use in the Rio Grande and Colorado Rivers.

its beneficial use on both sides of the border. Although potential for future bilateral discord exists, water managers at the municipal, state, and federal levels are increasingly pursuing solutions that are mutually beneficial for both sides of the border. Several clear examples are emerging in ongoing U.S.-Mexico discussions about cooperative actions for the Colorado River.

Under the auspices of the IBWC and propelled by ongoing drought and the possibility of climate change, states and other stakeholders are collaborating binationally to explore the feasibility of innovative arrangements that would strengthen the availability of water supplies. Participants are exploring the feasibility of building binational desalination plants at the Pacific Ocean and along the northern Gulf of California. Binational workgroups are also examining possible collaboration on water conservation improvements in Mexican farmlands. Such a positive approach also extends to creative binational arrangements to better prepare the two nations for drought and Colorado River water shortages.

Such binational discussions are inclusive and reflect an appreciation of mutual needs, authorities, sovereignty, and societal values, including the protection of sensitive ecosystems. These discussions represent a new way of doing business on binational water issues and suggest an approach that embraces dialogue, openness, and inclusiveness.

2.5 Security in the transborder region

In recent years, public security problems, national security threats, and—since the terrorist attacks of 2001—measures adopted as part of U.S. government border policy have beleaguered border states in northern Mexico. The U.S. measures have had particular repercussions for the region since the effects of insecurity in its various dimensions is felt most strongly at the border.

During the past decade, the U.S.-Mexico transborder region has undergone vertiginous changes. To talk about regional insecurity implies talking about a gamut of crimes. They encompass robbery, assault, or kidnapping; crimes affecting national security, such as drug trafficking, arms trafficking, or other forms of organized crime;¹ border security and control measures arising from terrorist threats; and even problems affecting human security, such as drug addiction.

The principal factor that has triggered this climate of violence in the border region is drug trafficking into the United States and within Mexico. Especially along its northern border, Mexico has experienced increasing drug consumption.² However, we must emphasize that in matters of prevention and security, municipal and state governments' limited institutional capacity and the absence of effective intergovernmental cooperation in Mexico have exacerbated the issue of insecurity in the country's northern border states. Additionally, U.S. antidrug policy has not substantially reduced the amounts of narcotics coming into that country, which has meant that the same levels of trafficking that existed in the 1990s continue today. Most of the marijuana consumed in the United States comes from Mexico, as does cocaine, and more recently, methamphetamines.

Other factors have been key to increasing the power of organized crime, including, primarily, the organizations' ability to acquire high-powered weaponry and, secondarily, their financial strength and money-laundering abilities. In recent years, their firepower has given them major influence in the states of Tamaulipas, Michoacán, and Chihuahua, among the most serious cases.

Currently, the officials at the highest level in both countries have recognized that the drug traffickers' principal source of supply for this type of weaponry is the United States itself. The U.S. Bureau of Alcohol, Tobacco, and Firearms (ATF) has acknowledged this, attributing it to the failure to regulate the sale of firearms by all the U.S. border states, except California; the misuse of federal licenses for acquiring firearms; and certainly, the black market. Experts estimate that approximately 90 percent of the firearms confiscated in Mexico in the last three years came from the United States.³

Official figures on drug-trafficking-related murders from the Procuraduría General de la República (Mexico's Federal Attorney General's Office, or PGR) are an indicator of the level of violence along the northern border: approximately 5 500 drug-trafficking-related

¹Organized crime is distinguished from random crime because it deals with groups that have more than three members and who regularly commit crimes. This concept has generally been used to refer to the activities of drug traffickers but, more recently, it has been applied to terrorists and traffickers bringing undocumented workers, weapons, or children into the United States.

²The Encuesta Nacional de Adicciones 2002 (2002 National Addition Survey) revealed that 7.45 percent of the residents between 12 and 65 years of age in Mexico's northern states had used drugs at least once. For central Mexico, the figure was 4.87 percent, and in the southern states, it was 3.08 percent. However, in only six years, this figure rose 28.9 percent at the national level, according to the preliminary results of the 2008 survey (Shirk, 2009)

³According to figures from the PGR, between December 2005 and January 2009, 31 512 weapons were confiscated from organized crime groups, including 17 112 assault rifles, grenades, and other types of military weaponry (Sabet, 2009).

murders occurred in 2008, affecting primarily northern Mexico. Most of these murders occurred in the states of Chihuahua, Sinaloa, and Baja California.

Taken together, the threats to public, national, and border security call into question the possibility of constructing a region that will be characterized as competitive and that ensures well-being and security for the residents of all its communities.

Chapter 3

A 2030 Vision: Building A Common Future Together. Goals And Objectives

This section describes a long-term vision for the transborder region based on the input of regional stakeholders. The *2030 Vision* foresees a competitive, sustainable, secure, and equitable region for the next 20 years and beyond. The Strategic Guidelines reflect the vision that foresees *a transborder region whose people and governments are willing to advance these goals in the medium and long term. An overarching goal is the alignment of the views, plans, strategies, and actions of governments at the municipal, county, tribal, state, and federal levels in order to achieve a prosperous, secure, clean, healthy, and competitive region capable of generating world-class development and continued progress, while maintaining the independence of the two nations.*

Acknowledging this, the goals and objectives for the transborder region comprise:

3.1 Increasing the region's competitiveness

The vision of regional competitiveness that emerged during the planning process was one of a transborder region capable of attracting and maintaining firms with stable or rising markets shares, while maintaining stable or increasing standards of living for the people living in the region. The perspectives for increasing competitiveness builds on the Index for Regional Competitiveness developed by the ad hoc working group coordinated by the State of Sonora in 2007-2009. Regional competitiveness in the transborder region has various aspects, but the participants agreed on a set of fundamental dimensions.

The increasing competitiveness in the transborder region can only be understood by taking into account existing transborder economic dynamics, which result from not only

the comparative economic advantages offered by the region's geographic characteristics but also the impetus stakeholders have provided to the region's capacities with respect to production, entrepreneurship, infrastructure, and human capital, among other factors. The transborder region has displayed a marked economic dynamism that has resulted from the development of intensive commercial, industrial and human flows, and which has benefited not only from factors related to geographic proximity, but also from more broad-based economic processes, such as globalization and the involvement of wide-ranging global production networks.

Logistics corridors. *The transborder region will be a space physically integrated by a network of highly efficient logistics corridors.*

- The region will strategically reinforce its two great North-South logistics corridors: The CANAMEX Trade Corridor connecting Mexico, the Western U.S. states (Nogales, AZ, to the Canadian border), and the NASCO corridor, which runs through the central United States, Eastern and Central Canada, and into Mexico.
- Several transversal corridors across the United States and Mexico will also be developed.

Labor productivity. *Through innovation and collaboration within the educational system, the region will increase the qualification of its labor force to compete in the global economy.*

- Labor productivity in the region will be augmented to levels comparable and competitive with the most productive nations within the OECD.
- The region's labor force will have higher than 80 percent high-school graduation rates and will be highly skilled and versatile.
- Efforts to enhance the border region's comparative economic advantages in terms of human capital and labor mobility will help ensure that the respective immigration laws of the two countries are honored and respected.

Specialization and clusters. *Through the use of resource-efficient and innovative business models, the region will create a highly specialized but networked economy.*

- Scores of transborder business clusters will facilitate the common sharing and continuous development of knowledge-based competitive advantages.
- Venture capital, financing, entrepreneurs, and academia will form partnerships to foster a highly innovative environment across the transborder region.
- The region will reinforce traditional competitive advantages in the hospitality industry by developing a medical tourism cluster.

Governance. *The transborder region will develop a modern, stable, and promotion-minded institutional structure committed to enhancing comparative advantages and cooperation between government, businesses and citizens.*

- Local, state and federal agencies on both sides of the border will work together to promote the region and attract new investments.
- The rule of law will prevail throughout the region, eliminating corruption and red tape and protecting intellectual and industrial property.

Knowledge. *The region will become a space with a high degree of synergistic collaboration among higher education institutions and scientific research institutes, and between these and businesses.*

- Cooperation in the region will contribute to a dynamic transborder corridor of knowledge and innovation continuously applied to economic and social endeavors.
- A growing number of higher education institutions in the region will be recognized as being among the best in the world.

Entrepreneurialism. *The transborder region will benefit from an innovative, entrepreneurial population and a variety of knowledge-based economic activities.*

- The region will enjoy a high degree of labor and academic mobility.
- The region will be an attractive destination for venture capital and investments in science and technology.
- The formation of public-private partnerships, especially involving academia, will become a norm in the region as research universities benefit from long-term research funding, while the private sector will gain from state-of-the-art scientific research.

Infrastructure. *The region will develop a well-planned and well-designed communication and transportation infrastructure.*

- The region will be capable of providing safe and efficient transportation networks for people and goods both domestically and internationally.
- The region will offer world-class logistics services, comparable in efficiency to the best within the OECD.

Quality of life. *The region will offer a high quality of life to its residents, including world-class amenities.*

- The region will develop and maintain a first-class healthcare system, including high-tech, state-of-the-art hospital and medical facilities as well as traditional medicine, with a wide array of alternative treatments accessible to residents and visitors.
- The region will enjoy a clean environment spearheaded by responsible corporations promoting clean technology and seeking high-quality living conditions.
- The region will enjoy a business community that values a safe working environment, is able to provide a stable workplace, and contributes to the well-being of local communities.

Safety and security for everyone. *The region will become a safe and secure space with a system of effective binational coordination.*

- The region will expand and improve existing binational coordination mechanisms in matters of law enforcement, disaster aid, and emergency response.
- The region will effectively incorporate broader-based binational networks in their effort to fight organized crime.
- Professional standards will be established for the operations and activities of police agencies, and sufficient resources will be devoted for the effective suppression of crime.

3.2 Developing a sustainable region

During the planning process, regional stakeholders embraced a vision of sustainability as a way to meet today's needs in a socially equitable fashion without harming the ability of future generations to manage their own needs in the same way. Looking forward, residents, practitioners, and specialists of the border region envision:

Water conservation. *Communities in the region will be mindful of the water-limited conditions, adopt effective water conservation programs, and ensure equal access to clean water for everyone.*

- Measures to increase water efficiency in agriculture and cities, including water reuse and development of alternative sources will be broadly adopted in the region.
- The region will effectively protect existing water sources against point and non-point pollution sources.

- Cities in the region will systematically incorporate proven water-saving technologies and practices, including rainwater harvesting and water recycling.
- Cities in the region will adopt and promote wastewater reuse for urban greenery.
- Land-use policies in the region will integrate provisions to promote water efficiency and protect binational watersheds.
- The management of binationally shared water resources should recognize and accommodate the need to preserve and protect sensitive yet highly valued riparian and aquatic ecosystems.
- The region will achieve a deeper understanding of the water-energy nexus because it is the key to saving more water, energy, and money. Energy efficiency not only reduces greenhouse gas emissions and ratepayer costs, it also reduces the demand for water. By cutting water consumption and waste upstream, the binational region will save energy and money downstream, avoiding big costs for pumping, treating, and distributing the community's lifeblood.

Law enforcement and compliance. *Environmental authorities will rigorously and systematically apply environmental regulation and full compliance will become the norm in the region.*

Climate change action. *The transborder region will adopt a binational action plan to increase energy efficiency and foster the use of renewable energy.*

- Development of solar, wind and biomass energy source, along with cross-border energy exchanges, will provide a secure and clean supply of energy to the region.
- The region will establish, implement and maintain systems to improve energy efficiency, particularly among key sectors such as transportation and housing.
- Cities in the region will consider green building codes as a means for promoting more sustainable construction practices.

Comprehensive ecosystem management. *The region will develop and implement binational mechanisms to manage cross-border ecosystems.*

- Environmental authorities, in coordination with higher education institutions, will develop, maintain and make available a database containing basic information on cross-border ecosystems.
- The region will effectively integrate and implement Transboundary Environmental Impact Assessments to determine cross-border impacts of any project with binational implications.

3.3 Creating a secure and safe region

The vision of security that emerged from the planning process was one of *a transborder region where people can live free of threats of organized and common crime, and where the movement of persons and goods across the border is efficient and safe from the perspective of national security*. This vision for a secure and safe transborder region contains several elements.

Sharing information. *Authorities in the transborder region will develop the mechanisms and the trust for a swift exchange of information and appropriate police intelligence across the border.*

- Property records will be easily accessible to law enforcement agencies on both sides of the border to help money-laundering investigations and to enable authorities to determine when a property is eligible for seizure.
- Law enforcement agencies on both sides of the border will be able to use intelligence and technologies as their main tools to fight organized and common crime.
- The establishment of Binational Liaison and Information Exchange Centers will build a foundation of trust and collaboration related to intelligence exchange.

Training and professional standards. *The region will develop, maintain and implement training standards and enhance professional practices that are harmonized across the border.*

- Law enforcement personnel on both sides of the border will be subject to continuous and homologous certification programs.
- Law enforcement agencies will develop and adopt common protocols for criminal investigation and legal prosecution of criminal activities within the region.

Technology and resources. *Law enforcement agencies on both sides of the border will have access to appropriate resources and the best technology to fight crime effectively.*

- The region will integrate video and voice technologies as part of their toolset to fight crime in urban areas.

Binational cooperation and coordination.

- Binational cooperation will be regular and frequent, including meetings between legal practitioners, judges, court administrators, social service workers, court interpreters, and defense attorneys.
- In matters of emergency response and preparedness, collaboration and coordination protocols and procedures will be set, particularly in cases of natural disasters.
- Current and future border-crossing infrastructure will incorporate technology that ensures security and efficiency without imposing additional unnecessary costs on economic competitiveness.

Judicial reform and civic engagement. *An appropriate and swift application of justice will be ensured for all citizens on both sides of the border.*

- Cities on the border will have joint public safety committees to combat drunk-driving.
- *The region will develop a system enabling citizens' input on issues of crime-prevention planning and reinforcement of the judicial system on both sides of the border.*
- Citizens and authorities will work together in implementation of a “zero tolerance” strategy for corruption.

Prevention and treatment. *A wide array of programs will be developed to transform and maintain the region as a drug-free binational community.*

- A trans-border addiction-treatment system will provide continuous treatment to users on both sides of the border while establishing a long-term model for binational cooperation on a shared health problem.
- The region will adopt the most effective methods to prevent drug abuse and promote mental health among the youth and other vulnerable groups.

3.4 Improving quality of life for everyone

There was consensus among the participants in the planning process that the U.S.-Mexico transborder region will be strengthened by an active approach to improving the region's quality of life. Therefore, transborder regional planning and community development efforts should be aimed at achieving the highest possible quality of life and well-being for all the residents on both sides of the border. Quality of life was defined broadly by the participants in the planning process, and they agreed on a set of fundamental dimensions:

A healthy life. *A condition for a healthy life along the border is the creation of a binational health system offering affordable and high quality care to residents on both sides of the border.*

- Public-private prevention systems and partnerships involving both sides of the border are the preferred mechanism to expand the network of hospital and community health centers needed to diversify and develop the supply of prevention healthcare services available to border residents.
- Through education and community outreach programs, residents will be motivated to embrace a more active lifestyle and better nutritional habits.
- Neighborhoods will promote outdoor activities with a network of parks and sport facilities in a crime-free environment.
- Binational monitoring and surveillance systems will be effectively used by health authorities on both sides of the border to reduce the incidence of communicable disease and epidemics.
- Protocols for collaboration and coordination will be in place for cases where the spread of contagious diseases arise, establishing adequate preventive measures for the transborder region.
- Consider efforts that would enable enhanced cross-border health insurance coverage for expatriates, in order to increase their access to convenient and adequate medical services where they live.

Education. *The region will offer high quality education to all its residents as a mean to improve their employment opportunities in a highly globalized economy.*

- Education will be accessible to everyone, overcoming financial barriers that might otherwise prevent an individual from obtaining appropriate training and education.
- Harmonization of educational programs and coordination of long-term investments in science and technology will support the development of a knowledge-based economy.
- Elementary and secondary schools and institutions of higher education such as community colleges, universities, and vocational schools, will be active participants in a network of educational exchanges that will promote the development of a shared knowledge base, including a common set of skills and social values.
- The mobility and connectivity of the region's highly qualified labor force will be among the highest in the OECD.

Livable communities. *The region will have a diversity of housing, transportation, and recreation choices within its cities and towns, and its residents will have equitable access to employment, education, healthcare, open space, security and other collective assets.*

- Cities and towns will be planned and managed collaboratively across the border in order to close the livability gaps that produce the cross-border spillovers of negative externalities resulting from urbanization.
- Neighborhoods will provide a safe environment for families to live and grow, including parks and recreational facilities used by residents of both sides of the border.
- Comfortable and energy-efficient housing will be made more available in order to benefit more border-region residents.
- The identity of rural communities and their contribution to the character of the trans-border region will be acknowledged and protected through appropriate policies.

Regional identity. *The uniqueness of the region's binational and diverse culture will be celebrated as one of its strengths.*

- The transborder region will consist of interdependent communities with distinct identities built on their common history, traditions, natural landscapes, and cities. These regional identities will be projected globally.
- The distinctive culture of the transborder region will be based on bilingualism and transnationalism in the context of a broader globalization process, while still respecting the sovereignty and independence of Mexico and the United States.
- Indigenous cultures will be recognized and celebrated as central elements of the border's history and future regional identity.
- The development of infrastructure and venues for the expression and celebration of the border culture will be a priority in the region.

Opportunities for all. *Opportunities should be available to all citizens and legal residents on both sides of the border to enjoy the benefits of their respective country's improved growth and prosperity resulting from regional development. These opportunities should also come with appropriate responsibilities.*

- The opportunities created by economic growth will be available to all individuals and groups of people, along with the burden to act responsibly.
- All border residents will have access to their respective state/national infrastructure, service array and economic opportunities consistent with existing laws, regulations, resources, and requirements.

- Communities on both sides of the border should receive appropriate support to develop into better and stronger cities and towns where quality of life measures improve from today's levels and ultimately rise to meet commonly accepted standards. Economic growth within the region should be the greatest factor in reducing unemployment and poverty among Mexican and U.S. border communities.

Global Engagement. *Through appropriate infrastructure investments, the region will remain connected to the global and North American communities, a condition that is necessary to maintain a high quality of life in the transborder region.*

- The U.S.-Mexico border will continue to be the gateway between the United States and Mexico, and will be a global destination for capital, technology, and people; all of which will create jobs and opportunities for local residents.
- The public and private sectors within the transborder region will forge strong partnerships to improve the competitiveness of the region in North America and globally.

Each and every one of these objectives should be accomplished through decisions that involve continuous and adequate public participation.

Chapter 4

Strategies

This section describes the actions and tools that were identified during the planning process as critical interventions to move the transborder region toward the 2030 Vision introduced in the previous section. These actions are grouped in the four core areas of the Strategic Guidelines: competitiveness, sustainability, quality of life, and security.

4.1 For a more competitive transborder region

The border between Mexico and the United States creates opportunities for enhancing the competitiveness of both countries—and especially of the border states—while simultaneously making communities on both sides more secure and prosperous. The Delphi participants and specialists both agreed on the following Strategic Guidelines:

4.1.1 Logistics infrastructure and systems are one of the main foundations for competitiveness in the global marketplace

Along with technological innovation, logistics efficiency is one of the two main determinants of competitiveness in today's global markets. Two main logistics supercorridors are essential to the Mexico-U.S. transborder region: the Western corridor known as CANAMEX, and the Central-Eastern corridor known as NASCO. More than 90 percent of North-South transborder trade runs through these two corridors. Considerable investments are needed to enlarge and modernize both corridors and to fully coordinate their U.S. and Mexican components.

To that end, there is an urgent need to develop a comprehensive strategy to enhance cross-border mobility, which will entail short-, medium-, and long-term actions.

In the short term:

1. *Create a **permanent binational task force for transborder mobility.*** It is vital to create a *binational task force* which would bring together key federal, state, tribal, county, and municipal governments, as well as business and civic organizations. This task force would commission a comprehensive study of future needs and assess the options for financing, building, and staffing border ports of entry, as well as linking these to transportation corridors in both countries. In any event, the ports of entry must be conceived as essential components of the principal logistics corridors traversing the transborder region.
2. *An assessment of border infrastructure needs is urgent:* To date, there is no clear assessment of the specific needs for upgrading existing border ports of entry and developing new ones. A definitive assessment of needs and the corresponding medium- and long-term programming is called for. In that respect, the work of the *U.S.-Mexico Joint Working Committee on Transportation Planning*, which is coordinated by the U.S. Department of Transportation (USDOT) and the Mexican Secretaría de Comunicaciones y Transportes (SCT), should be advanced. Time is ripe for specific binational programming and budgeting.
3. *Comprehensive logistics thinking must be applied toward the development of new plans.* The transborder corridors must include several modes of transportation and communication, such as super-highways, modernized railroads, telecommunications facilities and even water and power transmission lines.
4. *Investment in infrastructure is essential:* Both countries need to make the *upgrading of current ports of entry and the construction of new ones* top priorities. State and local governments, as well as civic and business organizations, should play key roles in calling to the attention of federal governments in both countries the need for expanded and upgraded infrastructures. Currently, outdated and understaffed ports of entry create long wait times for both personal and commercial vehicles, often in excess of one or even two hours. The recent allocation of roughly US\$223 million from the U.S. stimulus bill to improve older crossing points at Columbus and Antelope Wells in New Mexico; at Nogales West in Arizona; and at Otay Mesa in California, is welcome. So, too, are recent commitments by the Mexican government to upgrade facilities. However, these funds represent only a very small fraction of the total investment needed to update outmoded port-of-entry and supercorridor infrastructures.
5. *Enhance staffing at border ports:* Existing border crossing points also face chronic staffing issues that create delays for commercial and noncommercial traffic and undermine security. At a time when both federal governments are allocating funding for border security, *efforts should be made to ensure sufficient numbers of customs and border inspectors since additional staffing can reduce wait times and enhance security*

procedures. The application of improved inspection technology on both sides of the border, under the auspices of the Mérida Initiative and as detailed in the National Southwest Border Counternarcotics Strategy, can contribute to improving both security and transportation. Over time, it would make sense to *expand the SENTRI* program to increase the number of low-risk frequent border crossers who have access to expedited crossing lanes.

6. *Expedite permitting of new ports of entry.* Both countries—especially the United States—will also need to evaluate how to expedite permitting procedures for the construction of new ports of entry, a process that frequently can take from eight to 15 years. The recent approval of the Otay Mesa East Port of Entry in San Diego County, which took only months, represents a potential model for implementing an expedited permitting process.

In the medium term:

7. *Situate new commercial crossing points outside of cities,* whenever possible, while recognizing that urban crossing points are necessary and unavoidable for noncommercial traffic in several major twin cities.
8. Promote the start-up of binational public transportation between pairs of twin border cities. Efforts by El Paso, Texas, and Ciudad Juárez, Chihuahua, to build a public transportation system linking the downtowns of both cities are notable developments.
9. *Significantly increase railroad transit* across the border. Rail transportation is more efficient for business and reduces environmental pollution. The recent approval of a new transborder rail crossing is a step in the right direction, and the application of nonintrusive inspection equipment for northbound trains will help increase security at existing rail ports of entry.
10. *Explore new border inspection systems.* One of the most important challenges facing transborder infrastructure and transportation logistics is the need to move inspections of commercial traffic away from the boundary line itself, while at the same time ensuring the security of shipments. As a short term priority, *continue to expand the FAST program.*
11. *Consider joint management of ports of entry.* The Pacific Council and Mexican Council on Foreign Relations have recommended *joint management of existing ports* of entry, the *construction of co-located management hubs* in new ports of entry, and the strategic alignment of the hours of operation of ports of entry on both sides of the border.
12. Implement the Border Legislative Conference's (BLC) innovative proposal for developing *Secure Manufacturing Zones*, through which state governments provide state

tax incentives for companies enrolled in the Customs-Trade Partnership Against Terrorism (C-TPAT). Tax incentives would be designed to compensate companies for the investments in technology they make to enhance supply chain security or to improve environmental performance.

13. Develop a coordinated network of “inland ports” along the main logistics corridors. Such a network will enhance commercial security beginning at the point of origin through a system of customs and security clearances, helping in the fight against terrorism and common crime.
14. On the U.S. side, it would be optimal *for the White House to designate a point person to drive the interagency permitting process for ports of entry and to ensure quick resolutions*. It will be important for the U.S. General Services Administration (GSA) and Mexico’s Secretaría de Comunicaciones y Transportes (SCT) to respectively name senior officials with overarching policy authority for border ports of entry who can act as point persons for future construction projects.

In the long term:

15. *Diversify funding alternatives for infrastructure development:* Almost all opportunities for enhancing competitiveness in the border region require a significant investment in transportation infrastructure, including crossing points that facilitate the flow of people and goods in an orderly and expeditious manner. Public-Private Partnerships (PPPs) and even standalone private investment options should be explored.

Financing new ports of entry requires both a commitment from the two federal governments and the pursuit of creative and new opportunities for public/private partnerships. One measure that would enable long-term infrastructure planning on the U.S. side would be the approval of the Putting Our Resources toward Security (PORTS) Act. This legislation would enable multiyear funding for the construction and upgrade of border crossing stations. Additionally public/private partnerships represent promising opportunities for the financing of upgrades to existing ports of entry and for the construction of new facilities. Such a partnership helped to enable the approval of the new Otay Mesa East port of entry in San Diego County in record time. Such projects, which make use of congestion pricing, tolls, and similar mechanisms primarily to benefit motorists willing and able to pay to cross expeditiously, should serve as complements to existing federally funded ports of entry. Still another promising avenue for financing on the U.S. side, currently being explored in Arizona, is the creation of a Port of Entry Authority, able to raise bond revenue for infrastructure improvements at crossing points.

4.1.2 New economic clusters can build on existing comparative advantages

Comparative advantages all along the border allow for the creation of new industries able to generate economic benefits for the region. The Tijuana/San Diego, Ciudad Juárez/El Paso/Las Cruces, and Monterrey/Dallas and Monterrey/Houston corridors are particularly suited to innovative partnerships, given the size of their urban areas and the presence of institutions of higher education and learning. As an example, the research consortium San Diego Dialogue has identified several industries as particularly ripe for cross-border economic clusters in the Tijuana/San Diego region, where research-and-design capabilities on the U.S. side are compatible with production-and-manufacturing capabilities on the Mexican side. These industries include aerospace, automotive, and other related industries; biomedical devices; pharmaceutical products; and software.

In the short term: state and local development planners may choose to focus on:

1. *Developing strategic plans in key cross-border regions to identify opportunities, create incentives for investment, and coordinate strategies.* The models created by San Diego Dialogue (Tijuana/San Diego) and Plan Juárez (Juárez/El Paso/Las Cruces) are particularly useful, and the *partnership between Texas and the northeastern states of Mexico* provides another model through which planning could take place. Simply documenting existing cross-border clusters, refining indicators to study their development, and defining areas of opportunity are major steps for most border communities. Nevertheless, planning strategically on the basis of these efforts is a necessary second step.

In the medium term:

2. *Efforts by the federal and state governments to harmonize standards could help to facilitate cross-border commerce and reduce de facto barriers to cross-border investment.* A systematic program for transborder entrepreneurial networking, strategically organized around sectors, clusters, and lines of innovation, could also advance cross-border commerce.

4.1.3 Educational partnerships are a foundation for economic competitiveness

Innovative research partnerships in education and science and technology are essential for enhancing economic supercorridors, as well as for developing those leaders capable of advancing cross-border innovation into the future. The creation of transborder networks for economic development that are based on science and technology is essential.

In the short term:

1. *Strategies for economic corridor planning and investment should entail the development and practice of complementary educational curricula in institutions of higher learning and in vocational schools. Such programs should seek to prepare the border region's workforce for the opportunities to be obtained from new and evolving industries. Additionally state and local governments can play crucial roles by partnering with the private sector and with educational institutions to enhance cross-border economic opportunities and to improve planning and provide incentives to enhance innovation through science and technology.*

In the medium term:

2. *Institutions of higher education can invest greater resources and creativity in planning cross-border opportunities for internships and coursework, as well as in binational degree programs. States, municipalities, and the private sector can also offer incentives to encourage new cross-border economic opportunities and partnerships. Finally, the federal government can support these efforts by providing resources for innovative cross-border university partnerships using existing funding streams, such as those provided through the U.S. Agency for International Development's (USAID) TIES program and through the Consejo Nacional de Ciencia y Tecnología (CONACYT). U.S. legislation allowing students in the border region to take classes or hold internships in the other country would further facilitate these partnerships. Because current U.S. visa regulations generally require full-time enrollment as a condition for qualifying for a student visa, planners could focus efforts on creating greater opportunities for foreign students to study on a full-time basis in fields related to science and technology. These efforts additionally could foster new agreements and partnerships between educational institutions and be strategically organized around economic clusters, sectors, and industries.*

4.1.4 A revised BECC and NADB could provide new sources of financing

These agencies have the potential to help generate investments in areas other than environmental infrastructure, only if their mandate were revised and expanded. The support of the Border Governors Conference and of the individual border state governments would be essential to expanding BECC and NADB's scope of potential involvement in border-related infrastructure projects. Although it is essential that both institutions continue their important roles in promoting environmental infrastructure, additional initiatives ought to be considered:

In the short term:

1. *Revitalize the Border Environment Infrastructure Fund (BEIF) to provide grants to local governments for projects that benefit low-income communities.* NADB should explore partnerships with the Inter-American Development Bank, World Bank, and the International Finance Corporation. This could lead to a shared vision and give NADB additional expertise in its role as a development bank.
2. *NADB should require that proposed projects demonstrate environmental benefits by requiring broader environmental metrics.*
3. *Encourage investments in environmental technology and renewable energy* at a time when the U.S. and Mexican governments are seeking ways of enhancing a bilateral partnership on renewable energy and climate change. NADB can play an even greater role in promoting this partnership by providing premium lending rates for projects demonstrating higher environmental standards linked with water or energy savings as well as natural resource enhancement.
4. *Develop a more flexible concept of the geographic scope for BECC and NADB projects, by incorporating areas within clearly defined economic corridors.* NADB should be allowed to finance some private infrastructure projects, which could, in turn, help generate interest that would further capitalize the bank.

In the medium term:

5. The NADB Board should seek additional capitalization along with a broadened mandate that would allow it to finance *a broad range of border infrastructure needs, including ports of entry, railroads, roads, and bridges linked to the development of economic corridors.*

4.1.5 There are untapped opportunities in energy

There is an untapped potential for increasing energy interconnections among border communities and exploiting opportunities for renewable energy sources. The different regulatory frameworks in both countries make greater interconnections difficult but not impossible, and state governments can take leadership in promoting these opportunities.

In particular, in the short term:

1. *Work out the differences in the legal frameworks, and design a model that can work with the Mexico's Federal Electricity Commission (CFE) to extend permits to develop renewable energy.* The goal is for federal action to streamline opportunities for electricity export that would benefit border communities.

2. *U.S. states with aggressive Renewable Portfolio Standards (RPS) should accept electricity generated from renewable sources in Mexico to incentivize this binational market.*

In the medium term:

3. *Examine the possibility of developing additional liquefied natural gas (LNG) facilities that can sell to communities on either side of the border with the goal of better distributing the benefits of LNG.*

4.2 Toward a sustainable transborder region

Most participants in the planning process concur that we must bridge the gap in welfare and quality of life, not just across the international boundary but within communities on each side; honor the region's life-support system by expending water and energy efficiently, while preserving the region's environmental quality and biodiversity; and contribute to curbing global warming. To accomplish this, we must integrate management and stewardship on several fronts.

4.2.1 Water management must be regional and stakeholder-driven and integrated and cross-cutting

Both binational and unilateral management of water resources can entail highly contentious and prolonged processes that redirect efforts away from creative pursuit of mutually beneficial solutions and toward legal maneuvers or conflict resolution. Proactive engagement with key stakeholders at the local, regional and federal levels can lead to more efficient team solutions. Potentially challenging international issues require a recognition of state leadership roles and the construction of instrumental binational relationships.

In the short term:

1. *Regional stakeholders should be key players in decision-making regarding water management.* Within the 1944 International Water Treaty, adjustments can be made through the IBWC Minute process to include the establishment of regional entities comprising federal and state authorities. The entities will allow for better representation of regional views and interests. Facing increasing water scarcity, especially in the Colorado River Basic, the IBWC has started to embrace this approach through implementation of the U.S.-Mexico Process for Joint Cooperative Actions on the Colorado River.

In the medium term:

2. *Regional bodies can be structured to act as watershed councils or as formal advisory boards.* This suggests that Mexico would open the discussion of issues in the Río Conchos basin to U.S. water users and environmental advocacy groups; similarly, in the western United States, the seven states in the Colorado River basin would engage Mexico in discussions concerning that water.

4.2.2 Water-use efficiency for water conservation

As in many regions of the world, agriculture uses almost 80 percent of the available water. It uses this water inefficiently and pays lower water-use fees when compared to other users.

To counter that, in the short term:

1. *We must protect efficient agricultural practices and revamp and replace inefficient ones.* Irrigation districts and water agencies must monitor water-use efficiencies in agriculture and invest in infrastructure and build capacity to increase the agricultural output per unit of water applied.
2. *Urban water use must be held to similar standards of efficiency and conservation.* We must promote wastewater reclamation, particularly where ornamental greenery, planted to increase real estate values, results in a high percentage of the total water use.

In the medium term:

3. *We must engage in a source-water-protection campaign by focusing on urban and agricultural runoff and managing non-point source (NPS) pollution to protect water quality.* Mexican cities have not addressed NPS, which has resulted in rampant pollution in streams and aquifers that will eventually diminish regional sources of clean water.
4. *To reduce demand on traditional sources, cities should look to alternative water sources, including rainwater-collection systems and urban catchment basins.* For these measures to take hold, the public must urge legislators to make regulatory changes in water-use laws.

4.2.3 Reinforce crossborder environmental institutions and co-operation

Ecosystem services are deteriorated on both sides because of the lack of mechanisms to provide incentives across the border. Creating a binational lens for many phenomena can

help allocate resources to the proper place and minimize the negative impacts. It is in the physical world where binational, transboundary decision-making makes the most sense, since the natural environment is one and the same across the international line. Several phenomena of the environment are factual, regardless of nationality. Most importantly, data describing the physical world and environmental impact due to human interaction are true, irrespective of the border. To overcome these challenges, it is necessary to

In the short term:

1. Expand the BECC's responsibilities *or develop a binational environmental advisory council to provide expert opinion on cross-border ecological or natural-resource issues*. This would help bridge divides where different regulatory systems fail to provide guidance. This institution would be responsible for a binational environmental database for the transborder region, adopting common metrics, methods, and sources, with the full support and commitment of regional as well as national authorities.
2. *Further the development of a Transboundary Environmental Impact Assessment (TEIA), initiated by the North American Commission on Environmental Cooperation, and agree on the terms of application for projects and other on-going programs*. Place the mechanism in the hands of this binational council, an institution specializing in environmental conflict resolution, or the BECC.

If BECC is given this role, in the medium term:

3. Its board of directors as well as that of NADB *should include an additional seat for a representative of the U.S. Department of the Interior*.

4.2.4 Develop a regional action plan to reconcile energy consumption with environmental sustainability

Engaging in a strategy to promote energy efficiency, take part in the U.S. EPA's and Mexican INE's inventory of greenhouse gas emissions, which can open new possibilities for emission exchanges, the development of renewable energy sources, and lead to other endeavors that can stimulate the economy.

Enabling local communities to become a part of this undertaking requires, in the short term:

1. *Promoting partnerships between municipalities and institutions of higher education to develop a detailed geographic information system (GIS) of potential sectors, high energy users, and renewable energy sources to make the necessary connection, so as to engage the 10 states of the transborder region.*

2. *Encouraging all border twin cities to engage in cross-border discussions on how to set up emission exchanges of all sorts making use of current market strategies.*
3. *Establish a binational task force for energy cooperation to consider the existing differences in the institutional arrangements for the energy sector in the two countries and provide appropriate recommendations to stimulate energy exchange. Task force participants would include the U.S. Department of Energy and Mexico's Secretary of Energy, Federal Electricity Commission, and PEMEX, as well as appropriate agencies from the border ten states.*
4. *Promote the use of renewable energy and energy-savings technologies where appropriate and cost effective.*
5. Expand the BECC's and NADB's abilities to provide technical assistance and funding to develop renewable energy projects and reduce greenhouse gas emissions.

4.2.5 Agree to conservation measures directed at preserving regional ecosystems and species

Urbanization affects ecosystems and areas of high ecological value, increasing the risks for the region's extraordinary natural phenomena.

1. Integrate federal and state environmental policy with urban, land-use and fiscal policies. Establish innovative regulatory mechanisms to promote conservation of open areas to protect the integrity of ecosystems and the environmental resources they provide.

4.3 Toward a more secure region

Security, or effective state control of organized and common crime, is an essential component of the cross-border relationship. The planning process identified several strategic guidelines in this area:

4.3.1 Fighting crime under a paradigm of mutual responsibility

Since 2006, the high numbers of organized-crime killings, particularly related to drug trafficking in Mexico's northern border states, have prompted worries of an imminent spillover of violence into the United States. The acknowledgement by U.S. officials that the violence is a "shared responsibility" constitutes a paradigm shift that poses new challenges and opportunities for cross-border collaboration and law enforcement.

BEST taskforces conduct investigations into organized crime and drug trafficking in U.S. - Mexico border states, and they comprise authorities from the federal, state, tribal, county, and municipal levels, along with Mexican federal police representation. Similarly, fusion centers bring together federal and state law enforcement agencies from both sides of the border. Additionally, reactivating the Border Liaison Mechanism may provide another platform for advancing collaboration.

4.3.2 Increased cooperation between U.S. and Mexican law enforcement agencies

We urgently need cooperation between the U.S. and Mexican law enforcement agencies in the area of technical assistance to Mexican state, municipal, and federal police.

In the short term, key strategies call for;

- 1. Enabling police agencies to attain international certification through creation of training programs, internal controls, and professional career paths.*
- 2. Holding frequent meetings between legal practitioners from both countries, including judges, court administrators, social-services workers, interpreters, and lawyers.*
- 3. Providing opportunities for information sharing where judges, clerks, prosecutors, and others involved in the judicial process can discuss their work. We must overcome historical mutual mistrust, while also building mechanisms to follow international protocols. The forms of engagement implied in binational collaboration and coordination are complex and not always easy to implement.*

4.3.3 Confront drug trafficking through a broader and more diverse based strategy

Contraband smuggling and other security challenges may be more effectively resolved away from the border or in coordination with enforcement efforts at the border.

In the short term:

- 1. Develop strong substance-abuse prevention programs that address drug addiction in addition to drug trafficking. By so doing, make the problem one of both public security and public health.*
- 2. Develop a long-term model of binational cooperation on ongoing drug treatment programs.*

4.3.4 Raise the cost of the criminal enterprise

Raising “the cost of doing business” for organized crime represents a realistic and long-term goal on both sides of the border. We must address the extensive money laundering that occurs within the United States.

In the short term, strategies for resolving this include:

1. *A system for anonymous reporting of suspicious activities at remittance-sending locations could aid U.S. investigations.*
2. *A bilingual and binational hotline for anonymous reporting of suspected criminal activity could also assist in these and other investigations.*

In the medium term:

3. *Mexico should make efforts to make property records more publicly accessible. This could aid money laundering investigations and help authorities determine whether a property was purchased illegally and is therefore eligible for seizure.*
4. *Similarly, laws against cash purchases of expensive luxury goods, vehicles, and real estate can reduce money laundering.*
5. *Mexico’s self-policing notary publics, who certify land sales, should be regulated.*
6. *To deal with bulk cash shipments from the United States, greater coordination among federal and state law enforcement agencies is needed, including task forces that incorporate all relevant agencies.*

4.3.5 Arms trafficking

One of the greatest challenges is to set strategies that could abate short-term arms smuggling.

In order to do this, in the short term:

1. *Southbound inspections in both countries may be effective prophylactic measures to mitigate arms smuggling.*
2. *U.S. states can influence factors that contribute to arms smuggling by choosing appropriate regulations to control illegal trafficking.*
3. *Mexican authorities should have wide access to gun tracing tools to assist in investigations and to learn the origin of the weapons that wind up at crime scenes.*

4.3.6 It is important to separate the harmful from the benign

Policymakers today face the challenge of efficiently separating the harmful from the benign to more accurately pinpoint the locus of threat and to improve resource allocation accordingly. Technological improvements hold the promise of enhancing security while making the cross-border passage of people and goods more efficient and decreasing wait times.

In the short term, we must:

1. *Accelerate the necessary agreements for the implementation of the medium- and long-term programs for the development of the logistics and transportation corridors in the transborder region.*

In the medium term:

2. *For security technologies to work, however, transportation infrastructure and ports of entry (POEs) must be accordingly modernized and retrofitted.*

In the long term:

3. *Address the US\$5-million backlog in POE facility improvements.*

4.3.7 Merging community needs with law enforcement priorities

Border security policies inordinately affect the border communities where enforcement actions are concentrated. To ease this burden and to bolster public support for government policies, some strategies are urgently needed.

In the short term:

1. *Larger U.S. security interests should dovetail when possible with the public safety concerns of local communities. Local priorities to eliminate neighborhood drug dealing thus could merge with the needs of government investigations against drug trafficking organizations.*
2. *Anonymous hotlines for both English and Spanish speakers could provide a valuable conduit between border residents and local police, while also enabling the sharing of valuable information among local, state, and federal investigators.*

In addition to these objectives, we should also take into account that Mexico is facing problems across all four of the security dimensions (public, national, border, and human). This calls for designing policies that are interconnected and have an intergovernmental focus. Despite the immense insecurity along the border, no comprehensive, cross-sectional policy has been developed to address the four dimensions, which has only exacerbated the current problems of drug trafficking and violence (Ramos and Escamilla, 2009: 11). Due to this situation, merging community public safety concerns with government enforcement prerogatives could transform border security policies into catalysts of regional integration rather than into forces of division.

4.4 Toward a fair and livable region

The improvement of quality of life and the expansion of opportunities for everyone living in the transborder region are two overarching strategies reiterated during the planning process. In order to achieve the vision and goals proposed in these guidelines, the region should focus on four general strategies:

4.4.1 Improve the opportunities for a healthier life

It is well known that the health status of communities within the transborder region is highly intertwined and that collaboration is the most effective way to deal with public health issues in the region. Even when the region has made substantial progress in developing mechanisms to improve communication and coordination, there is still plenty space to improve the health status of the region. A few strategies are urgently needed.

In the short term:

1. *The region should work to increase capacity and homogenize procedures to collect, analyze and exchange data.* The H1N1 pandemic that affected the world and the Rocky Mountain Spotted Fever outbreak in Baja California clearly demonstrate the *need to keep an updated reference library and data repository* that can be accessed by medical personnel on both sides of the border.

In the medium term, other urgently needed actions include:

2. *Increasing the competency of healthcare professionals in surveillance methodologies.* Working in coordination with higher education and research institutions, the region should develop a binational surveillance system based on common reporting protocols and applying new information technologies, such as GIS and scenario-building.

3. *Access to health services should be improved through the development of medical infrastructure, but also by fomenting and acknowledging the contribution of alternative models of health care delivery.* One model is the *promotora* system that has demonstrated its effectiveness in reaching out to migrant and Native American communities on both sides of the border. Another model is the Binational Health Councils or COBINAS which are facilitating information and the development of best practices through well-established collaborative networks.

4.4.2 Create more livable and safer cities

Cities are engines of growth and prosperity in the border region, but at the same time, they are the places where poverty, social exclusion, crime, and environmental degradation hit the hardest. Improving the quality of life for people within a region depends on the transformation of its urban centers into livable and safe spaces.

In the short term, this can be accomplished by:

1. *Developing and supporting the planning and regulatory capacity of municipalities and establishing systems to monitor and evaluate the performance of planning offices along the border.*
2. *Educating local communities about the benefits of compact development and flexible land use as a way to reduce infrastructure costs and car dependency.* Cities on both sides of the border are facing the challenges of urban sprawl or urban decline and have had different levels of success in dealing with these problems.
3. *Creating mechanisms to share planning experiences binationally and identify a set of best practices that can help cities in the transborder region to become livable spaces.*

In the medium and long term, on a regional basis:

4. *Create open-space systems using urban rivers and washes as green corridors or linear parks that can function as recreational areas, as environmental buffers, and as components of a flood-control system.* The creation of new open spaces within cities must be accompanied by a strategy to rescue neighborhoods and public parks from crime.
5. *Revitalize the downtown areas of cities along the border through urban renewal strategies including improvement of infrastructure, urban image, and the amount and quality of amenities available to locals and visitors.* Efforts to revitalize downtown areas can be part of a coordinated strategy involving PPPs from both sides of the border, given the strategic role this area plays for the economy of the region.

4.4.3 Expand education and employment opportunities

Gaps in basic and post-basic education in the border region are fundamental obstacles to regional prosperity. The educational gaps can be characterized in three ways: a quantity gap (number of years of schooling), a quality gap (performance differences of groups with similar levels of schooling), and a basic functioning gap (ability to speak English—in the United States—or Spanish—in Mexico—either well or very well).

In the medium term, a strategy to address these gaps should include the following actions:

1. Transform the border's bilingualism into a true comparative economic advantage. Forge PPPs to fund and support ESL and SSL programs that are convenient for working adults and that are free or that charge only a nominal fee. Seek to include in state budgets funding for programs that would make border-area residents bilingual and that would make the region more globally competitive. Especially convince English-language speakers of the competitive edge to be gained from learning Spanish.
2. More outreach and information describing the characteristics of the U.S. and Mexican educational systems should be made available to parents, students, teachers, and employers on both sides of the border. Since migration is a continuous phenomenon in the region, border citizens need to be aware of the educational institutions and expectations in the educational systems of each country.

In the long term:

3. Mexican border states need to embark on a long-term effort to increase the level of educational attainment of the general population up to high school. Similar efforts were made in the United States from the 1880s to the 1940s, which resulted in a big boost in productivity and income.
4. U.S. border communities also need to close the gap between their own level of education and the national benchmark. Without a boost in education attainment, the border region will not be a competitive region in the knowledge-based economy.

4.4.4 Reduce poverty and inequalities

High poverty and income inequalities are at the center of the development paradox for the border. Overall, border counties are at the bottom of income levels in the United States, while the Mexican border municipalities are often above the national level. Reducing poverty and closing the gap between Mexico and the United States requires a combination of long- and short-term strategies.

In the short and medium terms, poverty reduction policies should focus on actions intended to reduce inefficiency and inequalities in the distribution of basic services and amenities. Specific actions include:

1. *Improved access to water in urban and rural communities* to reduce the opportunity cost of water acquisition for families that need to rely on delivery trucks or need to haul water from distant locations.
2. *Expand sewage and trash collection* to reduce health problems that impose a burden on the economy of household due to unexpected medical expenses and forced work absences.
3. *Improve and expand public transportation* in cities to reduce automobile dependency.
4. *Make available access to parks, open space, and recreational opportunities year around* to residents in marginalized areas on both sides of the border.
5. As the only binational institution with a mandate including programs that have an urban/poverty dimension, such as access to drinking water, sanitation, and solid waste management, BECC *must coordinate with HUD and SEDESOL to improve living conditions in “colonias” in the United States and informal settlements in Mexico.*

In the long term, poverty can be reduced by:

6. *Increasing the building of human capital through more and better education and a more diverse and stable employment base.*

These interconnected strategies reinforce each other. By encouraging education combined with employment opportunities within a framework of equal distribution of the benefits of economic growth, the implementation of these guidelines will help to create cleaner and safer cities in the region, which, in turn, contributes to healthier communities. In the larger context, quality of life is clearly a contributing factor to the region's competitiveness and sustainability.

The border region has become a laboratory for new forms of cooperation between the governments of both countries. Local and state authorities, social and business organizations, and private citizens of Mexico and the United States have developed innovative points of view for approaching the daily challenges affecting the quality of life along the border.

These experiments include new forms of dealing with public security, economic development, health, education, and the environment in the borderlands. On occasion, the initiatives are institutionalized, and determined individuals—people committed to improving living conditions in the region—run them. Despite the proliferation of these experiments, little is known about them outside of their immediate communities. In many cases, these experiences could serve as models of pragmatic cooperation between people and institutions, which the two countries might develop despite differences in their systems of government and their respective levels of development.

Vision, Objectives, Strategies e Institutions. Strategic Guidelines for the Competitive and Sustainable Development of the U.S.-Mexico Transborder Region

2030 VISION

The 2030 vision describes a transborder region whose people and governments are willing to advance these goals in the medium and long term. An overarching goal is the alignment of the views, plans, strategies, and actions of governments at the municipal, county, tribal, state, and federal levels in order to achieve a prosperous, secure, clean, healthy, and competitive region capable of generating world-class development and continued progress, while maintaining the independence of the two nations

Increase the Competitiveness of the United States-Mexico Transborder Region

THE STRATEGIES' SPATIAL DIMENSION			INSTITUTIONS	
Transborder Region/Regional	Border Area/State	Border Strip/Local	Current Institutionalilty	Implementation Complementary Institutionalilty
Reinforce north-south logistical corridors: CANAMEX connects the western states and NASCO connects central and eastern states			<ul style="list-style-type: none"> * U.S.-Mexico Binational Group on Bridges and Border Crossings * Grupo Intersecretarial de Puertos y Servicios Fronterizos * U.S.-Mexico Joint Working Committee on Transportation Planning * Binational Work Group for the Facilitation of Border Flows * Government of the State of Sonora * SCT 	The binational Special Work Group (SWG) with offices at the three levels of government, civil organizations, and the private sector. The SWG would be lead by the U.S. Department of Transportation and the SCT of Mexico
Encourage the development of transversal corridors in both Mexico and the United States	Adopt a comprehensive logistical vision for transborder corridors, with new modes of transportation and communication and electricity and water networks		<ul style="list-style-type: none"> * State governments * Mexico's SCT * U.S. Department of Transportation 	
Create an ongoing binational Special Work Group (SWG) to facilitate border mobility			<ul style="list-style-type: none"> * U.S.-Mexico Binational Group on Bridges and Border Crossings * Binational Work Group for the Facilitation of Border Flows 	
Invest in infrastructure * In the medium term, diversify alternatives for financing with Public-Private Partnerships (PPP)	Increase railroad border crossingpoints, making them more efficient and less polluting	Give priority to improving border crossings and building new ports of entry. Local governments, organizations, and chambers of commerce and industry can administer them with the federal government * Develop binational transportation between border cities * Locate commercial border crossings outside of cities	<ul style="list-style-type: none"> * U.S.-Mexico Binational Group on Bridges and Border Crossings * Binational Work Group for the Facilitation of Border Flows * Federal-level Liaison Mechanisms 	<ul style="list-style-type: none"> * Binacional Special Work Group (SWG) * Border municipal governments * State governments
Both countries must evaluate how to facilitate the construction of new border crossings, which today takes between 8 and 15 years			<ul style="list-style-type: none"> * U.S.-Mexico Binational Group on Bridges and Border Crossings * U.S. Department of State * SRE 	<ul style="list-style-type: none"> * Binational Special Work Group (SWG) * Focal point in the White House * High-level SCT official * High-level GSA official
Innovation in transborder logistical performance	<ul style="list-style-type: none"> * Move commercial-traffic-inspection systems away from the border, maintaining safeguards for cargo security * State governments can provide fiscal incentives to companies in the Commerce-Customs Association to take steps against terrorism (C-TPAT) 	<ul style="list-style-type: none"> * Improve the waiting times at border crossings * Increase the number of border and customs inspectors * Improve security procedures with noninvasive technological inspections * Consider joint administration of border crossings 	<ul style="list-style-type: none"> * U.S. Customs and Border Patrol * State governments * U.S.-Mexico Binational Group on Bridges and Border Crossings * Grupo Intersecretarial de Puertos y Servicios Fronterizos * Binational Work Group for the Facilitation of Border Flows 	
Work Productivity * Encourage innovation and collaboration in educational systems, increasing the aptitudes of the labor pool * Ensure that 80% of all students graduate from high school, creating a highly qualified and versatile labor force			<ul style="list-style-type: none"> * On-line undergraduate degrees from the Colegio de Bachilleres * IME scholarships * State governments * Local Universities 	Promote innovation and collaboration among educational and research institutions
Specialization and conglomerates * Harmonize product quality standards to facilitate commerce and reduce barriers to investment	<ul style="list-style-type: none"> * Document existing transborder groupings, defining indicators for monitoring and areas of opportunity; subsequent necessary strategic planning 		<ul style="list-style-type: none"> * Municipal governments * State governments 	
Knowledge. Collaboration among institutions of higher learning and scientific research and between them and businesses Entrepreneurial spirit. A region with an entrepreneurial population and knowledge-based economic activities * Labor and academic mobility		<ul style="list-style-type: none"> * Academic and scientific institutions must invest in transborder courses and teaching practices * Explore joint initiatives with the private sector to encourage innovation 	<ul style="list-style-type: none"> * Universities and research centers in the border states * Arizona- Mexico and Sonora-Arizona commissions * COMEXUS 	Bilateral scientific and technological cooperation
Comprehensive infrastructure planning. Development of communication and transportation infrastructure involving higher education institutions		<ul style="list-style-type: none"> * State and local governments invest along with the private sector and educational and scientific institutions in innovation and economic dynamism 	<ul style="list-style-type: none"> * U.S.-Mexico Binational Group on Bridges and Border Crossings * Grupo Intersecretarial de Puertos y Servicios Fronterizos * Joint Committee for Border Transportation Planning * Binational Work Group for the Facilitation of Border Flows * COMEXUS 	
A development strategy for energy that would revitalize the economy and reconcile objectives for environmental protection * U.S. states would develop a Renewable Energy Standard portfolio and accept renewable energy from Mexico	<ul style="list-style-type: none"> * Revise the mandates of BECC and NADB to generate financing * Revitalize the BEIF * Encourage renewable energy investment * Explore the development of agreements between NADB, IDB, and the International Finance Corporation (IFC) 	<ul style="list-style-type: none"> * Analyze the possibility of generating electricity from solid waste * For example: SIMEPRODESO in Nuevo León 	<ul style="list-style-type: none"> * North American Development Bank (NADB) * Border Environment Cooperation Commission(BECC) * Secretaría de Energia * U.S. Department of Energy 	

Development of a Sustainable Region

Water conservation Policies to stimulate efficient use in agriculture, awarding efficient areas and replacing others		<ul style="list-style-type: none"> * Urban reuse of waste water for industrial use and urban irrigation * Protect water sources by controlling the quality of runoff and diffuse contamination * Develop alternate sources (rainwater harvesting) 	<ul style="list-style-type: none"> * Comisión Nacional del Agua * Secretarías de Agricultura de los estados * Local water commissions * U.S.-Mexico Binational work group for the joint cooperation 	Advisory boards integrated by regional bodies as watershed councils
* Involve regional actors in discussions about managing transborder waters, with the guidance and permission of IBWC	<ul style="list-style-type: none"> * Manage binationally shared sources of water and recognize the need to conserve and protect the extremely valuable and ecologically sensitive riparian ecosystems 	<ul style="list-style-type: none"> * Local water departments must eliminate transborder contamination and reuse water 	<ul style="list-style-type: none"> * IBWC * Municipal governments (and their water departments) * State water commissions * Comisión Nacional del Agua 	

* Regional action plan to negotiate sustainable energy consumption
 * Participate in emissions inventories of the GHG in the EPA and the INE

* Develop sources of solar, wind, and biomass energy for green and secure energy

* Binational Work Group on Energy Cooperation that would make recommendations about energy exchanges

Support BECC and NADB to expand their capacity to provide technical assistance and financing for renewable energy projects

* Reinforce bilateral environmental institutional in order to evaluate impacts on the transborder environment and to manage biodiversity and ecosystems
 * Consider broadening the responsibilities of BECC in the management and conservation of natural resources

State governments will support measures through their representatives on the BECC-NADB Council

State governments will support measures through their representatives on the BECC-NADB Council

* Improve energy efficiency in sectors such as transportation and housing
 * Participate in the development of GIS for renewable energy sources
 * Participate in greenhouse gas emissions exchanges in order to reduce these gases

* Promote alliances between municipalities and higher education institutions for the development of GIS for energy-consuming sectors and renewable sources of energy
 * Emissions Exchange Systems in twin cities

* EPA * INE * NADB
 * U.S. Department of Energy
 * Secretaría de Energía
 * State governments (urban development agencies)

* NADB * BECC * COLEF * CICESE
 * U.S. Department of Energy * Local universities
 * Secretaría de Energía * Municipal governments

* Border 2012
 * BECC
 * U.S. Department of Energy
 * Secretaría de Energía

* BECC * NADB
 * Comisión Estatal de Energía, B.C. * Secretaría de Medio Ambiente, Coahuila
 * Instituto del Medio Ambiente y Desarrollo Sustentable, Son. * Secretaría de Energía
 * U.S. Department of Energy

* State governments (environmental agencies)
 * Secretaría del Medio Ambiente
 * INE

(The Binational Work Group on Energy would include
 * U.S. DOE * BECC
 * Mexico's Sener * NADB
 * Mexico's CFE * Agencies of the 10 border states
 * PEMEX

Broaden the BECC's and NADB's scope in offering technical and financial assistance to additional project areas

Include the U.S. Department of the Interior on its board of directors

Creation of a Secure Region

Shared information
 * Officials will develop mechanisms and trust in exchange of information and intelligence across the border
 * Provide spaces to share information where participants in the judicial process can discuss their work

Hold frequent meetings between litigants in both countries

International certification for police forces through training programs, internal controls, and professionalization of this civil service career

Confront drug trafficking through a strategy with more diverse and broader bases

* Develop substance abuse prevention programs that treat addictions to drugs and combat drug trafficking
 * Ongoing programs for treatment of addictions.

Raise the cost of criminality, attacking money-laundering through
 * an anonymous binational system for reporting suspicious activities
 * an international telephone line to report crime
 * laws against cash purchases of luxury goods and property

* In Mexico, registration of property titles should be made more accessible to help the authorities during police investigations
 * The regulation of Mexico's notaries public (currently self-regulated)

* Department of Homeland Security
 * Secretaría de Seguridad Pública
 * Grupo Plenario de Procuración de Justicia
 * Border Attorneys General Conference

* CISEN
 * PGR
 * GBAIII
 * DEA

* Procuradurías Estatales de Justicia * SSP
 * Department of Homeland Security * States Departments of Homeland Security
 * Security * DEA

* National, state, and municipal DIFs
 * New Mexico Children, Youth and Families Department
 * Office for Children, Youth and Families, Arizona
 * Consejo Nacional contra las Adicciones

* Bilateral Work Group for the Analysis and Exchange of Information on Interception (in Spanish, GBAIII)
 * Operation Against Smugglers (and Traffickers) Initiative on Safety and Security (OASISS)
 * Border Attorneys General Conference
 * Border Legislative Conference

Establish mechanisms for binational crime reporting so that residents can make anonymous calls

In the short term, combat arms contraband

Inspections of southbound cargo in both countries could be an effective preventive measure

* Administración General de Aduanas
 * Border Liaison Mechanism

Distinguish between the harmful and the benign

* Transportation and ports of entry infrastructure must be modernized and readapted
 * Remedy the delay of US\$5 billion allocated to improve ports of entry.

* U.S.-Mexico Binational Group on Bridges and Border Crossings * Grupo Binacional de Flujos en la Frontera
 * SCT
 * Grupo Intersecretarial de Puertos y Servicios Fronterizos * U.S. Department of Federal Highway Transportation

Improve the Quality of Life for Everyone

Transform urban centers into safe spaces and with greater amenities for a better quality of life
 * Create systems of open space using urban rivers and other flows of water as green corridors

* Educate local communities on compact development and flexible land use
 * Create mechanisms to share binational experiences in planning and identifying best practices for cities

* Develop and support the municipalities' regulatory and planning abilities
 * Install monitoring and performance evaluation systems in planning offices
 * Revitalize downtowns in border cities through urban renewal

* Municipal Planning Institutes
 * State Urban Development Departments
 * Department of Housing and Urban Development
 * State-level Housing Departments

Coordinated strategy that will involve Public-Private Partnerships on both sides of the border for the revitalization of downtown areas

Education
 * Create a strategy to close the gap in the quantity (years of schooling), quality, and English-Spanish fluency
 * Harmonize educational programs and coordinate investments in scientific and technological programs

The Mexican border states need to undertake a long-term effort to increase the general population's level of schooling to at least the high school level

* SEP
 * U.S. state Education departments

A strategic program that establishes high school as a minimum educational standard for the Mexican border states

* Increase and align the procedures for analyzing and exchanging information about infectious outbreaks and emergencies
 * Maintain an up-to-date reference library that serves as a repository of information

* Increase healthcare professionals' competence in monitoring methodologies
 * Work in coordination with institutions of higher learning and research centers to develop regional systems for binational monitoring based on protocols for shared reporting and the application of new technologies (GIS and scenario building)
 * Make the development of medical infrastructure and the contribution of alternative models for the provision of healthcare complementary
 * Develop national monitoring systems for infectious diseases and health emergencies

* U.S.-Mexico Border Health Commission
 * Instituto Nacional de Salud Pública
 * Universities
 * Secretaría de Salud
 * U.S. Department of Health and Human Services
 * U.S. state health departments

Create an information system on bacteriology and epidemiology available to officials and health institutions on both sides of the border

* Regional identity. Turn bilingualism into comparative economic advantage

* Combine the local aspects of cultural diversity and encourage the strengthening of cultural infrastructure (museums, libraries, etc.)

* Forge Public-Private Partnerships to finance programs in English and Spanish as a second language (ESL and SSL) that are free and convenient for working adults

* Department of Education at the federal and state levels
 * SEP y Secretarías de Educación de los estados

Opportunities for all. The policies for poverty reduction must focus on actions aimed at minimizing inefficiencies and inequalities in the distribution of services

Water, sewage, and solid waste collection must be regulated throughout the entire region in order to reduce health problems

Improve public transportation to reduce dependence on private automobiles

* State social development departments
 * Municipal governments
 * State and municipal water departments in both countries

Chapter 5

Mechanisms, Stakeholders and Implementation of the Strategic Guidelines

Having developed the Strategic Guidelines, the real work now begins: approval and implementation of the vision and strategies included in this document. As essential as the collaborative process was in the development of this report, it is critical that we sustain and expand the collaborative process during the approval and implementation phases. The Border Governors Conference, in cooperation with the two federal governments, will lead the process toward its approval and implementation, but these guidelines are intended to provide policy recommendations for each county, municipality, business, civic organization, and academic institution, in addressing key development issues affecting the transborder region and aligning efforts to move forward. Attention to the Strategic Guidelines will not end after this initial development phase. Follow-through in approving and implementing the Strategic Guidelines will make the real difference and impact on the transborder region's competitiveness, sustainability, quality of life, and security.

The implementation of the Strategic Guidelines will be achieved through three different mechanisms:

- Implementing existing development plans and programs at the state and local levels;
- Linking future planning efforts with the vision, goals, and strategies of the Strategic Guidelines; and
- The convening capacity of the Border Governors Conference.

5.1 Implementing the Strategic Guidelines through existing development plans and programs

A multitude of plans and programs exist that should be implemented to advance the region's infrastructure, as well as the institutional and social changes proposed in these Strategic Guidelines. In preparing the report, several federal, regional, state, and local plans and programs surfaced, all promoting economic integration through more secure trade, sustainability, and a better quality of life. There are also numerous efforts led by private-sector organizations that support the same principles and strategies embraced by the Strategic Guidelines. All these plans and programs, public and private, short-term and long-term, should be implemented because they contribute directly to the strengthening of the transborder region.

As the implementation process of the Strategic Guidelines evolves and the collaborative efforts of the border states become institutionalized, the recommendations presented here will influence the priorities for the plans. The guidelines are not intended to replace these plans but to complement them. The benefit of the overarching nature of the Strategic Guidelines is that it is the result of a collaborative effort, involving current and future planning efforts on both sides of the border.

5.2 Linking the Guidelines with development planning

The Strategic Guidelines introduce collaboration and bilateralism as guiding principles for economic and social development in the transborder region. They also advance the idea that existing governance structures should be adjusted to accommodate the need for more effective policies and programs that incorporate bilateral solutions to regional problems. State and local governments should consider these principles and priorities as a factor in their future planning processes. Incorporating the appropriate guidelines throughout the stages of their own planning process will give the guidelines higher visibility and let them be better understood by the stakeholders, elected and appointed officials, and the public. This will ensure that the appropriate goals and actions will be incorporated into the planning and policy documents of all border planning and policymaking entities.

5.3 The convening capacity of the ten border states

An important objective of these Strategic Guidelines is to successfully build on past efforts and to sustain and lend continuity to earlier achievements. It is in that spirit that these Strategic Guidelines advance initiatives endorsed in previous conferences and seek to accomplish the following: 1) enhance transborder corridors for business and commerce and

facilitate the creation of necessary logistics infrastructures; 2) energetically foster the bilateral interactions that are essential for a more sound management of shared transborder resources, particularly water; 3) furnish border-region residents with increasingly higher quality educational opportunities, sharpening the region's global competitiveness; 4) recognize that improving regional security is a shared responsibility; and, 5) optimize the benefits inherent from the region's high degree of social, demographic, economic, and cultural diversity. Notwithstanding these important goals, an overarching objective of these Strategic Guidelines is the advancement of the understanding that the shared challenges facing both sides of the border necessarily require cooperative solutions. Furthermore, these Guidelines rest on the belief that the consensus and collective action of the 10 border states represent a fundamental driving force for the realization of all of these objectives.

5.4 Mechanisms for monitoring the implementation of the Strategic Guidelines

The Joint Statement of the XXVI Border Governors Conference in Hollywood in 2008 contained the decision to draft the Strategic Guidelines report. In addition to the guidelines themselves, it has been necessary to consider the creation of mechanisms to guarantee their effective implementation. This entails two key elements: *transparency* and *accountability*. Transparency is an attribute of the monitoring mechanism, which includes the public's ability to review the progress that has been made. Accountability is a reiterative decision that the Border Governors Conference and other organizations associated with this effort must make annually to turn the guidelines into an instrument for measuring the progress achieved.

Suitable organizations for providing follow-up already exist, but they will be further shaped by two mechanisms:

5.4.1 Federal-State Advisory Mechanism

Dialogue between the Border Governors Conference and federal government organizations occurs during preparatory sessions and in the conferences themselves. The agreements between the states and the national governments reflect differences between Mexico's centralized federal structure and the more decentralized U.S. federal system. For the six Mexican states, this dialogue takes place within the framework of meetings with federal liaisons, whereas the U.S. mechanism is ad hoc, individual, and decentralized.

A Federal-State Consultative Mechanism would aim to standardize the participation of federal governments in making agreements and designing strategies that the Border Governors Conferences define as priorities for the U.S.-Mexico transborder region. This should foster greater consensus and support from the federal governments and turn the

agreement-making process by the 10 states into something closer to a genuine transborder consensus between two nations with federal representation.

Bringing federal issues and the representation of both federal governments to the table is a key goal for the Border Governors Conference. To the extent that the transborder region grows in importance within the totality of issues between the United States and Mexico, the BGC acquires a greater stake in the bilateral relationship. In that respect, the BGC is the natural host and venue for a meeting between the two national governments. The once-a-year BGC joint meeting with the presence of both federal governments also becomes the natural setting to evaluate the Federal-States Mechanism and consider continuation of policies or their revision.

5.4.2 Advisory Committee for the Competitive and Sustainable Development of the U.S.-Mexico Transborder Region

The Advisory Committee for the Competitive and Sustainable Development of the U.S.-Mexico Transborder Region is created as an independent body, comprising no more than 12 highly qualified individuals of high integrity. Their task will be to evaluate the progress of the region in terms of the goals proposed by the Border Governors Conference. The Advisory Committee replaces the Economic Advisory Board and adopts a broader spectrum of approaches to the work of the Border Governors Conference. It could also fulfill the role of a technical secretariat. The Advisory Committee members will include academics working on border issues and outstanding regional business leaders from the four subregions of California-Baja California, Arizona-Sonora, New Mexico-Texas-Chihuahua, and Northeastern Mexican States-Texas (NEMEX-TEX). Committee members will not be paid for the work they perform, and they will meet at least once a year, sufficiently in advance of the Border Governors Conference so that they will be able to evaluate the year's activities and prepare a report that will be presented to a plenary session at the annual conference.

5.4.3 Civil society organizations working toward a competitive and sustainable transborder region

Transborder development requires coordinated action among various actors on both sides of the border. Traditionally, transborder government was conceived of as intergovernmental principally among federal agencies in order to solve shared security, health, and environmental problems. Currently, fiscal problems and the lack of effectiveness of traditional tools to confront complex border problems have overwhelmed the region's state and local governments. In the context of the growing binational interdependence between Mexico and the United States, we cannot regulate the issues of security or environmental protection only at the national level or through traditional intergovernmental cooperation. Several key characteristics distinguish the government structure's current reality and are needed for the implementation of the Strategic Guidelines:

- Flexible and integrated networks, including public-private associations and citizen coalitions. These networks must complement government action, and on occasion, occupy spaces where the government cannot effectively intervene.
- Public and private universities must play a significant role in establishing these networks and maintaining a position of leadership in their functioning.
- We must recognize the role that nongovernmental organizations (NGOs) and other citizen initiatives play in noting when issues arise and advocating for government intervention and action at the earliest stages of these problems.

Since the Strategic Guidelines largely encompasses innovative policies and actions, the participation of nongovernmental networks during its implementation is broadly recommended. In the context of a global strategy, these networks can exercise at least three key functions:

- They can convene and bring to the table all the actors, mobilizing key districts, and offering a forum for exchange of points of view. The universities on both sides of the border have demonstrated success in playing this role.
- They can act as neutral third parties during the policymaking process, particularly during the negotiation of controversial issues, such as sharing natural resources and land-use administration.
- They can act as transborder advocates, pressuring governments to incorporate transborder aspects into their planning and policies.

5.5 The border governors conference

The Border Governors Conference currently deals with issues through a structure of 13 worktables. The design and follow-up of the joint declarations made annually at the Conference largely depend on the diligence and coordination of those designated annually to lead each of these 13 workgroups. The variations in the fulfillment of the goals and objectives recorded in each of the worktables in recent years reflect the difficulty experienced by the ten states in dealing with all the issues and contributing to the work required by the Border Governors Conference. Likewise progress in interstate and international work is increasingly sensitive to the budgetary limitations of public funds.

The Border Governors Conference should therefore restructure the worktables to reduce the financial burden of the logistics of work and find a more effective, controllable structure to achieve the agreements. Within the framework of the Strategic Guidelines, the Border Governors Conference work should be organized around the strategic areas suggested here, in other words, *competitiveness, sustainability, security, and quality of life*.

Chapter 6

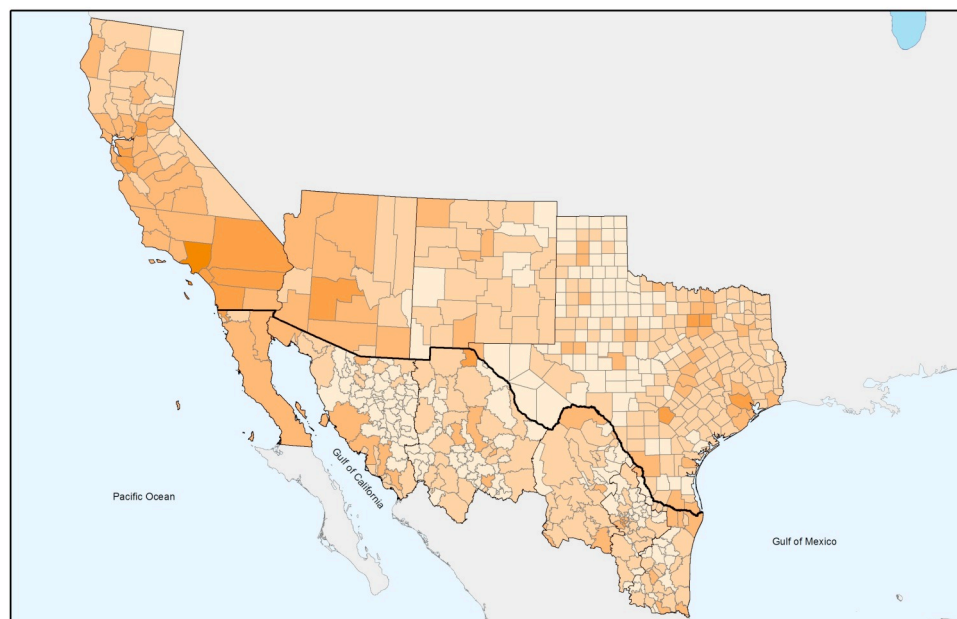
Final Remarks

The Strategic Guidelines contained herein are offered within the framework of a social, economic and environmental problem, and a critical situation regarding security for the transborder region. But as in any crisis, this situation includes opportunities that go beyond the immediacy of the problems, many of which are related to the present moment. They bear out the position that the opportunities provided by a crisis should be capitalized on to change structural issues, which in turn define the medium and long term.

In this respect, the Border Governors Conference has taken the initiative to convene society, businesspeople, academic institutions, and federal and local authorities to acknowledge the interdependence that is such an integral part of the transborder region, but also the enormous potential it represents.

APPENDIX: U.S.-Mexico Border Data Sheets

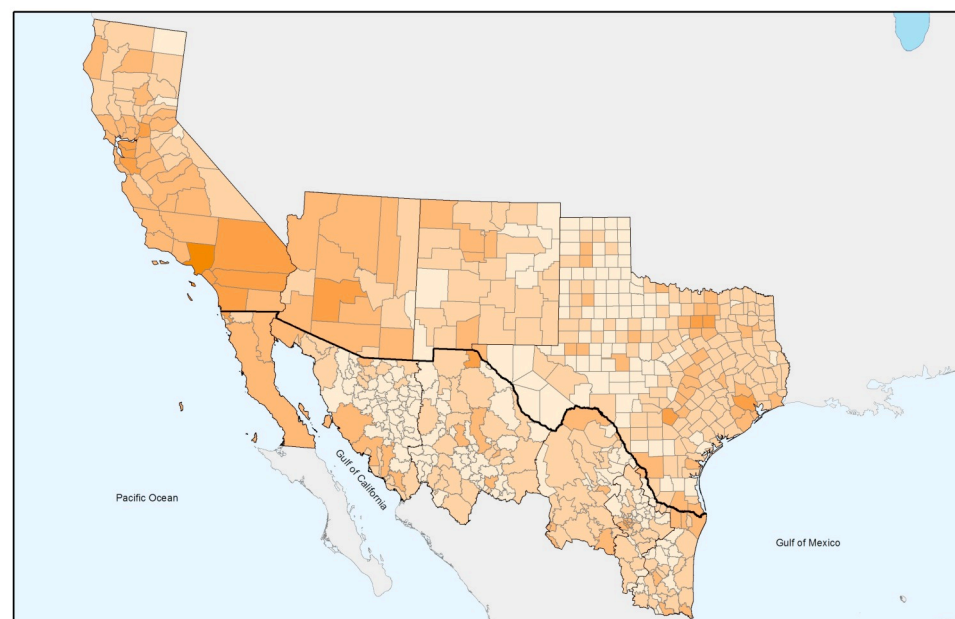
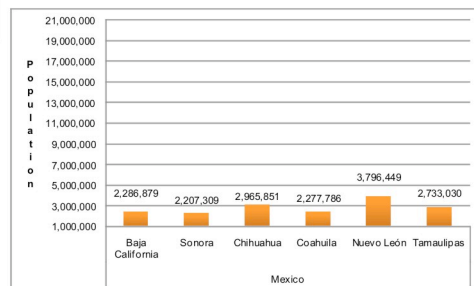
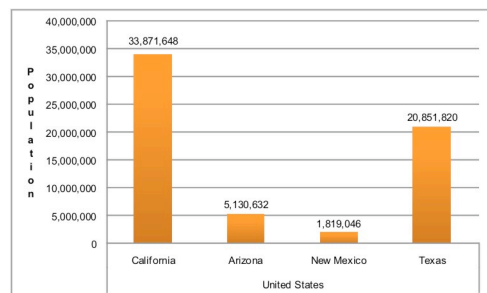
Total population 2000 and 2005



Total Population, 2000



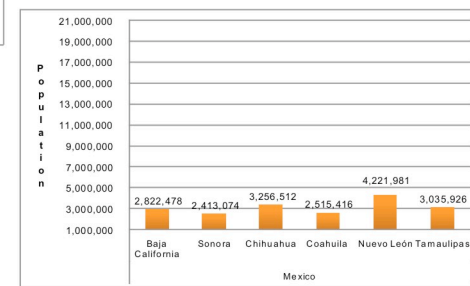
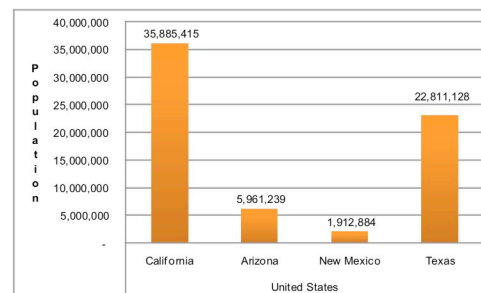
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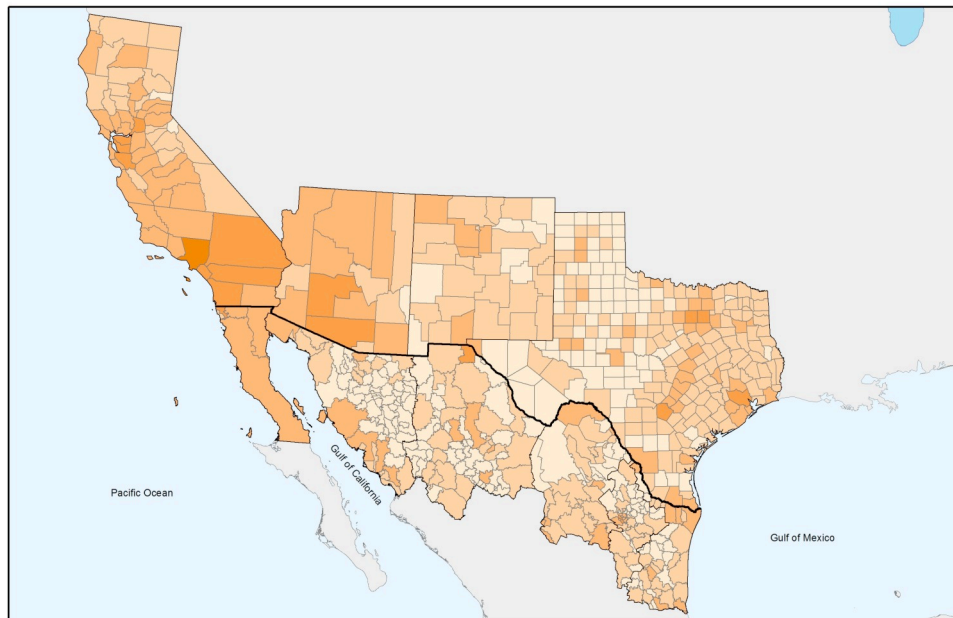
Total Population, 2005



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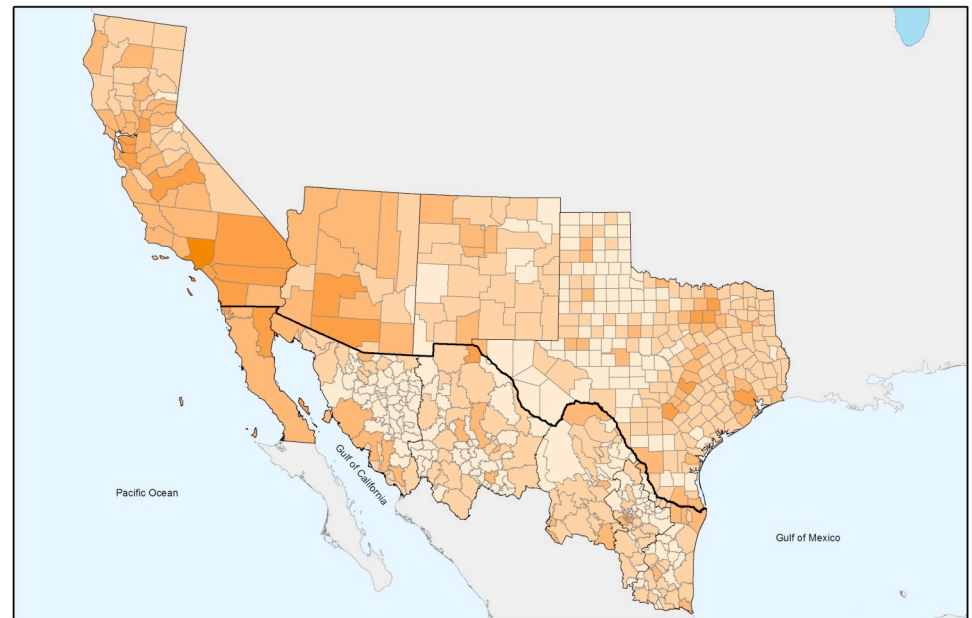
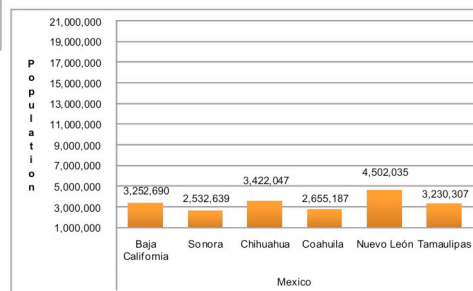
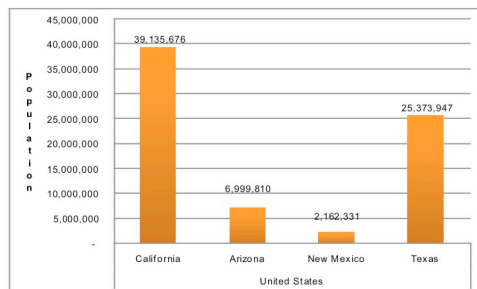
Projection of total population 2010 and 2015



Projection of Total Population, 2010



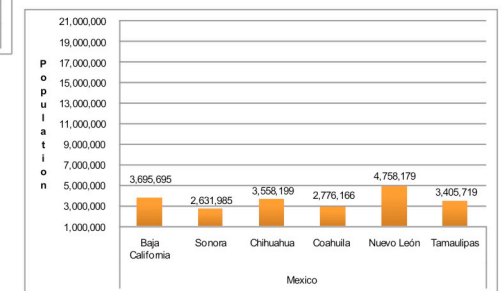
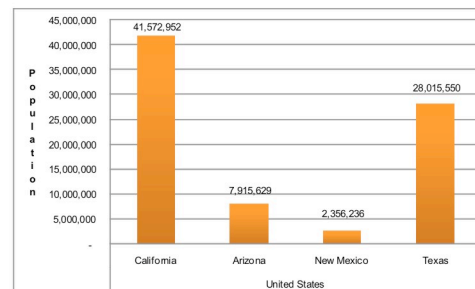
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Projection of Total Population, 2015

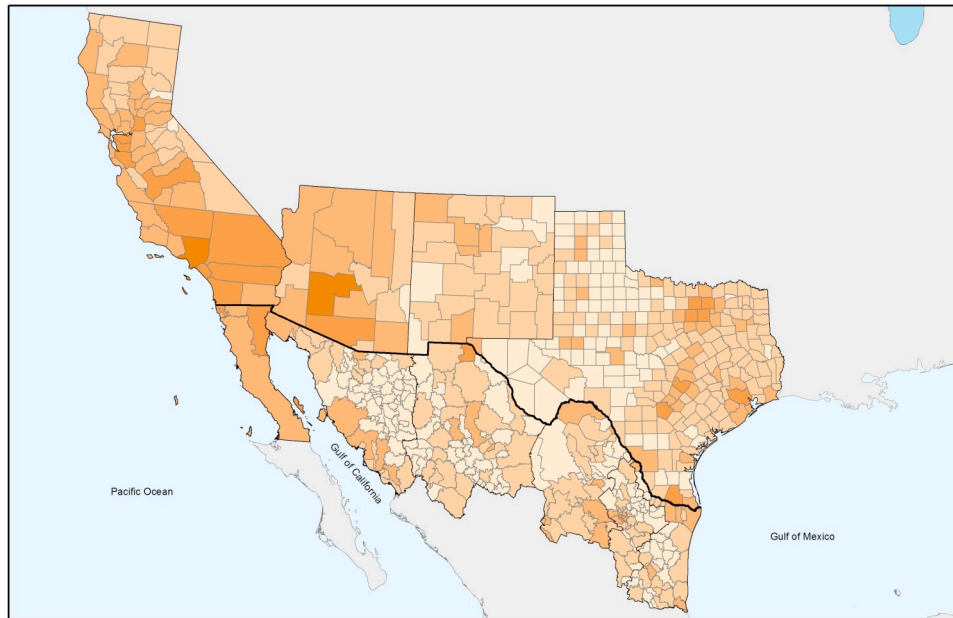


Prepared by: COLEF-USEG



Source: CONAPO, *Proyecciones de Población de México 2005-2030*; State of California, Department of Finance, *Population Projections for California and Its Counties 2000-2050*, Sacramento, California, July 2007; Arizona Department of Commerce, The Center for Economic Advancement, *Arizona Projections 2006-2055*; Bureau of Business and Economic Research, University of New Mexico, *New Mexico County Population Projections July 1, 2005 to July 1, 2035*, Released August 2008; Texas State Data Center, The University of Texas at San Antonio, *Texas Population Projections 2000-2040*.

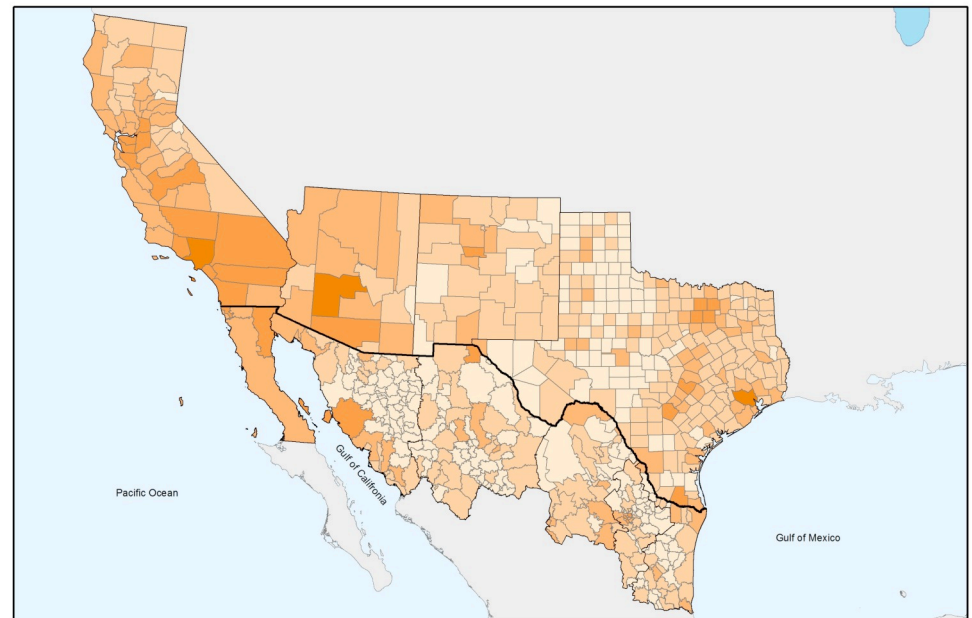
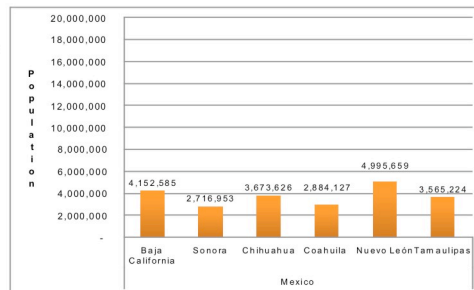
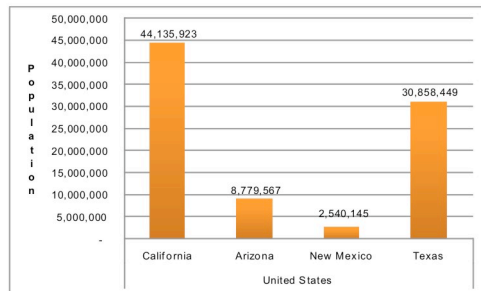
Projection of total population 2020 and 2030



Projection of Total Population, 2020



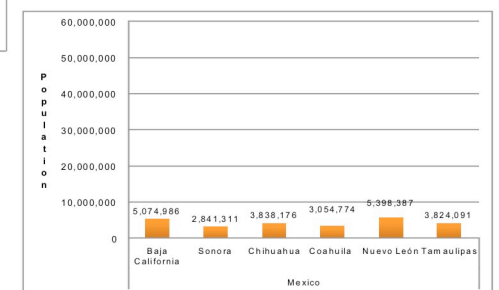
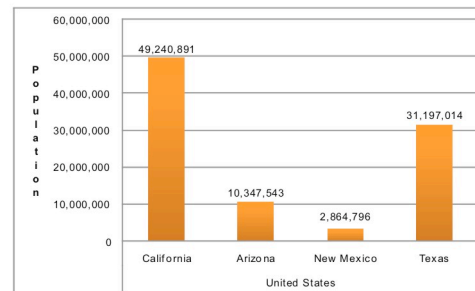
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Projection of Total Population, 2030

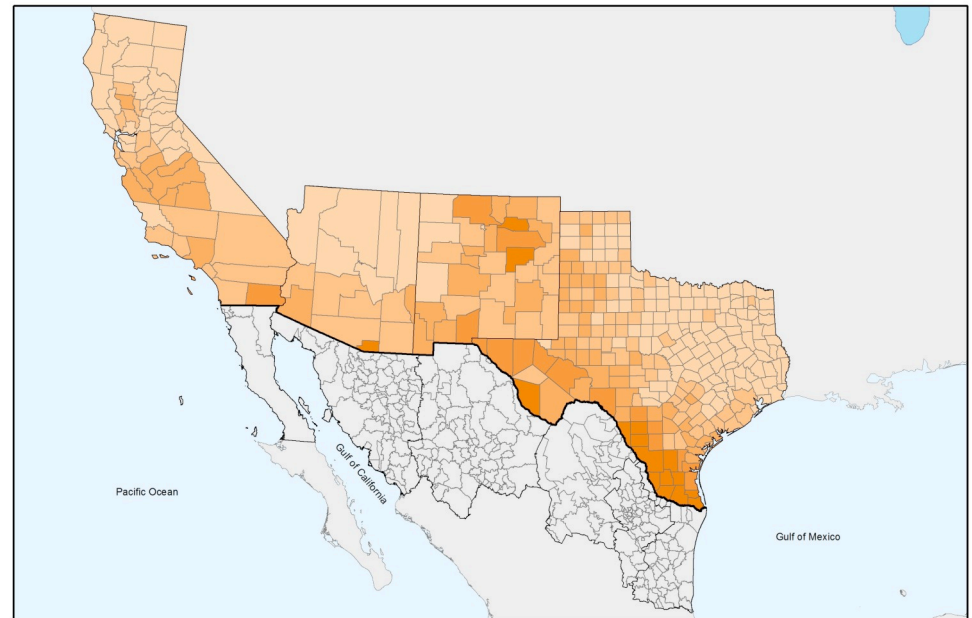


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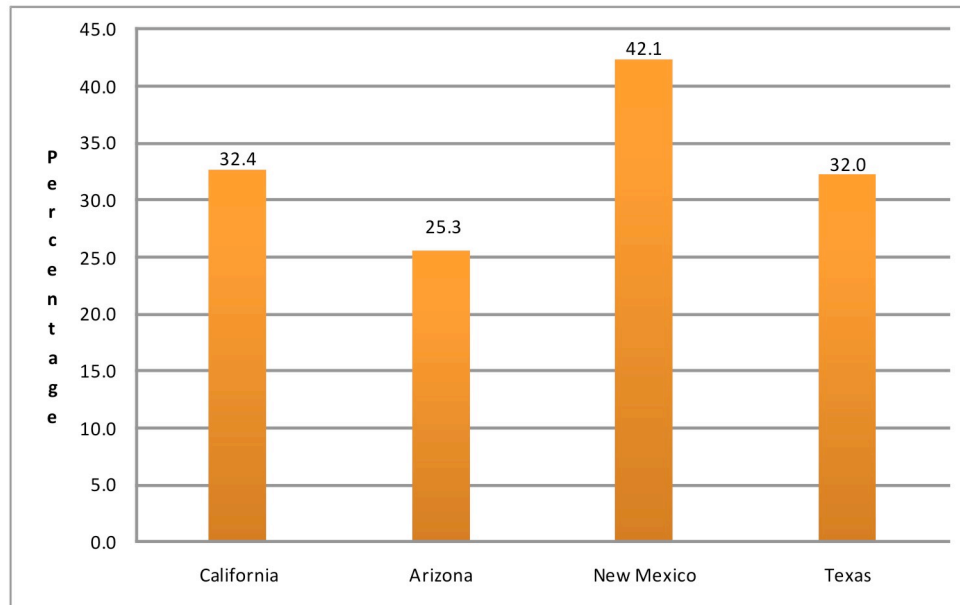


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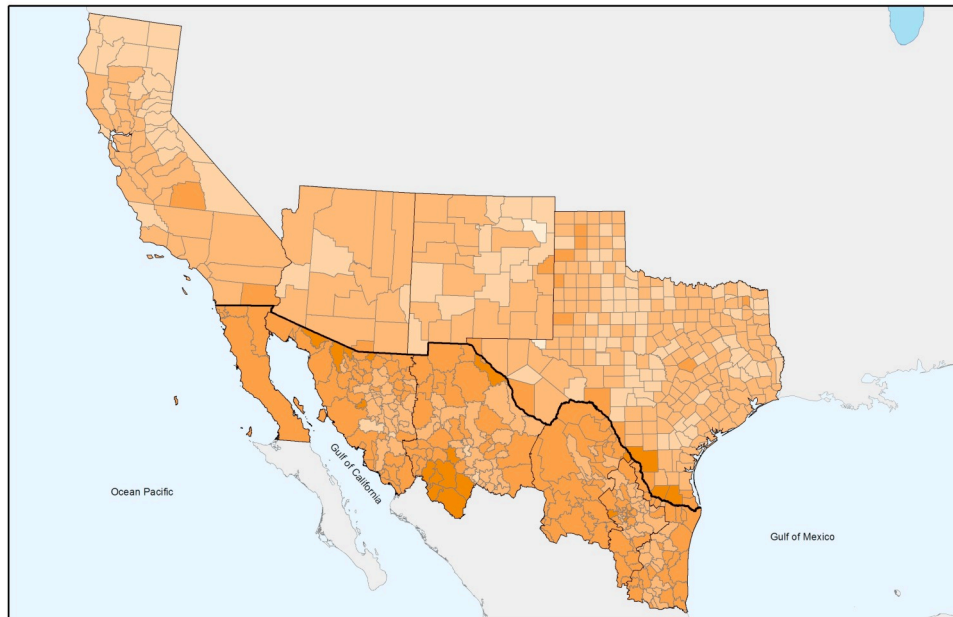
Hispanic population (%) Counties, 2000



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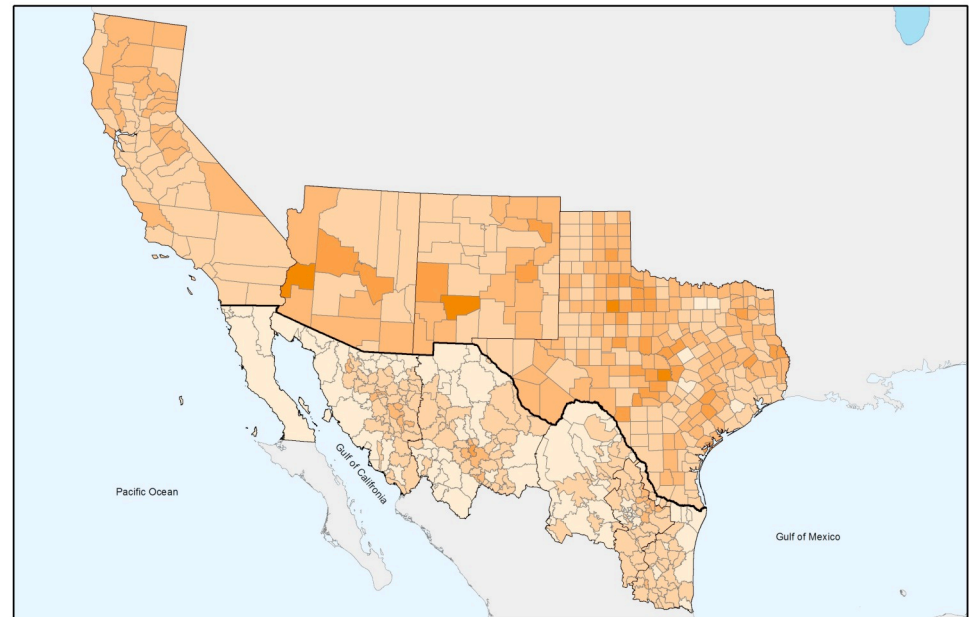
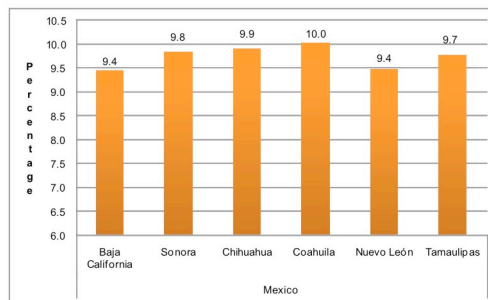
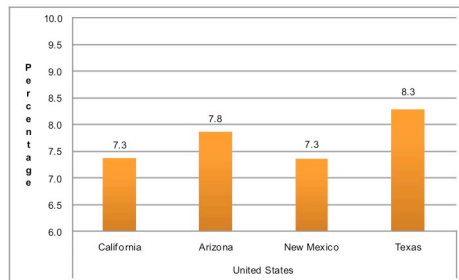
Population under 5 years of age (%) and Old age dependency rate (%), 2005



Proportion of population under 5 years, 2005



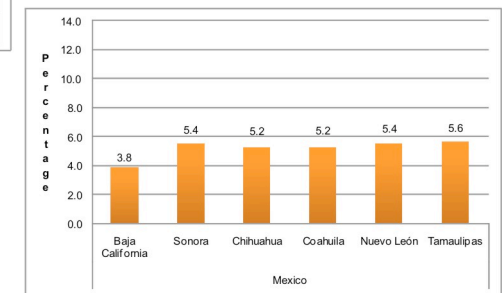
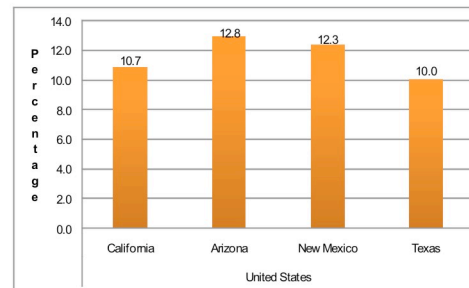
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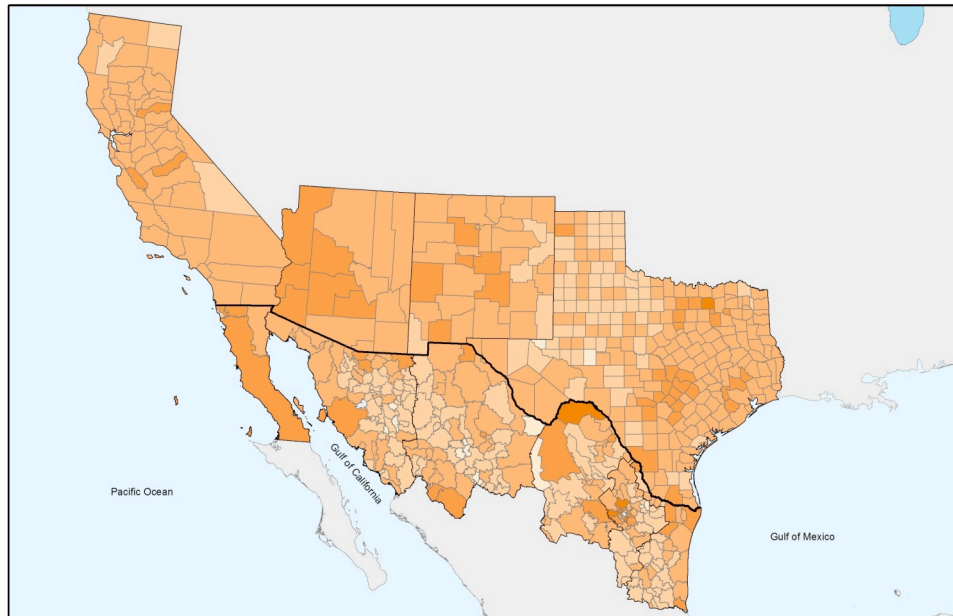
Old aged dependency ratio (%), 2005



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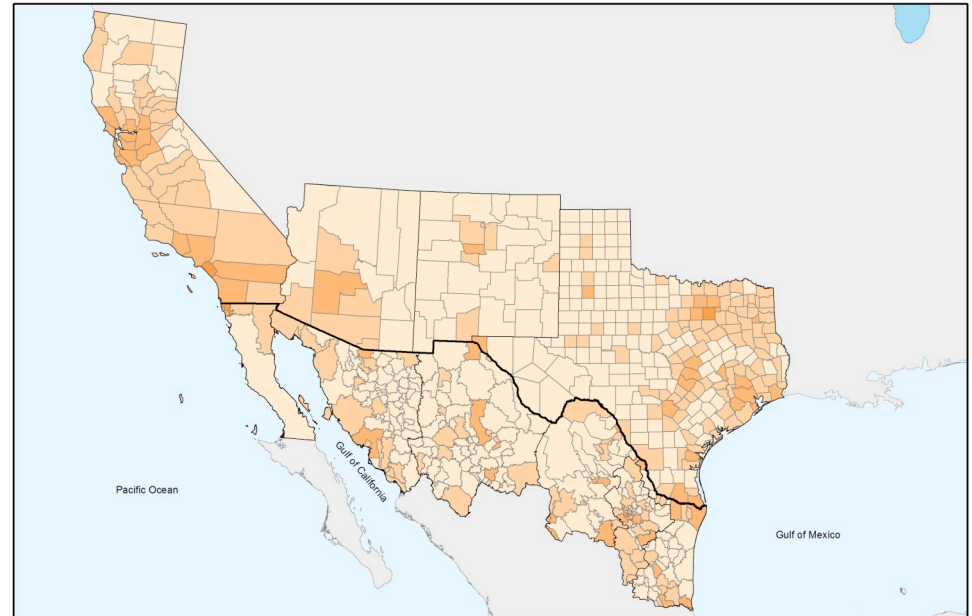
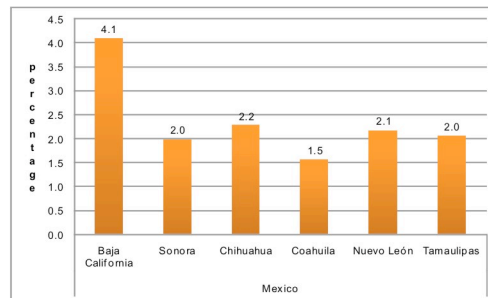
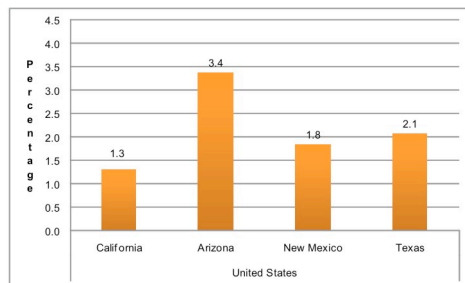
Average annual rate of population growth (%), 1990-2000 and Population density (inhabitants / km²), 2008



Average rate of population growth (%), 1990-2000



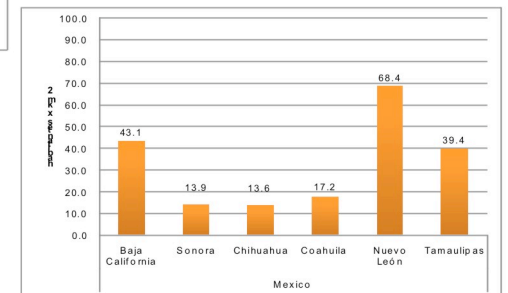
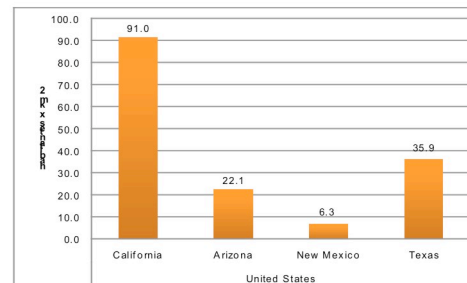
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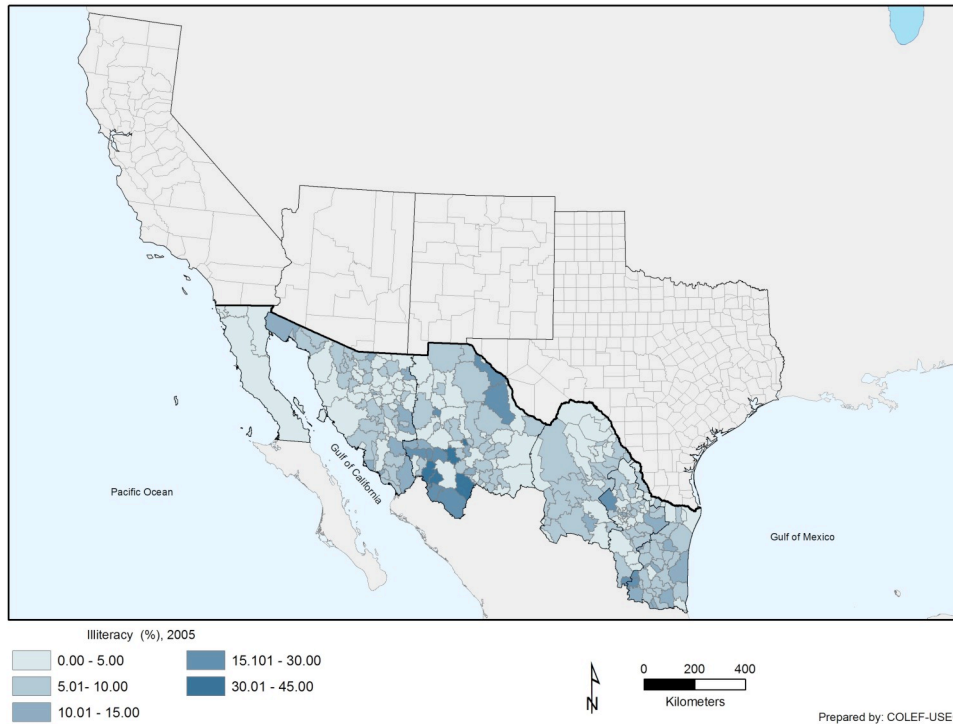
Population density (inhabitants / Km²), 2008



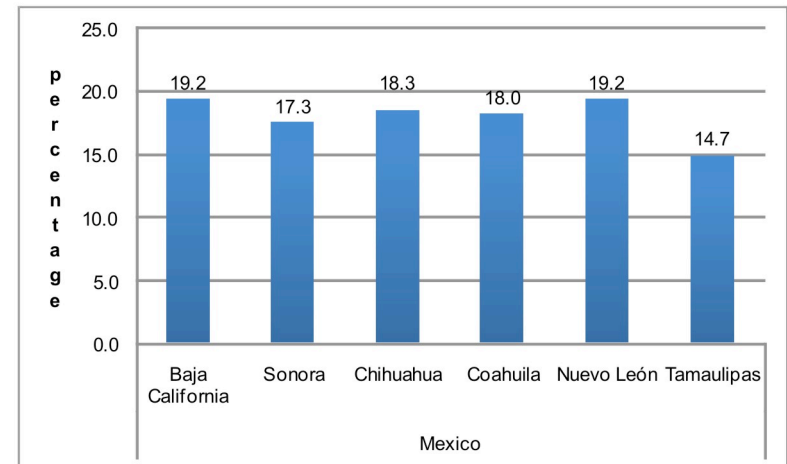
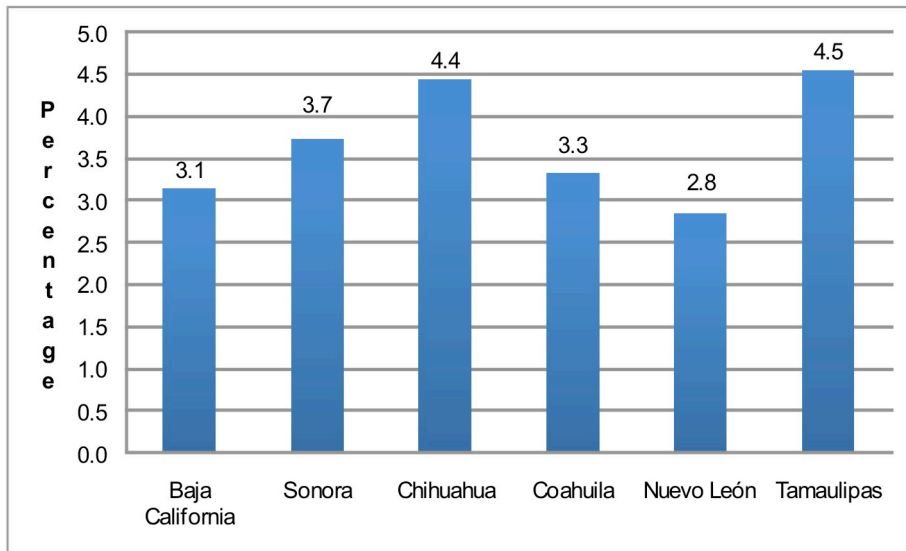
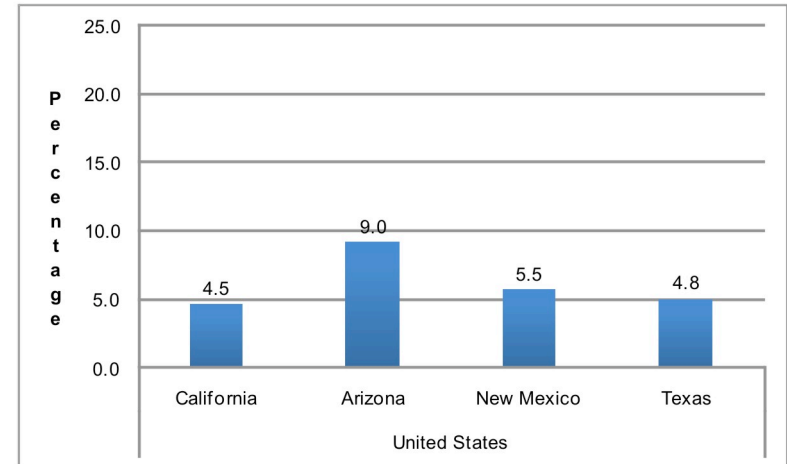
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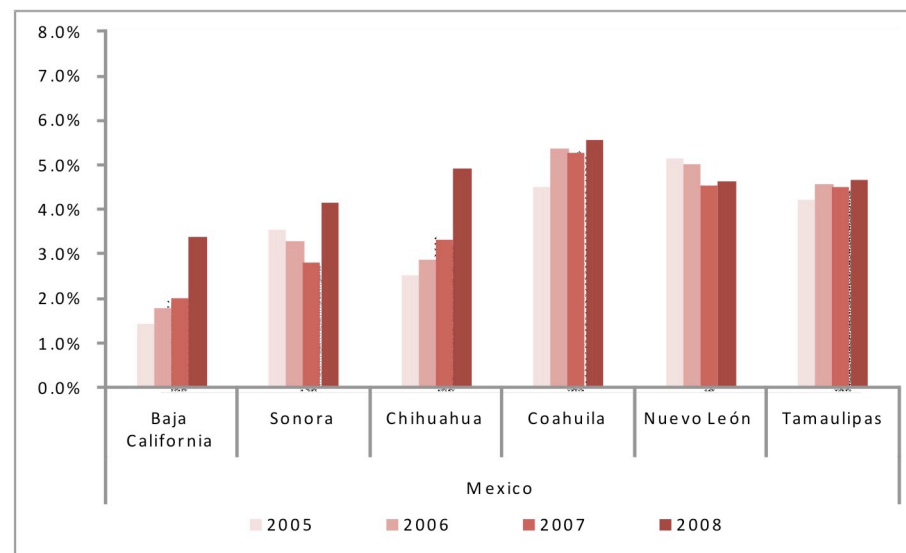
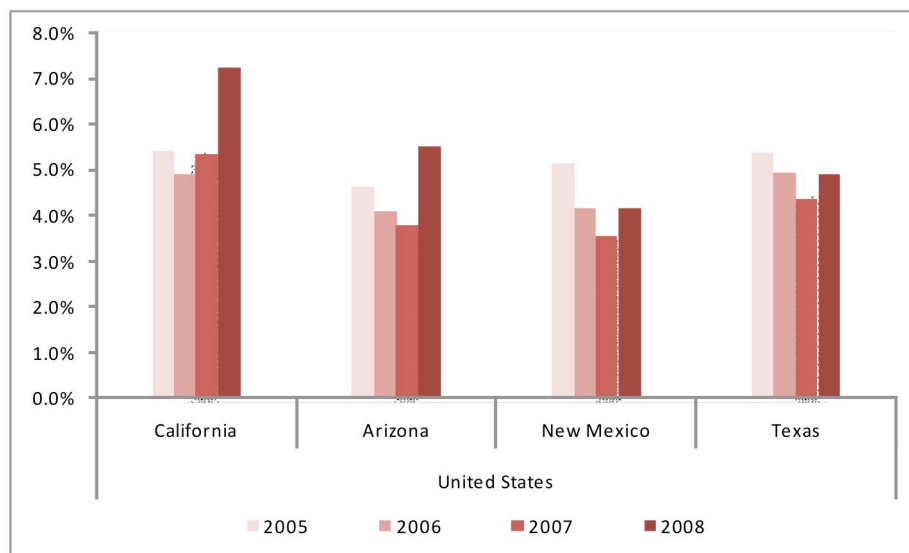
Illiteracy (%) municipalities in Mexican border states, 2005 and High school dropout index (%), 2005-2006 school year



High school



Unemployment rate (%), 2005-2008 and Minimum wage per working day (dollars), 2000-2009



Country	States	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009*
Mexico**	Baja California	\$4.01	\$4.32	\$4.36	\$4.04	\$4.01	\$4.30	\$4.47	\$4.63	\$4.72	\$3.95
	Sonora	\$3.73	\$4.07	\$4.16	\$3.89	\$3.87	\$4.17	\$4.33	\$4.49	\$4.58	\$3.85
	Chihuahua	\$3.73	\$4.08	\$4.16	\$3.89	\$3.87	\$4.17	\$4.33	\$4.49	\$4.58	\$3.85
	Coahuila	\$3.46	\$3.84	\$3.96	\$3.73	\$3.73	\$4.04	\$4.20	\$4.36	\$4.44	\$3.75
	Nuevo León	\$3.59	\$3.95	\$4.06	\$3.81	\$3.80	\$4.10	\$4.26	\$4.42	\$4.44	\$3.79
	Tamaulipas	\$3.73	\$4.07	\$4.16	\$3.89	\$3.87	\$4.17	\$4.33	\$4.49	\$4.58	\$3.95
	National	\$3.71	\$4.02	\$4.11	\$3.85	\$3.84	\$4.15	\$4.32	\$4.47	\$4.56	\$3.85
United States	California	\$46.00	\$50.00	\$54.00	\$54.00	\$54.00	\$54.00	\$54.00	\$54.00	\$55.20	\$64.00
	Arizona	\$41.20	\$41.20	\$41.20	\$41.20	\$41.20	\$41.20	\$41.20	\$54.00	\$55.20	\$58.00
	Nuevo México	\$34.00	\$34.00	\$34.00	\$34.00	\$41.20	\$41.20	\$41.20	\$60.00	\$64.00	\$60.00
	Texas	\$26.80	\$26.80	\$41.20	\$41.20	\$41.20	\$41.20	\$41.20	\$41.20	\$52.00	\$58.00
	National	\$41.20	\$41.20	\$41.20	\$41.20	\$41.20	\$41.20	\$41.20	\$41.20	\$46.80	\$52.40

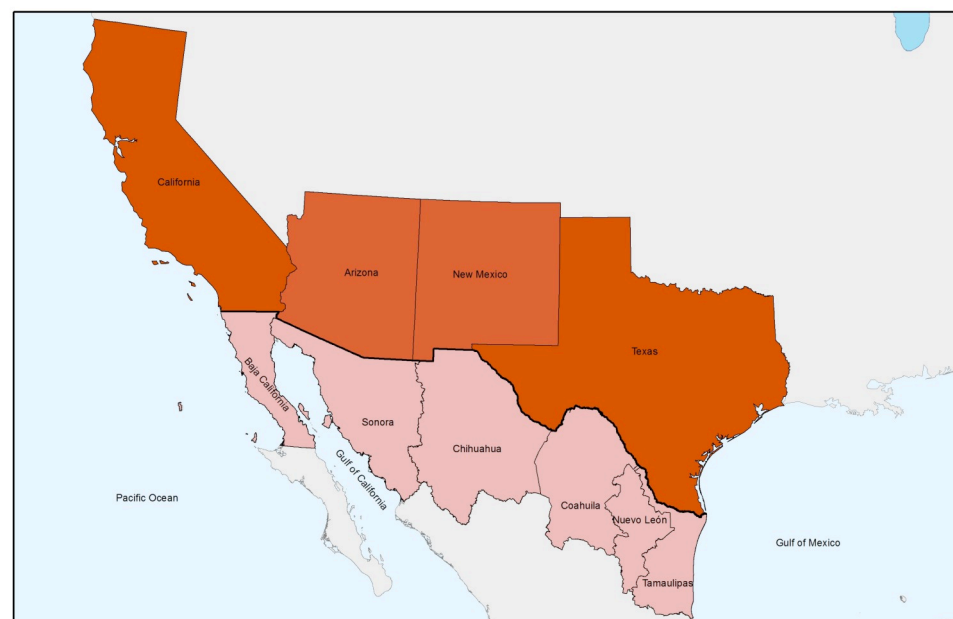
* Current figures for Mexico from January 1, for United States from July 1, 2009.

** The minimum wage was converted into dollars according to the exchange rate published in El Diario Oficial de la Federación.

Source: INEGI/Comisión Nacional de los Salarios Mínimos, Banxico; The Department of Labor's, Industrial Commission of Arizona.

GDP (millions of dollars) and GDP per capita at constant prices (dollars), 2003-2006

Country	States	2003	2004	2005	2006
Mexico*	Baja California	\$31,816	\$31,673	\$33,295	\$33,888
	Coahuila	\$34,374	\$33,892	\$35,022	\$35,866
	Chihuahua	\$34,891	\$34,673	\$36,367	\$37,270
	Nuevo León	\$76,449	\$76,447	\$81,063	\$84,076
	Sonora	\$24,865	\$24,879	\$26,323	\$27,493
	Tamaulipas	\$35,838	\$36,169	\$37,211	\$36,271
	National	\$1,050,562	\$1,032,370	\$1,079,674	\$1,095,073
United States**	Arizona	\$ 182,011	\$ 193,448	\$ 215,207	\$ 236,421
	California	\$ 1,406,511	\$ 1,519,443	\$ 1,628,599	\$ 1,727,599
	New Mexico	\$ 57,469	\$ 63,452	\$ 68,003	\$ 71,782
	Texas	\$ 828,797	\$ 901,673	\$ 982,058	\$ 1,070,305
	National	\$ 10,886,172	\$ 11,607,041	\$ 12,339,002	\$ 13,090,776



GDP per capita at constant prices (dollars), 2006



Prepared by: COLEF-USEG

Country	States	2003	2004	2005	2006
Mexico*	Baja California	\$11,999	\$11,572	\$11,796	\$11,654
	Coahuila	\$14,014	\$13,639	\$13,923	\$14,092
	Chihuahua	\$10,968	\$10,769	\$11,167	\$11,320
	Nuevo León	\$18,641	\$18,365	\$19,200	\$19,644
	Sonora	\$10,541	\$10,424	\$10,908	\$11,273
	Tamaulipas	\$12,140	\$12,077	\$12,257	\$11,790
	National	\$10,300	\$10,023	\$10,387	\$10,442
United States**	Arizona	\$35,475	\$37,705	\$36,101	\$39,660
	California	\$41,525	\$44,859	\$44,067	\$46,746
	New Mexico	\$31,593	\$34,882	\$34,532	\$36,451
	Texas	\$39,747	\$43,242	\$42,747	\$46,588
	National	\$38,683	\$41,244	\$41,748	\$44,291

* Base year 2003. GDP data according to the North American Industry Classification System (NAICS). Conversion Rate According to Purchasing Power Parity for GDP.

** Based year 1997.

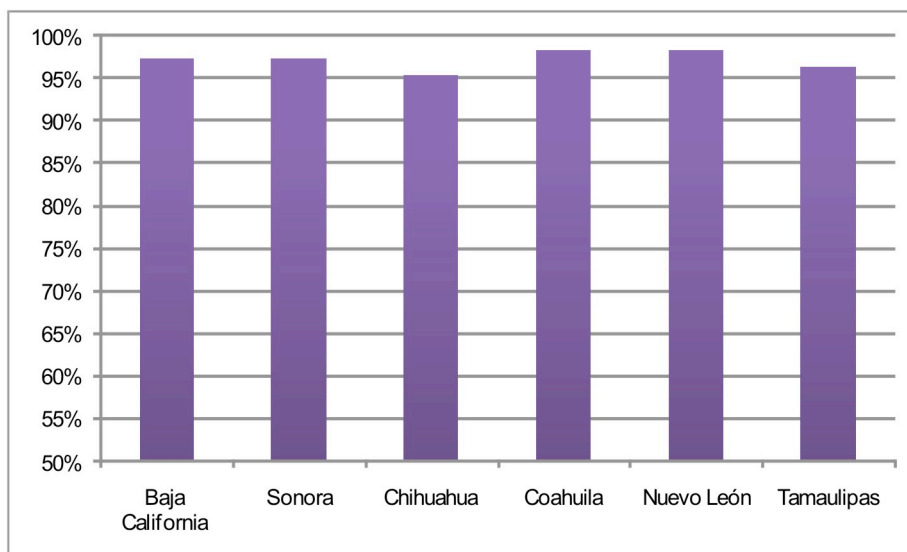
Source: INEGI. Sistema de Cuentas Nacionales de México, Banco de Información Económica (BIE); Bureau of Economic Analysis U.S. Department of Commerce. Department of Finance. California Government; Arizona Department of Commerce. The Center for Economic Advancement; Bureau of Business and Economic Research, University of New Mexico; Texas State Data Center, The University of Texas at San Antonio.

OECD, Stat Extracts National Accounts.

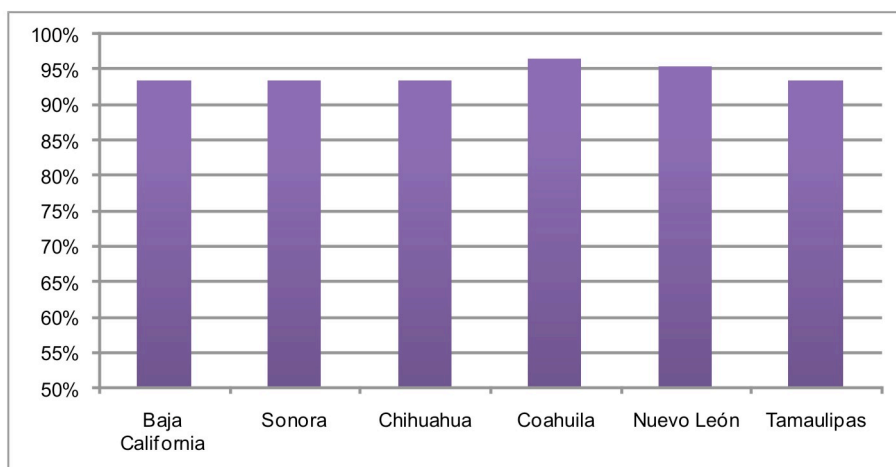
http://stats.oecd.org/Index.aspx?datasetcode=SNA_TABLE4

Electricity coverage (%), Piped water (%), Drain (%), Mexican states, 2005

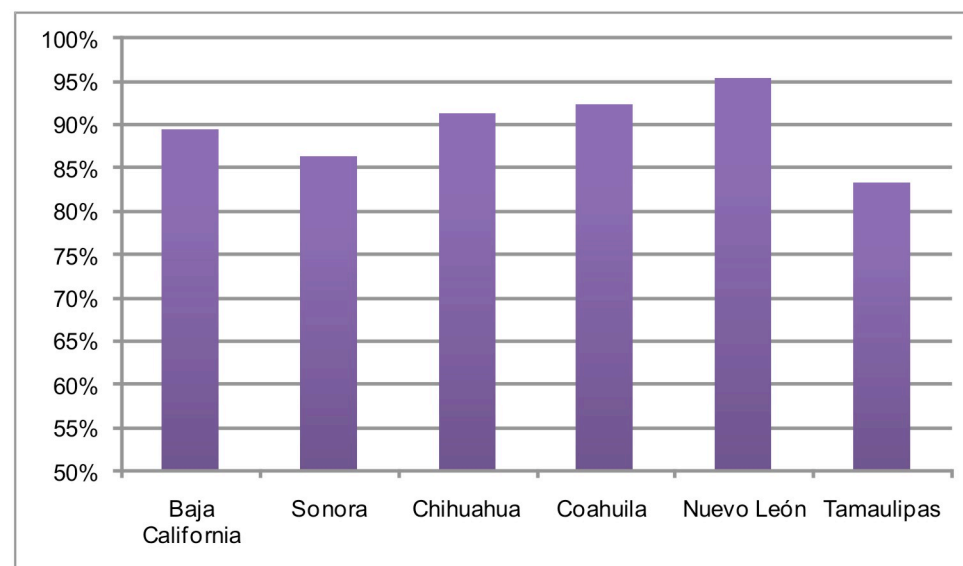
Electricity



Piped water



Drain

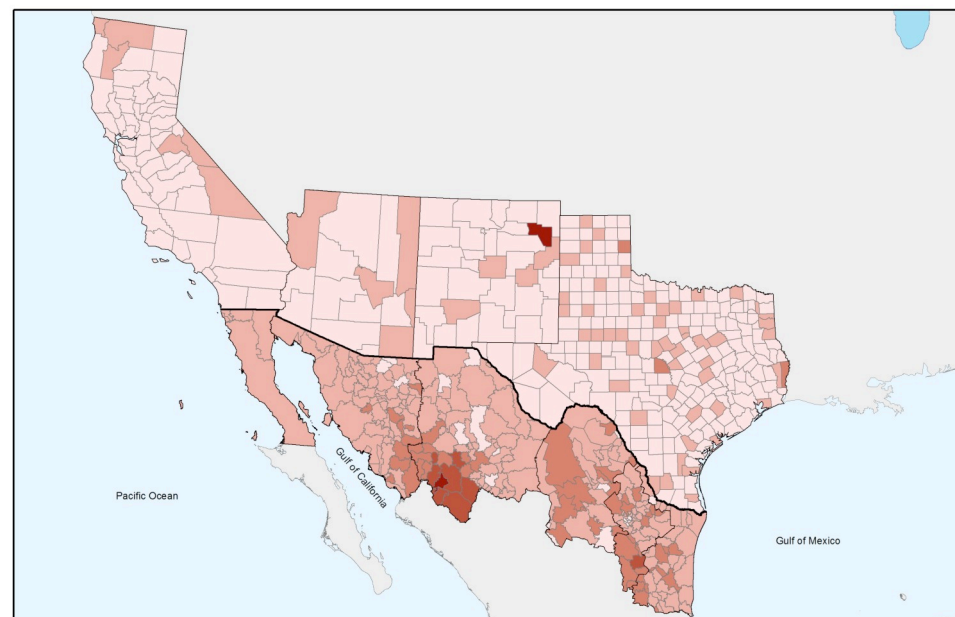
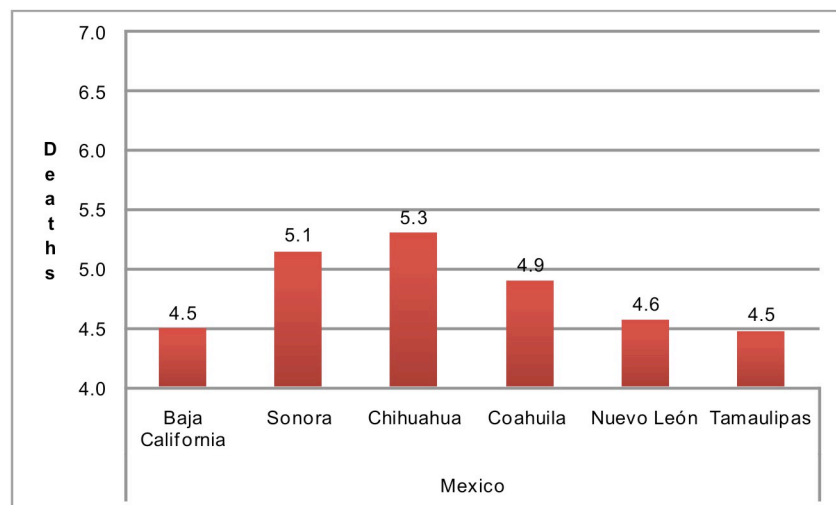
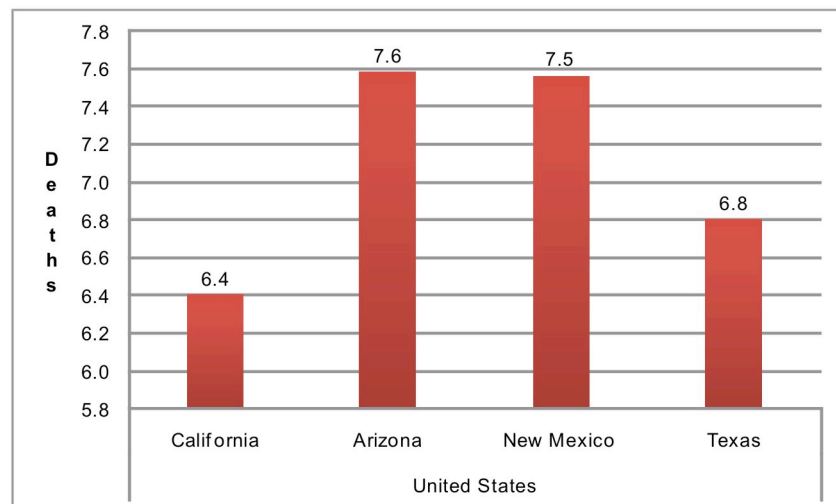


* Assuming 100% coverage for the United States.

Source: INEGI, II Conteo General de Población y Vivienda 2005.

Overall mortality rate (deaths per thousand population) and Infants mortality rate (deaths per thousand live births), 2005

Overall mortality

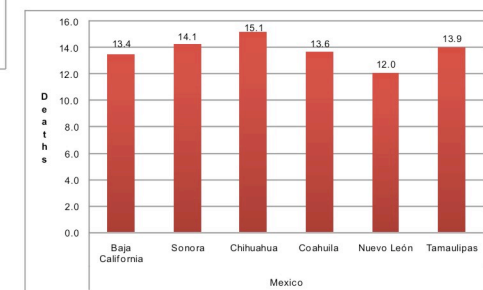
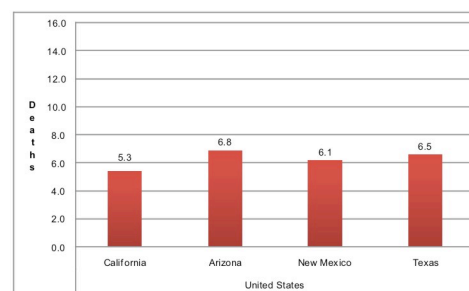


Infants mortality rate (deaths per thousand live births), 2005



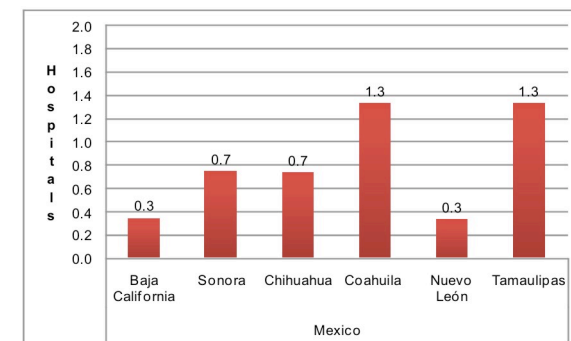
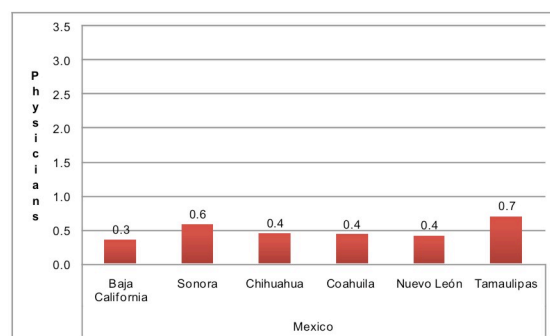
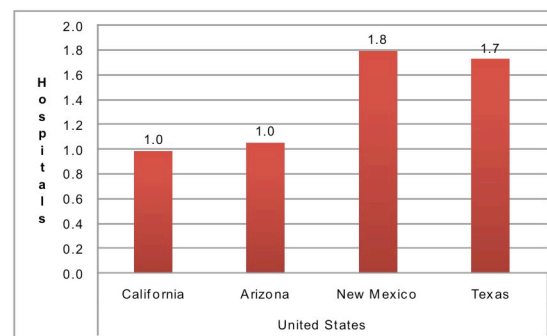
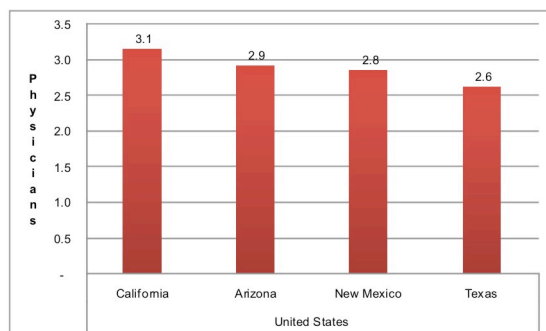
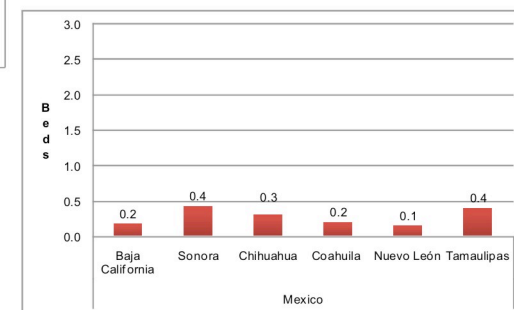
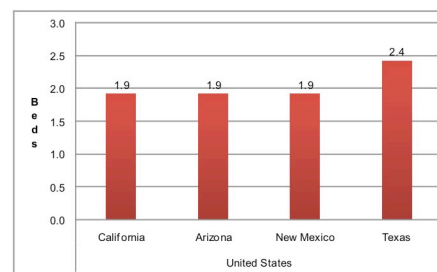
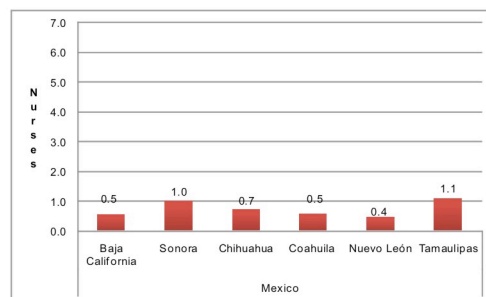
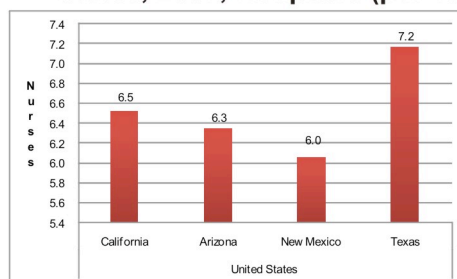
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Infants mortality



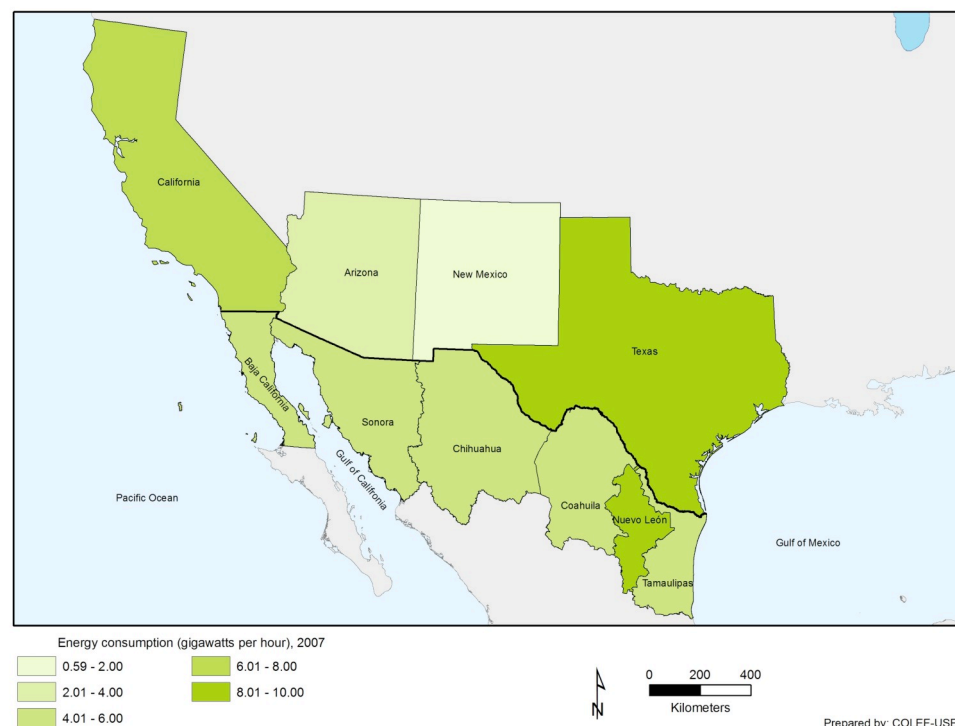
Source: Prepared by the author based on INEGI, Registros Administrativos, Defunciones; INEGI, *I y II Censo de Población y Vivienda 1995 y 2005*; INEGI, *XII Censo General de Población y Vivienda 2000*; California Department of Public Health; California Department of Finance, California Government; Arizona Department of Health Services, Division of Public Health Services; Arizona Department of Commerce; The Center for Economic Advancement; New Mexico Bureau of Vital Records and Health Statistics; Bureau of Business and Economic Research, University of New Mexico; Texas Department of State Health Services; Texas State Data Center. The University of Texas at San Antonio.

Nurses and Physicians (per thousand population) States Mexico, 2007 and United States, 2008; Hospital beds (per thousand population) States, 2007; Hospitals (per 100 thousand population) States, 2007



Energy consumption (gigawatts per hour), 2007 and Natural gas consumption (millions cubic feet), 1997-2007

	States	Consumption	Consumption as as % of the total of the country
Mexico	Baja California	9,223	5.1
	Sonora	9,497	5.3
	Chihuahua	9,332	5.2
	Coahuila de Zaragoza	8,690	4.8
	Nuevo León	14,719	8.2
	Tamaulipas	8,183	4.5
	Mexico	180,469	
United States	California	264,235	7.0
	Arizona	77,193	2.1
	New Mexico	22,267	0.6
	Texas	343,829	9.1
	United States	3,764,604	



Natural gas

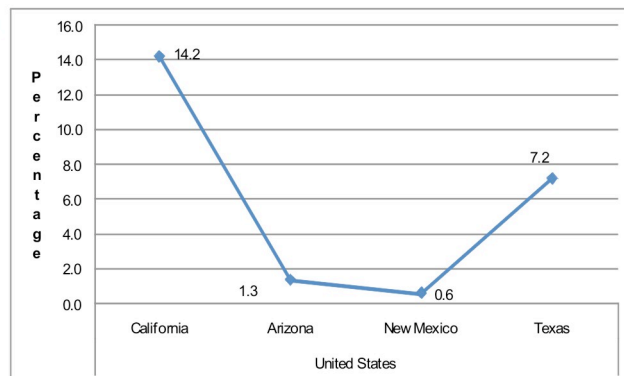
	States	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Mexico	Baja California	365	2,190	4,015	13,140	22,995	36,500	65,700	82,855	90,520	103,295	97,455
	Sonora	4,015	3,650	5,110	8,760	12,410	19,710	28,105	31,025	31,390	39,785	40,150
	Coahuila	50,005	51,830	53,655	51,830	40,150	52,925	46,355	46,720	44,530	47,450	49,275
	Chihuahua	39,055	47,815	54,750	66,065	65,700	77,745	81,760	80,665	72,635	83,950	94,170
	Nuevo León	142,350	151,475	158,045	182,865	170,820	193,085	222,285	204,400	202,575	221,555	220,460
	Tamaulipas	73,365	75,555	86,505	101,835	98,550	136,875	132,130	195,640	202,210	238,345	280,320
	California	2,146,211	2,309,883	2,339,521	2,508,797	2,464,565	2,273,193	2,269,405	2,406,889	2,248,256	2,315,721	2,394,930
Unites States	Arizona	134,706	158,355	165,076	205,235	240,812	250,734	272,921	349,622	321,584	358,069	393,039
	New Mexico	256,464	245,823	236,264	266,469	266,283	235,098	221,021	223,575	220,717	223,636	233,951
	Texas	4,116,722	4,205,459	4,009,689	4,421,777	4,252,152	4,303,831	4,050,632	3,908,243	3,503,636	3,432,236	3,515,902

Source: Prepared by the author based on Comisión Federal de Electricidad (CFE); U.S. Energy Information Administration. Official Energy Statistics from the U.S. Government. *Electricity Consumption Estimates by sector*. Secretaría de Energía (SENER), *Prospectiva del mercado del gas natural en México 2008-2017*; U.S. Energy Information Administration. Official Energy Statistics from the U.S. Government. *Gas Natural Consumption 1997-2007*.

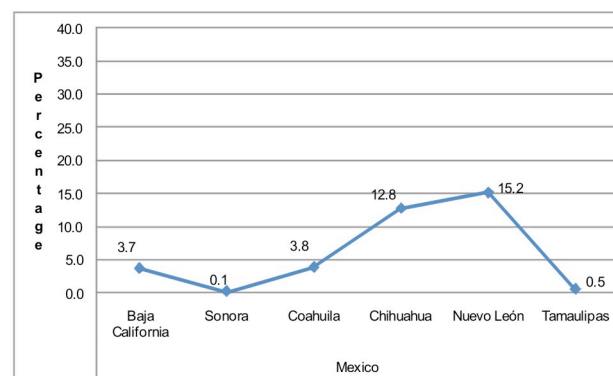
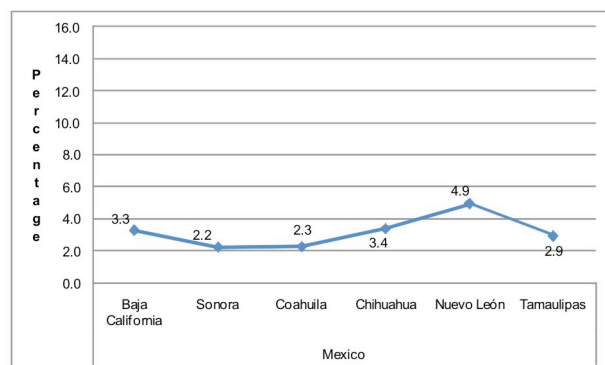
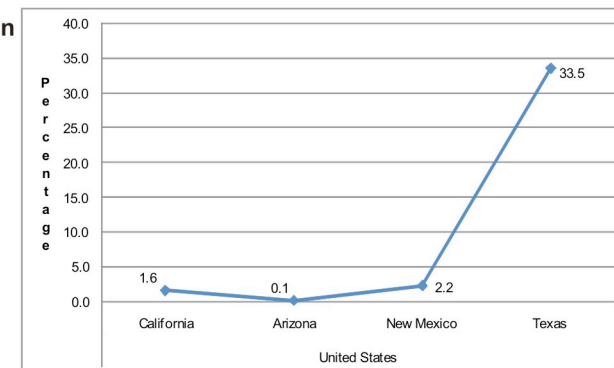
Protected area and solid waste generation and hazardous waste generation

Country	States	State Total Area (acres)	Protected Area (has)	% Protected Area
Mexico	Baja California	7,144,600	4,779,453	66.9
	Sonora	17,950,300	1,024,346	5.7
	Chihuahua	24,745,500	1,004,497	4.1
	Coahuila	15,156,300	2,155,078	14.2
	Nuevo León	6,422,000	183,443	2.9
	Tamaulipas	8,017,500	572,837	7.1
United States	California	40,393,157	20,276,472	50.2
	Arizona	29,431,126	4,649,906	1.6
	New Mexico	31,430,840	965,004	3.1
	Texas	67,804,930	3,160,136	4.7

Solid waste generation
(% of national total)
States, 2004

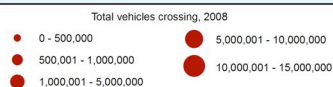


Hazardous waste generation
(% of national total)
States, 2004-2007

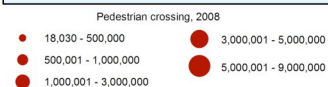


Source: Elaboración propia con datos de SEMARNAT. Comisión Nacional de Áreas Naturales Protegidas de México; Nacional Park Service-U.S. Department of Interior, *The Nacional Parks: Index: 2005-2007*. Washington D.C. SEMARNAT, *Compendio de Estadísticas Ambientales*, 2008; EPA, National Biennial RCRA Hazardous Waste Report: information 2005-2007.

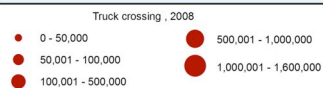
Total vehicle crossing*, Truck crossing, Pedestrian crossing, Passenger crossing on private vehicles, Border Port of Entry, 2004-2008



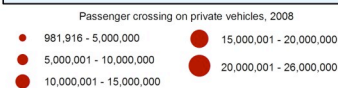
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* Personal vehicles, buses and trucks

Source: U.S. Department of Transportation (US DOT), Bureau of Transportation Statistics.

Waiting time at vehicles' and Waiting time at passengers' crossing point (daily average in minutes) Border Port of Entry, 2003-2007



Waiting time at commercial vehicles crossing point (daily average in minutes), 2007



Prepared by: COLEF-USEG



Waiting time at passengers' crossing point (daily average in minutes), 2007



Prepared by: COLEF-USEG

Port of Entry	2003	2004	2005	2006	2007
Calexico-East, CA	7.9	6.6	7.5	23.3	16.3
Otay Mesa, CA	15.9	15.5	25.9	45.1	42.5
Tecate, CA	5.0	6.1	5.7	11.4	2.9
Nogales-Mariposa, AZ	10.4	18.2	19.2	23.9	17.4
Santa Teresa, NM	1.4	1.1	0.0	0.5	1.6
Brownsville-Los Indios, TX	1.5	1.3	1.2	1.9	2.4
Brownsville-Veterans International, TX	8.8	10.0	7.8	10.2	10.0
Del Rio, TX	3.0	2.6	1.9	3.3	5.4
Eagle Pass-Bridge I, TX	1.6	0.0	0.0	0.0	0.0
El Paso-Bridge of the Americas (BOTA), TX	6.1	5.9	11.3	13.0	8.4
El Paso-Ysleta, TX	8.3	11.0	12.4	8.6	14.3
Hidalgo/Pharr, Pharr, TX	7.8	8.8	12.1	18.6	15.6
Laredo-Colombia Solidarity, TX	4.9	3.7	6.6	11.9	13.0
Laredo-World Trade Bridge, TX	17.2	20.5	24.5	32.9	39.0
Presidio, TX	1.6	0.5	0.0	0.1	0.3
Progreso, TX	0.7	0.8	1.9	6.6	11.3
Rio Grande City, TX	3.1	2.5	2.5	2.5	1.5

Port of Entry	2003	2004	2005	2006	2007
Andrade, CA	3.9	7.1	7.4	19.8	26.3
Calexico-East, CA	9.1	14.0	22.8	27.6	34.2
Calexico-West, CA	21.9	25.1	36.7	41.8	50.6
Otay Mesa, CA	27.8	24.1	34.0	40.9	41.8
San Ysidro, CA	42.3	36.1	46.3	53.2	57.8
Tecate, CA	17.2	17.5	17.8	25.6	21.9
Douglas, AZ	10.8	13.7	9.9	13.7	23.6
Nogales-Deconcini, AZ	27.0	33.0	31.3	37.0	40.9
Nogales-Mariposa, AZ	21.2	28.6	26.0	34.3	36.9
San Luis, AZ	23.9	21.3	21.7	38.7	40.5
Santa Teresa, NM	4.1	2.1	0.1	2.3	10.4
Brownsville-B&M, TX	13.2	11.0	12.1	16.2	27.5
Brownsville-Gateway, TX	12.8	11.0	11.8	16.0	26.3
Brownsville-Los Indios, TX	6.0	4.7	4.4	6.1	10.8
Brownsville-Veterans International, TX	12.0	9.5	8.7	12.4	22.6
Del Rio, TX	11.1	10.9	8.2	11.0	15.6
Eagle Pass-Bridge I, TX	7.7	7.7	9.9	14.8	17.2
Eagle Pass-Bridge II, TX	6.8	6.1	7.2	13.3	14.6
El Paso-Bridge of the Americas (BOTA), TX	35.4	23.8	16.7	30.2	43.9
El Paso-Paso Del Norte (PDN), TX	17.2	16.0	12.0	22.6	40.7
El Paso-Ysleta, TX	17.1	16.8	14.4	21.5	30.3
Hidalgo/Pharr-Hidalgo, TX	21.6	17.2	19.3	24.6	29.8
Hidalgo/Pharr-Pharr, TX	12.6	12.3	11.9	17.8	23.0
Laredo-Bridge II, TX	16.6	19.4	19.3	25.8	35.0
Laredo-Bridge I, TX	12.8	18.4	23.2	26.9	31.3
Presidio, TX	6.0	0.9	0.4	4.9	13.6
Progreso, TX	4.5	5.8	6.4	10.9	19.0
Rio Grande City, TX	3.9	3.9	6.9	9.0	8.8
Roma, TX	4.5	4.3	5.9	8.1	11.1

Annual imports and exports by port of entry (values in unadjusted dollars) 2005-2008



Annual exports by port of entry (values in unadjusted dollars), 2008



Prepared by: COLEF-USEG



Annual imports by port of entry (values in unadjusted dollars), 2008



Prepared by: COLEF-USEG

District/Port	Imports			
	2005	2006	2007	2008
Laredo, TX				
Brownsville-Cameron	\$5,119,040,609	\$5,605,226,674	\$5,532,554,397	\$4,726,917,170
Del Rio	\$1,599,001,822	\$1,637,534,302	\$1,632,332,850	\$1,468,174,928
Eagle Pass	\$4,257,592,282	\$7,477,458,570	\$7,869,945,245	\$7,792,544,358
Laredo	\$52,801,486,994	\$58,215,840,784	\$63,016,378,766	\$61,891,094,932
Hidalgo	\$10,663,906,805	\$11,772,001,725	\$12,885,297,367	\$12,296,171,201
Rio Grande City	\$153,534,596	\$215,056,557	\$161,651,476	\$153,720,575
Progreso	\$9,869,424	\$50,741,015	\$57,153,004	\$68,534,935
Roma	\$9,985,919	\$11,208,049	\$11,520,539	\$8,193,161
Total	\$74,614,418,451	\$84,985,067,676	\$91,166,833,644	\$88,405,351,260
El Paso, TX				
El Paso	\$24,240,931,607	\$25,787,354,404	\$29,120,556,718	\$28,033,719,022
Presidio	\$148,921,405	\$146,430,640	\$134,547,675	\$104,071,189
Fabens	\$11,089	\$3,968	\$0	\$0
Columbus	\$34,867,847	\$35,668,921	\$48,617,724	\$40,779,463
Santa Teresa	\$756,855,134	\$739,987,014	\$911,024,618	\$841,641,649
Total	\$25,181,587,082	\$26,709,444,947	\$30,214,746,735	\$29,020,211,323
San Diego, CA				
San Ysidro	\$0	\$136,156	\$26,354	\$0
Tecate	\$619,745,557	\$620,858,585	\$599,253,603	\$569,252,314
Otay Mesa Station	\$15,151,096,737	\$18,661,354,113	\$20,761,133,373	\$21,229,610,230
Calexico-East	\$6,047,754,247	\$6,660,908,532	\$7,086,369,477	\$6,399,277,004
Total	\$21,818,596,541	\$25,943,257,386	\$28,446,782,807	\$28,198,139,548
Nogales, AZ				
Douglas	\$784,473,342	\$708,507,573	\$885,133,257	\$767,694,508
Lukeville	\$242,801	\$250,606	\$485,362	\$612,431
Naco	\$35,040,805	\$40,537,743	\$68,260,565	\$10,326,854
Nogales	\$9,054,886,435	\$12,517,055,675	\$12,144,392,241	\$12,207,328,261
San Luis	\$635,452,651	\$627,004,757	\$704,950,222	\$646,880,639
Total	\$10,510,096,034	\$13,893,356,354	\$13,803,221,647	\$13,632,842,693
General Total	\$88,487,505,026	\$99,644,611,591	\$106,738,019,219	\$102,860,265,728

District/Port	Exports			
	2005	2006	2007	2008
San Diego, CA				
Andrade	\$2,823,635	\$1,795,682	\$1,271,994	\$1,902,957
Calexico	\$12,417,598	\$30,999,233	\$38,199,686	\$59,943,128
San Ysidro	\$138,115,839	\$145,534,846	\$176,452,635	\$246,878,195
Tecate	\$537,456,365	\$586,765,447	\$612,478,715	\$558,578,690
Otay Mesa Station	\$9,297,208,899	\$9,972,291,151	\$9,989,217,074	\$10,576,784,436
Calexico-East	\$4,702,484,864	\$4,981,973,915	\$4,856,553,413	\$4,888,432,504
Total	\$14,690,507,200	\$15,719,360,274	\$15,674,173,517	\$16,332,519,910
Nogales, AZ				
Douglas	\$333,631,058	\$447,575,858	\$401,283,367	\$443,762,578
Lukeville	\$14,964,931	\$9,109,252	\$11,027,613	\$8,508,982
Naco	\$74,944,620	\$92,354,777	\$53,478,545	\$31,401,776
Nogales	\$5,012,505,957	\$6,355,007,395	\$6,031,779,623	\$6,911,804,273
Sasabe	\$5,587,023	\$622,862	\$591,833	\$1,655,755
San Luis	\$343,324,276	\$381,018,734	\$426,792,447	\$476,024,882
Total	\$5,784,957,865	\$7,285,688,878	\$6,924,953,428	\$7,873,158,246
Laredo, TX				
Brownsville-Cameron	\$6,331,983,228	\$7,023,970,325	\$7,739,595,002	\$7,970,359,364
Del Rio	\$1,439,921,213	\$1,477,396,218	\$1,588,162,337	\$1,353,047,614
Eagle Pass	\$3,432,484,706	\$3,768,841,253	\$4,156,472,287	\$5,037,379,660
Laredo	\$41,027,913,573	\$45,926,540,816	\$47,530,985,751	\$54,164,018,461
Hidalgo	\$7,602,958,641	\$8,262,030,549	\$8,984,054,925	\$9,918,311,063
Rio Grande City	\$80,592,063	\$157,656,992	\$187,309,210	\$287,310,021
Progreso	\$126,124,607	\$168,139,009	\$230,899,104	\$326,232,215
Roma	\$68,208,125	\$130,871,969	\$162,609,661	\$175,122,964
Edinburg Airport	\$465,300	\$4,059	\$0	\$2,750
Total	\$60,110,651,456	\$66,915,451,190	\$70,580,088,277	\$79,231,784,112
El Paso, TX				
El Paso	\$18,895,150,680	\$21,026,841,491	\$20,028,720,676	\$20,168,806,689
Presidio	\$241,341,794	\$314,643,917	\$308,088,872	\$444,108,918
Fabens	\$4,991,238	\$1,172,061	\$5,697,217	\$26,082,253
Columbus	\$17,692,996	\$13,491,923	\$14,055,234	\$17,597,433
Santa Teresa	\$423,005,414	\$425,980,316	\$478,769,573	\$405,055,875
Santa Teresa Airport	\$7,875	\$14,220	\$0	\$0
Total	\$19,582,189,997	\$21,782,143,928	\$20,835,331,572	\$21,061,651,168
General Total	\$100,168,306,518	\$111,702,644,270	\$114,014,546,794	\$124,499,113,436

Source: Texas Center for Border Economic and Enterprise Development, 2005-2008.

Expenditure and number of trips by U.S. residents who visited the border area of Mexico, 2006

Concepto	Total	CALIFORNIA ¹			OTHER PLACES WEST	TEXAS ²					OTHER PLACES EAST
		Tijuana	Mexicali			Ciudad Juárez	Nuevo Laredo	Reynosa	Matamoros		
Expenditure (thousands of dollars)	2,763,635	1,248,236	1,177,352	70,884	261,581	1,085,499	475,904	275,863	225,084	108,650	168,319
Hikers	2,158,831	920,034	857,001	63,033	247,502	851,496	373,298	171,261	221,116	85,821	139,799
Border tourist	604,804	328,202	320,351	7,851	14,079	234,003	102,606	104,601	3,967	22,829	28,520
Number of trips (thousands)	78,576	27,129	22,139	4,990	10,679	31,797	16,952	4,960	5,318	4,568	8,971
Hikers	69,836	22,611	17,781	4,830	10,340	28,595	15,135	3,996	5,245	4,220	8,290
Border tourist	8,740	4,518	4,358	160	339	3,202	1,818	964	73	347	681

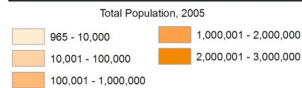
Expenditure and number of trips by residents of Mexico who visited the U.S. border, 2006

Concept	Total	CALIFORNIA ¹			OTHER PLACES WEST	TEXAS ²					OTHER PLACES EAST
		Tijuana	Mexicali			Ciudad Juárez	Nuevo Laredo	Reynosa	Matamoros		
Expenditure (thousands of dollars)	4,302,843	1,495,142	1,268,862	226,280	722,001	1,775,685	700,914	357,274	531,444	186,052	310,016
Hikers	3,914,926	1,420,618	1,198,208	222,410	598,094	1,598,870	659,459	278,547	478,971	181,892	297,344
Border tourist	387,917	74,523	70,654	3,869	123,906	176,816	41,455	78,727	52,473	4,161	12,672
Number of trips (thousands)	113,539	41,064	29,435	11,630	18,337	43,220	20,989	6,260	9,749	6,222	10,918
Hikers	108,020	39,711	28,170	11,541	16,761	41,006	20,177	5,528	9,205	6,096	10,542
Border tourist	5,519	1,353	1,265	89	1,576	2,214	811	732	544	126	376

¹ Considering Tijuana and Mexicali.

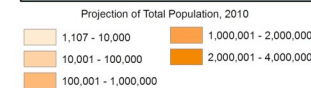
² Considering Ciudad Juárez, Nuevo Laredo, Reynosa and Matamoros.

Total population Border counties and municipalities, 2005 and 2010



Prepared by: COLEF-USEG

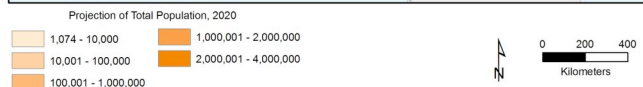
MEXICO			UNITED STATES		
Baja California	Total Border	2,822,478	California	Total Border	3,084,974
	Ensenada	412,540		Imperial	153,285
	Mexicali	854,879		San Diego	2,931,689
	Tecate	90,471			
	Tijuana	1,392,321			
Sonora	Playas de Rosarito	12,267	Arizona	Total Border	1,294,037
	Total Border	567,533		Cochise	125,498
	Agua Prieta	70,313		Pima	947,533
	Altar	8,396		Santa Cruz	40,997
	Caborca	70,947		Yuma	180,009
	Naco	6,042			
	Nogales	192,625		Total Border	220,278
	Puerto Peñasco	44,313		Doña Ana	189,330
	San Luis Río Colorado	158,154		Hidalgo	4,938
	Santa Cruz	1,800		Luna	26,010
Chihuahua	Sáric	2,504	New Mexico	Total Border	2,168,360
	General Plutarco Elías Calles	12,439		Brewster	9,054
	Total Border	1,383,072		Cameron	371,492
	Ascensión	22,588		Culberson	2,607
	Guadalupe	9,377		El Paso	709,992
Coahuila	Janos	8,596	Texas	Hidalgo	667,154
	Ciudad Juárez	1,310,302		Hudspeth	3,208
	Manuel Benavides	1,640		Jeff Davis	2,218
	Ojinaga	21,905		Kinney	3,268
	Praxedis G. Guerrero	8,664		Maverick	50,075
Nuevo León	Total Border	320,723	Texas	Presidio	7,532
	Acuña	126,385		Starr	59,458
	Guerrero	1,925		Terrell	965
	Hidalgo	1,533		Val Verde	47,041
	Jiménez	9,919		Webb	221,165
Tamaulipas	Nava	25,959	Texas	Zapata	13,131
	Ocampo	10,609			
	Piedras Negras	144,393			
	Total Border	18,292			
	Anahuac	18,292			
	Total Border	1,579,336			
	Camargo	17,761			
	Guerrero	3,982			
	Gustavo Díaz Ordaz	15,367			
	Matamoros	483,955			



Prepared by: COLEF-USEG

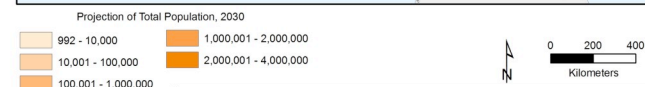
MEXICO			UNITED STATES		
Baja California	Total Border	3,252,690	California	Total Border	3,389,381
	Ensenada	466,242		Imperial	189,675
	Mexicali	943,326		San Diego	3,199,706
	Tecate	110,232			
	Tijuana	1,641,168			
Sonora	Playas de Rosarito	91,722	Arizona	Total Border	1,485,780
	Total Border	619,152		Cochise	146,037
	Agua Prieta	74,726		Pima	1,070,723
	Altar	9,426		Santa Cruz	50,210
	Caborca	67,916		Yuma	218,810
	Naco	6,540			
	Nogales	218,948		Total Border	250,113
	Puerto Peñasco	58,604		Doña Ana	215,828
	San Luis Río Colorado	165,661		Hidalgo	6,300
	Santa Cruz	1,952		Luna	27,985
Chihuahua	Sáric	2,674	New Mexico	Total Border	2,461,260
	General Plutarco Elías Calles	12,705		Brewster	9,484
	Total Border	1,497,910		Cameron	417,404
	Ascensión	22,138		Culberson	2,707
	Guadalupe	8,451		El Paso	773,125
Coahuila	Janos	7,363	Texas	Hidalgo	793,137
	Ciudad Juárez	1,431,072		Hudspeth	3,812
	Manuel Benavides	1,502		Jeff Davis	2,846
	Ojinaga	19,424		Kinney	3,449
	Praxedis G. Guerrero	7,960		Maverick	55,221
Nuevo León	Total Border	344,404	Texas	Presidio	8,663
	Acuña	137,634		Starr	67,382
	Guerrero	1,763		Terrell	1,107
	Hidalgo	1,588		Val Verde	50,067
	Jiménez	9,661		Webb	257,590
Tamaulipas	Nava	27,761	Texas	Zapata	15,266
	Ocampo	9,367			
	Piedras Negras	156,629			
	Total Border	17,544			
	Anahuac	17,544			
	Total Fronterizos	1,744,681			
	Camargo	18,168			
	Guerrero	3,566			
	Gustavo Díaz Ordaz	14,020			
	Matamoros	499,767			

Source: CONAPO, *Proyecciones de Población de México 2005-2030*; State of California, Department of Finance, *Population Projections for California and Its Counties 2000-2050*, Sacramento, California, July 2007; Arizona Department of Commerce, The Center for Economic Advancement, *Arizona Projections 2006-2055*; Bureau of Business and Economic Research, University of New Mexico, *New Mexico County Population Projections July 1, 2005 to July 1, 2035*, Released August 2008; Texas State Data Center, The University of Texas at San Antonio, *Texas Population Projections 2000-2040*.



MEXICO			UNITED STATES		
	Total Border	4,152,585		Total Border	3,789,863
Baja California	Ensenada	571,351	California	Imperial	239,149
	Mexicali	1,115,081		San Diego	3,550,714
	Tecate	155,092			
	Tijuana	2,171,753			
	Playas de Rosarito	139,308			
Sonora	Total Border	704,031	Arizona	Total Border	1,774,648
	Agua Prieta	79,713		Cochise	169,717
	Altar	11,266			
	Caborca	60,339		Pima	1,271,912
	Naco	7,335			
	Nogales	263,454		Santa Cruz	61,658
	Puerto Peñasco	88,341			
	San Luis Río Colorado	175,778		Yuma	271,361
	Santa Cruz	2,218			
	Sáric	2,925			
Chihuahua	General Plutarco Elías Calles	12,662	New Mexico	Total Border	295,159
				Doña Ana	256,619
	Ascensión	20,421		Hidalgo	7,061
	Guadalupe	6,875		Luna	31,479
	Janos	5,901		Total Border	2,954,457
	Ciudad Juárez	1,639,401		Brewster	9,736
	Manuel Benavides	1,232		Cameron	491,465
Coahuila	Ojinaga	15,722	Texas	Culberson	2,411
	Praxedis G. Guerrero	6,529		El Paso	850,770
	Total Border	381,055		Hidalgo	1,046,945
	Acuña	154,658		Hudspeth	4,086
	Guerrero	1,449		Jeff Davis	3,498
	Hidalgo	1,659		Kinney	3,417
Nuevo León	Jiménez	8,923		Maverick	61,421
	Nava	30,317		Presidio	9,849
	Ocampo	7,614		Starr	79,835
Tamaulipas	Piedras Negras	176,437		Terrell	1,074
	Total Border	15,805		Val Verde	53,103
	Anahuac	15,805		Webb	318,283
	Total Border	2,046,336		Zapata	18,564
	Camargo	18,421			
	Guerrero	2,910			
	Gustavo Díaz Ordaz	11,522			
	Matamoros	561,523			
	Mier	5,698			
	Miguel Alemán	18,305			

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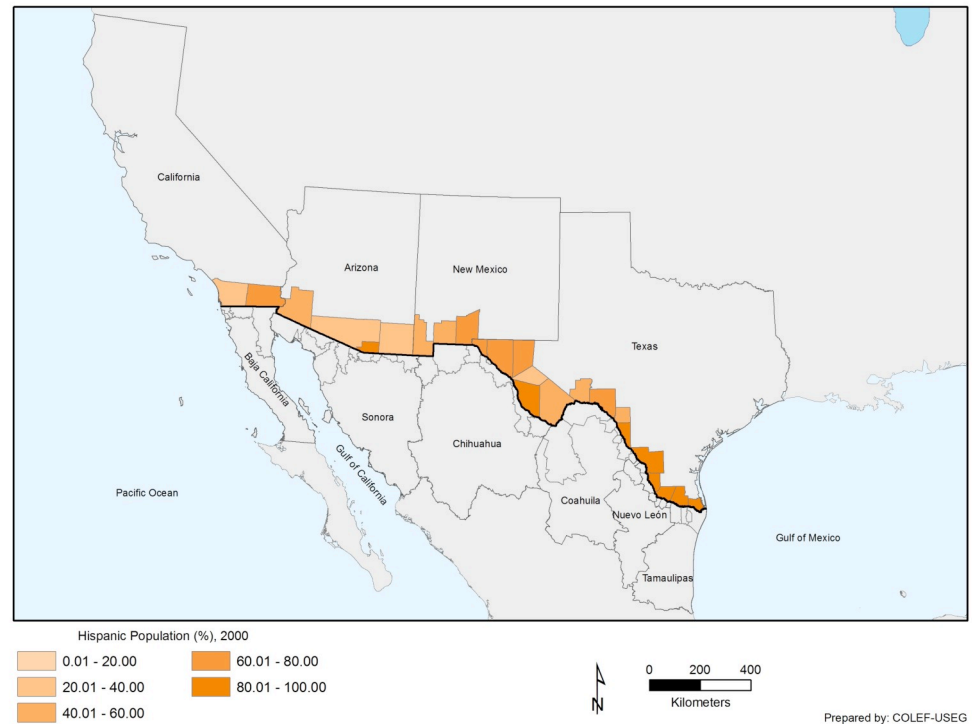
MEXICO			UNITED STATES		
	Total Border	5,074,986		Total Border	4,234,450
Baja California	Ensenada	671,662	California	Imperial	283,693
	Mexicali	1,276,038		San Diego	3,950,757
	Tecate	205,018			
	Tijuana	2,225,286			
	Playas de Rosarito	196,982			
Sonora	Total Border	769,760	Arizona	Total Border	2,017,336
	Agua Prieta	81,555		Cochise	187,725
	Altar	12,740			
	Caborca	52,896		Pima	1,442,420
	Naco	7,893			
	Nogales	297,932		Santa Cruz	71,033
	Puerto Peñasco	117,828		Yuma	316,158
	San Luis Río Colorado	181,060			
	Santa Cruz	2,425			
	Sáric	3,075			
Chihuahua	General Plutarco Elías Calles	12,356	New Mexico	Total Border	333,865
				Doña Ana	291,895
	Ascensión	18,298		Hidalgo	7,739
	Guadalupe	5,645		Luna	34,231
	Janos	5,036		Total Border	3,277,445
	Juárez	1,804,146		Brewster	10,055
	Manuel Benavides	992		Cameron	550,005
Coahuila	Ojinaga	13,061	Texas	Culberson	3,523
	Praxedis G. Guerrero	5,262		El Paso	978,642
	Total Fronterizos	405,910		Hidalgo	1,094,886
	Acuña	165,893			
	Guerrero	1,176		Hudspeth	4,090
	Hidalgo	1,695			
Nuevo León	Jiménez	8,069		Jeff Davis	2,272
	Nava	31,831		Kinney	3,427
	Ocampo	6,352		Maverick	68,263
Tamaulipas	Piedras Negras	190,904		Presidio	9,796
	Total Border	14,004		Starr	86,357
	Anahuac	14,004		Terrell	1,189
	Total Border	2,297,292		Val Verde	60,088
	Camargo	18,079		Webb	387,743
	Guerrero	2,404		Zapata	17,109
	Gustavo Díaz Ordaz	9,364			
	Matamoros	607,544			
	Mier	4,984			
	Miguel Alemán	14,940			

Prepared by: COLEF-USEG

Source: CONAPO, *Proyecciones de Población de México 2005-2030*; State of California, Department of Finance, *Population Projections for California and Its Counties 2000-2050*, Sacramento, California, July 2007; Arizona Department of Commerce, The Center for Economic Advancement, *Arizona Projections 2006-2055*; Bureau of Business and Economic Research, University of New Mexico, *New Mexico County Population Projections July 1, 2005 to July 1, 2035*, Released August 2008; Texas State Data Center, The University of Texas at San Antonio, *Texas Population Projections 2000-2040*.

Hispanic population (%) Border counties, 2000

States	Counties	%
California	Imperial	72.2
	San Diego	26.7
Arizona	Cochise	30.7
	Pima	29.3
	Santa Cruz	80.8
	Yuma	50.5
New Mexico	Doña Ana	63.4
	Hidalgo	56.0
	Luna	57.7
Texas	Brewster	43.6
	Cameron	84.3
	Culberson	72.2
	El Paso	78.2
	Hidalgo	88.3
	Hudspeth	75.0
	Jeff Davis	35.5
	Kinney	50.5
	Maverick	95.0
	Presidio	84.4
	Starr	97.5
	Terrell	48.6
	Val Verde	75.5
	Webb	94.3
	Zapata	84.8

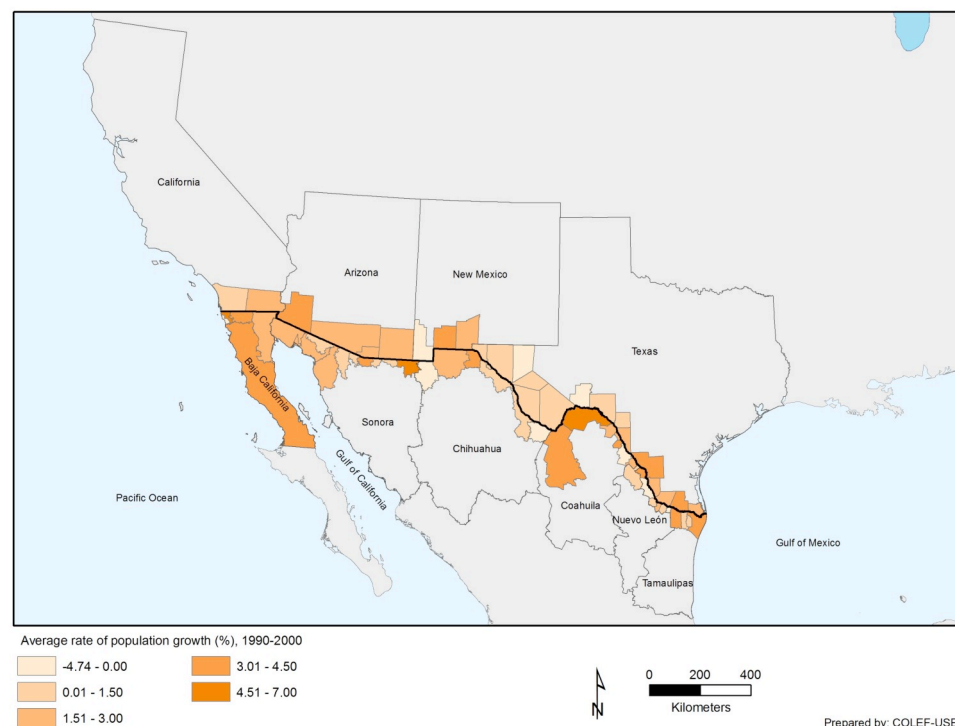


Average annual rate of population growth (%) Border counties and municipalities, 1990-2000

MEXICO			UNITED STATES				
Baja California	Ensenada	3.58	California	Imperial	2.64		
	Mexicali	2.41		San Diego	1.19		
	Tecate	4.14					
	Tijuana	4.86					
	Playas de Rosarito*	N/A					
Sonora	Agua Prieta	4.63	Arizona	Cochise	1.87		
	Altar	1.17		Pima	2.35		
	Caborca	1.63			Santa Cruz	2.57	
	Naco	1.46				Yuma	4.03
	Nogales	3.95					
	Puerto Peñasco	1.58					
	San Luis Río Colorado	2.74					
	Santa Cruz	0.99					
	Sáric	0.67					
	General Plutarco Elías Calles	1.49					
Chihuahua	Ascensión	2.96	New Mexico	Doña Ana	2.54		
	Guadalupe	1.03		Hidalgo	-0.40		
	Janos	-0.65		Luna	3.23		
	Ciudad Juárez	4.26					
	Manuel Benavides	-4.74	Texas		Brewster	0.21	
	Ojinaga	0.17			Cameron	2.54	
	Praxedis G. Guerrero	0.54		Culberson	-1.36		
	Coahuila	Acuña		6.79	El Paso	1.39	
Guerrero		-1.48		Hidalgo		3.95	
Hidalgo		1.68				Hudspeth	1.37
Jiménez		1.65					Jeff Davis
Nava		3.10		Kinney			0.80
Ocampo		4.31		Maverick			2.62
Piedras Negras		2.68		Presidio		0.96	
Nuevo León	Anáhuac	0.68		Tamaulipas	Starr	2.80	
Tamaulipas	Camargo	1.11			Terrell	-2.66	
	Guerrero	-0.33			Val Verde	1.47	
	Gustavo Díaz Ordaz	-0.87			Webb	3.71	
	Matamoros	3.24	Zapata		2.72		
	Mier	0.84					
	Miguel Alemán	1.88					
	Nuevo Laredo	3.51					
	Reynosa	4.00					
	Río Bravo	1.04					
	Valle Hermoso	1.33					

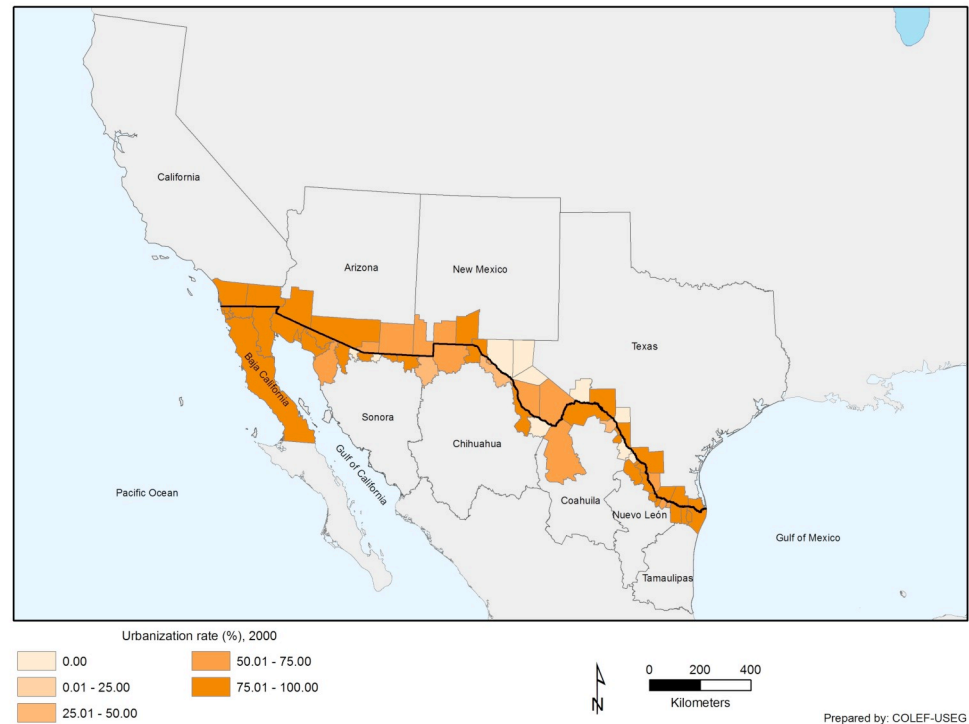
* Playas de Rosarito the municipality was created in 1995.

N/A: Not Applicable



Urbanization rate (%) Border counties and municipalities, 2000

MEXICO			UNITED STATES		
Baja California	Ensenada	83.5	California	Imperial	85.5
	Mexicali	86.6		San Diego	96.1
	Tecate	80.0	Arizona	Cochise	66.4
	Tijuana	99.0		Pima	91.6
	Playas de Rosarito	89.1		Santa Cruz	68.1
Sonora	Agua Prieta	97.5		Yuma	86.9
	Altar	80.8	New Mexico	Doña Ana	79.6
	Caborca	72.3		Hidalgo	50.9
	Naco	91.2		Luna	58.7
	Nogales	98.1	Texas	Brewster	66.6
	Puerto Peñasco	98.0		Cameron	87.1
	San Luis Río Colorado	92.7		Culberson	0.0
	Santa Cruz	0.0		El Paso	96.9
	Sáric	0.0		Hidalgo	93.4
	General Plutarco Elías Calles	81.9		Hudspeth	0.0
Chihuahua	Ascensión	74.2		Jeff Davis	0.0
	Guadalupe	47.7		Kinney	0.0
	Janos	25.2		Maverick	88.4
	Ciudad Juárez	99.3		Presidio	57.1
	Manuel Benavides	0.0		Starr	78.7
	Ojinaga	83.9		Terrell	0.0
Coahuila	Praxedis G. Guerrero	72.0		Val Verde	89.9
	Acuña	97.9		Webb	95.6
	Guerrero	0.0		Zapata	70.4
	Hidalgo	0.0			
	Jiménez	29.7			
	Nava	94.7			
	Ocampo	50.5			
Nuevo León	Piedras Negras	98.6			
	Anáhuac	86.3			
Tamaulipas	Camargo	56.0			
	Guerrero	93.2			
	Gustavo Díaz Ordaz	72.3			
	Matamoros	91.7			
	Mier	99.0			
	Miguel Alemán	89.5			
	Nuevo Laredo	99.4			
	Reynosa	96.0			
	Río Bravo	84.8			
	Valle Hermoso	84.5			



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Acronyms

BECC: Border Environment Cooperation Commission

BEIF: Border Environment Infrastructure Fund

BEST: Border Enforcement and Security Task

BHC: Binational Health Councils

BGC: Border Governors Conference

Cadecsu: Comité Asesor para el Desarrollo Competitivo y Sustentable (Advisory Committee for the Competitive and Sustainable Development)

CANAMEX: Corridor Canamex (Canada-Mexico)

CEC: Commission for Environmental Co-operation

CFE: Comisión Federal de Electricidad (Federal Electricity Commission, Mexico)

COMEXI: Consejo Mexicano de Asuntos Internacionales (Mexican Council on Foreign Relations)

CONACYT: Consejo Nacional de Ciencia y Tecnología (National Council on Science and Technologies, Mexico)

CONAGUA: Comisión Nacional del Agua (National Water Commission, Mexico)

C-TPAT: Customs-Trade Partnership Against Terrorism

El Colef: El Colegio de la Frontera Norte A.C. (Northern Border College, Mexico)

FDI: Foreign Direct Investment

GDP: Gross Domestic Product

GIS: Geographic Information Systems

GSA: General Services Administration

GHG: Greenhouse Gases

IADB: Inter-American Development Bank

IBWC: International Boundary and Water Commission

INE: Instituto Nacional de Ecología (National Institute of Ecology, Mexico)

INEGI: Instituto Nacional de Estadística, Geografía e Informática (National Institute for Statistics, Geography and Informatics, Mexico)

ITS: Intelligent Transportation Systems

NADBANK: North American Development Bank

NAFTA: North American Free Trade Agreement

NASCO: North America's Super Corridor Coalition

NPS: Nonpoint Source Pollution

OECD: Organization for Economic Co-operation and Development

PCIP: Pacific Council on International Policy

PEMEX: Petróleos de México (Mexican Petroleums)

PORTS: The Putting Our Resources Toward Security Act

RNIERT: Reserva Nacional de Investigación del Estuario del Río Tijuana (Tijuana River National Estuarine Research Reserve)

RPS: Renewable Portfolio Standards

SCT: Secretaría de Comunicaciones y Transportes (Secretariat of Communications and Transportation, Mexico)

SENTRI: Secure Electronic Network for Travelers Rapid Inspection

TEIA: Transboundary Environmental Impact Assessment

TIES: The Training, Internships, Exchanges and Scholarships Initiative

U.S. DOT: U.S. Department of Transportation

U.S. DOI: U.S. Department of the Interior

U.S. DHUD: U.S. Department of Housing and Urban Development

U.S. EPA: Environmental Protection Agency

WB: The World Bank

WWICS: Woodrow Wilson Center International Center for Scholars

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