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# GOBIERNO FEDERAL



**NATIONAL PROGRAM ON  
ACCOUNTABILITY, TRANSPARENCY  
AND FIGHTING CORRUPTION  
2008-2012**

## SFP



**Vivir Mejor**

# Message from the Mexican President

At the beginning of my term in office, and with the participation of numerous Mexicans, we initiated a prospective exercise to define the country we wish to build. This collective effort led to a project entitled *Visión México 2030*, which has become the point of reference for our current actions. This project reflects the aspirations of Mexicans to see their government and those in government respond to their demands with efficiency and transparency, and act ethically and with social responsibility in the task of promoting the country's development and the well-being of all Mexicans.

Today, society demands governments that are more open to scrutiny and evaluation. Society demands governments that are sensitive, maintain a close relationship with the people, and bring confidence to citizens. In order to meet these demands, a change of attitude is vital. It is necessary to move from a culture of corruption to a culture of legality, transparency and honesty. It is necessary for public officials to not only assume their

responsibility to comply with and enforce the law, but also to act together with citizens to prevent and eradicate corruption in its many forms.

**The 2008-2012 National Program on Accountability, Transparency and Fighting Corruption** presented here, together with other sector-based and special programs, have been developed on the basis of *Visión México 2030* and the National Development Plan. These programs also take into account the results from a broad-based consultation with society's stakeholders, who have contributed elements linked to diagnostic assessment and action.

This Program expresses the objectives, strategies and lines of action aimed at consolidating a State policy that strengthens good practices in Public Administration. This will be accomplished with a governance focus that is more open, honest and transparent, and with a renewed commitment to accountability.



## Message from Mexico's President

This Program will also contribute to strengthening a culture of adherence to the law, and creating a public ethical system that establishes values and principles for guiding the actions of public officials and the actions of society in its interaction with institutions.

With the objective of achieving better results in the fight against corruption, the Program proposes new schemes for inter-institutional coordination in the implementation of transversal public policies, with special emphasis on public security institutions.

In summary, we will continue to promote honesty, transparency, clarity, efficiency, and the appropriate use of public resources. My administration reaffirms its position of zero tolerance for corruption. This is what I demand from our public officials, and this is what I am offering to my fellow Mexicans. As other programs recently released, this document clearly reflects the ideas of a society focused on moving forward by strengthening Democratic Governability and Sustainable Human Development—to build a country in which all of us can improve our lives.

**FELIPE CALDERÓN HINOJOSA**  
PRESIDENT OF MEXICO



# Message from the Minister of Public Administration

Mexico's Public Administration has an immense debt with the country's citizens.

The administrative model followed for decades and the excessive concentration of bureaucratic power led to increasingly deficient attention to citizens and to society's limited participation in public affairs.

Weaknesses in the country's regulatory, organizational and institutional frameworks opened the way for corruption and impunity, undermining the rule of law, the government's credibility and citizens' confidence in institutions.

Today, the challenge facing the world's States is to move from democracies in which society's participation is limited to electing the individuals who will govern them, to a democracy of citizens, in which institutions guarantee the full exercise of their rights. This broader vision of democracy involves redefining the act of governing, with the

recognition that the complexity of problems and challenges currently faced by society demands new forms of action and interaction between society and government.

This approach to governance—also referred to as democratic governability—establishes and assures new forms of designing public policies and governance practices based on co-responsibility and participation by government and society.

A democratic government seeks to consolidate the construction of public governance based on the rule of law, on principles of honesty, transparency, responsibility and efficiency, with accountability and an ongoing commitment to be subject to society's scrutiny and evaluation.

During the last decade, Mexico has experienced an intense process of transformation and change in government administration. This is evident in administrative decentralization, measurement



## Message from the Minister of Public Administration

and evaluation of public governance, professionalization of public administration, and renewed commitments to detect and combat corrupt practices. The commitment and challenge for President Felipe Calderón's administration is to increase the transparency of administrative governance and to consolidate a new culture of accountability for the benefit of society.

For this reason, some of the priorities we have identified are to consolidate a new relationship between government and citizens, to enforce the law without exceptions, and to require full compliance with the principles of integrity, transparency and accountability. This is the way we will confront corruption.

In addition, in order to successfully engage in the fight against corruption, we need to maintain a close relationship and co-responsibility between federal, state and municipal authorities. When an illegal action takes place, citizens do not focus on whether it falls under federal or local jurisdiction, but rather they simply expect a quick response from authorities.

It is also important to point out that citizens tend to understand corruption as an abuse of power by public officials for their own personal gain. It is therefore vital to facilitate greater coordination

between entities and institutions in the federal executive branch of government and the various entities at the local level, in order to prevent, eradicate and sanction the illegal practices and impunity that are so damaging to society.

It is also necessary to promote legislative reforms aimed at harmonizing and strengthening the legal instruments necessary for putting an end to impunity, since citizens are no longer willing to watch as individuals linked to corruption easily evade justice.

It is important to mention that at the international level Mexico has ratified the commitment to combat corruption and bribery through various mechanisms for collaboration and cooperation in forums and conventions. For example, Mexico has actively participated in the Inter-American Convention against Corruption, of the Organization of American States (OAS); the Convention on Combating Bribery of Foreign Public Officials in International Business Transactions, of the Organization for Economic Cooperation and Development (OECD); and the United Nations Convention Against Corruption (UNCAC).

In this context, our country needs to move from a culture of corruption to a culture of legality in which citizens and public officials not only assume



# Message from the Minister of Public Administration

the responsibility to enforce and comply with the law in all their actions, but also prevent, reject, denounce and sanction illegal behaviors. It is vitally important that citizens and public officials develop a culture in which the cost of granting or receiving an illegal favor is higher than any benefit expected from this behavior; a culture in which the likelihood that illegal behavior will be met with punishment is perceived as high; and a culture in which corrupt practices are viewed as socially undesirable.

We are aware of the need to expand opportunities within the federal government for citizen participation, to facilitate transparency and accountability in the different areas of government administration. It is also important to promote and generate mechanisms for society's evaluation and monitoring of the commitments, actions and programs established within the Federal Public Administration. In short, we are pleased that citizens are those who are demanding accountability.

This is because when citizens become involved in government activities, the evolving social dynamics serve to improve government's performance, and to assure the establishment of instruments for the transparency and accountability of those in the position of governing. The result is effective prevention of corruption. Thus, good governance is a consequence of an institutional design in which society plays a fundamental role.

Today, Mexican society is more insistently demanding that the government be more open to citizens' scrutiny and evaluation. It is demanding a sensitive government that knows how to listen, is close to the people and merits confidence—in other words, an honest, efficient, transparent government.

Along these lines, the Ministry of Public Administration has been carrying out a profound internal transformation that will make it possible to strengthen and reorient the authority it has for control, evaluation and administrative development of federal government offices and entities. The goal is to consolidate Public Administration in such a way as to generate the people's total confidence, and to assure that public officials have a genuine commitment to provide service to society.

What I have described here is a special challenge that the Federal Public Administration is required to assume, through **The 2008-2012 National Program on Accountability, Transparency and Fighting Corruption.**

This Program, together with actions in the Special Program for Improvement in Governance in Federal Public Administration, will be the driving force for actions in the areas of citizen participation, transparency, accountability and legality, with the



# Message from the Minister of Public Administration

aim of establishing values and principles for guiding the actions of public officials and society in the fight against corruption.

The six strategic objectives that are proposed in the Program and that contribute toward an alignment with the institutional areas defined in the 2007-2012 National Development Plan, are the following:

1. Consolidate a State policy in the areas of information, transparency and accountability.
2. Strengthen oversight of public resources and improve internal control in the Federal Public Administration, in order to contribute to institutions' effectiveness and performance.
3. Contribute to the development of a culture characterized by adherence to the law, ethics and public responsibility.
4. Institutionalize mechanisms for citizen participation and networking in the fight against corruption and improvement in transparency and legality.
5. Establish mechanisms for coordinating actions to combat corruption in the Federal Public Administration.

6. Combat corruption in federal government institutions that participate in the prevention, investigation and prosecution of crimes, as well as in carrying out criminal sanctions.

What we are seeking with the implementation of this Program is to strengthen practices and values in public administration, with an approach that is more open to society's participation, more honest and transparent, and with new dedication to accountability for actions and for the commitments generated with citizens. Another objective is to work toward better coordination among the entities responsible for fighting corruption, particularly those in charge of public security.

This Program is an expression of the firm commitment by President Felipe Calderón's administration to prevent and combat corruption. The citizens of Mexico can be sure the government will maintain Zero Tolerance to illegal activities.

In this government no exceptions will be made when it comes to enforcing the law. If public officials engage in illegal behavior, they will be punished in accordance with the legal framework regulating actions by the Federal Public Administration.



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In this context the Program establishes a comprehensive strategy in which transparency, accountability, citizen participation and a culture of legality are the elements interwoven in a renewed public policy for fighting corruption, aimed at citizens' well-being and security.

**SALVADOR VEGA CASILLAS**  
MINISTER OF PUBLIC ADMINISTRATION



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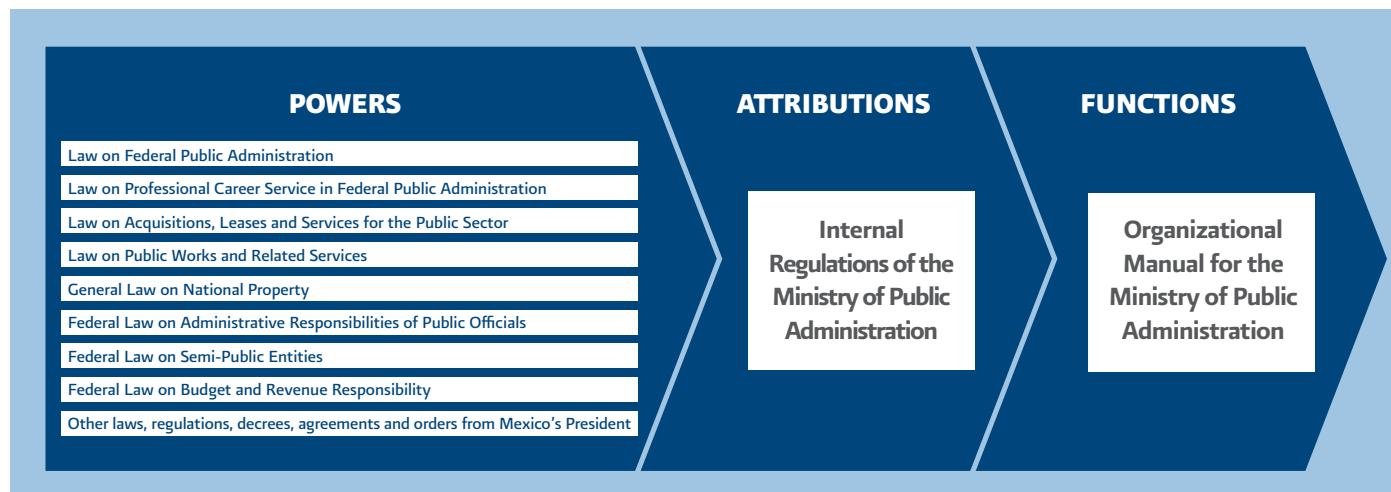


# Chapter I.

## Framework of Reference

The current regulatory framework grants transversal powers to the Ministry of Public Administration in areas including administrative development, human resources, digital government, government contracts, administration of federal real-estate assets, oversight of public expenditures, internal control, evaluation of public governance and administrative responsibilities.

The Ministry will comply with its legal mandate and initiate a strategy oriented toward transformation and co-responsibility with society, to reformulate the functional design of public institutions and the way in which these institutions interact with citizens. The purpose of this process is to consolidate an effective, efficient government that is committed to accountability, fighting corruption,



## Chapter I. Framework of Reference

promoting adherence to the law, and gaining the support and confidence of the citizenry. All of this will contribute to the stability, development and well-being of Mexican society.

With this in mind, the Ministry, through the Inter-Secretarial Commission for Transparency and the Fight Against Corruption in the Federal Public Administration, will coordinate and evaluate actions with Federal Public Administration offices and the Federal Attorney General's Office, in order to assure that the objectives established in the 2007-2012 National Development Plan are attained.

Thus, in the context of objectives in public policy areas in the 2007-2012 National Development Plan, the Ministry of Public Administration proposes **the 2008-2012 National Program on Accountability, Transparency and Fighting Corruption**, as a special, obligatory program for the Federal Public Administration. The purpose of the program is to generate a social culture of accountability, adherence to the law, and combating corruption, based on a transformation of the federal government's own processes and a redefinition of the relationship between State and society.

1. This Agreement was signed on August 21, 2008 and published in the Official Gazette (Diario Oficial de la Federación) days later on August 25, as a mechanism established among the three government branches in the Mexican State, together with private and social sectors, with the aim that each develops, within its authority and jurisdiction, specific actions in favor of security, justice and legality, based on shared short, medium and long-term objectives.

The active participation of all Federal Public Administration entities and offices is fundamental to guaranteeing proper attention to citizens, as well as the efficient, transparent use of public resources. These are the primary connections between the Ministry of Public Administration and other federal government institutions.

Recuperating the prestige of public administration and State institutions is an urgent need that must receive immediate attention. Citizens' confidence and active participation in public affairs is fundamental to developing our institutions and strengthening our democracy.

Lastly, the Program is contributing toward full compliance with commitments adopted by the federal government through the National Agreement for Security, Justice and Legality<sup>1</sup> in the fight against corruption. Specifically, the Ministry of Public Administration makes a commitment to:

- **With civil society participation, strengthen the system for whistle-blowing on corruption and improper actions of public officials working in the federal government in the areas of security and justice (Commitment IX).**



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Objective: Include mechanisms for citizen observation in the processes for receiving and investigating information from whistle-blowers, and carrying out sanction procedures.

- **Guarantee accountability in the use of resources for public security programs (Commitment XXIV).**

Objective: Disseminate information regarding indicators for governance and measurement of expenditures and their operational efficiency.



# Chapter II. Context, Background and Priorities

### Measures of Corruption and Transparency

There are a number of different indexes of government corruption and transparency, and especially worth mentioning is the Corruption Perceptions Index (CPI)<sup>2</sup> developed by Transparency International. In 2008 Mexico's score on the CPI was 3.6 (on a scale from 0 to 10, in which "0" is highly

corrupt and "10" is highly clean). Although this result is slightly above the score of 3.5 obtained in 2007, it continues to place our country at the same score range as ten years ago.

In the World Bank Institute's Corruption Control Index<sup>3</sup>, Mexico obtained a score of 48.8 in 2007 (on a scale from 0 to 100, in which the higher the score, the lower the levels of corruption). This

2. The Corruption Perceptions Index (CPI) measures the perceived levels of corruption among functionaries and politicians. It is constructed with information obtained from experts and from surveys conducted by selected independent, accredited institutions. Scoring is based on a scale of 0 to 10, with "0" as highly corrupt and "10" as highly clean.
3. This indicator is expressed in percentages and is calculated by weighing multiple variables obtained in diverse studies, including surveys of the general population, surveys of specific sectors of the population, analysis by experts, reports from non-governmental organizations, country risk studies, and other studies conducted by independent, accredited organizations. According to this study, if a country's aggregate indicator is in the 75 to 100 percent range, it ranks very well; if the indicator is in the 50 to 74 percent range, it ranks well; in the range between 25 and 49 percent, it ranks poorly; and in the range between 0 and 24 percent, it ranks very poorly.



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score signifies a 10.4% increase in comparison to the score of 44.2 obtained in 2006. Nevertheless, these scores continue to be at the low range of the scale. The highest score received by our country on this indicator was 53.4 in 2003.

On four occasions the Mexican chapter of Transparency International has calculated an index on the corruption affecting citizens when accessing 35 public services provided by the three levels of government<sup>4</sup>. The results from the National Survey on Corruption and Good Governance conducted by Transparency Mexico in 2007 indicate that a bribe was paid to obtain a service in 10% of the cases, signifying a marginal reduction in corruption in comparison to 10.1% registered in 2005.

The majority of the 35 services included in the study are provided by the three levels of government, however it not possible to determine the exact proportion corresponding to each level.

Five of the 35 services surveyed correspond exclusively to the federal level of government, and a bribe was paid in an average of 9% of the cases in 2007, indicating one percentage point below the national average for that year. In addition, there are another 12 services provided by both federal and local government authorities; however it is not possible to precisely evaluate each of these services.

Transparency Mexico's National Survey on Corruption and Good Governance also includes a module with questions on perceptions and attitudes in relation to this phenomenon. The results are particularly revealing in relation to the culture of legality in our society. According to this study, the majority of those surveyed place a great deal of importance on the law, however their willingness to break the law is also very high. In 2001, 33.2% agreed with this statement: "Breaking the law isn't so bad—what's

4. The National Index on Corruption and Good Governance measures the corruption experienced by heads of households in accessing 35 public services, through 32 state surveys conducted with a strictly probabilistic sample. The index is obtained by dividing the number of times a bribe is paid to access the 35 public services surveyed, by the total number of times the 35 services are used, and then multiplying this number by 100.

$$\text{ICBGs} = \frac{\text{Number of times a bribe was paid for the 35 services}}{\text{Total number of times the 35 services were used}} \times 100$$



## Chapter II. Context, Background and Priorities

Results from National Survey on Corruption and Good Governance

| Item   | 2001         | 2003         | 2005         | 2007         |
|--|--------------|--------------|--------------|--------------|
| National Index on Corruption and Good Governance                                 | 10.6         | 8.5          | 10.1         | 10.0         |
| Average index on five public services exclusively at federal level <sup>1/</sup> | 10.7         | 9.1          | 10.3         | 9.0          |
| Number of corrupt actions  | 214 millions | 101 millions | 115 millions | 197 millions |
| Average approximate cost of each corrupt action                                  | \$109.50     | \$107.00     | \$177.40     | \$138.00     |

<sup>1/</sup> Receiving mail; obtaining military cartilla (booklet verifying completion of military service) or exemption from military service; obtaining or accelerating process to obtain passport from Ministry of Foreign Affairs; obtaining or re-establishing electricity hook-up for home; passing belongings through customs office, checkpoint, military guard post, or border port.

Source: Developed by author with data from Transparency Mexico.

bad is getting caught.” In 2005, those agreeing with this statement increased to 40.8%, and in 2007 this percentage decreased notably to 28.2%, however still at a high level.

In another question included in the survey, 33% of those interviewed in 2007 indicated that they obey and respect laws because “complying with the law benefits everyone;” 19.1% said they did so because “respecting the rights of others is an obligation;” and 12.7% said “it makes it possible to live in peace.” However, it is important to emphasize that 16.4% said they obey laws “out

of fear of authorities and to avoid punishment,” and 4.5% “to avoid being viewed negatively and due to guilt feelings.”

In addition the nongovernmental organization Latinobarómetro annually issues the results from a public opinion study based on approximately 19,000 interviews conducted in 18 Latin American countries. Questions include aspects of legality, confidence and citizen participation. It is especially worth noting that on the topic of legality, 37% of those surveyed in Mexico responded that it is absolutely necessary that citizens obey



## Chapter II. Context, Background and Priorities

laws. This percentage placed our country among those with the lowest scores on this item, and at 11 percentage points below the Latin American average.

### Anti-Corruption Conventions

Mexico has made commitments at the international level to take steps to fight corruption. It has signed and ratified three important anti-corruption conventions: Inter-American Convention against Corruption, of the Organization of American States (OAS)<sup>5</sup>; Convention on Combating Bribery of Foreign Public Officials in International Business Transactions, of the Organization for Economic Cooperation and Development (OECD)<sup>6</sup>; and the United Nations Convention Against

Corruption (UNCAC)<sup>7</sup>, also known as the Merida Convention.

These legal instruments establish mechanisms for combating different dimensions of corruption, and also promote and facilitate cooperation among countries. Among the recommendations and the topics that are still pending for our country are the following:

5. The Inter-American Convention against Corruption was signed on March 29, 1996 in Caracas, Venezuela, and adopted by the Specialized Conference on Corruption organized by the Organization of American States (OAS). It was approved by Mexico's National Senate on October 30, 1996, according to the decree published in the Official Gazette (Diario Oficial de la Federación) on November 18, 1996.
6. The Convention on Combating Bribery of Foreign Public Officials in International Business Transactions, of the Organization for Economic Cooperation and Development (OECD), also known as the Anti-Bribery Convention, was signed on December 17, 1997, and approved by the National Senate on April 22, 1999, according to the decree published in the Official Gazette (Diario Oficial de la Federación) on May 12, 1999.
7. A high-level political conference was held in Merida, Yucatan on December 9-11, 2003, with UN member countries signing the United Nations Convention Against Corruption. The Convention entered into effect on December 14, 2005. Mexico signed the Convention on December 9, 2003, and it was approved by the National Senate on April 29, 2004, according to the decree published in the Official Gazette (Diario Oficial de la Federación) on May 27, 2004.



## Chapter II. Context, Background and Priorities

- Cooperation and technical assistance between federal and state authorities, to effectively implement the Convention.
- Strengthening legal norms and codes of conduct in relation to conflicts of interest, as well as preservation and appropriate use of public resources.
- Strengthening the verification of personal asset statements.
- Strengthening mechanisms for accessing public information.
- Strengthening systems for hiring public officials in executive, legislative and judicial branches of government.
- Strengthening systems through which the State acquires goods and services, in executive, legislative and judicial branches.
- Designing and implementing campaigns for increasing awareness of issues related to transparency, directed at citizens and those participating in political activities.
- Civil society participation in formulating policies and in public governance.
- Reciprocal legal assistance and cooperation in relation to compliance with laws.
- Extradition and confiscation of assets.
- Strengthening measures for prevention of money laundering.
- Prevention of corruption through improved standards in accounting and audits.
- Establishing legislation, mechanisms and infrastructure for protecting whistle blowers, witnesses, experts and victims.

### Institutional advances and challenges

Over the last ten years, important institutional steps have been taken in the area of accountability. Some outstanding examples include: the creation of the Federal Superior Auditing Office; the

publication of the Federal Law on Transparency and Access to Public Government Information; the creation of the Federal Institute for Access to Information; the establishment of Professional Career Service; the signing of conventions on combating corruption; the independence of Internal Control Entities in relation to controlled entities



## Chapter II. Context, Background and Priorities

and offices; the implementation of citizen monitoring programs and social witnesses; and the launching of web sites to clarify transparency-related obligations.

In addition, the 2001-2006 National Program for Combating Corruption and Promoting Transparency and Administrative Development was aimed at changing the focus of oversight and control, from a correction-based orientation to a focus on prevention and co-responsibility with the Federal Public Administration. As part of reforms to guarantee citizen rights related to access to information and accountability, the Program broadens the implementation of transparency as a mechanism for preventing and detecting irregularities.

In 2007 and 2008 important reforms have been carried out in order to strengthen accountability. One example is constitutional reform aimed at recognizing access to information as a fundamental right, and establishing principles and criteria that must be fulfilled by public institutions at all levels of government. Other examples are reforms to public finance regulations, such as requiring the adoption of schemes for evaluating performance linked to the budget, at all levels of government; and reforms that expand the scope of the oversight of public resources used by all public and private entities; as well as reforms in the area of security and justice.

Even with these institutional changes, the perception of corruption in our country has not changed, and this reflects a lack of correlation between policies implemented and public opinion. This can be explained to a significant degree by particularities in the way that democratic change has taken place in our country and by the unequal advancement between structural and institutional reforms, on the one hand, and social and human development, on the other.

Mexican society has its own particular features. Its evolution in many areas has been the product of its own history and its adaptations to the challenges represented by globalization and our position in this context of major changes. Society has become more demanding and is keeping a closer eye on government, as evident in surveys on values and political culture. However, at the same time, our society maintains practices and values that are contrary to ethical and legal principles, and these seem to be strongly rooted in individuals, groups, institutions and regulations.

Administrative-institutional reforms and government reforms are facing new schemes of corruption linked not only to traditional bribery and extortion practices, but also linked to regional and global networks associated with organized crime. Therefore, the challenge of decreasing levels of corruption and implementing administrative reforms



## Chapter II. Context, Background and Priorities

based on the values of transparency, accountability and public service is a shared responsibility between government and society.

### Priorities and Arguments

The following priorities are derived from the various aspects presented in this section, and establish guidelines for new strategies and efforts more appropriate to the current situation::

- Consolidate policies on information, transparency and accountability, as instruments for preventing corruption.
- Strengthen oversight of the use of public resources, transfers and subsidies.
- Strengthen scrutiny of investment in infrastructure.
- Improve internal regulatory framework for the Federal Public Administration.
- Promote a culture of legality in society.
- Strengthen ethical values of public officials in the Federal Public Administration.
- Institutionalize a policy of citizen participation in the Federal Public Administration.

- Establish mechanisms for coordination among the government offices responsible for combating corruption.

- Combat corruption in institutions in the federal government responsible for justice and public security.

Through accountability and transparency, and by deliberately opening up access to information, it is possible to limit opportunities for irregularities and corruption. However, although significant progress has been made, some areas are not yet completely transparent, specifically operational regulations and the use of federal program expenditures, such as subsidies, donations, trusts, and public contracting processes.

With regard to public contracting, we need only to consider that 22% of the annual expenditures budget is designated to this area in order to see the significant impact on the country's economic activity. A study conducted by the Monterrey Technological Institute of Higher Education indicated that for each public contract granted in Mexico, there are extra-official payments of 8.5%, and an additional 5% must be added for administrative bureaucracy.



## Chapter II. Context, Background and Priorities

There are also results from a joint study by the Ministry of Public Administration, the World Bank and the Inter-American Development Bank indicating that the public contract system in Mexico needs to be modernized, simplified and made more flexible. The system must be more open and competitive, and should concentrate less on compliance with and control over regulatory formalities. It is therefore necessary to transform the federal government's public contract system, in order to promote the efficient and economic delivery of goods and services, guided by solid principles of transparency, ethics and accountability.

Oversight is oriented toward scrutinizing the way resources are used by the responsible government offices and entities, focusing on rational use and adherence to established norms, and also the resources transferred by the federal government to state governments through allocations, re-allocations, subsidies and donations. In addition, the oversight process should generate actions focused on prevention and improvement, with added value and impact on the ways in which Federal Public Administration offices carry out their activities. It is also vitally important to align the processes of programming, budgeting, and the use and oversight of public expenditures.

The 2007-2012 National Infrastructure Program includes projects that are very important for the country's development, and it is therefore vitally important to strengthen the processes for auditing and inspecting future public works.

The internal regulations for government entities and offices tend to be extensive, complex and particularly focused on controlling aspects, and thus become an obstacle to efficiency. For this reason, the 2008-2012 Special Program for Improvement in Governance in Federal Public Administration includes actions aimed at simplifying these regulations. The Program we are presenting here will support these efforts to ensure that the regulatory framework promotes transparency and accountability.

A genuine, consolidated culture of legality signifies that members of society accept the rule of law, on the basis of their personal convictions, their values, principles and reasoning. It means they accept and exercise their role as citizens, and recognize and respect the value, rights and dignity of other citizens. In a culture of legality, people accept and abide by the law—not because of the threat of punishment, but because of their personal convictions.



## Chapter II. Context, Background and Priorities

The Ministry of Public Administration conducted a study during the last quarter of 2007 on the mechanisms for citizen participation in the federal government. The study's purpose was to identify areas of opportunity for strengthening the scope and impact of citizen participation. One of the most significant findings points to the need for promoting conditions in the country's institutions that favor citizen participation in government. For example, it is necessary to approve the use of economic and human resources for this purpose, and to define the criteria, authority and obligations of institutions to implement mechanisms for citizen participation.

This Program seeks to place citizens at the center of attention in Public Administration, by creating an active, ongoing link with organized sectors, and by expanding opportunities for citizens to participate in public policies. Thus, norms, criteria, mechanisms and procedures will be unified in order to prepare the Federal Public Administration to respond to society's proposals and to provide citizens with greater certainty in exercising their right to be heard.

In addition, the fight against corruption makes it necessary to promote greater coordination among offices and entities in the Federal Public Administration, particularly among those carrying out

functions closely associated with the prevention, investigation and prosecution of crimes linked to public officials. These include activities such as the inspection of individuals and merchandise at borders, airports and maritime ports, as well as the prevention of operations conducted with illegally-obtained resources through the financial system and other economic agents.



# Chapter III.

## NDP Objectives and 2030 Goals to which the Program contributes

The 2008-2012 National Program on Accountability, Transparency and Fighting Corruption has six major objectives that contribute to achieving

the 2007-2012 National Development Plan (NDP) objectives and lines of action.

| AREA 1: Rule of law and security   |  |
|--|--|
| Objectives in National Development Plan<br>2007-2012   | Objectives in National Program on Accountability,<br>Transparency and Fighting Corruption<br>2008-2012   |
| <p>Objective 1. Guarantee legal certainty and predictability in the enforcement of the law for the entire population:</p> <ul style="list-style-type: none"> <li>• Reduce the discretionary manner in which administrative and legal authorities enforce regulations.</li> </ul> | <p>6. Combat corruption in federal government institutions that participate in the prevention, investigation and prosecution of crimes, as well as in carrying out criminal sanctions.</p> |



## Chapter III. NDP Objectives and 2030 Goals to which the Program contributes

### Objective 5. Combat impunity to diminish levels of criminal incidence:

- Strengthen coordination and cooperation among the three levels of government, to fight crime.
- Assure the transparency and accountability of authorities in charge of fighting crime.
- Focus the justice system in favor of victims, guaranteeing the protection of their integrity, dignity and identity at all times.
- . Combat gender violence and increase the severity of punishment for this type of violence.

### Objective 9. Generalize the population's confidence in public institutions, particularly in those responsible for providing public security and for procuring and imparting justice:

- Bring transparency to operational processes in public services received by citizens.
- Strengthen mechanisms for communication with citizens and disseminate public government information in a timely manner.
- Promote institutional identification, the value of public service, and professional ethics of public officials.
- Coordinate and establish mechanisms for transparency and accountability in state and municipal governments in the use of federal resources.

6. Combat corruption in federal government institutions that participate in the prevention, investigation and prosecution of crimes, as well as in carrying out criminal sanctions.

1. Consolidate a State policy in the areas of information, transparency and accountability.
3. Contribute to the development of a culture characterized by adherence to the law, ethics and public responsibility.
4. Institutionalize mechanisms for citizen participation and networking in the fight against corruption and improvement in transparency and legality.



## Chapter III. NDP Objectives and 2030 Goals to which the Program contributes

|  |   |
|--|---|
| <p><b>Objective 10. Boldly combat corruption.</b></p> <ul style="list-style-type: none"> <li>• Promote an anti-corruption culture.</li> <li>• Disseminate information regarding the sanctions to be imposed on public officials who engage in illegal behaviors, in order to activate “social sanction” mechanisms.</li> <li>• Consolidate the scheme for internal control entities, to reduce the risks of corruption and lack of transparency in the public sector.</li> <li>• Strengthen systems for preventing, detecting and controlling corruption.</li> <li>• Create mechanisms that facilitate whistle-blowing on public officials engaging in illegal practices.</li> </ul> | <ol style="list-style-type: none"> <li>1. Consolidate a State policy in the areas of information, transparency and accountability.</li> <li>2. Strengthen oversight of public resources and improve internal control in the Federal Public Administration, in order to contribute to institutions’ effectiveness and performance.</li> <li>3. Contribute to the development of a culture characterized by adherence to the law, ethics and public responsibility.</li> <li>4. Institutionalize mechanisms for citizen participation and networking in the fight against corruption and improvement in transparency and legality.</li> <li>5. Establish mechanisms for coordinating actions to combat corruption in the Federal Public Administration.</li> <li>6. Combat corruption in federal government institutions that participate in the prevention, investigation and prosecution of crimes, as well as in carrying out criminal sanctions.</li> </ol> |
| <p><b>Objective 11. Promote the development of a culture of legality.</b></p>  | <ol style="list-style-type: none"> <li>3. Contribute to the development of a culture characterized by adherence to the law, ethics and public responsibility.</li> </ol>  |
| <p><b>Objective 18. Promote citizen participation in preventing and combating crime.</b></p> <ul style="list-style-type: none"> <li>• Consolidate a tradition of whistle-blowing in society.</li> <li>• Create channels for citizen participation in the area of preventing and combating crime.</li> <li>• Guarantee the scrutiny, monitoring and evaluation of public security and justice institutions and forces.</li> </ul>   | <ol style="list-style-type: none"> <li>6. Combat corruption in federal government institutions that participate in the prevention, investigation and prosecution of crimes, as well as in carrying out criminal sanctions.</li> </ol>   |



## Chapter III. NDP Objectives and 2030 Goals to which the Program contributes

| AREA 5. Effective democracy and responsible foreign policy  |   |
|---|---|
| Objectives in National Development Plan<br>2007 – 2012  | Objectives in National Program on Accountability,<br>Transparency and Fighting Corruption 2008-2012   |
| <p><b>Objective 3. Develop a political-civic culture that promotes citizen participation in formulating and evaluating public policies</b></p> <ul style="list-style-type: none"> <li>• Promote the creation of citizen participation councils as fundamental mechanisms for citizen participation in formulating public policies, and in transparency and accountability.</li> <li>• Strengthen mechanisms for citizen participation and promote them in Federal Public Administration offices and entities.</li> </ul>  | <ol style="list-style-type: none"> <li>1. Consolidate a State policy in the areas of information, transparency and accountability.</li> <li>4. Institutionalize mechanisms for citizen participation and networking in the fight against corruption and improvement in transparency and legality.</li> </ol>  |
| <p><b>Objective 5. Promote and guarantee transparency, accountability, access to information, and protection of individuals' personal data, in all areas of government</b></p> <ul style="list-style-type: none"> <li>• Coordinate and establish mechanisms for transparency and accountability in the use of federal resources in state and municipal governments.</li> <li>• Promote mechanisms for making public government information clear, accurate, timely and reliable.</li> <li>• Promote, among the general population, the benefits of exercising the right to access public government information, with special emphasis on educational school programs and training for public officials.</li> </ul> | <ol style="list-style-type: none"> <li>1. Consolidate a State policy in the areas of information, transparency and accountability.</li> <li>2. Strengthen oversight of public resources and improve internal control in the Federal Public Administration, in order to contribute to institutions' effectiveness and performance.</li> <li>3. Contribute to the development of a culture characterized by adherence to the law, ethics and public responsibility.</li> <li>6. Combat corruption in federal government institutions that participate in the prevention, investigation and prosecution of crimes, as well as in carrying out criminal sanctions.</li> </ol> |



## Chapter III. NDP Objectives and 2030 Goals to which the Program contributes

|  |   |
|--|---|
| <ul style="list-style-type: none"><li>• Promote a civic culture of transparency and accountability.</li><li>• Conduct campaigns for disseminating useful information to citizens regarding government programs and projects.</li></ul>   |   |
| <p><b>Objective 6. Support Mexico's economic, social and political development based on the country's successful insertion in the world</b></p> <ul style="list-style-type: none"><li>• Promote compliance and harmonization of national legislation with international instruments that Mexico has signed and ratified.</li></ul> | <p><b>5. Establish mechanisms for coordinating actions to combat corruption in the Federal Public Administration.</b></p> |



## Chapter III. NDP Objectives and 2030 Goals to which the Program contributes

### Goals in Visión México 2030

Through this program, the Ministry of Public Administration is contributing to the following Visión México 2030 goals:

#### Rule of Law and Security

##### Goal 1 Rule of Law

- For Mexico to rank in the 20% of countries with the best scores on the World Economic Forum's Institutional Strength Index.

The Program may have an impact on the following Index components:

- Diversion of public funds.
- Favoritism in decisions of government officials.

#### Competitive and Job-Creating Economy

##### Goal 8 Competitiveness

- For Mexico to rank among the 20% of countries with the best scores on the World Economic Forum's Competitiveness Index.

The Program may have an impact on the following Index components:

- Public institutions: ethics and corruption, undue influence.

#### Effective Democracy and Responsible Foreign Policy

##### Goal 25 Combating Corruption

- For Mexico to obtain a score of 9 on Transparency International's Corruption Perceptions Index.

The Program may contribute to the following Index components:

- Corruption among the country's politicians and public officials.

##### Goal 26 Governability

- For Mexico to obtain a score of 75 on the World Bank's Governability Index.

The Program may have an impact on the following Index component:

- "Control of Corruption" variable.

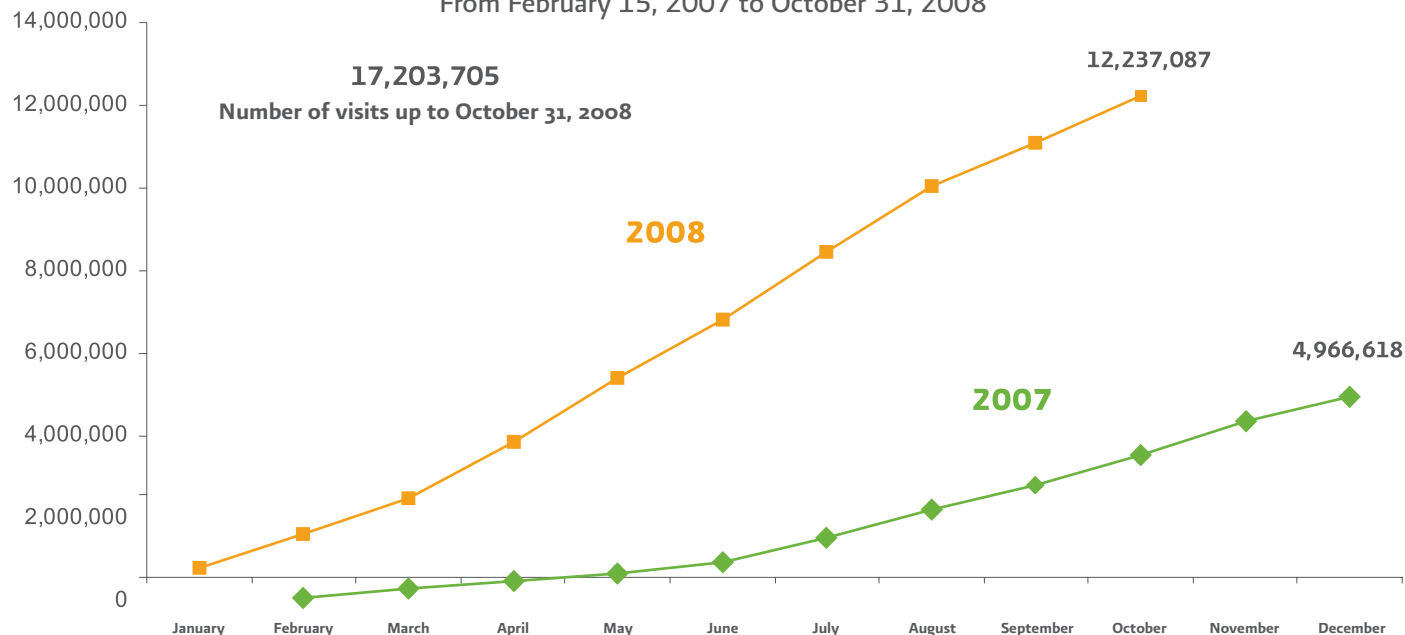


## **Chapter III. NDP Objectives and 2030 Goals to which the Program contributes**



## Number of Visits to Transparency Obligations Portal, 2007-2008

From February 15, 2007 to October 31, 2008



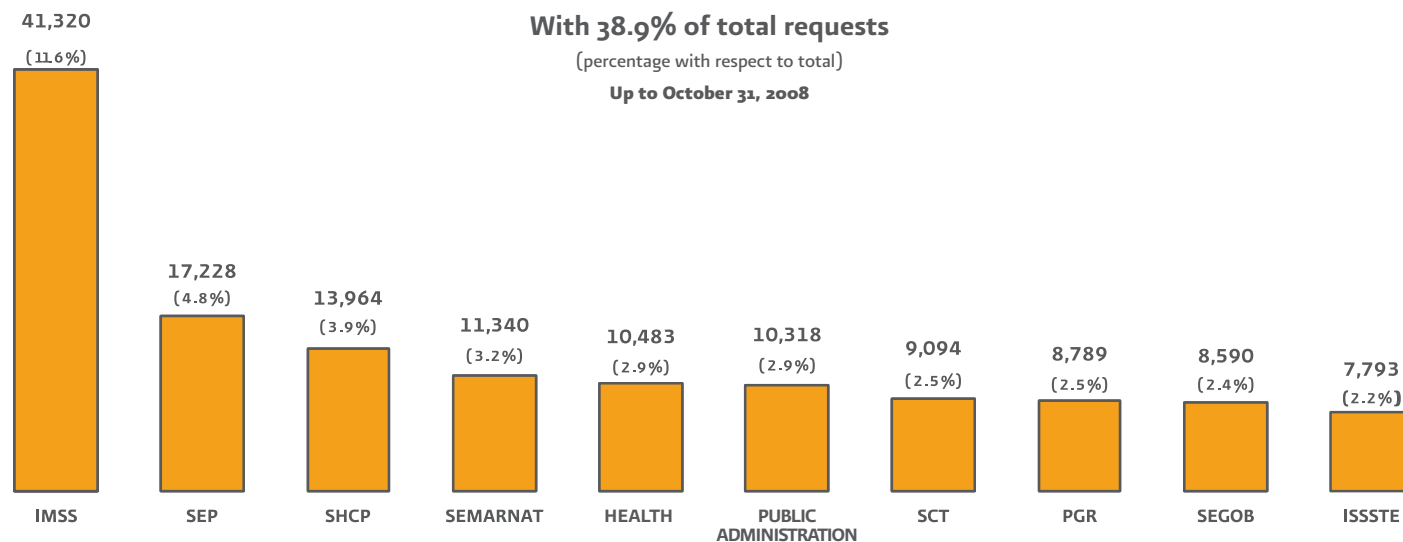
Source: Alonso Lujambio, "Una numeralia sobre el ejercicio de derecho de acceso a la información en relación con el Ejecutivo Federal, 2003-2008." Segundo Seminario Internacional de Acceso a la Información y Protección de Datos Personales.

## Ten offices or entities with the greatest number of requests for information

With 38.9% of total requests

(percentage with respect to total)

Up to October 31, 2008



Source: Alonso Lujambio, "Una numeralia sobre el ejercicio de derecho de acceso a la información en relación con el Ejecutivo Federal, 2003-2008." Segundo Seminario Internacional de Acceso a la Información y Protección de Datos Personales.



# Chapter IV.

## Objectives, Indicators and Goals

### Objective 1

**Consolidate a State policy in the areas of information, transparency and accountability.**

Democratic governability supposes the existence of public policies and administrative practices that are compatible with democratic principles and values. It is therefore necessary for transparency and accountability policies to be expanded and consolidated in State institutions.

Therefore, the goal is to consolidate the construction of government that is based on the rule of law, and that is transparent, responsible, efficient and accountable to society. To this end, the Program seeks to create institutional mechanisms for consolidating the necessary practices and values for establishing a Public Administration system that is honest, that brings transparency to and disseminates information regarding its actions, and that is prepared to be accountable for its actions and its use of public resources.

Political will and determination are necessary to stop corruption, to promote public integrity and to rebuild the credibility of public institutions in the eyes of citizens. Also necessary is a comprehensive, consistent strategy. A State policy against corruption must have a long-term vision, in which social practices and values that lead to corruption are progressively identified and eliminated. Such a policy requires co-responsibility among the three branches of government and society.

Improved democratic mechanisms for accountability, for managing government information, creating transparency, and combating corruption are elements that promote more efficient Public Administration that responds to the needs of society and contributes to strengthening confidence in institutions and the country's competitiveness.



| Indicator   | Unit of measurement  | Baseline                  | 2012 Goal |
|---|--|---------------------------|-----------|
| Compliance by the Federal Public Administration with all quality criteria established in guidelines for institutional internet portals.         | Percentage of Federal Public Administration offices and entities that comply with all quality criteria established in guidelines for institutional internet portals. | 40%<br>2008<br>Projection | 65%       |
| Publication of targeted information in web pages for Federal Public Administration offices and entities <sup>1/</sup> .                         | Percentage of offices and entities that publish targeted information in their web pages.   | None <sup>3/</sup>        | 100%      |
| Compliance by Federal Public Administration offices and entities with provisions in Article 6 of Mexico's National Constitution <sup>2/</sup> . | Percentage of Federal Public Administration offices and entities that comply with stipulations in Article 6 of Mexico's National Constitution.                       | None <sup>3/</sup>        | 100%      |

<sup>3/</sup> None: since this is a new measurement, no baseline is available.

<sup>1/</sup> Targeted information is information that contributes to citizens' decision-making regarding private and public goods. The publication of this information corrects asymmetries in information in markets, and such information can serve to establish regulatory tools. Specific criteria will be adopted to permit full identification of targeted information.

<sup>2/</sup> Article 6 of the National Constitution establishes that in order to allow for the right to access to information to be exercised, the federal and state governments and the Mexico City government, in their respective jurisdictions, will be guided by the following principles and foundations:

- I. All information in the possession of any federal, state or municipal authority, entity or body is public and can only be reserved temporarily for reasons of public interest in the terms established by law. The principle of maximum publicity must prevail in the interpretation of this right.
- II. Information referring to private life and personal data must be protected in the terms and with the exceptions established by law.



III. All individuals will have no-cost access to public information, to their personal data or the rectification of such data, without being required to specify their interest or justify such use.

IV. Mechanisms for access to information and transparent review procedures will be established. These procedures will be substantiated before specialized, impartial bodies or entities that are autonomous in their operations, governance and decision-making.

V. Obligated subjects must preserve their documents in updated administrative files and must publish complete, updated information through available electronic means regarding the indicators of governance and use of public resources.

VI. Laws will determine the manner in which obligated subjects must publicize information related to public resources transferred to individuals or businesses.

VII. When provisions stipulated in the area of access to public information are not fulfilled, sanctions will be applied in the terms established by law.



## Audits by Internal Control Entities and Results Obtained, 2007-2008

| Item  | Annual Data   |           | January - June <sup>/3</sup> |       |                    |
|---|---------------|-----------|------------------------------|-------|--------------------|
|   | Observed 2007 | Goal 2008 | 2007                         | 2008  | Variation % Annual |
| Universe of institutions directly and indirectly overseen <sup>/1</sup>   | 296           | 313       | 296                          | 313   | 5.7                |
| Internal control entities in Federal Public Administration, with "PAAC" registered with the Ministry of Public Administration <sup>/2</sup> | 212           | 210       | 212                          | 207   | -2.4               |
| Audits conducted  | 3,816         | 3,418     | 1,749                        | 1,563 | -10.6              |

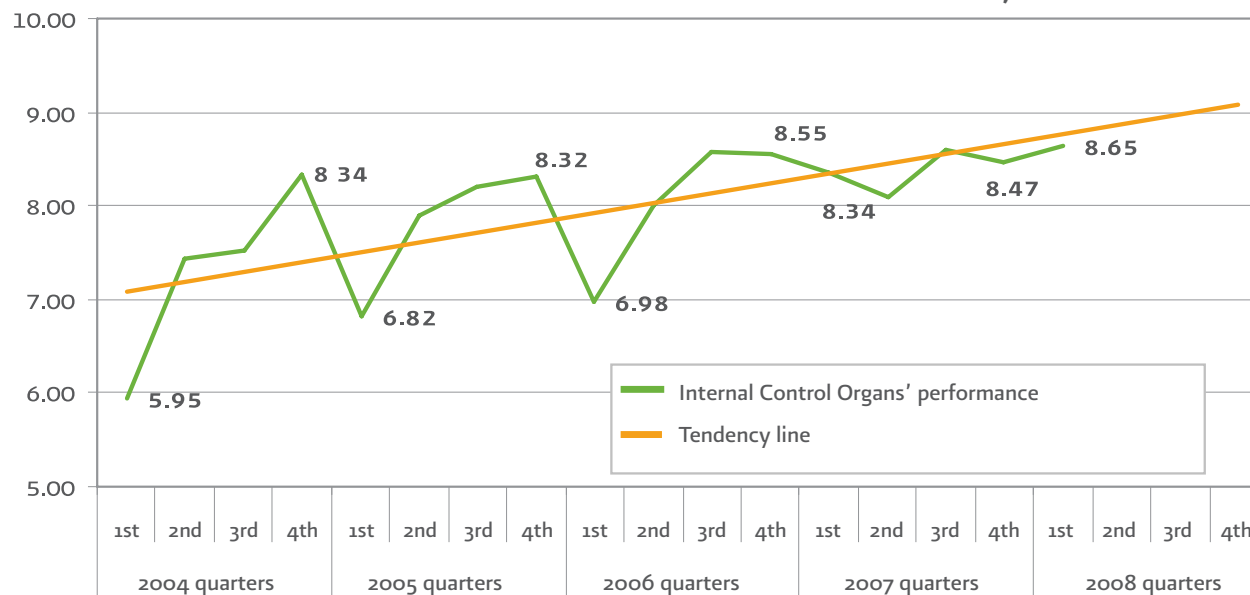
Source: "Segundo Informe de Labores," Ministry of Public Administration.

<sup>1/</sup> The universe of institutions overseen was updated for 2008, on the basis of the catalogue "Instituciones Sujetas a la Ley Federal de Entidades Paraestatales."

<sup>2/</sup> In September 2007, 13 Internal Control Entities (Órganos Internos de Control—OIC) were terminated, however at the end of that same year and in early 2008, eight new OICs were created within institutional structures.

<sup>3/</sup> The annual goal has not been met for 2008, since fulfilling this goal depends on factors outside of the Ministry's control.

## Evaluation of Performance of Internal Control Entities MIDO Performance Evaluation for Internal Control Entities, 2004-2008



Source: "Segundo Informe de Labores," Ministry of Public Administration.



### Objective 2

**Strengthen oversight of public resources and improve internal control in the Federal Public Administration, in order to contribute to institutions' effectiveness and performance.**

The fundamental purpose of the Ministry of Public Administration has evolved from an initial focus primarily on detecting and correcting errors, irregularities and omissions in the government's economic and financial administration and on the behavior of public officials, to a new focus on improving administrative practices and preventing corruption.

The proposed actions are oriented toward increasing the effectiveness of oversight mechanisms, and promoting the strengthening and improving of internal control over the offices and entities of the Federal Public Administration and Federal Attorney General's Office and units of the Office of Mexico's President, with the aim of reducing risks of corruption and improving public governance.

Our starting point is the premise that control is not limited exclusively to the budget area, and that the most effective control is that which does not allow irregularities, since the objective is to achieve efficiency in public policies and good governance of federal public resources.

We believe that oversight and control of public expenditures should be oriented toward the correct handling of federal public resources transferred to public institutions, as well as the prevention, detection and sanctioning of irregular practices. The aim is for such oversight and control to become an effective instrument in fighting corruption.



## Chapter IV. Objectives, Indicators and Goals | Objective 2

| Indicator   | Unit of measurement  | Baseline                       | 2012 Goal |
|---|--|--------------------------------|-----------|
| Recurring observations made by oversight entities regarding Federal Public Administration offices and entities. <sup>1/</sup> | Percentage of recurring observations regarding Federal Public Administration offices and entities, in comparison with previous year. | 50.64%<br>Year 2007            | 40%       |
| Performance audits conducted in Federal Public Administration offices and entities.   | Percentage of performance audits conducted by Internal Control Entities, with respect to all audits conducted.                       | 9%<br>Year 2007                | 50%       |
| States with an updated Coordination Agreement between the Ministry of Public Administration and the State Executive Branch.   | Percentage of states with updated Coordination Agreements.   | 22%<br>Year 2008               | 100%      |
| Effectiveness of Simulated User operations in combating corruption in the Federal Public Administration.                      | Percentage of simulated user operations in which cases of corruption have been detected and have led to sanctions.                   | None <sup>2/</sup>             | 80%       |
| Effectiveness of administrative sanctions imposed on public officials in the Federal Public Administration.                   | Percentage of firm sanctions imposed on public officials   | 70% <sup>3/</sup><br>Year 2008 | 77%       |

<sup>1/</sup> Recurring observations are regulatory violations detected during the audits conducted by a number of oversight entities: Public Administration System (Sistema de la Función Pública), Federal Superior Auditing Office (Auditoría Superior de la Federación), National Banking and Securities Commission (Comisión Nacional Bancaria y de Valores), National Commission on Insurances and Deposits (Comisión Nacional de Seguros y Fianzas), Sector-Based Coordinators (Coordinadoras Sectoriales), Federal Treasury (Tesorería de la Federación), and registered under the same item as observed the previous year and registered in the Periodic Information System (Sistema de Información Periódica).

<sup>2/</sup> None: since this is a new measurement, no baseline is available.

<sup>3/</sup> Estimated data.





## Administrative Responsibilities of Public Officials in Federal Public Administration

| ITEM                                  | ANNUAL DATA   |                              | SEPTEMBER-AUGUST |                         | ANNUAL % VARIATION |
|---------------------------------------|---------------|------------------------------|------------------|-------------------------|--------------------|
|                                       | OBSERVED 2007 | ESTIMATED 2008 <sup>1/</sup> | 2006-2007        | 2007-2008 <sup>2/</sup> |                    |
| Total Sanctions                       | 6 093         | 8 814                        | 6 008            | 7 896                   | 31.4               |
| Warnings <sup>3/</sup>                | 0             | 0                            | 6                | 0                       | 0                  |
| Reprimands                            | 2 389         | 5 840                        | 2 297            | 4 698                   | 104.5              |
| Dismissals                            | 357           | 336                          | 342              | 353                     | 3.2                |
| Disqualifications                     | 946           | 832                          | 1 037            | 881                     | -15                |
| Suspensions                           | 1 586         | 1 214                        | 1 499            | 1 307                   | -12.8              |
| Economic Sanctions                    | 815           | 592                          | 827              | 657                     | -20.5              |
| Amount of Economic Sanctions          | 2 638 618     | 617 752                      | 3 099 287        | 731 569                 | -76.4              |
| Number of Public Officials Sanctioned | 4 776         | 7 780                        | 4 714            | 6 744                   | 43.06              |

Source: "Segundo Informe de Labores," Ministry of Public Administration.

<sup>1/</sup> Preliminary figures, data to June estimated to December 2008.

<sup>2/</sup> Preliminary figures, data to June estimated to August 2008.

<sup>3/</sup> The administrative sanction referred to as "Warnings" is no longer regulated in the Federal Law on Administrative Responsibilities of Public Officials, and therefore its tendency will disappear.

Information is considered according to the date upon which the resolution was issued.

## Cause of Administrative Responsibilities of Public Officials in Federal Public Administration

| ITEM  | ANNUAL DATA   |                              | SEPTEMBER-AUGUST |                         | ANNUAL % VARIATION |
|---|---------------|------------------------------|------------------|-------------------------|--------------------|
|   | OBSERVED 2007 | ESTIMATED 2008 <sup>1/</sup> | 2006-2007        | 2007-2008 <sup>2/</sup> |                    |
| Total Sanctions   | 6 093         | 8 814                        | 6 008            | 7 896                   | 31.4               |
| Administrative Negligence                                       | 3 145         | 2830                         | 3 246            | 3 068                   | -5.5               |
| Violation of Contract Procedures                                | 316           | 284                          | 282              | 305                     | 8.1                |
| Violation of Budget Laws and Regulations                        | 954           | 660                          | 1 148            | 653                     | -43.1              |
| Abuse of Authority  | 373           | 206                          | 319              | 290                     | -9                 |
| Lack of Honesty   | 109           | 112                          | 108              | 112                     | 3.7                |
| Non-compliance with presentation of personal assets declaration | 962           | 4722                         | 646              | 3 468                   | 436.8              |
| Other   | 234           | 0                            | 259              | 0                       | 0                  |

Source: "Segundo Informe de Labores," Ministry of Public Administration.

<sup>1/</sup> Preliminary figures, data to June estimated to December 2008.

<sup>2/</sup> Preliminary figures, data to June estimated to August 2008.

Information is considered according to the date upon which the resolution was issued.



### Objective 3

**Contribute to the development of a culture characterized by adherence to the law, ethics and public responsibility.**

In compliance with the commitment made by the federal government to enhance respect for the rule of law by firmly establishing a culture of adherence to the law, and in observance of the responsibilities established in the National Agreement on Security, Justice and Legality, a number of strategies will be implemented in two areas:

1. Within the Federal Public Administration and the Federal Attorney General's Office, with the establishment of guidelines and criteria based on ethics and public responsibility, to achieve a cultural transformation, consolidating an ethical vision with values and principles orienting the actions of public officials toward honesty, transparency, integrity and accountability, and increasing their awareness of the importance of adhering to legality and the importance of the exemplary role they should fulfill in the eyes of society.
2. In society, with coordination by the federal public administration, to develop a culture of legality in the awareness and daily lives

of individuals, including actions to strengthen the collaboration between citizens and government institutions, and with the aim of understanding: a) the reasons that a culture of legality is necessary for the construction of a democratic society, b) the way in which corruption and illegality weaken the rule of law, and c) the responsibility of citizens and public officials to respect and enforce the law.

Developing a culture of adherence to legality will involve the modification of paradigms focused on changing illegal behaviors. These behaviors include those of individuals who fail to respect basic guidelines and those of public officials who violate institutional procedures and violate principles and values based on ethics and public responsibility.



| Indicator  | Unit of measurement   | Baseline           | 2012 Goal |
|--|---|--------------------|-----------|
| Compliance by Federal Public Administration offices and entities with the Index on Strengthening a Culture of Legality, Ethics and Public Responsibility. <sup>1/</sup>  | Percentage of offices and entities that obtain a score above 8 on the Index (scale of 0 to 10).   | None <sup>3/</sup> | 80%       |
| Compliance with the Fourth Chapter of the Federal Law on Administrative Responsibilities of Public Officials, to establish preventative actions for guaranteeing appropriate public service in Federal Public Administration offices and entities. <sup>2/</sup> | Percentage of Federal Public Administration offices and entities that comply with Chapter Four of the Federal Law on Administrative Responsibilities of Public Officials. | None <sup>3/</sup> | 80%       |
| Federal social development programs that provide training to beneficiaries regarding their rights and obligations.   | Percentage of federal social development programs that provide training to beneficiaries regarding their rights and obligations.  | 15%<br>Year 2008   | 50%       |

<sup>1/</sup> The Index is composed of the actions that Federal Public Administration offices and entities should implement and carry out in the areas of legality, transparency, ethics and public responsibility. Especially worth highlighting are: a) the establishment and implementation of ongoing programs for disseminating information, increasing awareness, and providing training and education for public officials; b) compliance by public officials of the principles and values established in the Federal Public Administration's Code of Ethics; c) the institutionalization of Codes of Conduct; d) the dissemination of information regarding sanctions imposed on public officials who engage in illegal behaviors; e) the adoption of self-regulatory mechanisms that enhance a transparent relationship between government and society; and f) efforts coordinated with private enterprise and aimed at incorporating best practices in the areas of social responsibility, corporate governance and others, and contributing to compliance with Anti-Corruption Conventions.

<sup>2/</sup> The Fourth Chapter of the Federal Law on Administrative Responsibilities of Public Officials indicates that the Ministry of Public Administration will issue general guidelines for offices and entities for establishing ongoing actions to define the behaviors for public officials in specific situations, in the performance of their jobs, positions or assignments.

<sup>3/</sup> None: since this is a new measurement, no baseline is available.





### Citizen or Advisory Councils in Federal Public Administration

| Sector                                     | Total | Created by regulations | Created without obligation |
|--|-------|------------------------|----------------------------|
| Social development and renewable resources | 42    | 42                     | 0                          |
| Economic development                       | 31    | 24                     | 7                          |
| Education and culture                      | 55    | 47                     | 8                          |
| Energy                                     | 16    | 10                     | 6                          |
| Treasury                                   | 15    | 11                     | 4                          |
| Health, work and social security           | 18    | 16                     | 2                          |
| National security                          | 12    | 7                      | 5                          |
| Total                                      | 189   | 157                    | 32                         |
| Percentage                                 | 100%  | 83%                    | 17%                        |

Source: Document entitled "Participación Ciudadana...¿para que? Hacia una política de participación ciudadana en el Gobierno Federal," Ministry of Public Administration, Mexico, 2007. (<http://www.programaanticorruptcion.gob.mx/>).

Note: The data from this document result from a survey conducted with 197 Federal Public Administration offices and entities.



### Objective 4

**Institutionalize mechanisms for citizen participation and networking in the fight against corruption and improvement in transparency and legality.**

In a democracy, the link between government and society is fundamental to preventing corruption and assuring the accountability of those in the position of governing. When citizens become involved, they demand accountability, generating social dynamics in which the government's performance improves and corruption is prevented. Therefore, with the strengthening of mechanisms for citizen participation, the goal is to involve social and private sectors in an active, ongoing way in the fight against corruption. This does not mean, however, that emphasis will be taken away from the fact that the government is responsible for sanctioning irregularities in Public Administration.

We will continuously promote the creation of links with sectors and groups representative of society, such as chambers of commerce, higher education institutions, professional associations and civil society organizations, to mention a few. Creating links with these stakeholders is indispensable to enhancing transparency, integrity, legality and accountability. The aim is to promote political and

institutional conditions that will eliminate possibilities for impunity. This will contribute to creating an atmosphere of confidence in the country, to permit improved performance by institutions and by the economy.

It is also of urgent importance to provide citizens with the technical tools for exercising social control of government programs. To this end, efforts will be concentrated on implementing the regulatory framework governing Citizen Monitoring, and strengthening the social fabric by developing oversight capacities. Therefore, schemes for coordination and co-responsibility will be established with public officials in the federal public administration who are responsible for supervising social development programs, with the aim that they will serve as the main promoters of Citizen Monitoring; and with the states and municipalities where federal social development programs are carried out, with the aim of expanding the organized, well-informed social groups capable of demanding accountability from those in the position of governing.



| Indicator   | Unit of measurement  | Baseline           | 2012 Goal |
|---|--|--------------------|-----------|
| Compliance with guidelines for guaranteeing citizen participation in actions for preventing and combating corruption in the federal public administration.          | Percentage of Federal Public Administration offices and entities that comply with guidelines for guaranteeing citizen participation in actions for preventing and combating corruption in the federal public administration. | None <sup>2/</sup> | 100%      |
| Federal programs that implement Citizen Monitoring schemes.   | Percentage of federal programs that implement Citizen Monitoring schemes.  | 15%<br>Year 2008   | 50%       |
| Civil Society Organizations that participate in monitoring public governance in order to contribute to transparency and the fight against corruption. <sup>1/</sup> | Percentage of Civil Society Organizations that participate in monitoring public governance in order to contribute to transparency and the fight against corruption.  | None <sup>2/</sup> | 50%       |

<sup>1/</sup> Organizations considered will be those enrolled in the Federal Registry of Civil Society Organizations and focused on civic activities (2,093 as of December 8, 2008), in accordance with the Federal Law on Promoting Activities of Civil Society Organizations.

<sup>2/</sup> None: since this is a new measurement, no baseline is available.





### Objective 5

#### **Establish mechanisms for coordinating actions to combat corruption in the Federal Public Administration.**

Combating corruption requires coordination by a number of different entities and authorities. In the federal public administration, emphasis will be placed on coordination among the Interior, Public Administration, Finance, Ministry of Public Credit and Public Security and the Federal Attorney General's Office, with the aim of implementing comprehensive actions for strengthening the government's capacities, for the benefit of society.

Since the fight against corruption is such an immensely complex problem, it requires co-responsibility between federal and local governments, and to this end, coordination mechanisms will also be established in this program.

The Anti-Corruption Conventions ratified by the National Senate are legal norms that oblige the Mexican State to establish commitments for all branches and levels of government. It is thus necessary to coordinate actions that will facilitate compliance with these international commitments and take the appropriate steps to combat acts of corruption in public administration.

In addition, with the objective of contributing to clean, fair and transparent electoral process, it is vitally important that public officials conduct their actions within a framework of legality that facilitates the appropriate use of the public resources for which they are responsible. Blindaje electoral efforts are aimed at preventing actions that undermine the transparency of electoral processes.



| Indicator  | Unit of measurement  | Baseline           | 2012 Goal |
|--|--|--------------------|-----------|
| Cases of joint investigations by the Public Administration, Finance and Public Credit, Interior and Public Security Ministries together with the Federal Attorney General's Office, of politically exposed individuals <sup>1/</sup> for possible involvement in high-impact crimes of bribery and money laundering. | Percentage of cases investigated jointly in relation to the cases identified.                        | None <sup>3/</sup> | 100%      |
| Cases investigated in the area of foreign bribery. <sup>2/</sup>   | Percentage of cases investigated in relation to the cases identified in the area of foreign bribery. | None <sup>3/</sup> | 100%      |
| Cases investigated in the area of administrative violations and crimes in electoral matters, committed by federal public officials.  | Percentage of cases investigated in relation to the cases identified.                                | None <sup>3/</sup> | 100%      |

<sup>1/</sup> According to the resolution through which the general provisions are stipulated for Article 95a of the General Law on Credit Organizations and Auxiliary Activities, applicable to individuals who conduct operations referred to in Article 81-A in the same law. This definition establishes the following: A politically exposed person is an individual who performs or has performed especially noteworthy public functions in a foreign country or in national territory, including heads of State or government, political leaders, high-level government, judicial or military officials, high-level executives of government-owned enterprises, and officials or important members of political parties.

<sup>2/</sup> This indicator is based on the Anti-Bribery Convention of the Organization for Economic Cooperation and Development (OECD). This Convention is an international agreement through which signatory countries establish measures for deterring, preventing and sanctioning persons and businesses that promise, pay or cover up bribes to foreign public officials participating in international business transactions, as mechanisms for fighting corruption and particularly foreign bribery. Specific criteria will be adopted to facilitate full identification of cases susceptible to foreign bribery crimes.

<sup>3/</sup> None: since this is a new measurement, no baseline is available.



### Trust Control in Public Officials in the Federal Attorney General's Office

| Results                     | Annual Data  |              | January-June |              | % Variation  |
|-----------------------------|--------------|--------------|--------------|--------------|--------------|
|                             | 2006         | 2007         | 2008         | 2009         |              |
| Approved                    | 4,750        | 4,310        | 2,172        | 1,924        | -11.42       |
| Not approved                | 1,911        | 1,543        | 1,091        | 1,005        | -7.88        |
| Not presented               | 188          | 8            | 5            | 54           | 980.00       |
| Not concluded               | 52           | 444          | 238          | 174          | -26.89       |
| Inter-institutional support | 0            | 0            | 0            | 256          | 0            |
| <b>Total</b>                | <b>6,901</b> | <b>6,305</b> | <b>3,506</b> | <b>3,413</b> | <b>-2.65</b> |

Source: "Segundo Informe de Labores," Ministry of Public Administration.

### Evaluations Conducted with Public Officials in the Ministry of Public Security from September 2007 to August 2008

| Period                       |                                   | Sep 07       | Oct 07       | Nov 07       | Dec 07       | Jan 08     | Feb 08       | Mar 08       | Apr 08       | May 08       | Jun 08       | Jul 08       | Aug 08       | Total          |
|------------------------------|-----------------------------------|--------------|--------------|--------------|--------------|------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|----------------|
| Candidates evaluated (entry) | Center for TrustControl (SEIP)    | 682          | 774          | 470          | 519          | 263        | 288          | 197          | 388          | 337          | 254          | 373          | 298          | 4,843          |
|                              | Department of trust Control (PFP) | 1,251        | 657          | 987          | 633          | 668        | 1,383        | 1,548        | 1,613        | 1,207        | 896          | 877          | 1,220        | 12,940         |
| <b>Subtotal</b>              |                                   | <b>1,933</b> | <b>1,431</b> | <b>1,457</b> | <b>1,152</b> | <b>931</b> | <b>1,671</b> | <b>1,745</b> | <b>2,001</b> | <b>1,544</b> | <b>1,150</b> | <b>1,250</b> | <b>1,518</b> | <b>17,783*</b> |
| Current personnel evaluated  | Permanence                        | 3            | 2            | 0            | 0            | 0          | 0            | 33           | 29           | 7            | 20           | 1            | 0            | 95             |
|                              | Promotion                         | 87           | 224          | 137          | 46           | 56         | 140          | 47           | 2            | 427          | 2,794        | 1,030        | 542          | 5,532          |
| <b>Subtotal</b>              |                                   | <b>90</b>    | <b>226</b>   | <b>137</b>   | <b>46</b>    | <b>56</b>  | <b>140</b>   | <b>80</b>    | <b>31</b>    | <b>434</b>   | <b>2,814</b> | <b>1,031</b> | <b>542</b>   | <b>5,627</b>   |
| <b>Total</b>                 |                                   | <b>2,023</b> | <b>1,657</b> | <b>1,594</b> | <b>1,198</b> | <b>987</b> | <b>1,811</b> | <b>1,825</b> | <b>2,032</b> | <b>1,978</b> | <b>3,964</b> | <b>2,281</b> | <b>2,060</b> | <b>23,410</b>  |

\* Considered in this total are the 15,338 evaluations reported by the CNCC. The difference can be found in those evaluated between September and December of 2007 by SEIP's Center for Trust Control.

Source: "Segundo Informe de Labores," Ministry of Public Administration.



### Objective 6

**Combat corruption in federal government institutions that participate in the prevention, investigation and prosecution of crimes, as well as in carrying out criminal sanctions.**

It is vitally important to consolidate the public security and justice institutions that have demonstrated efficiency and, in particular, honesty. Priority should be placed on preventing irregular behaviors and illegal actions, maintaining an aggressive fight against corruption and working toward an end to impunity.

The fight against corruption in these areas should be extended to other institutions and offices that carry out administrative functions that, by their nature, are closely linked to preventing, investigating and prosecuting crimes. Some of these activities include the inspection of individuals and merchandise at borders, airports and maritime ports, as well as the prevention of operations conducted with illegally-obtained resources through the financial system and other economic agents.

The institutions and offices associated with these activities require public officials who are strictly subject to the principles of legality, objectivity, impartiality, professionalism, efficiency, honesty,

congruence, loyalty, transparency, respect for human dignity, institutional solidarity and collaboration, certainty and prudence. For this reason it is important to strengthen and intensify mechanisms for monitoring and supervision, giving priority to the prevention of irregular behaviors and illegal actions. In this context it is necessary to assure transparency and decision-making processes that clearly specify levels of responsibility and assure coordination among the corresponding entities. It is also vital to establish levels of sanctions against those responsible for committing irregular behaviors or illegal actions.

The coordination and monitoring of the authority inherent in public security and justice functions, but also in related administrative functions, will be decisive in consolidating the rule of law.



| Indicator   | Unit of measurement   | Baseline           | 2012 Goal |
|---|---|--------------------|-----------|
| Files on public officials working in offices and entities related to public security and justice, <sup>1</sup> with updated information.  | Percentage of registries and individual files on public officials associated with public security and justice.  | None <sup>3/</sup> | 40%       |
| Compliance with requirements for permanence and principles of certainty, objectivity, legality, efficiency, professionalism, honesty, loyalty and impartiality on the part of public officials <sup>2/</sup> in trust control procedures. | Percentage of the total corresponding to public officials who are not rated as suitable in confidence control evaluations and are dismissed from their positions.       | None <sup>3/</sup> | 100%      |
| Strengthening of citizen participation in supervision and control systems, as well as in monitoring actions derived from such participation.  | Percentage of ordinary visits for technical and legal evaluations as well as those focused on inspection and supervision, with participation by citizen visitors.       | None <sup>3/</sup> | 70%       |
| Application of trust control evaluations for permanence in the institutions participating in the prevention, investigation and prosecution of crimes.   | Percentage of administrative and support personnel in the Ministry of Public Security who have been subject to trust control evaluations to determine their permanence. | 5%<br>2008         | 100%      |
| Application of trust control evaluations for permanence in the Federal Police Force.  | Percentage of federal police officers who have been subject to trust control evaluations to determine their permanence.   | 24.17%<br>2008     | 100%      |
| Application of trust control evaluations for permanence of guards in federal penitentiaries.  | Percentage of guards in federal penitentiaries who have been subject to trust control evaluations to determine their permanence.  | None <sup>3/</sup> | 100%      |

<sup>1/</sup> Police officers, public Ministries, experts and public officials associated with administrative functions in the areas of customs, migration, supervision and monitoring of institutions in the financial system and the offices and entities related to public security and justice.

<sup>2/</sup> Police officers, public Ministries, expert witnesses and public officials in the offices and institutions associated with public security and justice.

<sup>3/</sup> None: since this is a new measurement, no baseline is available.



# Chapter V.

## Strategies and Lines of Action

### Objective 1

Consolidate a State policy in the areas of information, transparency and accountability.

### Strategy 1.1

Increase the efficiency of transparency and public information policies in the Federal Public Administration and Federal Attorney General's Office..

### Lines of action

**1.1.1** Develop evaluation guidelines and criteria to enable Federal Public Administration offices and entities to comply with stipulations in Article 6 of Mexico's National Constitution.

**1.1.2** Establish criteria, and adopt practices and standards in information technologies, with the aim of unifying the institutional internet portals of Federal Public Administration offices and entities, to thereby make citizens' access to public government information more efficient and effective.

**1.1.3** Evaluate the information placed at citizens' disposal by Federal Public Administration offices and entities, to verify that this information is clear, timely, accurate and adequate.

**1.1.4** Provide training to public officials in the area of access to public government information.

**1.1.5** Identify actions of targeted, strategic transparency in the services provided by Federal Public Administration offices and entities, to facilitate citizens' decision-making with regard to public and private goods and services.

**1.1.6** Create a network of Federal Government Liaison Units to enable the unification of transparency and access to information processes in the Federal Public Administration.

**1.1.7** Develop a regulatory framework that brings order to and systematizes electronic information in the Federal Public Administration.



### Strategy 1.2

Promote and coordinate actions with other branches of government, other levels of government, private enterprise and civil society, to adopt actions that will contribute to enhancing transparency and accountability policies.

#### Lines of action

**1.2.1** Strengthen mechanisms for coordination with states, with the aim of developing joint programs and actions in the areas of transparency, accountability and the fight against corruption in Mexico.

**1.2.2** Increase current mechanisms for transparency in social programs and the transfer of public resources from the federal government to state and municipal governments, to civil society organizations and other stakeholders.

**1.2.3** Provide incentives to academic institutions and research centers for conducting studies on transparency, accountability and combating corruption.

**1.2.4** Promote legal reforms and technical foundations that will lead to the harmonization of accounting systems in the three branches of government,

with the aim of issuing comparable financial statements and uniform public accounts.

### Strategy 1.3

Strengthen policies and actions in the area of combating corruption in the Federal Public Administration and the Federal Attorney General's Office, as well as its democratic mechanisms for accountability.

#### Lines of action

**1.3.1** Assure accountability in the use of resources for public security programs, through the dissemination of information regarding the indicators of governance and measurement of the way in which expenditures are made and their efficient operation.

**1.3.2** Strengthen the scheme for Internal Control Entities and Delegates and Public Commissioners to accompany Federal Public Administration offices and entities in a co-responsible, prevention-oriented manner, in the analysis and reduction of risks of corruption and lack of transparency in services, programs and processes.



### Strategy 1.4

Strengthen the regulatory framework and the process of encouraging whistle-blowing and generate an appropriate legal instrument for protecting whistle-blowers.

#### Lines of action

**1.4.1** Establish an efficient system for monitoring and responding in a timely manner to citizen complaints, petitions and whistle-blowing, with the primary characteristics of simplicity and functionality.

**1.4.2** Simplify the means (in person, mailboxes, forms on internet) and regulations for presenting complaints, petitions and whistle-blowing, in terms of timelines, procedures, requirements and documentation.

**1.4.3** Incorporate mechanisms for citizen observation in the process of responding to complaints and whistle-blowing related to corruption and inappropriate behaviors by public officials.

**1.4.4** Generate a legal instrument that establishes the means for the protection, security and integrity of public officials who engage in whistle-blowing, and for safeguarding their jobs, positions and assignments.

### Strategy 1.5

Improve regulatory aspects in order to promote transparency and accountability in the Federal Public Administration.

#### Lines of action

**1.5.1** Review internal regulations for offices and entities in order to avoid generating obstacles to the efficiency of processes and to include conditions for prevention, transparency and accountability.

### Strategy 1.6

Transform the Federal Public Administration's system of public contracts, moving from an administrative and control function to a strategic function in the efficient and effective use of public expenditures, guided by solid principles of transparency, ethics and accountability.

#### Lines of action

**1.6.1** Carry out a project to reform the Law on Acquisitions, Leases and Services in the Public Sector and the Law on Public Works and Related Services, incorporating international best practices in the area of public contracts, and moving from a system of processes to a strategic tool for efficiency in public expenditures.



**1.6.2** Implement a process of consolidated purchasing and transversal contracts, in order to avoid multiplicity of contract procedures, differential prices, risks of corruption and in general, inefficiency in public expenditures.

**1.6.3** Redesign the Electronic System for Government Contracts, to make it possible to carry out all contract procedures electronically (not only public bidding processes); and to generate useful information for the federal government that will assist in strategic decision-making in this area and will permit unrestricted public scrutiny.

**1.6.4** Establish a system of indicators that will provide information on public contracts.

**1.6.5** Perfect mechanisms for resolving disputes that arise during contract procedures and when contracts are already in process, with the aim of strengthening the legal security of the public contract system, reducing litigation, generating certainty and confidence in private investment, and promoting transparency and accountability in the use of public expenditures.

**1.6.6** Promote legality in the behavior of public officials and of individuals who intervene in contract procedures, through an effective system of sanctions.

### Objective 2

**Strengthen oversight of public resources and improve internal control in the Federal Public Administration, in order to contribute to institutions' effectiveness and performance.**

### Strategy 2.1

Strengthen the prevention-deterrence focus in the work of Internal Control Entities, Public Commissioners and Delegates, and other oversight entities in the Ministry of Public Administration.

### Lines of action

**2.1.1** Strengthen the mechanism for administering and evaluating the performance of Internal Control Entities and Public Commissioners and Delegates, to enable these actors to accompany Federal Public Administration offices and entities with a focus on co-responsibility and prevention, in the implementation of the Federal Government's priorities and policies in reducing risks of corruption and lack of transparency, and in improving public governance.

**2.1.2** Establish actions for strengthening inter-relations among Internal Control Entities:

1. Procedures for inter-relations among the central areas of the Ministry of Public Administration and its Monitoring and Control Entities.



## Chapter V. Strategies and Lines of Action

2. System of liaisons among the Sub-Ministries, and the General Coordination Office and Units for Monitoring and Control Entities, responsible for serving as the channel for responding to petitions and calls made to Monitoring and Control Entities.

3. With each Sub-Ministry, establish specific processes corresponding to operating procedures for interaction, in which forms, times, responsibilities and other elements guaranteeing the expected outcome will be defined.

**2.1.3** Generate a scheme of forums for conciliating the work of Internal Control Entities and Public Commissioners and Delegates with the work of Federal Public Administration offices and entities and the Federal Attorney General's Office, with the aim of improving governance and a focus on prevention.

**2.1.4** Establish a scheme for comprehensive visits, for assuring the quality of the work and information of Internal Control Entities.

**2.1.5** That external auditing firms plan and develop external audits with a focus on prevention.

**2.1.6** Increase the practice of performance audits for verifying that Federal Public Administration

offices and entities comply with the goals and objectives established, in an efficient and effective manner.

**2.1.7** Implement the Zero Observations Program, to eliminate the recurrence of regulatory violations derived from audit observations in those areas representing the greatest problems in the Federal Public Administration and the Federal Attorney General's Office.

**2.1.8** Verify that the actions-recommendations determined by the Federal Superior Auditing Office are addressed and resolved in a timely manner.

### Strategy 2.2

Broaden the coverage and impact from oversight of the Federal Public Administration and the Federal Attorney General's Office.

### Lines of action

**2.2.1** Align auditing programs with the areas of risk in the Federal Public Administration and Federal Attorney General's Office.

**2.2.2** Verify that public works constructed with federal resources are carried out in the timeline and with the cost and quality expected, through control audits and proposed visits, and bring transparency to this process.



## Chapter V. Strategies and Lines of Action

**2.2.3** Develop an inventory of public works carried out by the Federal Public Administration.

### Strategy 2.3

Strengthen the schemes of collaboration between the various oversight entities and government authorities.

### Lines of action

**2.3.1** Establish criteria for auditing the programs through which the federal government transfers federal public resources to states.

**2.3.2** Detect areas of opportunity in the work of overseeing the three levels of government, and improve inter-institutional coordination.

**2.3.3** Work together with states, in line with the coordination agreements signed, to promote the improvement of processes in the federal programs carried out by local governments.

**2.3.4** Promote the adoption of internal control standards in states, with support from the Permanent Commission on State-Federal Comptrollers.

### Strategy 2.4

Promote strengthening and improvement of internal control in the Federal Public Administration and Federal Attorney General's Office, to reduce risks of corruption and improve public governance.

### Lines of action

**2.4.1** Implement general internal control standards in the Federal Public Administration and Federal Attorney General's Office.

**2.4.2** Implement the Risk Management Model in offices and entities of the Federal Public Administration and Federal Attorney General's Office.

**2.4.3** Follow up on compliance with agreements generated in sessions of the Control and Auditing Committees of offices and entities of the Federal Public Administration and Federal Attorney General's Office.

**2.4.4** Identify best practices in the area of internal control, and implement them in the offices and entities of the Federal Public Administration and Federal Attorney General's Office.



### Objective 3

**Contribute to the development of a culture characterized by adherence to the law, ethics and public responsibility.**

#### Strategy 3.1

Promote a culture characterized by adherence to the law among public officials in the Federal Public Administration and Federal Attorney General's Office.

#### Lines of action

**3.1.1** Establish and implement programs for information dissemination and ongoing training for public officials in the Federal Public Administration and Federal Attorney General's Office, to strengthen a culture of transparency, integrity, adherence to legality and accountability.

**3.1.2** As part of the education and training program linked to Monitoring and Control Entities, consider courses or other didactic resources for developing skills in the culture of legality and accountability, to facilitate these practices in the Federal Public Administration.

**3.1.3** Establish training mechanisms to enable those entering public service in the Federal Public Administration through the Professional Career Service, to be familiar with provisions in the area of administrative responsibilities regulating public official actions.

#### Strategy 3.2

Consolidate a culture of ethics and integrity among public officials in the Federal Public Administration.

#### Lines of action

**3.2.1** Issue general guidelines on the basis of which offices and entities of the Federal Public Administration and Federal Attorney General's Office should establish preventative actions to guarantee appropriate public service, in line with stipulations in the Fourth Chapter of the Federal Law on Administrative Responsibilities of Public Officials.

**3.2.2** Evaluate compliance with the principles and values established in the Code of Ethics for Public Officials in Federal Public Administration, through a system of indicators and evaluation.

**3.2.3** Update and implement codes of conduct for Federal Public Administration offices and entities, based on the principles and values established in the Code of Ethics for Public Officials in Federal Public Administration.

**3.2.4** Create a culture of public ethics that will establish the values and principles guiding the actions of public officials, in order to strictly comply with



the law and to increase the awareness of public officials regarding the exemplary role they should play in society..

### Strategy 3.3

Promote a culture of integrity, adherence to legality and rejection of corruption.

#### Lines of action

**3.3.1** Establish and implement training programs for users and beneficiaries of federal programs, to contribute toward consolidating a relationship between society and government that is transparent and adheres to legality, with a focus on exercising rights and meeting obligations.

**3.3.2** In coordination with the country's educational authorities, promote the development and implementation of programs and actions that contribute to strengthening the education of children and young people in the areas of transparency, ethics, integrity and a culture of legality.

**3.3.3** Develop awareness-raising programs and campaigns for promoting and consolidating a culture of legality and rejecting corruption.

**3.3.4** Disseminate information and promote the adoption of self-regulation mechanisms in society,

to help increase the transparency of the relationship between government and society and among private agents.

**3.3.5** Disseminate information on effectively using the right to information as part of citizen monitoring and deterrence of corruption.

**3.3.6** Disseminate information regarding sanctions imposed on public officials who engage in illegal behaviors, in order to activate society's mechanisms of sanctions and whistle-blowing

### Strategy 3.4

Identify and incorporate best practices in integrity, transparency and accountability.

#### Lines of action

**3.4.1** In coordination with private enterprise, identify and incorporate practices in corporate governance and social responsibility, to contribute to increasing our country's competitiveness.

**3.4.2** Present good practices in the areas of transparency, fighting corruption and promoting a culture of legality, to recognize the efforts of public, private, academic and social institutions.



## Chapter V. Strategies and Lines of Action

**3.4.3** Identify, propose and promote the adoption of corporate governance and social responsibility practices in companies in the semi-public sector.

**3.4.4** Promote the adoption of practices that contribute to compliance with Anti-Corruption Conventions, in the private sector and in professional associations.

### Objective 4

**Institutionalize mechanisms for citizen participation and networking in the fight against corruption and improvement in transparency and legality.**

#### Strategy 4.1

Establish conditions in the Federal Public Administration and Federal Attorney General's Office for citizen participation in the fight against corruption.

#### Lines of action

**4.1.1** Establish guidelines for guaranteeing citizen participation in actions to prevent and fight corruption in the Federal Public Administration.

**4.1.2** Strengthen social participation in monitoring federal programs by issuing and monitoring regulatory and operational frameworks.

**4.1.3** Promote the adoption of schemes for comptrollers from society in state and municipal governments.

#### Strategy 4.2

Develop capacities in social and private sectors for co-responsible participation in the fight against corruption.

#### Lines of action

**4.2.1** Establish a program for financing projects developed by civil society organizations and higher education institutions for preventing and fighting corruption in the Federal Public Administration.

**4.2.2** Develop mechanisms for citizen participation that contribute to the evaluation, supervision and monitoring of public governance, especially in policies having a great impact on citizens and focused on accountability, transparency and combating corruption.

#### Strategy 4.3

Establish homogeneous entities, standards, procedures and mechanisms in the Federal Public Administration and Federal Attorney General's Office, for responding to citizens, effectively addressing their proposals and providing them with greater certainty in relation to the actions of public officials.



### Lines of action

**4.3.1** Unify, regulate and follow up on entities and procedures in the Federal Public Administration and Federal Attorney General's Office, for responding to citizen complaints, petitions and whistle-blowing.

**4.3.2** Create homogeneous, high-quality protocols and standards in the Federal Public Administration and Federal Attorney General's Office, for responding to citizens.

### Objective 5

**Establish mechanisms for coordinating actions to combat corruption in the Federal Public Administration.**

### Strategy 5.1

Establish mechanisms for coordinating actions to combat corruption in the Federal Public Administration.

### Lines of action

**5.1.1** Verify compliance with strategies and actions that are focused on accountability, transparency and combating corruption, and that establish

the sector-based programs of Federal Public Administration offices, through the Inter-Sector Commission for Transparency and Combating Corruption in the Federal Public Administration.

**5.1.2** Establish an inter-institutional coordination scheme for investigating acts of corruption, as part of the national strategy against corruption and money laundering.

**5.1.3** Strengthen the implementation of confidence control procedures for the hiring of personnel in the national security sector of the Federal Public Administration.

**5.1.4** Establish a collaboration mechanism for implementing confidence control procedures in the acquisitions areas in the national security sector of the Federal Public Administration.

**5.1.5** Consolidate the operations of the Technical Committee of the National Security Council, to facilitate the acquisition of goods, leases and services in the area of national security, guaranteeing the transparency of contract processes.

**5.1.6** Enhance verification of personal financial asset declarations by public officials, through a prevention-focused review process.



### Strategy 5.2

Coordinate actions between administrative and penal systems, for sanctioning acts of corruption.

#### Lines of action

**5.2.1** Reduce the time interval required to prepare files substantiating alleged criminal responsibility, for presenting the corresponding denouncement, when applicable, to the Public Ministry.

**5.2.2** Assist the Federal Public Ministry in facilitating criminal proceedings in the cases denounced by the Ministry of Public Administration, with the aim of sanctioning acts of corruption.

### Strategy 5.3

Coordinate blindaje electoral actions (to prevent illegal intervention in electoral processes).

#### Lines of action

**5.3.1** Coordinate actions to prevent administrative misdemeanors or crimes from being committed in electoral processes by public officials in the three levels of government.

**5.3.2** Sign collaboration agreements for blindaje electoral efforts with states where electoral processes are taking place, with the aim of preventing and sanctioning irregular conduct.

**5.3.3** Promote citizen monitoring of social programs, in order to prevent them from being used for electoral purposes.

### Strategy 5.4

Oversee compliance with Anti-Corruption Conventions in the Federal Public Administration.

#### Lines of action

**5.4.1** Establish coordination mechanisms among the different entities and authorities in Federal Public Administration involved in compliance with commitments derived from Anti-Corruption Conventions.

**5.4.2** Promote compliance with and harmonization of national legislation with international instruments in the area of combating corruption.

**5.4.3** Design and implement training programs for public officials responsible for implementing programs, systems, standards, measures and mechanisms derived from Anti-Corruption Conventions.



**5.4.4** Design procedures and indicators for analyzing the results from programs, systems, standards, measures and mechanisms derived from Anti-Corruption Conventions, and to verify follow-up on the recommendations made.

**5.4.5** Promote, facilitate and support reciprocal legal cooperation and technical assistance in preventing and combating corruption, including the recovery of assets.

**5.4.6** Promoting collaboration with legislative and judicial branches at the federal and state levels, in order to comply with Anti-Corruption Conventions.

### Objective 6

**Combat corruption in federal government institutions that participate in the prevention, investigation and prosecution of crimes, as well as in carrying out criminal sanctions.**

### Strategy 6.1

Consolidate mechanisms for providing a timely, effective response to whistle-blowing on officials engaging in illegal practices.

### Lines of action

**6.1.1** Define profiles for police forces, public Ministries, experts and public officials linked to administrative functions in the areas of customs and migration, and in the supervision and oversight of institutions within the financial system.

**6.1.2** Define profiles for public officials in control and oversight entities in the government offices and institutions linked to public security and justice, and define specific training programs in line with the nature of these activities.

**6.1.3** Systematize, inter-connect and update databases on public officials involved in the activities specified above.

### Strategy 6.2

Develop a rigorous trust control process in the selection and evaluation of public officials.

### Lines of action

**6.2.1** Consolidate the trust control evaluation model and assess the evaluation's level of certainty, on the basis of international standards, in each of the exams used.



## Chapter V. Strategies and Lines of Action

**6.2.2** Promote the establishment of the trust control evaluation model, respecting international standards, in public security and justice institutions at the state level, on the basis of applicable legal instruments and regulations.

**6.2.3** Bring uniformity to evaluation protocols, and the operational processes and procedures in trust control centers at the three levels of government, in the framework of the National Public Security System, in order to incorporate the country's best men and women in public administration.

**6.2.4** Design and implement accreditation systems in trust control centers, in order to verify that processes are applied with minimum, unified standards.

**6.2.5** Conduct ongoing modification, updating and systematization of the technical standards and evaluation instruments used in confidence control exams.

**6.2.6** Promote ongoing training and specialization of personnel responsible for conducting trust control evaluations.

### Strategy 6.3

Guarantee the scrutiny, follow-up and evaluation of public security and justice institutions,

thereby promoting the institutions' credibility and society's confidence in institutions

### Lines of action

**6.3.1** Evaluate the performance and effectiveness of public security and justice institutions, on the basis of administrative indicators for making results transparent, and strengthen the culture of accountability among public officials.

**6.3.2** Establish links with entities in public, social and business sectors, in order to coordinate the corresponding actions in whistle-blowing on irregularities and illegal actions of public officials.

**6.3.3** Consolidate centers for providing direct, comprehensive guidance to citizens.

**6.3.4** Strengthen citizen participation in oversight and control systems, on the basis of newly-developed, modern schemes for subjecting institutional activities to public scrutiny, and establish programs and methods for measuring results.

**6.3.5** Correct operational processes and systems on the basis of contributions made by citizens.

**6.3.6** Establish efficient systems for addressing and following up on complaints filed, and establish



methodologies for identifying potential vulnerabilities and points of risk for acts of corruption in institutional processes.

**6.3.7** Establish ongoing forums for consulting with citizens regarding public security and justice matters.

### Strategy 6.4

Promote a culture of whistle-blowing on illegal acts, and guarantee the legal security and integrity of whistle-blowers.

### Lines of action

**6.4.1** Define and implement policies for handling information and maintaining the confidentiality of information associated with whistle-blowing on corruption committed by public officials.

**6.4.2** Define and implement clear mechanisms and resources for providing compensation for damages.

**6.4.3** Develop strategies and programs for collaborating witnesses in cases of corruption, and for promoting the offer and payment of rewards.

**6.4.4** Strengthen legal regulations for guaranteeing the security of whistle-blowers, informants and witnesses in general.

### Strategy 6.5

Establish uniform criteria in order to prevent discretionary decisions by authorities when applying standards..

### Lines of action

**6.5.1** Identify cases in which discretionary decisions may occur, as well as potential vulnerabilities and points of risk that may facilitate or favor acts of corruption in institutional processes.

**6.5.2** Update organizational and functional regulations in government offices and institutions involved in public security and justice functions.

**6.5.3** Develop manuals and procedures for actions that limit the possibilities for discretionary decisions by public officials.

**6.5.4** Design and establish protocols for joint actions between public security and justice institutions, in order to clearly indicate the actions corresponding to the investigation of criminal acts.

**6.5.5** Establish computerized systems for the digitalization of files and communications, by incorporating advanced electronic signatures in criminal proceedings.



## Chapter V. Strategies and Lines of Action

**6.5.6** Disseminate information to society regarding the cases of public officials subject to criminal proceedings for prosecution of acts of corruption, and the sentences received from those proceedings, and maintain updated statistical data in coordination with the corresponding entities in the federal judicial branch of government.

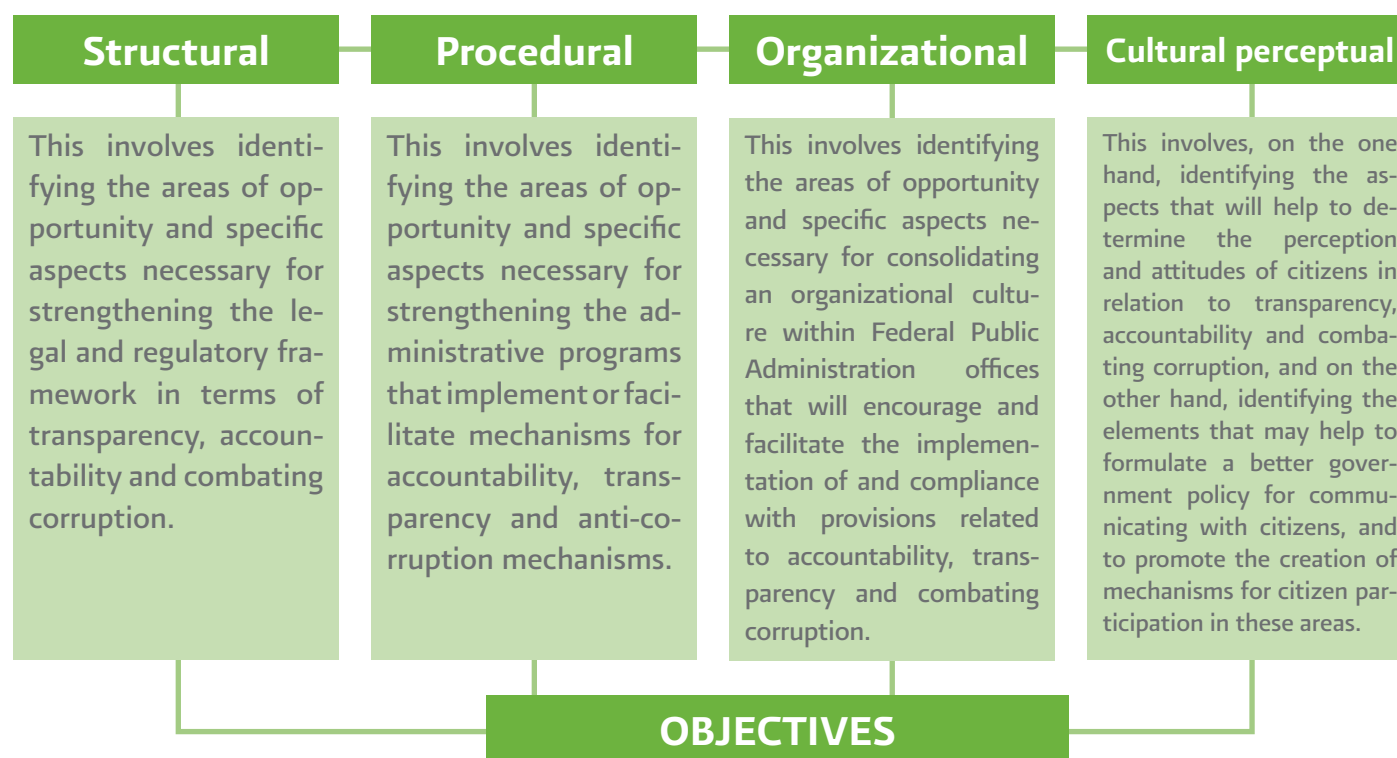


# Chapter VI.

## Evaluation and Monitoring System

The **2008-2012 National Program on Accountability, Transparency and the Fight Against Corruption** contains six major objectives that together are oriented toward generating a positive impact on four specific dimensions of the Federal Public Administration.

These dimensions are:



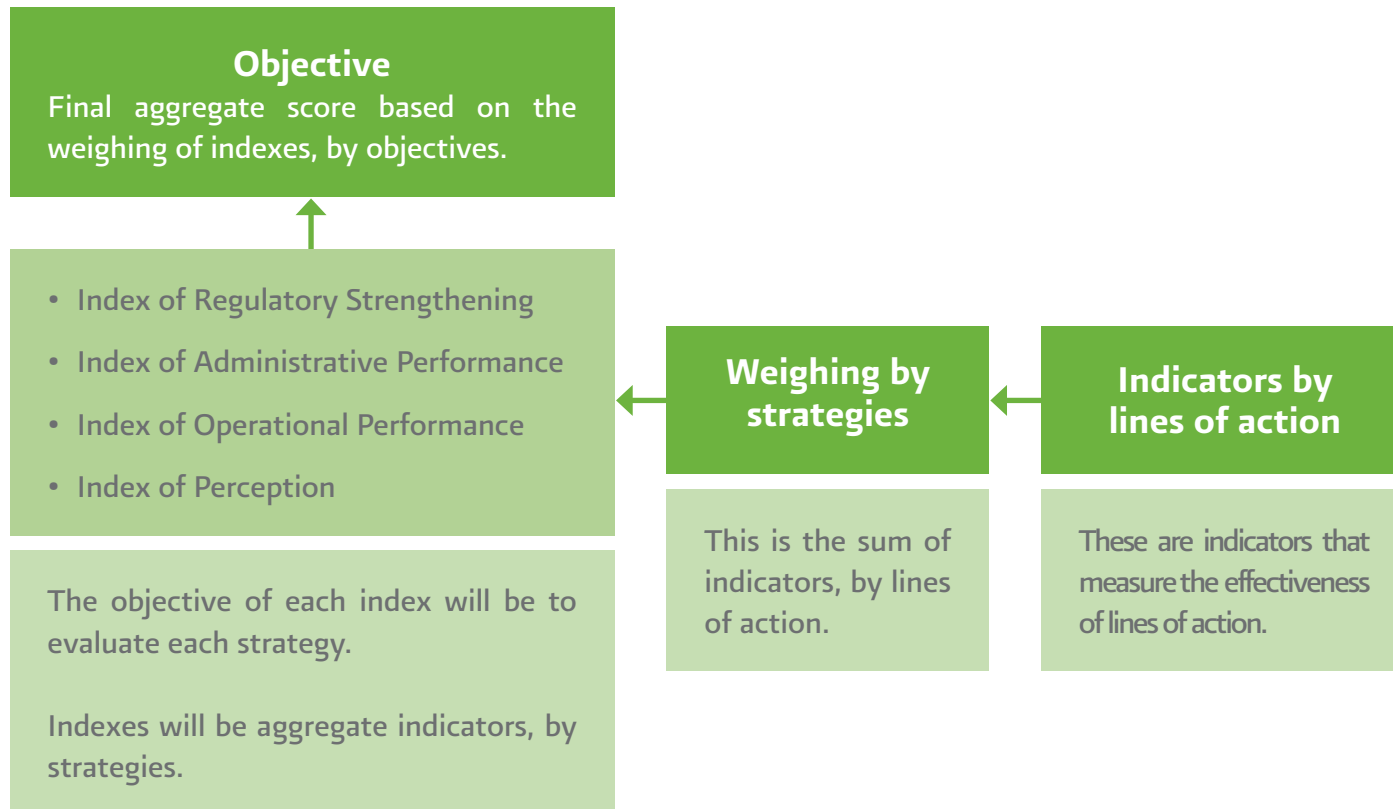
## Chapter VI. Evaluation and Monitoring System

On the basis of these dimensions, indicators will be developed in accordance with each line of action, to complement those linked to objectives, with the goal of developing a system of indicators that can precisely measure the Program's strategies and objectives.

And based on the indicators for each line of action, global (aggregate) indicators will be developed for each of the six major objectives.

This entire system of indicators will be complemented by a monitoring methodology that will

### Process for Determining Aggregate Indicators



## Chapter VI. Evaluation and Monitoring System

provide periodic follow-up to the Program, according to the dimension, objective, strategy, line of action, and of course, indicator by indicator, through an electronic platform. In this way, the constant monitoring of indicators will facilitate ongoing feedback processes with the objective of improving decision-making related to strategies for accountability, transparency and combating corruption.

The methodology includes conducting an evaluation of the indicators system in 2010 and in 2012, to then make a genuine, objective comparison of the Program's progress at the end of the current six-year administration. It will also be possible through this instrument to observe the correlation of actions carried out.

The monitoring and evaluation processes will be carried out by the Ministry of Public Administration, through the Inter-Sector Commission for Transparency and Combating Corruption in the Federal Public Administration.



# Glossary

### **Bribery**

Offering, promising or granting a benefit with the intention of unduly influencing an action or decision by a public official or a person who exercises public functions. May be initiated by a person seeking to receive a bribe or a person who offers or pays a bribe. Bribery is probably the most common form of corruption.

### **Corruption**

Conduct that deviates from regulated public administration, due to personal considerations or in order to obtain monetary benefits or upward mobility, or from the violation of regulations due to personal considerations. Refers to actions that contradict the State's legal order and that deviate from established regulatory criteria.

### **Citizen Monitoring**

Citizen mechanisms aimed at verifying, individually or collectively, the correct use of public resources and compliance with government program goals, based on the applicable legal framework.

### **Internal Control**

Mechanisms aimed at establishing procedures for assuring compliance with the goals and objectives of institutions and programs within its responsibility. This makes it possible to obtain reliable, timely information and prevent omissions or irregularities that violate the regulatory framework or negatively affect federal assets.

### **Culture of Legality**

Implies that members of a society accept the rule of law on the basis of their personal convictions, values, principles and reasoning. They accept and exercise their role as citizens, and recognize and respect the value, rights and dignity of other citizens. In the culture of legality, individuals accept and adhere to laws—not in response to the threat of punishment, but because of their personal convictions.

### **Rule of Law**

A State in which authorities and individuals behave according to legal norms for protecting the rights



and freedoms that are inherent to individuals and should be applied by impartial, accessible institutions that generate certainty.

## Public Ethics

Values and principles that guide the actions of public officials in the exercise of their service, with respect to their fundamental rights and in compliance with their obligations and responsibilities.

## Democratic Governability

The capacity of government to transform needs into policies, in which Public Administration maintains its essential responsibility in terms of governance, however changing its practices and instruments to move from a centralist model to a model with an open focus in which it associates with private and social sectors, making it possible to formulate and implement policies with the least amount of time and effort.

## Citizen Participation

Spaces or mechanisms for interaction among organized groups of society and government, making it possible for society to contribute and have an impact on the governmental actions it is affected by.

## Social Accountability

Mechanism for social control of government, not related to elections, and based on public ethics,

transparency and dialogue, in which public officials explain and justify their actions to citizens.

## Transparency

A practice or instruments used by organizations to make information public or to make information, mechanisms and processes in government administration and performance open to the public.

## Targeted Transparency

Process of identification, systematization and dissemination of information that is relevant to the public. Targeted transparency seeks to serve as a space for useful consultation to assist citizens' decision-making regarding public and private goods and services.



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