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The Border XXI Program: An Overview

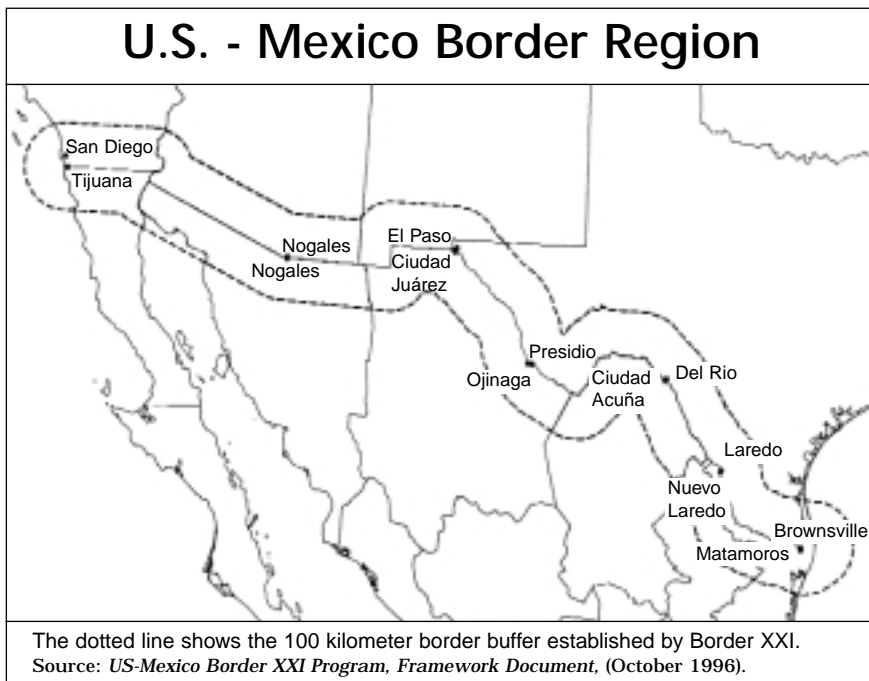
In recent years Mexico and the United States have taken a number of steps toward improving binational management of shared borderlands resources and jointly addressing common transboundary environmental problems. 1983's Agreement on Cooperation for the Protection and Improvement of the Environment in the Border Area (the "La Paz Agreement") started the process, seeking to establish cooperation between the two nations in order to protect the border environment and prevent pollution in the region. In 1990 the two countries expanded La Paz by creating the Integrated Border Environmental Plan (IBEP), which focused on trade-related environmental impacts. IBEP's goal was to reconcile trade liberalization and economic development with environmental protection, and it quickly came under criticism as a political tool designed to build support for NAFTA, for its low funding levels, and for what many felt was a haphazard organizational structure. In 1995, the EPA announced a new plan, the Border XXI Program (B21), intended to bring binational work on border environmental issues under one guiding framework. Since coming online in 1996, B21 has indeed made progress in some areas; however, like La Paz and IBEP before it, the program has earned criticism for forwarding important objectives without outlining a clear strategy for achieving them. Other critics have pointed to limited community and local government involvement and complain that concrete results are slow in coming. This month, borderlines takes a look at some of the successes and failures of this ambitious program.

by George Kourous, IRC

From the start, B21 displayed both problems and promise. On one hand, complaints that IBEP had ignored citizen participation led B21's drafters to stress public input. Both the EPA and Mexico's Secretariat for Environment, Natural Resources, and Fisheries (SEMARNAP) held a series of hearings in 1995 in order to solicit comments on the first draft of the Border XXI Framework Document, some of which found their way into the final draft. The new plan also addressed issues ignored in earlier efforts and zeroed in on the concept of sustainable development as a guiding principle. On the other hand, Mexican involvement during the planning process was initially limited, goals and objectives were lofty but specific action plans were lacking, and on both sides of the border key funding issues went unresolved.

The framework document finally signed by Mexico and the United States on October 7, 1996, is not a treaty but rather a non-binding commitment that builds off existing agreements and which does not involve the surrender of any sovereignty by either nation—both act within their own legal frameworks.

Coordinated at the national level by the EPA and SEMARNAP, B21 is composed of nine binational "Work Groups," each with two co-chairs (one from Mexico and one from the U.S.), tasked with overseeing projects being developed by state and federal entities in one specific area of environmental concern. B21 established the work groups by adding three new ones (Environmental Information Resources, Natural Resources, and Environmental



Health) to six groups (Water, Air, Hazardous and Solid Waste, Pollution Prevention, Contingency Planning and Emergency Response, and Cooperative Enforcement and Compliance) already created under the auspices of La Paz. Multiple federal agencies from both countries play roles in the implementation of Border XXI; the two most important are the U.S. Environmental Protection Agency (EPA).

B21's stated goal is "to improve environmental conditions and achieve sustainable development along the border" in three main ways: greater public participation in environmental policymaking, decentralization of federal management by strengthening state and local government, and enhanced cooperation among national, state, and local agencies. More immediately, the program—which is better characterized as a framework—is an attempt to bring environment-related work of multiple federal and state

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agencies on both sides of the border into one structure in order to "enhance and increase, through collaboration and cooperation, the ability of authorities on both sides of the border to implement their respective domestic legislation and relevant binational agreements between the U.S. and Mexico."

Despite some shortcomings, on paper B21 does a better job stitching together myriad agencies and programs under one common banner than IBEP did. Each year the working groups are required to publish an annual implementation plan that lists projects and their specific goals; together, the nine work groups are supposed to move the entire B21 assemblage forward toward the program's large objectives. Workgroup co-chairs report to the national coordinators on their progress, and every two years, working groups and national coordinators are required to produce a report that assesses performance in all areas.

Key Issues

Setting Priorities. The organizational architecture established in B21's framework document represents an improvement over IBEP, but the rigors of coordinating among multiple federal entities and across the political and cultural border—as always—complicates the process. One major hurdle, for instance, is the fact that budgetary cycles in the U.S. and Mexico are different. Lack of guaranteed, multi-year funding threatens not only the viability of individual programs but also the effectiveness of the entire Border XXI framework.

Nor is the process by which workgroups determine priorities during the development of each year's implementation plan obvious. The 1998 implementation plans, for example, provide no indication as to the criteria used in selecting projects, and unlike the 1997 plans, each one-page project description for 1998 fails to identify the long-term objective that the project seeks to meet. The 1997/1998 implementation plans identify how each project addresses B21's general goals, but they provide no indication of expected outcomes by which performance might be measured. And the overall goal of sustainable development identified by Border XXI has yet to be clearly defined.

In some cases, activities being conducted under B21 are new and might not have happened without the new structure; in other instances, the structure has allowed project suggestions to come from partners farther down the ladder; however, in many cases implementation plans appear to be little more than a list of existing projects that would have existed with or without B21.

Binational Cooperation. In terms of increasing binational cooperation, at the federal level, at least, B21 has been more successful. A milestone was achieved in 1997 with the creation of a set of environmental indicators for the entire borderlands, approved by both countries, which facilitate binational assessment of Border XXI's progress. Based on criteria developed by the Organization for Economic Cooperation and Development (OECD), the indicators seek to measure the state of the environment (quality of the environment, quantity of natural resources, and related health effects), pressures created by human activities (e.g., pollution) and the effectiveness of society's response (number of wells tested in a given area in a given time, for instance).

The indicators aren't perfect. The B21 *Indicators Report* itself acknowledges that there are too few of them. Another problem is that while the indicators seek to measure the effectiveness of project performance in reaching goals they fail to address issues of capacity—how many people are available at various agencies and levels of government; what kinds of facilities and equipment exist; what are the capabilities of border region NGOs and what resources can they bring to the program. Additionally, they do not provide a way by which the success of local-level capacity building efforts can be measured and measure routine progress toward goals in a sort of "to do list" fashion—17 wells tested, check; four air samples taken, check. Actual environmental impacts of Border XXI activities need to be assessed. In some cases, workgroups (Air, for example) have assembled the baseline data they need to come to conclusions based on the indicators; in others, however, the information base is still lacking, and it's not clear what progress is being made toward acquiring the data that would give the indicators meaning. Finally, of some 48 indicators described in 1998's report, a startling 35 are incomplete "indicators in progress."

Cross-border governmental cooperation has never been easy, and despite B21's mixed record in this regard, generally, progress has been favorable. Border scholar Stephen Mumme thinks that "there is little doubt that federal bilateral interactions have increased and intensified under the Border XXI mantle in the 1990s," noting that the number of binational projects increased 10 percent between 1996 and 1997. "The Border XXI process," Mumme adds, "represents nearly a doubling of agencies routinely involved in environmental management discussion in the late 1970s and is evidence of the greater institutionalization of a binational approach to environmental management on the border."

However, the strategy of the working groups often is to reach a binational consensus on goals, to share information regarding domestic programs, and then to separate in order to unilaterally implement projects at home. This does not imply any sort of truly binational management, a goal that remains shipwrecked on the thorny issue of national sovereignty. And in some cases, work groups have gone an entire year without meeting



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face-to-face. La Paz requires a joint meeting of all working groups each year (recently postponed), but aside from that, additional meetings are not mandated and how frequently members meet depends on the personality of the work group.

One example that breaks this pattern is the binational Joint Advisory Committee (JAC) for the El Paso-Ciudad Juárez air basin, created in an addendum to La Paz, which includes members of the local community. But responsibility for management and implementation remain housed within federal structures: the JAC can only provide recommendations to the B21 Air workgroup, which then passes them up through the pipeline to the decisionmaking level.

Pete Emerson, senior economist at the Texas office of the Environmental Defense Fund, thinks that Border XXI has made progress toward improving binational cooperation. "But the question is," he asks, "could it have an even greater impact? The institutional framework for real binational solutions hasn't been adequately developed. And therefore there are very few truly binational strategy and management regimes, and therefore few truly binational solutions. Still, we are better off than we were 10 years ago."

Interagency Cooperation. At the national level, B21 seeks not only to improve coordination between various involved actors but also to "create new mechanisms for problem solving and [to] support the effective use of available resources as the two governments work toward the goal of sustainable development." However, the annual convention of Border XXI workgroups clearly doesn't establish a framework to facilitate interagency interaction. Moreover, observes Cyrus Reed of the Texas Center for Policy Studies (TCPS) in Austin, "it's really difficult to tell if just getting feds to meet with each other through working groups has improved coordination or not."

Access to Information. B21's framework document states that "the governments will provide access to federal research which supports state and local environmental decision-making." This initial commitment to information sharing has been matched in recent years by efforts to make information about Border XXI more widely available. Both the EPA and SEMARNAP have mounted text-based web pages that provide background materials, annual implementation plans, and contact information for involved offices and individuals.

Examples of Border XXI Environmental Indicators*

Air Workgroup: Active Indicators

- Areas that have exceedances of ambient air standards
- Number of exceedances of each ambient air standard
- Ambient air concentrations for the criteria pollutants in each sister city

Environmental Health Workgroup: Planned Indicators**

- Percent reduction in total pesticide exposure and number of children impacted
- Number of maps linking geographic information to health events or high risk groups
- Number of people receiving advanced training and the number of projects initiated
- Number of Poison Control Centers in operation
- Prevalence of specific health effects and number of exposure sources or risk factors identified
- Number of organizations linked into and using the Health Alert and Disease Outbreak Information Exchange

* This is an incomplete list. For a complete list of active and planned environmental indicators, refer to the indicator's report or contact INCITRA-USA.

** Measures not yet finalized or agreed upon by Border XXI workgroups.

Source: EPA, *United States-Mexico Border Environmental Indicators: 1997*, EPA doc. no. 909-R-98-001 (Washington, DC: EPA, 1998).

In addition, the Border EcoWeb site—developed by SDSU in agreement with the B21 Environmental Information Resources Workgroup—is a searchable, online database of contacts in both the public and private sectors that also provides links to online resources related to the program and the border environment in general. The next step for the project, currently under way, is to put together a hard-copy version of the site and create an EcoWeb user's manual.

However, in some aspects Border XXI's commitment to making information widely available has not been backed up in practice. For instance, to date there is no central repository or catalogue listing reports, data sets, and other information generated by the workgroups. Raising public awareness regarding the existence of new reports and making them available is a responsibility left to individual agencies and partners involved in the project.

Given the number of federal and state agencies involved in Border XXI work, gathering all the information and data being produced into one accessible and easily navigated collection is certainly a daunting task. The EPA and SEMARNAP could, however, establish relationships with key border environment research institutions and NGOs in order to create a central "Border XXI library" of sorts that would include not only planning documents but project-generated *reports* and *data sets* as well.

Border XXI frequently treats public access as a technical problem. Many

mechanisms have been developed that provide access to information: computer work stations at the three EPA border liaison offices and a few similar SEMARNAP information centers (tucked away on border-region university campuses), two well-developed and growing websites, telephone directories of key contacts (sometimes incomplete), and mailings of planning documents (not environmental assessments and reports). But while these are important and necessary tools, ultimately information is useless if people are unaware of its existence. B21 could do a better job of disseminating data and assessments being generated by the workgroups, not just the annual implementation plans, whose project descriptions are often just one page. "We're certainly not in the loop," says Kevin Bixby of the Las Cruces-based Southwest Environmental Center. "They're not talking to NGOs. Not us, anyway." Border XXI also fails to acknowledge obstacles like the failure of both governments to confront industry on issues of compulsory disclosure of toxics use, storage, and release.

One solution to the time-consuming but all-important tasks of assessing community concerns and needs and taking information to the public would be to involve NGOs, already plugged into local networks and adept at the kind of face-to-face legwork and popular education strategies that those tasks require. Similarly, workgroups could announce the

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availability of new studies and reports by posting to internet listservs like NMSU's "Bordenvnet-L" and the EPA's own "US-Mex Border" list.

Nevertheless, the EPA's border liaison offices have demonstrated a strong commitment to tackling the difficult chore of outreach. San Diego, in particular, has performed well in this regard, but in the past year, EPA Region 6 (TX/NM) has made strides toward improving the quality of its outreach to the community.

Public Participation. Chances for public comment during the Border XXI planning process were ample; fewer channels exist, however, that permit participation in the implementation of program objectives. Mechanisms for community input include: specially designated sessions at each annual meeting of workgroups and a public conference every two years. The Good Neighbor Environmental Board (see Action Kit listing, p. 11) provides an additional and valuable—if somewhat limited—mechanism for outside input.

Working groups, in theory, work with state and local stakeholders and incorporate public input in setting priorities. However, B21's workgroups are composed exclusively of government officials, and although NGO representatives and members of the general public may comment at their annual meetings, public participation in decisionmaking and implementation at the workgroup level is not mandated. Rather, interested parties are encour-

aged to contact workgroup co-chairs, staff, or project managers informally.

The result: the resource base represented by municipal governments and civil society—especially NGOs—is overlooked by Border XXI. Not only would public participation at this level provide program coordinators with important information regarding community concerns—as well as lend their efforts credibility—but NGO and local government participation in Border XXI projects would also be a big help in terms of filling resource gaps and assisting in project implementation. Additionally, without some sort of mechanism by which workgroups can be held accountable to overall program goals during the implementation of projects, links between objectives and annual priorities can grow hazy. The biannual conference is a worthwhile endeavor but, occurring only every two years, is too removed from implementation. Nor are "town hall" type meetings the only or most effective method of public participation. *Dialogue* between planners and community members is important, but *participation* is crucial.

Border XXI in fact "encourages" workgroups "to explore the development of subgroups or other mechanisms to facilitate the participation of border communities in the implementation of the program." But progress in this area is only now picking up speed—moderate speed, at best. B21's framework document does not articulate a clear vision of the regional subworkgroups, and individual work-

groups have been left to figure them out on their own. So far, it is difficult to measure the extent to which NGOs and local governments have been involved; the subgroups are an important component to watch over the next year or two. What happens at this level will be crucial to breathing new life into the La Paz/Border XXI process. If planners realize that participation means more than just giving communities a chance to complain, but also involving them at the drafting board and in the field, a vast range of resources, previously untapped, will be available, and policy will begin to be informed from below, where valuable expertise resides.

In El Paso/Ciudad Juárez, for example, the nonprofit, binational Paso del Norte Air Quality Task Force, composed of area activists, planners, and business leaders and enjoying the help of the Juárez city government, has established three vehicle diagnostic centers in Juárez and holds regular training sessions with city mechanics in support of Chihuahua's recently passed vehicle inspection standards. Task force support was important in establishing a dedicated cross-border commuter lane to reduce vehicle emissions, and the group regularly conducts training in smaller industries like paint shops and brick kilns aimed at pollution reduction. Interaction between the task force and La Paz's JAC, despite some kinks, has had success in binationalizing and bringing federal environmental policymaking down to earth, creating an important role for local, non-governmental stakeholders.

Despite failures, Border XXI's planners are endeavoring to engage at the grassroots level. For example, the nonprofit International Sonoran Desert Alliance (ISDA) recently signed an agreement with the Bureau of Land Management for a B21-funded program to involve the ISDA's youth organization, Roots, in a multicultural, cross-border effort to promote recycling in Ajo, AZ, Puerto, Peñasco and Sonoyta, Sonora, and Hickiwan and Gu Vo on the Tohono O'Odham nation. In Brownsville, the EPA and the TNRCC recently completed a transboundary air pollution study. After the data was collected, a community review team was formed of leading area activists and people in the medical field, and, according to Cyrus Reed, the EPA appears to be taking into consideration the team's recommendations on how to present the information. "This is a good example," says Reed, "of how the Border

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1998 Environmental Health Workgroup Projects

Advanced Training in Environmental/ Occupational Health

Border Health Alert and Disease Outbreak Network

Evaluation of the Hispanic HANES Database

Investigation of Systemic Lupus Erythematosus in Nogales, Arizona

Lower Rio Grande Valley Transboundary Air Pollution Project

National Human Exposure Assessment Survey (NHEXAS) Arizona Border Project (1996-1999)

Pesticide Exposure and Health Effects in Young Children Along the U.S-Mexico Border
Retrospective Study on Pediatric Asthma and Air Quality

Texas Border Health Survey

Texas Neural Tube Defect Study

The International Toxicology and Poison Center Development Program

U.S.-Mexican Border Initiative for Pediatric Lead Exposure Identification and Risk Reduction

U.S.-Mexico Border Geographic Information System (GIS) for Environmental Health

Source: 1998 Implementation Plans

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Border XXI

The following list of publications and contacts is part of INCITRA's ongoing effort to make useful information and networking contacts available to borderlands residents and policy-makers. This directory is an organic work-in-progress: please advise us of any necessary additions or corrections. They will be added to our database and used in future publications.

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Fax: (52) (5) 624-35-86
Email: lwolf@chajul.ine.gob.mx

Jeff Scott, Co-chair
(Deputy Division Director, Waste Management, EPA Region 9)
EPA Region 9 PMD-1
75 Hawthorne Street
San Francisco, CA 94105
Voice: (415) 744-2120
Fax: (415) 744-1797

EPA Region 6 contact: Bonnie Romo
Voice: (214) 665-8323
Fax: (214) 665-7446
Email: romo.bonnie@epamail.epa.gov
EPA Region 9 contact: Chris Reiner
Voice: (415) 744-2096
Fax: (415) 744-1044
Email: reiner.chris@epamail.epa.gov

Natural Resources Working Group

Javier de la Masa Elvira, Co-chair
(Coordinator, Protected Natural Areas, INE- SEMARNAP)
Ave. Revolución 1425, Nivel 25.
Col. Tlacopac, San Ángel
Delegación Álvaro Obregón
México, D.F. 01040
Voice: (52) (5) 624-33-34, 624-33-30 or 624-33-29
Fax: (52) (5) 624-35-89
Email: jmasa@ine.gob.mx

Contact: Pía Gallina or Celia Piguérón
(INE-SEMARNAP-Nivel 22)
Voice: (52) (5) 624-33-36, 624-33-38
Fax: (52) (5) 624-33-18
Email: pgallina@ine.gob.mx or cpigueron@ine.gob.mx

Susan Liberman, Co-chair
(U.S. Department of the Interior)
MIB 4426
1849 C Street NW
Washington, DC 20240
Voice: (202) 208-5160 or 260-4896
Fax: (202) 401-0140
Email: susan_b_lieberman@ios.doi.gov

Pollution Prevention Working Group

Adrián Fernández Bremauntz, Co-chair
(INE- SEMARNAP)
Voice: (52) (5) 624-34-56, 624-34-58
Fax: (52) (5) 624-35-84
Email: afernand@ine.gob.mx

Also co-chairs the Air, Environmental Health, and Environmental Information Resources Working Groups. For full contact information, please refer to her listing under the Air Working Group on p. #.

Contact: Luis Sánchez Cataño
(Director, Environmental Activities, INE-SEMARNAP)
Ave. Revolución 1425, Nivel 9
Col. Tlacopac, San Ángel
Delegación Álvaro Obregón
México, D.F. 01040
Voice: (52) (5) 624-35-70 or 624-34-70
Fax: (52) (5) 624-35-84
Email: lsanchez@ine.gob.mx

Sam Coleman, Co-chair
(Director, Compliance Assurance and Enforcement, EPA Region 6)
EPA Region 6 EN
1445 Ross Ave., Ste. 1200
Dallas, TX 75202-2733
Voice: (214) 665-2217
Fax: (214) 665-7446

EPA Region 6 contact: Joy Campbell
Voice: (214) 665-8036
Email: campbell.joy@epa.gov
EPA Region 9 contact: Chris Reiner
Voice: (415) 744-2096
Fax: (415) 744-1078
Email: reiner.chris@epamail.epa.gov

Water Working Group

Jaime Tinoco Rubí, Co-Chair
(Coordinator, Border Affairs, Comisión Nacional del Agua-CNA)
Cerrada de Relox No.16, 5to. Piso
Col. Chimalistac
Delegación Alvaro Obregón
México, D.F. 01000
Voice: (52) (5) 481-11-50 or 481-11-51
Fax: (52) (5) 481-11-52
Email: jtinoco@gsmn.cna.gob.mx

Contact: Próspero Ortega
(Bureau of Construction, CNA)
Insurgentes Sur No. 2140, 1er. Piso
Col. Ermita San Angel
México, D.F. 01070
Voice: (52) (5) 481-42-60, 481-42-61 or 661-6060
Fax: (52) (5) 481-4262

William Hathaway, Co-chair
(Director, Water Quality, EPA Region 6)
1445 Ross Ave., Ste. 1200
Dallas, TX 75202-2733
Voice: (214) 665-7101
Fax: (214) 665-7373

Region 6 contact: Oscar Cabra
Voice: (214) 665-21718
Fax: (214) 665-7373
Email: cabra.oscar@epa.gov
Region 9 contact: Doug Eberhardt
Voice: (415) 744-1280
Fax: (415) 744-1078
Email: eberhardt.doug@epamail.epa.gov

Federal Government Contacts: Mexico

Mexico's Secretariat for Environment, Natural Resources, and Fisheries (SEMARNAP) is the most active Mexican federal agency participating in the La Paz/Border XXI process. What follows is a list of SEMARNAP regional offices.

National and border-state contacts available through INCITRA-USA but not published here include SEMARNAP's enforcement wing (PROFEPA), the Secretariat of Foreign Relations, the Comisión Nacional del Agua, and the Secretariat of Health.

Secretariat for Environment, Natural Resources, and Fisheries (SEMARNAP) Regional Delegates

Baja California Norte

Fernando Castro Trenti, Federal Delegate
Rene Mendivil Davila, Subdelegate
Av. Madero No. 537 (Entre Av. Morelos y Av. México)
Col. Centro
Mexicali, B.C. 21110
Voice: (52) (65) 52-49-87 or 52-99-9
Fax: (52) (65) 52-49-98

Baja California Sur

Carlos Fernando Aceves García, Federal Delegate
Melchor Ocampo No. 1045
Col. Centro
La Paz, B.C. 23000
Voice: (52) (112) 2-44-14 or 2-05-56
Fax: (52) (112) 5-49-45
Email: semarnap@balandra.uabcs.mx
Víctor Alfredo Bermúdez Almada, Subdelegate
Voice: (52) (112) 2-44-14 Dir. y 3-99-03
Fax: (52) (112) 5-49-45
Email: ssdeleg@buzon.semarnap.gob.mx

Chihuahua

Luciano Grobet Vallarta, Federal Delegate
Luis Raúl Córdoba Chávez, Subdelegate
Av. de las Américas No. 300-B, Cuarta Ampliación
Col. San Felipe
Chihuahua, Chih. 31240
Voice: (52) (14) 42-15 00, 42-15-01, or 42-15-20/29
Fax: (52) (14) 42-15-60
Email: semarnap@buzon.maxinet.net.mx

Coahuila

Rodolfo Agustín Ramos Arizpe, Federal Delegate
Blvd. Venustiano Carranza No. 2452, 2do. Piso
Col. República Oriente
Saltillo, Coah. 25280
Voice: (52) (84) 11-84-01, 11-02-07, 11-02-08, or 31-31-53
Voice/Fax: (52) (84) 11-84-07, 11-84-08
Email: coah_info@buzon.semarnap.gob.mx or
semarnapes@infosel.net.mx
Graciela Arocha Gómez, Subdelegate
Voice: (52) (84) 11-84-2, 16 07 58, or 16 08 38
Fax: (52) (84) 11-84-08

Nuevo Leon

Arturo Alcocer Lujambio, Federal Delegate
Av. Benito Juárez Corregidora
Palacio Federal, 1er. Piso
Guadalupe, N.L. 67100
Voice: (52) (8) 3-69-89-02 or 3-69-89-03
Fax: (52) (8) 3-55-07-21
Email: nleon_deleg@buzon.semarnap.gob.mx
Reynalda Duran de Aguilar, Subdelegate
Voice: (52) (8) 3-69-89-12 Dir.
Fax: (52) (8) 3-55-07-21

Sonora

Juan Carlos Ruíz Rubio, Federal Delegate
Centro de Gobierno
Paseo del Canal y Comonfort
Edif. Hermosillo 2do. Nivel
Hermosillo, Son. 83270
Voice: (52) (62) 13-52-73, 13-52-62, 59-27-02 or 59-27-03
Fax: (52) (62) 59-27-05
Email: smason@son1.telmex.net.mx
César Catalán Martínez, Subdelegate
Voice: (52) (62) 59-27-18
Fax: (52) (62) 59-27-05

Tamaulipas

Noe Beltran Baena, Federal Delegate
Calle Encino No. 100, Esq. Av. Hidalgo
Col. Aguila
Tampico, Tamps. 89230
Voice: (52) (12) 13- 89-93 or 29-26-00
Fax: (52) (12) 13-57-37
Email: delegtam@buzon.semarnap.gob.mx
Miguel Angel Torres Caballero, Subdelegate
7 Y 8 Matamoros, Edif. Federal 1er. Piso
Col. Centro
Cd. Victoria, Tamps. 87000
Voice: (52) (131) 503-46 Dir.
Fax: (52) (131) 522-44
Email: medioamb@tamps1.telmex.net.mx or
vidasil@tamps1.telmex.net.mx

Federal Government Contacts: United States

A number of federal U.S. agencies are involved in the implementation of the Border XXI framework. The EPA is clearly the most active; three other key agencies are the Department of the Interior (DOI), the Department of Agriculture (USDA), and the Department of Health and Human Services (HHS).

United States Department of State (DOS)

Office of Mexican Affairs (ARA-MEX)
U.S. DOS Room 4258 MS
2201 C Street NW
Washington, DC 20520
Contact: David Randolph
Voice: (202) 647-8529
Fax: (202) 647-5752

Randolph is a member of the Good Neighbor Environmental Board listed under this Action Kit's Internet Resources section.

EPA Region 6 Headquarters (TX/NM)

1445 Ross Ave., Ste. 1200
Dallas, TX 75202-2733
Toll-Free: (800) 887-6063
U.S.-Mexico Border Coordinator: Gina Weber
Voice: (214) 665-8188
Fax: (214) 665-7373
Email: weber.gina@epa.gov
Website: <http://www.epa.gov/earth1r6/6bo/6bo.htm>

EPA Region 9 Headquarters (CA/AZ)

75 Hawthorne St.
San Francisco, CA 94105
U.S.-Mexico Border Coordinator: Wendy Laird-Benner
Voice: (415) 744-1168
Fax: (415) 744-1878
Email: laird-benner@epamail.epa.gov
Website: <http://www.epa.gov/region9/>

EPA Brownsville Border Liaison Office

International Plaza
3505 Boca Chica Blvd., Ste. 303
Brownsville, TX 78521-4063
Contact: Roberto Duran (El Paso Liaison Office)
Voice/Fax: (956) 548-0898
Email: duran.arturo@epamail.epa.gov
This location is not open full-time. Contact the El Paso liaison office to inquire when the Brownsville office is open.

EPA El Paso Border Liaison Office

4050 Rio Bravo, Ste. 100
El Paso, TX 79902
Office Director: Darrin Swartz-Larson
Voice: (915) 533-7273
Fax: (915) 533-2327
Website: <http://www.epa.gov/earth1r6/6bo/elpvers3.htm>

Outreach Specialist: Arturo Duran
Email: duran.arturo@epamail.epa.gov
Outreach Specialist: Ed Makarewicz
Email: makarewicz.ed@epamail.epa.gov
Outreach Specialist: Allyson Siwik
Email: siwik.allyson@epa.gov

EPA San Diego Border Liaison Office

610 W. Ash Street, Ste. 703
San Diego, CA 92101
Office Director: Lorena López
Voice: (619) 235-4768
Fax: (619) 235-4771
Email: lopez.lorena@epamail.epa.gov
Assistant Director: Dave Fege
Email: fege.dave@epamail.epa.gov
Outreach Specialist: Rebekah Hoffacker
Email: hoffacker.rebekah@epamail.epa.gov

State Government Border Environment Contacts: Mexico

Baja California Norte

Adolfo González Calvillo, Office of Ecology
State of Baja California
Paseo de los Héroes y Dr. Atl 17
Zona del Río
Tijuana, B.C. 22320
Voice: (52) (66) 21-82-49, 84-05-26 or 84-04-08
Fax: (52) (66) 34-27-04

Baja California Sur

Carlos Rosales Guzmán, Director, Urban Planning and Ecology
State of Baja California del Sur
Palacio de Gobierno S/N
Isabel La Católica (Entre Allende y Bravo)
La Paz, B.C. 23000

Coahuila

Rodolfo Garza Gutiérrez, Ecological Director
State of Coahuila, Secretary of Ecology
Victoria 688, 1er. Piso
Zona Centro
Saltillo, Coah. 25000
Voice: (52) (84) 12-56-22, 14-96-03 or 12-39-03
Fax: (52) (84) 14-92-13

Chihuahua

José Treviño Fernández, Office of Ecology
State of Chihuahua
Allende 1222, 2do. Piso
Col. Centro
Chihuahua, Chih. 31000
Voice: (52) (14) 10-64-40
Fax: (52) (14) 15-49-37

Nuevo Leon

Julian de la Garza Castro, Subsecretary of Ecology
State of Nuevo Leon
5 de Mayo Ote.
Edif. Elizondo Paez, 4to. Piso
Monterrey, N.L. 64000
Voice: (52) (8) 3-44-11-79 or 3-45-17-23
Fax: (52) (8) 3-43-71-39

Sonora

Maria Elena Barajas Olvera, Office of Ecological Stability
State of Sonora
Tehuantepec y Comonfort
Edif. Administrativo, 2do. Piso
Hermosillo, Son.
Voice/Fax: (52) (62) 13-19-66

Tamaulipas

Arturo Sepulveda Lerma, Subsecretary of Urban Development and Ecology
State of Tamaulipas
Torre de Gobierno José López Portillo
Blvd. Praxedis Balboa S/N, Piso 8
Col. Centro
Cd. Victoria, Tamps. 87000
Voice: (52) (131) 297-77 Ext. 221, 285-54 or 244-92
Fax: (52) (131) 232-42

State Government Border Environment Contacts: United States

Arizona Department of Environmental Quality

400 W. Congress, Ste. 521
Tucson, AZ 85701
Contact: Placido dos Santos
Voice: (520) 628-6739
Fax: (520) 628-6745
Website: <http://www.adeq.state.az.us/regional/sro/border.htm>
Mr. dos Santos sits on the Good Neighbor Environmental Board.

New Mexico Department of Health

Border Health Office (BHO)
1170 N. Solano Dr., Ste. L
Las Cruces, NM 88001
Contact: Dan Reyna
Voice: (505) 528-5156
Toll-Free: (800) 784-0394
Fax: (505) 528-6045
Email: dreyna@nmsu.edu

State of California Department of Health Services

Office of Border Health
Box 85524
San Diego, CA 92138-5524
Contact: Lori Senini
Voice: (619) 692-8472
Fax: (619) 692-8020
Email: Isenini@connectnet.com

Texas Natural Resource Conservation Commission (TNRCC)

Office of Border Affairs
PO Box 13087
Bldg. F/4, MC 121
Austin, TX 78711-3087
Contact: Diana Borja
Voice: (512) 239-3600
Fax: (512) 239-3515
Website: <http://www.tnrcc.state.tx.us/exec/ba/>

Borderlands Environmental NGOs, Research Organizations, and Analysts

The following list—which includes a few NGO contacts knowledgeable on environmental issues but not officially linked to Border XXI in any way—only seeks to guide readers toward some of the more active contacts involved in Border XXI.

Those desiring contact information for borderlands environmental organizations may want to refer to INCITRA's online contact directory at <http://www.zianet.com/irc1/incitra/>

Arizona-Mexico Border Health Foundation

802 N. Longfellow
Tucson, AZ 85711

Contact: Susan Kunz
Voice: (520) 795-9756
Fax: (520) 795-1365

Ms. Kunz is a member of the Good Neighbor Environmental Board.

Border Ecology Project (BEP)

Drawer CP
Bisbee, AZ 85603
Contact: Caroline Hotaling
Voice: (520) 432-7456
Fax: (520) 432-7473
Email: bep@primenet.com

BEP advocates improved environmental health along the U.S.-Mexico border. BEP has developed strategies to prevent, reduce, or remediate pollution hazards.

Border EcoWeb

Institute for Regional Studies of the Californias
San Diego State University
5500 Campanile Drive
San Diego, CA 92182-4403
Contact: Ron Saenz
Voice: (619) 594-5423
Fax: (619) 594-5474
Email: bew@rohan.sdsu.edu
Website: <http://www.borderecoweb.sdsu.edu>

Centro de Investigación Científica y Educación Superior en Ensenada (CICESE)

Km. 107 Carretera Tijuana-Ensenada, Campus CICESE
Ensenada, B.C. 22860
Contact: Guillermo Compean Jimenez, Director General
Voice: (52) (617) 453-38 or 453-39
Email: alba@bahia.ens.uabc.mx

CICESE was consulted during the compilation of the 1997 binational Border Environmental Indicators.

Ecoparque

Blvd. Abelardo Rodríguez
Zona del Río
Tijuana, B.C. 22320
Contact: Oscar Romo
Voice/Fax: (52) (66) 84-22-26 Ext. 6029
Email: oromo@dns.cincos.net

Mr. romo was consulted during the compilation of the 1997 binational border environmental indicators.

Environmental Defense Fund (EDF)—Texas

44 E Ave. 304
Austin, TX 78701
Contact: Pete Emerson, Senior Economist
Voice: (512) 478-5161
Fax: (512) 478-8140

EDF El Paso Office

Voice: (915) 543-9292
Contact: Dr. Carlos Rincón
Dr. Rincón leads the El Paso-Juárez Joint Task Force on Air Quality and sits on the JAC.

Grupo Pro Esteros, Lagunas y Marismas de las Californias, S.C.

Av. Ruiz No. 1687
Zona Centro
Ensenada, B.C. 22800
Contact: Norma Patricia Martínez Ríos del Río
Voice/Fax: (617) 8-60-50
Email: proester@cicese.mx

Pro Esteros was consulted during the compilation of the 1997 binational Border Environmental Indicators.

Steven Mumme, Ph.D.

Colorado State University
Voice: (970) 491-7428
Fax: (970) 491-2490

Prof. Mumme has worked extensively on issues related to binational management of the border environment. He is currently looking at the decentralization of environmental policymaking in Mexico.

Río Bravo/Río Grande Basin Coalition

Box 645, Burgess Hall, Rm. 315
University of Texas at El Paso (UTEP)
El Paso, TX 79968
Contact: Bess Metcalf
Voice: (915) 747-5720
Fax: (915) 747-5145
Email: bmetcalf@utep.edu
Website: <http://www.utep.edu/rioweb/>
Coalition director Bess Metcalf sits on the Good Neighbor Environmental Board.

Río Grande Alliance

PO Box 13087 MC 121
Austin, TX 78711-3087
Contact: Terri Buchanan, TNRCC Office of Border Affairs
Voice: (512) 239-4620
Fax: (512) 239-3515
Email: tbuchana@tnrcc.state.tx.us
Website: <http://www.riogrande.org>

An international forum that supports collaboration among the groups of the Rio Grande Basin concerned with the protection and conservation of natural resources and human health. Full-text documents are available on the water quality of the region and proposed environmental plans. Lists of Rio Grande Basin projects, environmental organizations working in the region, laws, policies, and information on individuals working on basin programs are available through this website.

Universidad Autónoma de Baja California

Blvd. Benito Juárez S/N, Unidad Universitaria
Mexicali, B.C. 21280
Contacto: José Luis Ferman Almada
Voice: (65) 66-36-33, 66-18-00 Ext. 4400
Fax: (65) 66-09-15
Email: jlferman@faro.ens.uabc.mx

Mr. Ferman was consulted during the compilation of the 1997 binational Border Environmental Indicators.

Universidad Autónoma de Ciudad Juárez

Av. Del Charro No. 610 Nte.
Ciudad Juárez, Chih. 32310
Contact: Felipe Adrian Vázquez Galvez
Voice: (16) 17-57-58
Fax: (16) 17-57-58
Email: fvazquez@ucj.mx

Mr. Vázquez was consulted during the compilation of the 1997 binational Border Environmental Indicators.

Texas Center for Policy Studies

PO Box 2618

Austin, TX 78768

Contact: Cyrus Reed

Voice: (512) 474-0811

Fax: (512) 474-7846

Email: tcps@onr.com

Website: <http://www.texascenter.org/>

Nonprofit organization that provides research, technical assistance, and policy development services on a variety of state, national, and regional environmental issues. Well-known for its work on the border.

Transboundary Resource Inventory Program (TRIP)

PO Box 13231

Austin, Texas 78711-3231

Contact: Elizabeth Ferguson

Voice: (512) 936-0129

Fax: (512) 463-7274

Email: eferguso@tnris.state.tx.us

Website: <http://www.bic.state.tx.us/trip/>

TRIP facilitates efforts to collect, inventory, and share data regarding airsheds, aquifers, rivers, energy sources, soils, land use, mineral reserves, flora and fauna, atmospheric conditions, and wildlife corridors in the border region. Its website offers data sets and maps covering 400,000 square miles of land and natural resources along the border.

Websites

Border XXI Homepage<http://www.epa.gov/usmexicoborder/ef.htm>

All Border XXI planning documents are found at this site. *Compendium 1996* provides a description of U.S.-Mexico projects receiving EPA funding and/or involving EPA participation, and *The US-Mexico Border XXI Program Comment and Response Summary Report* summarizes all public comments received during the 1995 Border XXI Public Meetings. *The U.S.-Mexico Border Environmental Indicators Report* is available online here as well. There are multiple U.S. and Mexican organizations, universities, state & federal government bodies, local community governments, and international agencies that had a role in the Border XXI planning and development stage, and links to their sites are included here.

Border EcoWeb<http://www.borderecoweb.sdsu.edu>**Border PACT (Border Partners in ACTION)**<http://www.wiche.edu/elnet/borderpact>

Border PACT fosters effective communication between border institutions and strengthens their collaboration with governmental and other nonprofit agencies. This bilingual site offers a searchable database of institutional and agency profiles.

Comisión Nacional del Agua (CNA)<http://www.cna.gob.mx>

CNA administers and protects the national waters of Mexico. The activities of the commission vary and are determined by each political administration. There is at least one field office in every state.

Comisión Nacional para el Conocimiento y Uso de la Biodiversidad (CONABIO)<http://www.conabio.gob.mx>

A division within SEMARNAP, CONABIO's mission is to coordinate conservation and research efforts designed to preserve biological resources. CONABIO promotes and develops scientifically based activities whose aim is to explore, study, protect or find a sustainable use for biological resources. It has done a good job in identifying many of the world's flora and fauna databases and has provided links to those sites. In order to use CONABIO's databases you need to first register and establish a login and password.

El Paso Area Air Pollution Studies<http://www.epa.gov/earth1r6/6pd/air/pd-q/el Paso1.htm>

As part of the ongoing efforts of the U.S.-Mexico Binational Air Workgroup, the EPA, SEMARNAP, Los Alamos National Laboratory, area state and local air pollution departments, and universities participated in the Paso del Norte Summer Ozone Study from July-September 1996. This was the first major, joint photochemical oxidants study attempted along the U.S.-Mexico border. The full text of the interim report and revisions is available at this site.

EPA Center for Environmental Statistics<http://www.epa.gov/ces/pubs.htm>

This site has the *U.S./Mexico Border Environmental Report, Surface Water Quality*. This report is a preliminary study of surface water quality along the U.S.-side of the U.S./Mexico border. Specifically, the authors examine the concentrations and sources of several water quality factors, including fecal coliforms, sulfates, chlorides, and nitrogenous compounds. Data was compiled and analyzed from various federal government and state agency sources and serves as a baseline of surface water quality information. Mexican data was not known and not included in this study.

EPA Online Catalogue<http://www.epa.gov/ncepihom>

Order any or all Border XXI-related EPA documents free at this site, by calling toll-free (800) 490-9198, or by emailing ncepi.mail@epamail.epa.gov

Good Neighbor Environmental Board (GNEB)<http://www.epa.gov/ocempage/reports.htm#gneb>

Composed of 14 representatives from the private and public sectors, the GNEB was developed as an advisory council during the transition from IBEP to Border XXI. It can only issue non-binding recommendations in its annual reports, but those recommendations are well thought-out, insightful, and reflect the presence of NGOs on the board. The GNEB is currently developing a set of Sustainable Development Indicators in order to address the lack of such indicators in the Border XXI framework. For a list of individual GNEB members, visit this website or contact INCITRA-USA at (505) 388-0208 or incitra@zianet.com

HAZTRAKS (U.S.-Mexico Hazardous Waste Tracking System)<http://www.epa.gov/earth1r6/6en/h/haztraks/haztraks.htm>

HAZTRAKS was created to track the movement of hazardous waste between the U.S. and Mexico. Using various documents for tracking the hazardous waste exchange, the site provides information on the amount and movement of hazardous waste.

Instituto Nacional de Ecología (INE)<http://www.ine.gob.mx>

INE is a sub-branch of SEMARNAP charged with designing environmental regulations and standards and then applying them. It is subdivided into divisions responsible for: coordination of natural protected areas, wildlife, environmental regulation, environmental impact and ecological management, hazardous materials, waste, and activities, and environmental management and information.

Instituto Nacional de Estadística Geografía e Informática (INEGI)<http://www.inegi.gob.mx>**Procuraduría Federal de Protección al Ambiente (PROFEPA)**<http://www.profepa.gob.mx>

A branch of SEMARNAP, PROFEPA is the government agency responsible for the enforcement of environmental laws.

Secretaría de Medio Ambiente, Recursos Naturales y Pesca (SEMARNAP)<http://www.semarnap.gob.mx>

This site provides information on the activities of the Secretariat for the Environment, Natural Resources, and

Fishing and links to other resources. The SEMARNAP site includes information on a variety of environmental topics, including environmental legislation.

Secretaría de Salud (SS)

<http://www.ssa.gob.mx/>

This site provides links to information on health care providers, research centers, epidemiological data, public health issues, and individuals engaged in health education and activities in Mexico and the rest of the world.

Southwest Center for Environmental Research and Policy (SCERP)

<http://www.scerp.utah.edu/>

A consortium of nine academic institutions, five in the U.S. and four in Mexico, SCERP is a major participant in the Border XXI program and has been funded by congressional add-on since 1991. SCERP undertakes applied research that address the objectives and problems identified by Border XXI. SCERP's online Environmental Expertise Directory database is a resource for locating academic researchers and others with environmental expertise in the U.S.-Mexico border region. Pull-down menus allow you to choose a border region of interest and a topic area of expertise to narrow your search for individuals working on environmental issues on the border.

Listservs

Border Environmental Network

To subscribe, send email to listproc@nmsu.edu and in the body of the message, type *subscribe bordenvnet-L*. Leave the subject line blank.

Rich resource for those wishing to learn more and do more about border environment issues and or to contact environmentalists across the borderlands. A must.

EPA U.S.-Mexico Border Issues

To subscribe, send email to listserver@unixmail.rtpnc.epa.gov and in the body of the message, type *subscribe us_mexborder*. Leave the subject line blank.

Not the most active list, but sometimes useful.

Publications

EPA, *U.S.-Mexico Border XXI Program: 1996 Implementation Plans*, EPA doc. no. 160-R-96-004 (Washington, DC: EPA, October 1996).

EPA, *U.S.-Mexico Border XXI Program: 1997-1998 Implementation Plans and 1996 Accomplishments Report*, EPA doc. no. 160-R-98-001 (Washington, DC: EPA, October 1997).

EPA, *U.S.-Mexico Border XXI Program: 1998 Implementation Plans*, EPA doc. no. 160-R-98-003 (Washington, DC: EPA, 1998).

EPA, *U.S.-Mexico Border XXI Program: Framework Document*, EPA doc. no. 160-R-96-003 (Washington, DC: EPA, October 1996).

EPA, *United States-Mexico Border Environmental Indicators: 1997*, EPA doc. no. 909-R-98-001 (Washington, DC: EPA, 1998).

Good Neighbor Environmental Board, *Annual Report*, 1998.

Stephen P. Mumme, "Sustainable Development and Environmental Decentralization on the Mexico-U.S. Border: Some Insights from Sonora." Paper given at a Symposium on Economic Integration and the Environment: Promoting Sustainable Development Along the U.S. Mexico Border, held at the Center for U.S.-Mexican Studies, University of California at San Diego. (February 5-6, 1999).

Louann C. Troutman, "The Border XXI Program: Promoting Cooperation and Communication to Improve the United States-Mexico Border Environment," *Environmental Lawyer*, vol. 3, June 1997.

For Your Information

Conference: Conservation Across Borders: Migratory Pollinators & Their Corridors, an international conference hosted by the Arizona-Sonora Desert Museum, will be held in Tucson, Arizona, on May 6-8, 1999. For more information, send your name, address, phone, fax, and email address to the Arizona-Sonora Desert Museum, 2021 N. Kinney Rd., Tucson, AZ 85743 or fax (520) 883-2500.

Position Announcement: Public Lands Program Coordinator. The Southwest Environmental Center is seeking an additional full-time staff member to assist in the design and implementation of conservation initiatives related to grazing, public lands, and biodiversity in the northern Chihuahuan Desert. Minimum qualifications: commitment to biodiversity protection and familiarity with Southwestern conservation issues; well-organized and able to work independently; good verbal and written communication skills; willing to work and travel flexible hours; able to communicate with ranchers and other sometimes-hostile land users; able to do scientific literature research; comfortable with computers. Desired qualifications: experience in environmental advocacy; grant-writing experience; training in biological sciences, natural resources management, or a related field; ranching experience; proficiency with Microsoft Access and Adobe PageMaker; Spanish. 15K-18K DOE. Send resume with cover letter and nontechnical writing sample (1000 words) to: Southwest Environmental Center, 1494A South Solano Drive, Las Cruces, NM 88001.

Training Materials Available: The Labor Occupational Health Program (LOHP) at the University of California, Berkeley and the Southwest Network for Environmental and Economic Justice (SNEEJ) have released a training guidebook linking occupational and environmental health and safety. The 75-page guidebook consists of two training kits: "Protecting Workers from Job Hazards" and "How Chemicals Affect the Body," and is available in English, Spanish, Korean and Chinese. The kits are written for workers and community residents and can be used by activists who conduct trainings in their local areas. You can purchase one guidebook for \$29 or a set of four in different languages for \$75. Make checks payable to U.C. Regents and mail to Labor Occupational Health Program, 2223 Fulton St., 4th Floor, Berkeley, CA 94720. For more information, call (510) 642-5507.

Mexico's New System for Tracking Hazardous Waste

by Tina Faulkner, IRC

As borderlands residents and observers are well aware, properly managing hazardous waste is one of the most serious challenges facing the region. Northern Mexico's maquiladora boom has meant a surge in the volume of toxic wastes requiring safe transport and disposal. Complicating the process is the fact that under Mexican law, maquiladora waste generated from imported inputs must be returned to its country of origin—often the U.S.—resulting in constant shipments of waste across the border. Tracking that waste was, until recently, a nearly impossible task.

In the late 1980s, the EPA, in consultation with SEMARNAP, created a computer-based hazardous waste tracking system known as HAZTRAKS. After the Border XXI program brought the HAZTRAKS project under the purview of the binational Hazardous and Solid Waste Workgroup, information exchange between Mexico and the HAZTRAKS system improved. But more recently, Mexican officials began looking for solutions conducive to binational cooperation that were better suited to the Mexican situation.

Until recently, the Mexican National Ecological Institute (INE) has relied exclusively on a report known as the "Guía Ecológica" to document the import, export, or return of hazardous waste across its borders. Before transporting waste off-site, all companies had to receive INE approval of their guía applications; certain limitations, however, have distorted their accuracy. When first submitted, a guía indicates only the estimated amount of waste to be shipped. And although INE requires companies to report the actual date and amount of the shipment within 15 days of the transaction, many companies fail to do so. In addition, due to the quantity of maquiladora shipments that INE must authorize, backlogs have meant that companies must wait long periods before they receive approval of their guía applications. To compensate, many drastically overreport hazardous waste shipments in order to "rubber stamp" future shipments.

Although the Mexican Federal Prosecutor for Environmental Protection (PROFEPA), the enforcement arm of SEMARNAP, audits maquilas for compliance with federal hazardous waste law, it does not verify that companies have actually reported to INE the actual amount of waste shipped. These practices have led to inaccurate data concerning amounts of waste being transferred in the border region.

In order to improve the situation, INE has created a new manifest known as the "Aviso de Retorno," which not only reports the actual quantities of hazardous waste shipped, but also more easily correlates with U.S. manifest numbers and EPA waste codes. The Aviso must now be used by all maquiladoras who send hazardous waste across the border. Mexican domestic industry involved in the import and export of hazardous waste, however, will continue to use the Guias. However, since benefits previously associated with maquiladora status will become available to national industry in 2000 as a result of NAFTA, many maquiladoras are likely to nationalize at that time, and will no longer be required to ship wastes back north—raising doubts regarding the use of the Aviso de Retorno within Mexico.

maquiladoras have provided INE with hazardous waste information, and Mexican officials claim that 2000 maquiladoras will be reporting to SIRREP in a few months.

According to INE, SIRREP employs a variety of mechanisms that will ensure compliance. For instance, INE generates system reports that enable officials to identify irregularities in a company's information. In the near future, PROFEPA will have direct access to SIRREP information, thus improving its ability to enforce compliance with hazardous waste reporting requirements. INE also plans to make information stored in SIRREP available to the public through its website.

In addition to these efforts, INE and PROFEPA are providing support to EPA officials in their development of a trilateral waste code dictionary. The dictio-

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The New System

As changes were being made to hazardous waste reporting documents, Mexican officials came to feel that changes in the tracking system should also be considered. In the fall of 1998, INE completed the development of a "companion" to HAZTRAKS known as el Sistema de Rastreo de Residuos Peligrosos (SIRREP). SIRREP is a nationwide system that stores information not only on amounts of transported hazardous waste, but on all waste generated in Mexico, and was designed to facilitate information exchange among government agencies in Mexico City and those on the border and in other regions.

"The U.S. EPA does not have even a remotely close national system of hazardous waste tracking, especially for international waste tracking," says Joseph Schultes, import-export coordinator at EPA Region 6 and a leader in the creation of the HAZTRAKS system. Despite its size and the fact that it uses a different operating system than HAZTRAKS, SIRREP was designed to be compatible with the EPA system, and information is shared between the two databases on a monthly basis.

In order to smooth the transition to SIRREP, INE has provided training on a state by state basis depending on the needs of the particular area. To date, 200

nary will provide "translations" of waste codes among Mexican, U.S. and Canadian agencies. All shipping waste codes have also been linked with the North American Emergency Response Guidebook (NAERG), which provides response guidelines for emergency situations. The dictionary will be available in electronic format as of the end of March.

By improving the quality of hazardous waste information along the border, both SIRREP and the dictionary make it easier for Mexico and the U.S. to monitor waste flows in the region. "We will be better able to control the movements of waste along the borders of both countries. We will know exactly what is the quantity of waste that is crossing the border. It will enable us to detect illegal cargoes. With all of this information, I think we will be able to have a much more complete policy for the management of wastes on the border," says Juan Carlos Camargo, subdirector of special projects in INE's Systems and Information Unit. "I think that this effort that we are making with SIRREP and the U.S. with HAZTRAKS is a very important effort that will enable us to control our border much better, at least in questions of hazardous waste." EPA officials like Joe Schultes agree: "SIRREP is a major step forward for the national interest of hazardous waste tracking and accountability as well as for the border area." ■

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XXI program is both distant and 'down to earth.' The study itself—the design, its implementation—is largely remote and was conducted without much community input, but at least there is an effort to get input after the fact, and the study itself only came about because of community pressure."

In Mexico, the results of ongoing attempts to delegate responsibility for environmental policymaking to state and local governments have yet to produce any sort of sea change. All 31 Mexican states have enacted environmental statutes that clarify authority between state and local levels. Overall, however, environmental policymaking in Mexico remains dominated by the federal government. In states where opposition parties have control, such as Baja California, the push for greater autonomy has seen some acceleration of this process.

In the final analysis, says the TCPS's Reed, "Border XXI is a top-down process, but there is more focus on getting local participation and buy-in than previous efforts. It has not, however, been successful in decentralizing environmental policy-making."

Dick Kamp at the Bisbee, AZ-based Border Ecology Project agrees. "Border XXI has had relatively little impact at the grassroots level so far, I think—except where EPA budget transfers allow state agencies to work with local people on pollution projects. ADEQ [Arizona Department of Environmental Quality] has been quite good about this, but that doesn't necessarily have much to do with Border XXI," he says.

Information Collection. One area where Border XXI has made progress has been in gathering information on environmental conditions along the border. Among the Border XXI projects tackling much needed data gaps are an integrated aerial photographic/GIS mapping project for use in ecosystem management and water quality monitoring, ongoing air quality monitoring in border cities, and binational tracking of hazardous waste shipments. Other examples of ongoing studies include: a survey of toxics in the Lower Colorado River and the New River (a draft report originally slated for 1996 is still pending), studies of the transboundary aquifers of the entire Rio Grande basin (ongoing but behind schedule), and long-term investigations of lupus cases in Nogales (tentatively scheduled for completion in late 1999) and birth defects on the border (due in 2001).

However, as noted above, B21-generated information often doesn't make it out of the official loop. "This information has to become operational," says Bill Snape, legal director of the conservation group Defenders of Wildlife. "What's happening to it after it's collected? Is it just staying within official circles or collecting dust on a shelf?"

Training and Technology Transfer.

Another area where B21 earns good marks is in the area of capacity- and knowledge-building. The 1996 Accomplishments Report lists nearly 30 training or technology transfer programs directed at Mexico; B21's 1998 implementation plan lists 32 programs involving capacity building, training and technical assistance, education, and technology transfers to Mexico. These projects ranged from train-

ing in hazardous waste sampling and analysis for Mexican customs inspectors to providing technical assistance and training to maquiladoras and small businesses in pollution prevention strategies to and community-based education on lead paint hazards.

Conclusion: Closer, But No Cigar

Like IBEP before it, Border XXI is less an original approach to solving regional environmental problems and more an assembly of preexisting domestic and binational programs. B21 has made strides in strengthening binational involvement at the federal and—to some extent—state levels. But its vision is top-down and in many areas B21 has had little impact at local levels. The current push—yet to be significantly observable—to establish work subgroups at the regional level could go a long way toward reversing that failure. What happens in terms of subworking group development—and membership composition—will be key in determining what direction Border XXI will take. It will also be interesting to see what public reaction will be at the biannual public meetings, tentatively slated for 1999 or 2000, and what happens within B21 as a result.

Despite Border XXI's shortcomings, however, the jury is still out. That, actually, is a good sign: the achievements of environmental authorities in Mexico and the U.S. under the auspices of Border XXI are proof that the structure holds promise. The next two years should provide indication as to whether that promise will truly blossom or whether the two nations need to return to the drawing board. ■

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