UNIVERSITÄT OSNABRÜCK

Building a Reliable Citizen Participation in Local Government

A Case Study of Local Citizen Participation in Latin America
Integral Citizen Observatory (ICO) in Los Cabos, Baja California Sur, Mexico

Aufbau einer verlässlichen Bürgerbeteiligung in der Kommunalverwaltung

Eine Fallstudie zur lokalen Bürgerbeteiligung in Lateinamerika
Integrales Bürgerobservatorium (IBo) in Los Cabos, Baja California Sur, Mexiko

Dissertation zur Erlangung des Doktorgrades
Doktorin der Wirtschaft- und Sozialwissenschaften (Dr. rer. pol.)
des Fachbereichs Kultur- und Sozialwissenschaften der Universität Osnabrück

vorgelegt
von
Gloria Ostos Mota
aus
Madrid, Spanien

Osnabrück, 2019

Abstract (English)

According to the United Nations more than half of humanity live today in cities, and by 2050 seventy percent of the world's population is projected to be urban. This means that there will be a transformative role of cities at all levels in the coming decades. In general, Local governments have the responsibility to provide their people with basic services to improve their living standards because democracy is also measured in terms of quality of life and the common good. Through the case study of Los Cabos Citizen Observatory (ICO) in Los Cabos, Baja California Sur, Mexico, we have analyzed and learned that a conscious, competent, credible, collective, collaborative, continuous and communicative citizen participation can occur with the use of ISO 18091 international standard. With this tool, not only can citizens evaluate the administration's action in an integral way but also offer proposals of value for the improvement of public services and policies which eventually become strategic axes of municipal development plan for a good governance. Therefore, ICOs are *Building a Reliable Citizen Participation for Local Government* which can be presented as 'one valid global way' to improve *Democracy and Participation in the 21st century* that are promoted and practiced starting from the cities.

Keywords
Democracy, Citizen Participation, Good Governance, Local Government, Integral Citizen Observatories, ISO 18091.

Abstrakt (German)

Nach Angaben der Vereinten Nationen lebt heute mehr als die Hälfte der Menschheit in Städten. 2050 werden es etwa 70 Prozent der Weltbevölkerung sein. Dies bedeutet, dass Städte in den kommenden Jahrzehnten auf allen Ebenen eine transformierende Rolle spielen werden. Im Allgemeinen sind die Kommunalverwaltungen dafür verantwortlich, ihren Bürgern grundlegende Dienstleistungen zur Verbesserung ihrer Lebensqualität zur Verfügung zu stellen, da Demokratie auch an Lebensqualität und Gemeinwohl gemessen wird. Die Analyse der Fallstudie des Bürgerobservatoriums (ICO) in Los Cabos, Baja California Sur, Mexiko zeigte, dass eine bewusste, kompetente, glaubwürdige, kollektive, kollaborative, kontinuierliche und kommunikative Bürgerbeteiligung unter Anwendung des internationalen Standards ISO 18091 stattfinden kann. Mit diesem Instrument können Bürger nicht nur das Handeln der Regierung allumfassend bewerten, sondern zugleich Vorschläge zur Verbesserung der öffentlichen Dienstleistungen und der Politik unterbreiten. Letztendlich kann das Instrument einen strategischen Schwerpunkt des kommunalen Entwicklungsplans für eine gute Verwaltung ausmachen. Daher bauen die ICOs *eine verlässliche Bürgerbeteiligung für die Kommunalverwaltung auf*, die als „ein adäquater globaler Weg" zur Verbesserung von *Demokratie und Partizipation im 21. Jahrhundert* bezeichnet und von den Städten gefördert und praktiziert werden kann.

Schlüsselwörter
Demokratie, Bürgerbeteiligung, verantwortungsvolle Staatsführung, Kommunalverwaltung, Integrale Bürgerbeobachtungsstellen, ISO 18091.

Contents

List of Tables and Figures

Acknowledgments

Chapter I. INTRODUCTION

In September 2015, the heads of states and governments and high representatives, met at the United Nations Headquarters in New York, as the Organization celebrated its seventieth anniversary and decided on a new Global Agenda which came into effect on January 1, 2016 and would be effective until 2030. This document signed was under the title *Transforming Our World: The Agenda 2030 for Sustainable Development* (United Nations, 2015). The fact that we have a common Agenda in this globalized world to transform the world is a very good news that concerns us all. Despite the *Clash of Civilizations* (Huntington, 1996) that came along in the process of globalization, today we can share a common vision of the future. Thus, in the first part of the document, a global diagnosis in the section "Our World Today" is made. Also, in the "Preamble," "Declaration," "Our Vision," and "Our Shared Principles and Commitments" sections of the 2030 Agenda, the scope of 17 ambitious sustainable development goals SDGs with 169 targets are reflected and understood to be a common good at a global level, just as how we have called it in chapter II, 'the global common good.' The 2030 Agenda defines itself in the preamble: "This Agenda is a plan of action for people, the planet, and its prosperity."

Since the 2030 Agenda is a plan of action and not just a declaration of intent, paragraph 9 states how "a world in which democracy, good governance and the rule of law, as well as an enabling environment at a national and international levels are essential to achieve sustainable development, including sustained and inclusive economic growth, social development, environmental protection and the eradication of poverty and hunger" can be implemented. Also, in paragraph 35, the new Agenda recognizes the need of "effective and accountable institutions and development of a specific target to achieve competent institutions and citizen participation at all levels." Target 16.7 clearly denotes to "ensure responsive, inclusive, participatory, and representative decision-making at all levels." Effectively, as several authors have pointed out, "Good solutions for public administration problems have to be, in some sense, local" (Fukuyama, 2004, p. 43); and according to Széll (2009), "the quality of life and working life certainly cannot be decided by international organizations (Agenda 21), nor by the European Union, or a nation-state alone, though these entities are definitely needed. Regional and local levels should also be decisive" (p. 32).

Even more, the human population recently passed an interesting landmark and more than 50 percent of us now live in cities and occupy approximately 2 percent of the total land surface representing 70 percent of the Global Economy (GDP) and over 60 percent of the global energy consumption, 70 percent of the greenhouse gas emission and 70 percent of global waste. This signifies an important transformative role of cities at all levels in the coming decades. Likewise, the rapid urbanization is putting pressure on fresh water supply, livelihood, and public health. Currently, more than 828 million people are living in marginal neighborhoods, and the number is still increasing (Habitat III, 2016). In such a way that "local governments are geared and the ones responsible for making big investments in infrastructure and are likewise the largest providers of services. So, they need to efficiently manage resources and processes as well as improve levels of quality in their management models" (Steele, 2014). Today, the citizens want to be informed, be a part of the

decision-making process and evaluate the action of the government. The challenge is how to satisfy the concept of 'good governance' and how we can move toward effectiveness and efficiency in the management of local governments and reach a local citizen participation to consolidate democracy and build inclusive and sustainable smart cities.

In fact, a sustainable global development is not possible without the local development and good local governance. Former United Nations Secretary-General Ban Ki-moon (2016) said in a statement commemorating the World Cities Day: "To transform our world, we must transform its cities." And recently, United Cities and Local Governments, UCLG (2019) affirms in the Third Report to the High-Level Political Forum: Toward the Localization of the Agenda 2030 – "However, such a paradigmatic change in governance culture would need to be given more priority in order for it to translate into institutional transformation driven by the process of implementing the 17 SDGs. The coordination between national and local planning systems and budgeting processes needs to be strengthened, yet with respect for the principles of subsidiarity" (p.110). Thus, participation and democracy in the twenty-first century must be promoted and practiced starting from the cities.

In 2014, the International Organization for Standardization (ISO) published *ISO 18091*. It is the first quality management system-guidelines for the application of ISO 9001:2008 in local government—a public management system focused on the citizens and a new public management system based on effectiveness, evaluation of public policies and services for continuous improvement through citizen participation. With the entry into force in 2016 of the UN 2030 Agenda, Carlos Gadsden took the initiative to adapt ISO 18091:2014 to the recently approved Sustainable Development Goals of the UN 2030 Agenda, as well as the recently-approved ISO 9001:2015. After three years of work at ISO within the technical committee 176, working group 04, a total of 77 experts representing 34 countries participated in sessions in Hong Kong, Madrid, Rotterdam, Mexico City, Bali, Milan and the Azores. The project PNA ISO 18091 was approved with the vote of 64 countries in favor, 23 abstentions and 3 negatives, representing 96 percent of the positive votes (Gadsden, 2018). This signaled the publication of ISO 18091:2019 in March 2019. Prior to this in 2018, ISO 18091 was used as a guide for the implementation of the United Nations Sustainable Development Goals (SDG) for more than 5,500 municipalities in Brazil, supported by the National Confederations of Municipalities (CNM), United Cities and Local Governments (UCLG), the United Nations Development Program (UNDP), FIDEGOC Foundation and the German Association of Cities [Deutscher Städtetag] (UCLG & UNDP, 2018).

1. Main Objective of the Research

The main purpose of this study is to make a framework for the analysis of local citizen participation through the case study of the Integral Citizen Observatory (ICO) Los Cabos 2015-2018 which was the first Integral Citizen Observatory based on ISO 18091:2014[1] that was purely citizen initiative. Other experiences in Mexico and in

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[1] ISO 18091:2014 was the first international standard for the application of quality management system ISO 9001:2008 in local government.

the world have been promoted from the local government or other public or private organizations.

In this research study the Integral Citizen Observatory of Los Cabos in Mexico from 2015 to 2018 will be analyzed to conclude whether ICOs can be a new paradigm of citizen participation using the international standard ISO 18091. Therefore, it can be proposed as 'one global valid way' for citizen participation in local government to strengthen transparency and democracy and be an efficient instrument to achieve a better quality of life for all citizens based on human rights, as well as to cooperate in what we have called the global common good (2030 Agenda).

2. Scope of the Research

To address this research study, the conceptual framework is discussed at the beginning of chapter II. The topic that has been brought about is reliable citizen participation in local government, but prior to this, the forms of government and democracy have been mentioned, that is why an in-depth analysis of the state of the art of democracy and participation in the twenty-first century has been made. The three reflections that György Széll (2018b) made within the framework of the International Congress of the same name held in Lisbon in July 2017 organized by the International Sociological Association (ISA) and Research Committee 10 (RC 10) were also tackled. The first, on the concept of democracy and participation; the second, on the quality of democracy; and the third, on the future and the challenges that democracy and citizen participation are facing in the twenty-first century.

In the second section, the origin and the analysis of the two great political principles are traced back. These are the *Subsidiarity Principle: The Art of Sharing Power* and *Common Good Principle: Dignity, Unity and Equality for all People.* An analysis of new proposals on the economy of the common good follows. From the three perspectives—financial, socio-political and academic (scholar)—the three authors (Camdessus, 2012; Felber, 2015; Tirole, 2018) agree that it is necessary to proceed to a serious, deep and general reform of the economic model of the market economy to reach the *Economy of the Common Good*. After analyzing the United Nations 2030 Agenda, it is agreeable that it can be understood as the global common good*.*

In the third section, the Future of the City and the Challenges of Local Government, the need to *Rethinking Democracy* from the City, and Innovate in City Management Toward the Collective Political Intelligence are analyzed. In the second part, The Path Toward the Global Agenda 2030 has also been discussed. The process of globalization is also tackled and this leads to reaching the consensus of a Global Agenda. The second part of this section will demonstrate that the path toward the ambitious and comprehensive 2030 Global Agenda has also been a process in which the concepts of good governance at all levels and local citizen participation are being developed as key elements for the implementation of the Global Agenda itself and to eventually achieve a sustainable development. Therefore, the final declaration of the global conferences that have marked the milestones toward formulating the 2030 Global Agenda have been referred to. These are Rio Earth Summit (1992): Agenda 21 and Local Agenda 21; Johannesburg Summit (2002) Rio +10; Rio Earth Summit (2012) Rio+20; and Millennium Development Goals (2000-2015). Finally, ISO

18091 (2014-2019), which is a tool for local citizen participation in the Global Agenda, will be tackled.

In the third part of the Conceptual Framework, an institutional approach to the study of citizen participation in local government is made because it is believed that local citizen participation cannot be exercised from the vacuum. Our two main references are Douglass North (1990), *Institutions, Institutional Change and Economic Performance*, and *Elinor Ostrom (1990) Governing the Commons: The Evolution of Institutions for Collective Action.*

3. Research Methodology and Own Approach

In chapter III, the choice of a case study as a research method for this work is explained through the example of Bent Flyvbjerg's study of Aalborg's Planning on *Rationality & Power* (Flyvbjerg, 1998) in the explanation of the phronetic social sciences, the methodological guidelines, and the power of example in *Making Social Science Matter* (Flyvbjerg, 2001). The case study is the Integral Citizen Observatory of Los Cabos, in Baja California Sur, México.

According to Széll (2016), "today, innovation in popular participation came quite often from the third world and not from the rich countries" (p. 2). The author refers to Participatory Budgets as the 'renaissance' of popular participation. We have seen very good models of citizen participation in Latin America that are certainly worth mentioning: Participatory Budget in Brazil, Bogotá, What's going on in Colombia, and Citizen Observatories in México which we analyzed in chapter IV.

The selection of these cases from Latin America was due to the fact that at present, the most urbanized regions in the world are Latin America and the Caribbean which exceeds 80 percent of their population living in urban areas. In addition, Iberoamerica is one of the most cohesive regions of the world due to the common language and culture with different development rates. In this region, there are young democracies whose institutional development is not yet consolidated. This means that citizen participation and social innovation play a key role in consolidating their democracies and in contributing to the institutional strength to achieve the common good. We have selected the Integral Citizen Observatory (ICO) of Los Cabos among all other citizen observatories as a case study to investigate new forms of citizen participation because it is purely citizen initiative.

A deep analysis of chapter V and the case study of ICO Los Cabos 2015-2018 will be made to provide a concrete example and detailed narratives of the ways citizens in ICO Los Cabos have made their institutions of self-government produce annual diagnoses, their communication to public opinion through the media, their relationship with the mayor and municipal government and their relations with other social actors.

Following the thoughts of Flyvbjerg, four silver questions have been proposed through Integral Citizen Observatory (ICO) Los Cabos case study on how to make a framework for the analysis of the problem, risks and challenges of citizen participation in local government. Moreover, how things may be done differently has

also been considered in chapter VI with full knowledge that there could be no ultimate answers to these questions.

1. Where are we going with democracy and participation in Los Cabos?
2. Who wins and who loses with this quality management system for local governments?
3. Is an international institutional framework for citizen participation based on a quality management system for local government desirable?
4. What should be done to reach a reliable citizen participation model in local government?

The main sources for answering the four silver questions are the analysis of archival data; participant observations through a field work in Los Cabos in February 2018; interviews with public servants, ICO members, local media, and other social actors; and the descriptive analysis, contingency table analysis and the semiotic analysis based on the survey done to ICO members 2015-2018 described in the section Protocol, in chapter III.

For the conclusions in chapter VII, some ideas have been listed down that could introduce ICO Los Cabos as a new paradigm of local citizen participation applied with methodology—the international standard ISO 18091—and as 'one global valid way' for citizen participation in local government so as to strengthen transparency and democracy as well as to be an efficient instrument to achieve a better quality of life based on human rights for all citizens and to cooperate in what we have called the global common good (2030 Agenda). And finally, through the case study of the Integral Citizen Observatory (ICO) Los Cabos 2015-2018, a framework with the necessary elements to make citizen participation in local government reliable based on an international institution ISO 18091 has been proposed.

Chapter II. CONCEPTUAL FRAMEWORK

1. REFLECTIONS ON CITIZEN PARTICIPATION IN LOCAL GOVERNMENT

1.1 Democracy and Participation in the Twenty-First Century

Participation is of vital importance when it comes to building democracy. "Participation and democracy are inseparable! There will be no real democracy without a real, active, and full participation in all realms of life" (Széll, 1997, p. 15). For Széll (1989b), "participation undoubtedly means the weakest form of a democratization process in every context if we try to measure it on a balance scale" (p. 4). But, at the same time, participation in local government means that it is a way to empower citizens as well as to train and learn about participation to strengthen the democratic process.

As a starting point of this chapter, general reflections are made on *Democracy and Participation in the 21st Century* that György Széll (2018b) made within the framework of the International Congress of the same name held in Lisbon in July 2017 organized by the International Sociological Association (ISA) and Research Committee 10 (RC 10). This congress attended by the author of this research brought together more than two hundred experts from all over the world. Széll claims that "the debate about democracy and participation is full of paradoxes" (p. 211). From this point, it will be focused on the three reflections made: the first, on the concept of democracy and participation; the second, on the quality of democracy; and the third, on the future and the challenges that democracy and citizen participation are facing in the twenty-first century.

The Concept of Democracy as a Form of Government

If we analyze the concept of democracy and participation, we must go back to the Greek philosophers. In the book *Politics*, Aristotle exposed the classical theory of the forms of government, which is still in force without major changes. For Aristotle, "every state is as we see a sort of partnership, and every partnership is formed with a view to some good (since all the actions of all mankind are done with a view to what they think to be good). It is therefore evident that, while all partnerships aim at some good, the partnership that is the most supreme of all and includes all the others does so most of all and aims at the most supreme of all goods; and this is the partnership entitled the state, the political association" (*Politics*, Book I, chapter I).

For the author, the political community is more than a mere social contract based on utilitarian norms, but rather a moral community. Aristotle said, "And why man is a political animal in a greater measure than any bee or any gregarious animal is clear. For nature, as we declare, does nothing without purpose; and man alone of the animals possesses speech, but speech is designed to indicate the advantageous and the harmful, and therefore also the right and the wrong; for it is a special property of man in distinction from the other animals that he alone has perception of good and bad and right and wrong and the other moral qualities, and it is partnership in these things that makes a household and a city-state" (*Politics*, Book I, chapter I).

For this reason, the forms of government should not be an end in themselves but a way to achieve the common good. Aristotle said, "It is evident that every form of government or government administration, for the words are of the same import must contain a supreme power over the whole state, and this supreme power must necessarily be in the hands of one person, or a few, or many; and when either of these apply their power for the common good, such states are well governed; but when the interest of the one, the few, or the many, who enjoy this power is alone consulted, then ill: for you must either affirm that those who make up the community are not citizens, or else these shares in the advantages of government. We usually call that which is governed by one person for the common good, a kingdom; one that is governed by more than one, but by a few only, an aristocracy; either because the government is in the hands of the most worthy citizens, or because it is the best form for the city and its inhabitants. When the citizens at large govern for the public good, it is called a state; (…) whereas when the multitude govern the state with a view to the common advancement, it is called by the name common to all the forms of constitutions and constitutional governments (...) Deviations from the constitutions mentioned are tyranny corresponding to kingship, oligarchy to aristocracy, and democracy (demagogic) to constitutional government. For monarchy, it is the ruling and interest of the monarch; oligarchy government, the interest of the rich; democracy government, in the poor, and none of these forms of government with regard to the profit of the community" (*Politics*, Book III, chapter V).

For Aristotle, each of the six forms of government is analyzed in a historical context, so it presents a myriad of real variants of each. He said, "But at present, some people think that there is only one kind of democracy and one kind of oligarchy, but this is not true" (*Politics*, Book IV, chapter I). It is possible to find many forms in the organization of power, based on population and the literacy level of each community, based on the extension, localization and fertility of the territory, based on customs and laws. Aristotle (*Politics*, Book VI, chapter IV) refers to the diverse species of democracy, though it speaks that equality is what characterizes the first democracy—an equality founded by law. If freedom and equality are, as is claimed, the two fundamental criteria for democracy, the more complete this equality is in political rights, the more democracy will be maintained in all its purity. And "justice on the other hand is an element of the state; for judicial procedure, which means the decision of what is just, is the regulation of the political partnership" (Aristotle, *Politics*, Book I, chapter I)

In 1991, Huntington wrote *Third Wave: Democratization in the Late Twentieth Century.* It talks about an effort to define democracy and explains why and what kind of immediate consequences this wave of democratization process had between 1974 and 1990. It was an important global political development in the late twentieth century which led some 30 countries to transform from being non-democratic to democratic political systems.

For Huntington (1991), "the concept of democracy was, of course, closely acquainted to that of the ancient world. The democracy of the Greeks and the Romans, however, excluded women, slaves, and often other categories of people, such as resident aliens, from participation in political life" (p. 13). The concept of democracy as a modern usage, however, for the author, has the following scope: "the definition of

democracy expressed and practiced during elections is one definition at the very least. To some people democracy has or should have much more sweeping and idealistic connotations. To them, 'true democracy' means *liberté, égalité, fraternité*, effective citizen control over policy, responsible governance, honesty and openness in politics, informed and rational deliberation, equal participation and power, and other various civic virtues. These are, for the most part, good things and people can, if they wish, define democracy in these terms. Doing so, however, raises all the problems that arise from the definitions of democracy by source or by purpose. Elections—open, free, and fair, are the essence of democracy—the inescapable sine qua non" (p. 9). But, democracy as a form of government is not always and not only by itself a guaranty of good governance as far as profit of the common good is concerned. Huntington (1968) said that corruption, inefficiency, incompetence, domination by a special interest are found in all societies no matter what their form of government is. "The most significant political distinction among countries concerns not their form of government but up to what level and/or extent of government is truly exhibited. The difference between democracy and dictatorship is far less than the difference between those countries whose politics embodies consensus, community, legitimacy, organization, effectiveness, and stability and those countries whose politics lacks these qualities" (p. 1).

And Huntington (1991) adds that "governments established by elections may be inefficient, corrupt, shortsighted, irresponsible, dominated by special interests, and incapable of adopting policies demanded by the public good. These traits may make such governments undesirable, but they do not make them undemocratic. Being democratic is one public virtue, but not the only one, and the relation of democracy to other public virtues and vices can only be understood if democracy is clearly distinguished from other characteristics of political systems" (p. 10). Also, Széll (2018e) remarks that "the specificity of mass dictatorships in comparison to 'ordinary' dictatorships is the search of legitimation via elections and especially referenda (by the way, it was only in the Soviet Union and Japan that elections were held during World War II) insofar as the concept of mass dictatorship should be regarded as complementary to the one of mass democracy" (p. 89).

There is truth in these arguments. The form of government is not the only important thing about a country, nor even probably the most important thing. So, we can ask, does it make much difference to people or their neighbors whether a country is governed democratically or non-democratically? Huntington's (1991) answer to this is that the distinction between democracy and dictatorship is also crucial for several reasons: first, political democracy is closely associated with individual freedom. Individual liberty is, in a sense, the peculiar virtue of democracy. If one is concerned with liberty as an ultimate social value, one should also be concerned with the fate of democracy. Second, democracies are often unruly, but seldomly politically violent. Democratic governments use far less violence against their citizens than do in authoritarian ones. While democracies provide accepted channels to dissent and opposition within the system, both government and opposition, thus, denote less aggressiveness toward each other. In addition, democracy harnesses stability by probing opportunities regularly to change political leaders and public policies. Third, the propagation of democracy has implications on international relations. From the early nineteenth century down to 1990 (...) this phenomenon continued

until the spread of democracy in the world meant the expansion of the world's peace zone (pp. 28-30).

As we have mentioned at the beginning of the chapter, democracy and participation have always been together. Baudot (2001) also affirms that "democracy is a set of procedures and institutions through which citizens participate directly or indirectly in the elaboration and implementation of laws that rule the community. it is also a regime that protects and promotes human rights and it is some form of culture that shapes the individual and collective behavior. Each of these aspects is indispensable to the others" (p. 31) leading us, therefore, to the concept of popular participation.

An Overview of the Approach to Popular Participation

For Széll (2013), "participation is of vital importance to building democracy. An active government-citizen participation is linked to modern, democratic societies. In the last 200 years, different forms of active participation have been developed, notably within political parties, trade unions, and social movements such as women organizations, ecologists, and pacifists, among others, so have cooperatives, companies, and institutions at all levels alongside other societal organizations" (p. 136). "Trade Unions—following the tradition of guilds—have been a driving force of modernity, social justice and workers' participation. Today, they are still the largest ever existing democratic organizations" (p. 137).

There has also been an exponential growth in the volume of literature on the theory and practice of popular or *public participation,* addressing the issues of who should be involved and in what way, when, where, why and to what degree. Despite the relevance of, and demands for increased participation in decision-making, there is no consensus on the definition of the concept.[2] Public participation varies in meaning to different people. Dasarath Chetty and Kwame Owusu-Ampomah (2018) conducted a *Conceptual Overview of Public Participation* reflecting on its historical origins and why in South African context it was meant to be a countervailing effect to the authoritarianism of the Apartheid state. They observed that "over the past century public participation became an integral part in community development, oscillating in intensity and meaning up to the 1980s. Since the 1990s the phenomenon has been featured prominently in discourses on development and democratic order" (p. 17). For them, public participation means "participation as an act or mechanism of fully involving the public in decision-making process on matters of general public interest or matters of public domain that are of specific interest to the public in question. This definition concurs with the view that public participation is a two-way communication and a collaborative problem-solving mechanism with the goal of achieving more acceptable and representative decisions" (Chetty & Owusu-Ampomah, 2018, pp. 19-20).

"Certainly, democracy is the most demanding form of government, for it needs a lot of consciousness, competence, and a lot of time." For (Széll, 1989b), *competence* is a precondition for increased democratization of work and political life that implies a process of trial and error. Economic democracy is a necessary complement for

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[2] See different scholars' approaches on public participation in Chetty & Owusu-Ampomah (2018).

political democracy, or rather—utterly expressed the other way around—there will be no full democracy without economic democracy (Széll, Blyton & Cornforth, 1989a, Preface). For Széll (1997), participation means taking part in the decision-making process within an organization in a way that can be as broad as society or as huge as the planet itself. Although there are different aspects that must be addressed, participation is a permanent process that can take different forms and can be distinguished either by being direct or indirect, that is, of the representative kind (p. 18). In democratic participation, training and education are both a continuous process. Not only are these necessary for the representatives in the participating bodies, but also for those whom they represent democratically and purposely. Continuous training and education should not only encompass technological skills, but also sociocultural ones, particularly in the context of a multicultural society (p. 25). Jacques Delors (1996) in a report to UNESCO on the International Commission on Education for the Twenty-first Century said that "democratic participation is, so to speak, a matter of good citizenship that can be encouraged or stimulated through education adapting good practices suitable to society that feeds on media and information. What is necessary is to provide aid and points of reference to interpretation, to strengthen the faculties of understanding and judgment of the people" (chapter II, p. 35).

Beth Simone Noveck (2015) goes further in her publication *Smart Citizen, Smart State*, by saying that the future of governing is to move toward a world of "smarter governance" wherein collaboration and conversation between the government and citizens would become the ordinary way of working on a day-to-day basis. For a real change, governing institutions must take positive steps to project an appropriate institutional design to regularly incorporate civic expertise and creativity into the normal ongoing dialogues on public decision-making for the best interest of the public. In the same way as Carmen Schmidt (2006) puts it in her article *Local Level Political and Institutional Changes in Japan: An End to Political Alienation* – "These new forms of citizens' involvement in local affairs are not an isolated social phenomenon but an integrated one into the broader context of a paradigm shift in local politics that started with institutional reforms of decentralization, and which has already moved forward to new political heights and innovations involving cooperation among politicians, administration, and citizens" (p. 395).

"To develop citizen participation is a permanent struggle in a democratic organization or society. This means that it is also a learning process, with errors and failures for both the individual participants and their own organizations. From an international perspective we do not have a single path, we cannot speak of an 'only valid way' of participation" (Széll, 1989c, p. 44).

In this research work through the case study of the Integral Observatory of Los Cabos in Mexico, a valid way of citizen participation applied with methodology is presented—the international standard ISO 18091—which will not be the '*only valid way*' of popular participation, but rather '*one global valid way*' for citizen participation in local government to strengthen democracy in the twenty-first century.

The Challenge is the Quality of Democracy

"Today, one of the main issues regarding democracy and participation is the quality of democracy. It is now well understood that winning elections is not a reliable indicator of quality. Democracy was not sustainable when it was invented by the Greek polis about 2,500 years ago. Modern democracy had developed slowly in France and the United States of America since the eighteenth century and became a dominant form of government for the most industrialized countries in the twentieth century. But, from the very beginning fundamental critique had emerged, and the alternatives to that dominant trend such as Fascism and Stalinism had triumphed until today owing it to their 'descendants'; more or less recent leaders like Vladimir Putin, Nicolás Maduro, Recep Tayyip Erdogan, Jaroslaw Kaczynski, Victor Orbán to name a few insist that their rule is (still) democratic. However, they seem to have their own understanding of democracy" (Széll, 2018b, pp. 209-210).

Measuring the quality of democracy is not easy, but as the British physicist and mathematician, especially known for having developed the Kelvin temperature scale, Lord Kelvin said, "What is not defined cannot be measured. What is not measured cannot be improved. What does not improve always degrades" just as Ward and Uller (2015) summarized Kelvin's thought in the line 'to measure is to know.'" For Huntington (1991), it is useful to measure democracy as "many analysts have preferred latter approaches and have developed measures of democracy combining indicators of fairness in elections, restrictions on political parties, freedom of the press, and other criteria. This approach is useful for some purposes such as identifying variations in the field of democracy among countries like the United States, Sweden, France, and Japan, which would normally be considered as democratic, or variations in the degree of authoritarianism in non-democratic countries. It does, however, pose many problems such as the gauging of indicators" (p. 11).

There are several world indexes on the global state of democracy and their respective analyses which we will try to highlight among others. The Economist Intelligence Unit's Democracy Index provides a snapshot of the state of democracy worldwide for 165 independent states and two territories. This covers almost the entire population of the world and the vast majority of the world's states.[3] According to the 2017 Democracy Index, "almost one-half (49.3 percent of the world's population live in a democracy of some sort, though only 4.5 percent reside in 'full democracy,' down from 8.9 percent in 2015 as a result of the US being demoted from 'full democracy' to 'flawed democracy' in 2016 (since the election of Donald Trump as president in November 2016). Around one-third of the world's population live under authoritarian rule with China having the largest share (p. 3). Negative feeling was expressed in the Democracy Index 2017, 'disappointment with the 'actual existing democracy,' a decline in freedom of the press and curbs on freedom of speech which are only an aspect of a wide-ranging deterioration in the practice of democracy in recent years" (pp. 3-4). In the same sense, Széll (2018) points out that "Norway and Switzerland are cited as good examples (in the Democracy Index of

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[3] A full methodology and explanations can be found in the Appendix (p. 68) of The Economist Intelligence Unit's Democracy Index (2018).

2017). But, in Norway and Switzerland populist parties are quite in the dominant field. Even worse is the situation in countries like Cambodia, Rwanda, Southern Sudan, etc... where unspeakable massacres had taken place" (p. 211).

The Economist Intelligence Unit (2019)[4] has recently published the Democracy Index 2018 under the title *Me Too? Political Participation, Protest and Democracy*. The index shows the global score for democracy to be stable for the first time in three years. Political participation is also on the rise. This index result disguises some movements across regions and categories. But, as a percentage of the world's population, fewer people lived in some form of democracy (47.7 percent, compared with 49.3 percent in 2017); very few of these (4.5 percent) were classified as living in full democracy; and just over one-third of the population still lived under authoritarian rule, with a large share represented by China (pp. 1-3). "Among the democracies in East Asia, Japan experienced the largest leap in its score, owing to recent efforts to increase women and youth's participation in democracy. China rose nine places in the global ranking, though it remained classified as an authoritarian regime and its climb in the index mainly reflected the worsening scores of other countries in the index list, particularly those of Latin American countries and Eastern Europe" (pp. 24-25). As Széll (2014a) puts it – "China is the most populated country, the biggest polluter, and will soon be the number one in economic power, but that is because somehow the future of humanity will be decided in this country— for better or worse" (p. 2). For Schmidt (2018b), "among the Confucian countries, democracy is valued the highest by the Chinese and the lowest by the Japanese. We might be expecting a reverse relationship, since China is still communist, and Japan has been a democratic country since 1945 and is a highly developed country in terms of industrial structure and education. [Even more, In Japan, "under the terms of the new constitution and the Local Autonomy Act, democratic principles were introduced to local government alongside the principle of local autonomy as a result of the approval of the decentralization reform package in 2000" (Schmidt, 2009b, p. 57)]. However, the notions of democracy vary notably among countries where it is embedded on each culture" (p. 9).

Continuing with the Economist Intelligence Unit´s Democracy Index (2019) the increase in political participation in 2018 was responsible for the stabilization of the Democracy Index after its recent decline. Nonetheless, an increased political participation alone will not suffice to reverse the "democracy recession" (p. 5). The return of populism, among others, in the two largest and most populated countries in Latin America, in particular the "elections in Mexico and Brazil in 2018 showed that in Latin America rumours of the death of populism were greatly exaggerated. In both countries, voters disgusted by corruption, violence, and high levels of poverty and inequality turned to the populists to stop the 'rot.' Although Mexico's new president, Andrés Manuel López Obrador, and Brazil's new president, Jair Bolsonaro, share similarities in their ascent to power, the two men have little in common when it comes to their ideals" (p. 5). "Yet, in both countries, substantial uncertainty surrounding policy-making process persists, and it is not yet clear how these two leaders might change democracy in their respective countries, or perhaps the region

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[4] See full methodology and report in The Economist Intelligence Unit's Democracy Index (2019).

at large, over the coming years" (p. 21).

If we also take another global index which refers to the quality of democracy produced by Transparency International (2019) it will be the Corruption Perceptions Index 2018,[5] which ranks 180 countries and territories based on their perceived levels of public sector corruption according to experts and businesspeople. It uses a scale of 0 to 100, where 0 is highly corrupt and 100 is transparent. More than two-thirds of countries score below 50 on this year's CPI, with an average score of just 43. It clearly signifies that the continued failure of most countries to eradicate corruption is contributing to a democracy crisis around the world.

Additionally, the last global index elaborated by the House of Freedom evaluated political rights and civil liberties, with two numerical ratings on a series of 25 indicators, for which, representing the freest conditions, it is titled *Freedom in the World Report 2019. Democracy in Retreat.*[6] In 2018, Freedom in the World recorded the 13th consecutive year of decline in global freedom. The reversal has spanned through several countries in every region, from long-standing democracies like the United States to consolidated authoritarian regimes like China and Russia. The overall losses are still shallow compared with the gains in the late 20th century, but the pattern is consistent and ominous. Democracy is in retreat. The wave of democratization rolls back. Between 2005 and 2018, the share of unfree countries rose to 26 percent, while the share of free ones declined to 44 percent. The reversals may be a result of the euphoric expansion during the 1990s and early 2000s (Freedom House, 2019, p. 2).

In 2018, the International Institute for Democracy and Electoral Assistance (IDEA International) in Sweden performed a biannual report on the global state of democracy and confirmed that "the global expansion of democracy came to a halt in the past decade. The number of countries experiencing democratic decline is now greater than the number of those experiencing democratic gains breaking a trend that stretches back to 1980. The highest declines are linked to aspects relating to civic space. Regions with a concentration of so-called established or high-performing democracies (e.g. in North America, Europe, and more recently in Latin America and the Caribbean) have experienced democratic declines in the last five years" (p.3).

The democratic decline in established democracies has been gradual. The Global State of Democracy refers to this as 'modern democratic backsliding,' which is characterized by democratically elected parties or leaders using legal means to weaken democracy from within. This democratic decline is not necessarily characterized by a deterioration in the conduct of elections, but more often by a worsening situation regarding respect for civil liberties, and restrictions on civil society or the media. Africa and Asia continued to experience democratic expansion in the past five years, while other regions saw declines. However, a large percentage

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[5] See full methodology and report in Transparency International, (2019).
[6] See full methodology and report in Freedom House, (2019).

of countries in Africa and Asia still have low levels of democratic performance.[7]

There are many other scholars who affirm that democracy is in permanent crisis. Runciman (2015), among others, wrote that the history of democracy and news about democracy must be either good or bad. "When it comes to democracy the good news and the bad news feed off each other. Success and failure go hand in hand. This is a democratic condition. It means that the triumph of democracy neither is an illusion nor is it a panacea. It is a trap" (Preface).

Carmen Schmidt (2018a) during the presentation of the International Symposium in Osnabrück University under the title *Crisis of Democracy? Chances, Risks, and Challenges - A Comparison Between Japan and Germany* said that "the primary diagnosis was that the crisis of democracy is a crisis that occurs during the transition from modernity to the second or digital modernity. Thus, it can be considered as a crisis of adaptability to social change."

Dienel and Harms (2010) are greatly disappointed with the current democracy as they thought we should be *Rethinking Democracy* because we have a political-administrative system that does not work effectively. The democracies are in crisis because they are not able to respond to the problems of the future. Likewise, the democracies lack legitimacy of the actions of the state—a deficit in interaction with the citizens, in participation and political socialization given that only few individuals are sufficiently informed and prepared to participate in making decisions concerning general interests in the long term. Hence, they have proposed a citizen participation model through which more than 30 nuclei of participatory intervention have been implemented in 12 countries.

Larry Diamond (2015) citing Huntington in the article *Facing Up to the Democratic Recession* foregrounds that after the third wave of democratization began in 1974 democracy subsequently had a remarkable global run for three decades, as the number of democracies has essentially held steady or expanded every year since 1975. But, "the world has experienced a mild but protracted democratic recession since around 2006. Beyond the lack of improvement or modest erosion of democracy and freedom worldwide, there have been several other issues of concern. First, there has been a significant and, in fact, an accelerating rate of democratic breakdown. Second, the quality or stability of democracy has been declining in several large and strategically important emerging market countries which I call 'swing states.' Third, the root of authoritarianism has been deepening, including in big and strategically important countries. And fourth, the established democracies, beginning with the United States, seem to be increasingly performing poorly and to be lacking the will and self-confidence to promote democracy abroad effectively" (p.144). Huntington (1991) also points out the need for leadership and promotion of established democracies starting with the United States: "The United States is the premiere democratic country in the modern world. The future of liberty, stability, peace, and the United States itself thus depends, in some measure, on the future of

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[7] See full methodology and report on The Global State of Democracy Indices 2018 in International Institute for Democracy and Electoral Assistance, (2018, October 2).

democracy" (p. 30).

In the same sense, Széll (2018a) affirms that "undoubtedly, there is now a crisis of democracy, as many right-extremist and even neo-fascist parties have reemerged, especially since the global financial crisis in 2007" (p. 35). More recently, Anna Lührmann and Staffan Lindberg (2019) dare to talk about the *Third Wave of Autocratization*.[8] The authors describe autocratization as the inverse of democratization—a process that unfolds gradually, and in which power is concentrated in the hands of one strong leader who often claims to understand the 'will of the people' and governs in its name. For this research project, Lührmann and Lindberg have used the V-Dem Annual Democracy Report 2018[9] confirming that "autocratization affects one third of the world's population, or some 2.5 billion people. This represents a massive reduction in the global protection of rights and freedoms" (pp. 6-7). Lührmann and Lindberg (2019) conclude that "autocratization is real and endangers democracies. Huntington conspicuously identified three waves of democratization and two waves of reversals. Our new measure of autocratization episodes have sped up these two reverse waves and demonstrates that a third wave of autocratization is now unfolding. For the precise delineation of the reverse waves—or waves of autocratization—we deviate slightly from Huntington's original approach in order to reflect our conceptual and methodological innovations" (p.8).

Whereas the first reversed wave affected both democracies and autocracies and the second reversal period almost only worsened electoral autocracies, almost all contemporary autocratization episodes affect democracies. Post-communist Eastern European countries account for 16 mainly protracted autocratization episodes in the third wave, for example, the gradual autocratization processes in Russia, Hungary, and Poland. The third wave of reversals may still be mounting, affecting as many as 22 countries in 2017. At the same time, the more democratic countries there are, the greater the likelihood that democracies suffer setbacks. In summary, an important characteristic of the third wave of autocratization is unprecedented. It mainly affects democracies and non-electoral autocracies as did the earlier ones (pp. 8-10).

We could continue with more authors who reflect the crisis and legitimation of democracy around the globe (Schmitt & Kennedy, 1985; Posner, 2010; Welzel & Kirsch, 2017; Fukuyama, 2018; Castells, 2018). But to question the crisis of democracies is innate to democracy itself within the full third wave of democratization according to Huntington. Crozier, Huntington, and Watanuki for the Trilateral Commission (1975) asked the question: Is democracy in crisis? They were optimistic about the prognosis where the democratic systems are viable. They believe, furthermore, that democracies can work, provided their public truly

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[8] Lührmann and Lindberg (2019) also use the V-Dem dataset available for free download. It is one of the largest-ever social science data collection efforts with a database containing over 16 million data points and international collaborative efforts that unite 3,000 cross-national social scientists working on the spheres of democracy and governance in over 160 countries. By April 2017, the dataset will cover more than 350 indicators covering many aspects of a country´s political system for 177 countries from 1900 to 2016 with annual updates to follow. To know more about V-Dem Dataset https://www.v-dem.net/en/data/data-version-8/.

[9] See full methodology and report in Varieties of Democracy Institute, (2018).

understand the nature of a democratic system, and particularly if they are able to sensitize to the subtle interrelationship between liberty and responsibility. Their discussion in the book The *Crisis of Democracy* is designed to make democracy stronger as it grows and becomes more and more democratic" (Introductory note).

But in any case, though there is an evidence to justify the alarming notices about the democratic crisis that let us know we must monitor and improve the quality of the current democracy as Lührmann and Lindberg (2019) say, "yet, one conclusion is clear—as it was premature to announce the 'end of history' in Fukuyama back in 1992, it is premature to proclaim the 'end of democracy' now" (p. 14). And this leads to the third reflection mentioned at the beginning of this writing.

People's Voice Versus Popular Participation

The deepening anxiety about the future of democracy around the world spread over the past few years. As we can see with BREXIT, the election of Donald Trump, and the rising populism around the world, this can undermine the future trajectory of democratization. Without going further, "as the 2010s is nearing its end, authoritarian populists in Europe are getting stronger than ever before. The 2019 edition of Timbro Authoritarian Populism Index shows that 2018 was the best year to date for populist parties across Europe. In other words, while the average support for populist parties in Europe is 22.2 percent it is also true that more than one out of four European voters (there are currently more than 71 million voters by the way) cast their votes for a populist party the last time they voted in a national election (2018). This clearly shows that the populists have dominated the political scene like never before" (TIMBRO, 2019, p. 6).

Rachman (2019), in his article in the Financial Times *Populism Faces its Darkest Hour*, says that "there are three main reasons for this: the first is that, though populist policies are running into trouble, the underlying economic and cultural forces that drove the movement to prosper are still there. Second, populism comes in both rightwing and leftwing forms. While the rightwing version is struggling in the US and the UK, the leftwing variant could gather force this year. The third reason is that populism is now a global phenomenon. Populist politicians are in power from Brasília to Budapest and from Rome to Manila" (p. 9). Also, Kurlantzick (2019) mentioned in his recent article on *World Policy Review* that the populist wave will most likely continue.

For Jean Tirole (2018), "throughout the world, populisms, whether right or left, are gaining ground. It is difficult to define populism because of its multiform; however, it is important to note that it can take advantage of the prejudices and ignorance of the electorate body. Likewise, on an economic level, the disdain of populist programs toward the most basic economic mechanisms is worth mentioning especially basic public accounting. Taking the vote of June 23, 2016 in favor of Brexit as an example, it is difficult to estimate the impact on voters of the message of the best economists from local and international organizations alike that the United Kingdom would have nothing to gain but, in fact, much to lose if it would leave the European Union. Nonetheless, it seems that the vote had been resolved in other areas, especially upon the issue of immigration" (p. 41).

György Széll (2018b) affirms that "the strongest challenge for democracy in the twenty-first century are the so-called populist movements. One of their demands is to express the 'people's voice' via for example, referenda. Also, the Green Parties requested early on the ruling of 'basic democracy.' However, quite soon they realized that most issues are so complex that they cannot be answered by a simple 'yes' or 'no'" (p. 210).

In this same sense, Akkerman (2003) affirms that "left and right populists, for instance, both regard representative democracy as being captivated by political elites and powerful interest groups. Moreover, as far as radical populism aspires to restore the full sovereignty of the people, I would argue that the threat that populism poses to the constitutionalist dimension of democracy should not be underestimated. Without constitutional constraints, democracy itself is becoming weaker, not stronger" (p. 158). Because, "when (populism) discredits democracy to the cry of 'they don't represent us' the antipolitical drive makes false promises of a 'real democracy.' One that we already know where it ends—in authoritarianism, totalitarianism, and misery" (Rivero, 2017b, p. 52).

"Indeed, it is by the very nature of democracy as a form of government that demagogues emerge" (Aristotle, Politics, Book III, Chapter V). Aristotle already advised of the deviation of the democracies by demagogy. He warned that "another kind of democracy is where all the other regulations are the same, yet the multitude is sovereign but the law; and this comes about when the decrees of the assembly override the law. This state of things is brought about by the demagogues (…) But, where the laws are not sovereign, then demagogues arise; for the common people become a single composite monarch since the many are sovereign not individually but collectively (…) However, a people of this sort, as being monarch, seek to exercise monarchic rule through not being ruled by the law, and become despotic. And a democracy of this nature is comparable to the tyrannical form of monarchy because their spirit is the same, and both exercise despotic control" (Aristotle. *Politics*, Book IV, chapter IV).

We must ask ourselves if we can assimilate Aristotle´s concept of demagogy as a deviation from democracies with the actual concept of populism. *The Oxford Handbook of Populism* settles the origins of "the term *populism* as now being often used pejoratively. But it certainly did not have a negative connotation at the beginning. It was, in English, a concept that was used about and by the members of the US People's Party. Its use was first reported in US newspapers in 1891 and 1892. It was a southern and western movement based on hostility to the establishment of railroads and banks, as well as to politicians in Washington. The term populism has also been used to describe the Russian movement of 'going to the people' under the Narodniks. This was a movement composed of idealistic, revolutionary students from the cities who in the tumultuous years of the 1860s and early 1870s attempted to stir the peasantry in the countryside into overthrowing the Tsarist regime through living with and learning from them. These Russian students shared some features with the populists in the US, though they had different a version of agrarian workers" (Rovira, C., Taggart, P., Ohoa, P., & Ostiguy, P., 2017, p.3).

"But, several aspects of this paradigmatic case of populism are related to diverse latter uses of the term. Students of Latin American politics use the term to refer to the recurrent phenomenon of a manipulative movement directed by a charismatic leader who mobilizes recently urbanized masses with promises of inflationary public spending, seasoned by rhetorical attacks of the power on the local and foreign elites to dispel corporations. Populism, in this fact, recalls the ancient demagoguery that made Greek and Roman democracy seem a short cut to tyranny" (Clarke & Foweraker, 2001, p. 547).

According to Canovan (2005), "the theoretical problem is, therefore, to understand the rigid relationship between populism and democracy" (p. 76). Margaret Canovan (1999) continued by arguing that "(...) reflections on populism illuminate the inescapable ambiguity of democracy. The tension between its two faces is a perpetual invitation to populist mobilization. This always leaves room for populism to accompany democracy like a shadow" (p. 16). Also, Clarke and Foweraker (2001) believe that "if populism springs from tensions inherent in the democratic practice, and if its characteristic discourse is one that democratic politics cannot do without, then it seems to likely persist for as long as democracy itself" (p. 550).

Several scholars approach the debate of the relationship between populism and democracy as conceived in terms of opposition, and they conclude that it is a pathological symptom for democratic practices. Abts and Rummens (2007), in the article *Populism versus Democracy*, said, "As is suggested by our title, we have come to a conclusion that both logics are antagonistic, that populism and democracy are discontinuous, and that populism, by its nature, should be seen as a dangerous threat to democracy" (p. 407). Rivero (2017a), in a chapter under the title *Populism: How to Destroy Democracy in the Name of Democracy?* affirms, "The foreseeable result (of populism) is the degradation of democracy" (p. 31). Peruzzotti (2008) goes beyond by saying "once they come to power populists enter into conflict with the liberal democratic institutions, the division of powers, the rights of the minorities, the rule of law and communication mechanisms" (p. 111). Taggart (2000) has emphasized the episodic and self-limiting nature of populist movements that are constantly confronted with all kinds of institutional dilemmas (pp. 99–107). "In the end, a populist regime can, therefore, only survive if it becomes authoritarian and despotic" (Urbaniti, 1998, p. 122).

On the other hand, Rovira et al. (2017), in the first chapter of *Populism: The State of Art*, wonders if, as a matter of fact, populism goes hand in hand with democracy; and if democracy cannot be detached from populism, can we think of ways to make populism 'an ally' of democratizing forces? This new approach may require us to shift our efforts to understand, evaluate, and criticize the ways of populism, both in government and in opposition. Akkerman (2003) also wonders in his article *Populism and Democracy: Challenge or Pathology?* It is very difficult to think that populism can become an ally of democracy, though it is as old as democracy itself. Populism was born of a pathological symptom of democracy. "Populism that emerges when it is discontent with democracy due to the political, social, economic, and cultural crisis is conceptualized as the absence of democracy and is combined with the emergence not of populist politicians with demagogue speeches to reach power, but of populist parties with an ideology that seeks to structure public debate

in its terms and defines itself as a voice for a more authentic democracy" (Rivero, Zarzalejos, & Palacio, 2017, pp. 23-24). Taggart (2004) also affirms that as a common feature "populism is not the politics of the stable, ordered polity, but rather comes as an accompaniment to change, crisis and challenge" (p. 275). But populism can become a challenge to achieve a better democracy. As Canovan (1999) said, "We need to think seriously about the populist claim to democratic legitimacy. Unless we do so we will miss the opportunity to learn important lessons about the nature of democracy itself" (pp. 6-7).

Canovan (1981) presents "a typology with seven compartments, including three types of agrarian populism: farmers, peasants, and intellectuals; and four types of political populism: populist dictatorship, populist democracy, reactionary populism, and politicians' populism" (p. 289). Paradoxically, she concludes that while different types of populism could be distinguished, populism per se could not. "And one important reason why the temptation to bring all populist phenomena into one category should be resisted is that the various populisms we have distinguished are not just different varieties of the same kind of thing– they are in many cases different sorts of things, and not directly comparable at all" (Canovan, 1981, p. 298). "It is hard to imagine there is any mutual acknowledgement of political kinship between (say) Tony Blair, Hugo Chavez and Jean Marie Le Pen, nor the three of them joining in common veneration of ancestors among the Narodniks and the US People's Party" (Canovan, 2004, p. 243).

Taggard (2004) argues that there are common features of populism and further suggests that identifying these common features enables us to build up a universally applicable approach to populism. Populism, as an ideal type, has five characteristics: populism is hostile to representative politics, populists build 'people' as the object of their politics, populism lacks core values, populism is a reaction to a sense of extreme crisis, populists have often relied on charismatic leaders (…) These five features also illustrate why populism is a potential barometer of the health of representative politics and why new populist forces express a profound distrust of the bureaucratic politics, corruption, democratic deficiencies, Euroscepticism, anti-globalization (…) "There are, however, significant problems with the 'democratizing path' proposed by populism. Populism as a democratic theory that exhibits serious conceptual and normative shortcomings due to its incapacity to provide a clear institutional blueprint for its project of radical democracy. Populism exhibits political shortcomings as well, for its critique of the flaws of liberal democracy usually serves as a justification for a pattern of concentrated and personalized governmental power that is far from addressing the alleged accountability deficits of democracy, but which notoriously worsens them" (Peruzzotti, 2017, p. 325).

Mudde (2004, 2017) stresses that in populist ideology the opposition between 'the people' and the elite is based on the concept of morality. The essence of the people is their purity, meaning they are 'authentic', while the elites are corrupt, because they are the opposite. Purity and authenticity are not essentially defined in ethnic or racial terms, but in moral terms. Populists argue that politics should follow the general will of the people. After all, as the people are pure and homogeneous, and all internal divisions are rejected as artificial or irrelevant, they have the same interests and special preferences. Populists often claim to base their policies on common

sense, for instance, the result of the honest and logical priorities of the (common) people.

The key to approach the relationship between populism and democracy is to be aware of the important tension that exists between the two political logics in modern democracy. Canovan (1999) describes it as between 'pragmatic' and 'redemptive' styles of politics (p. 15). From a pragmatic perspective, modern democracy is a complex set of institutions that allows us to coexist with other people and their divergent interests with as little coercion as possible. But democracy is also the repository of one of the redemptive visions (characteristic of modernity) that promises salvation through politics. The promised savior is 'the people'—a mysterious collectivity somehow composed of us ordinary people—and yet capable of transfiguration into an authoritative entity that can play and make a redeeming political appearance (Canovan, 2005, p. 89).

 "We agree that the representative institutions of constitutional democracy on many occasions fail to be sufficiently responsive to the needs and complaints of citizens and that, therefore, populists often capitalize on legitimate forms of dissatisfaction with the actual workings of constitutional democracy" (Abts & Rummens, 2007, pp. 419-420). Peruzzotti (2017) also thinks that populism will remain a significant player for liberal democracy if the perceived flaws of existing liberal regimes are not addressed. He proposes reorienting the debate away from both alternatives (populist and liberal models of democracy) "to conceive processes of democratic innovation that could properly address the problems that gave support to populist critiques without eliminating those institutional components of liberal democracy that serve to guarantee political and civic freedoms. The latter might require expanding the field of indirect politics by adding new mediating mechanisms that would result in the establishment of more responsive post-liberal democratic regimes" (p. 325).

In the face of the crisis of democracy and the challenge of the global phenomenon of left and right populisms, we understand that the democratic innovation to which Peruzzotti refers could be a process of conscious and competent citizen participation. Citizen participation in local government means overcoming the democratic deficit and strengthening the quality of democracy in the twenty-first century versus "the populist logic cherishing the fiction of the substantial homogeneity of the identity and the will of the people and, thereby, aiming at the suppression of diversity and a closure of the empty place of power" (Abts & Rummens, 2007, pp. 419-420).

Because, as we have seen, it is very difficult to achieve high quality democracies or sustainable democracies every time and all over the world. Inglehart and Welzel (2005) said, "Genuine democracy is not a simple machine that, once set up, will function effectively by itself. It depends on the people" (p. 300). As North (2005) puts it, "in an ergodic world we would eventually get it right, but in the world of perpetual novel change that we live in no such guaranty exists" (p. 162). Even more, "democracy is never a state, it can only and could be an objective to be achieved. Democracy means equality among all human beings in terms of their rights and values in all areas of life. Therefore, there are no limits to democracy, and it should

not be limited to the political sphere either" (Széll, 1997, p. 22).

As we have seen in the context of disillusionment with democracy in practice and in principle, the declining civil liberties and the rise in political participation are remarkable, but "what happens next will depend on how political participation influences governance, political culture, and civil liberties" (Democracy Index, 2019, p. 7).

As we can see, Huntington (1991), in his reference book, *Third Wave: Democratization in the Late Twentieth Century,* emphasizes: "This book was written in 1989 and 1990 while the series of events with which it was concerned was still unfolding. And I have made no attempt to include any events in the analysis that occurred after 1990" (preface). But we must keep in mind that the first web client and server was in 1990 and this fact has a great importance in social globalization as we will see in the second section of this chapter. Currently, almost three billion people—more than half of the world's population are now online—though, it is true that Information and Communication Technology (ICT) comes as a means. But the fact that it has changed our way of living, our way of thinking, and our way of acting is quite impressive. Thus, we are now at the crossroads witnessing the dawn of the next wave: after the third reverse wave of autocratization—the fourth wave, also called the wave of cyberdemocracy (Lévy, 2004), or the fourth wave of cyberautocratization which is obviously our new challenge. What happens next will depend on up to what extent citizen participation will develop at the local, national and global levels.

1.2 Subsidiarity Principle, the Common Good and the Global Agenda

Subsidiarity Principle: The Art of Sharing Power

According to Clarke and Foweraker (2001), in the *Encyclopedia of Democratic Thought*, "subsidiarity espouses two interrelated aspects of social and political life. One concerns the relationship between man and society stressing the growth of the individual in society with the aim of protecting the individual against an excessive corporate state structure or assistance from the state for those in need. The second aspect relates to a sharing of power among the different levels of government. Here, subsidiarity implies a need to determine the decision-making tier at which each problem can be most effectively or appropriately tackled and where the possibilities range from local, regional, national, or European levels. The principle of subsidiarity has its philosophical roots in natural and positive law whose main idea is that the nature and character of human beings are achieved through their individual and social drive" (p. 688).

As a principle of social philosophy, however, subsidiarity is among the most characteristic directives of the Catholic Church's social doctrine (Evans & Zimmermann, 2014; Clarke & Foweraker, 2001; Follesdal, 2014; Brennan, 2014; Chaplin, 2014; Gutiérrez, 2011). McCadden (1992) said that "it is better known among theologians than among politicians whose principle has its origin in Thomism and its definitive form acquired in a Papal Encyclical" (p.94). The

encyclical letter *Rerum Novarum* by Pope Leo XIII which has been in use since 1981 was enunciated by Pope Pius XI in 1931 as a central principle of social theory in *Quadragesimo Anno* (encyclical letter titled *The Reconstruction of the Social Order*) in part 5 advocating action at an individual or lower level over action at a higher level, wherever possible, thus empowering the individual and addressing the root of the conflict.

For Aroney (2014), the philosophical origins of the principle of subsidiarity must be understood historically. Based on Aristotle, St. Aquinas developed the idea that human societies naturally progress from families, through villages to entire city-states, but he recognized that what Aristotle said of city-states could be applied not only to cities but even more emphatically to political communities on the scale of provinces, kingdoms, and perhaps, including empires. According to St. Aquinas, human societies represent the many and various purposes for which various associations and forms of human community exist and are formed giving rise to a whole host of familial, geographical, professional, mercantile, and other scholarly specialized societies. All these groups and groupings from the smallest to the largest have their place and their proper function, and each should be allowed to make its unique and special contribution to achieve integral human fulfillment without undue interference from any others, including the state.

For Clarke and Foweraker (2001), with the expansion of central government policy tasks during the late 1960s and early 1970s, subsidiarity temporarily lost its importance, but which was subsequently reversed due to the rise of neo-liberalism in the 1970s. It was also during this period when, implicitly and explicitly, subsidiarity began to figure in the debate within the European Union (EU) linked with questions about the appropriate competences of the EU and the criteria for the allocation of powers to different levels of government: supranational, national and regional. The principle of subsidiarity is fundamental to the functioning of the European Union (EU), and more specifically to European decision-making. Its principle determines when the EU should be competent to legislate and contribute to decisions being taken as closely as possible to the citizens.

McCadden (1992) writes that "1990 was the year of (re)discovery of the principle of subsidiarity. It was also the time when it appeared in the vocabulary of the community on the initiative of the President of the Commission, Jacques Delors. But it was not until the *Treaty of Maastricht* (1992) when the principle of subsidiarity was explicitly treated and considered as a constitutional principle for European integration" (pp. 93-94).

Rayle (2015), in his article *What Happened to EU Subsidiarity?* for World Economic Forum also affirms that subsidiarity had been remarkably popular from 1985 to 1995 when Jacques Delors was president of the European Commission. Delors (1989a, October 17) explains the principle of subsidiarity as follows: "I have many opportunities to use Federalism as a method, but I will include the principle of subsidiarity in it. I see it as the inspiration needed to reconcile what appears to many as irreconcilable: the emergence of a united Europe and fidelity to our nation, to our motherland; the need for a European power to commensurate the problems of our times and to implement the vital imperative of preserving our nations and our

regions as a place in which we could nurture our roots; the decentralized organization of responsibilities in order to avoid entrusting to a bigger structure what can be better implemented by a smaller one. This is precisely what is meant by the subsidiarity principle" (p. 2). And he adds that "the Commission must never become intoxicated by the extent of its powers. It should rigorously apply the subsidiarity principle" (p. 6). "At the heart of the reflection and the debates on that point waiting to be initiated (Economic and Monetary Union) is the issue of subsidiarity. The principle is clear—what remains in this case is the definition of the implementing arrangements. The acceptance of the subsidiarity principle implies the respect for pluralism and thus for diversity" (p. 8). Two months later, Delors (1989b, January 17) insisted that Europe needs "adherence to the principle of subsidiarity to avoid wasteful and excessive centralization (…). This principle has another, even more cogent, justification—Europe was in danger of being paralyzed by internal division. Europe's diversity, by contrast, makes it prodigiously rich. This diversity must be preserved so that it can bear fruit for the common good. In the future, Europe must choose between pluralism and extinction. Europe must be European, or Europe will be nothing" (p. 15).

Rayle (2015) in his article continued by quoting that Delors' successors show that they are similarly enthusiastic about the principle, at least in their speeches, that we are expanding. Jacques Santer (1995, January 17) said that "to be able to apply the principle of subsidiarity enshrined in Article 3b of the European Community Treaty (…) we must make a constant effort to concentrate on what is necessary to do at a community level only if it cannot be done at a national level. It means not harmonizing every last nut or bolt but stepping up cooperation wherever it is really worth it." Romano Prodi (2001, May 29) cautioned that "the Union should not try to involve itself in everything. It should concentrate on strategic tasks, on giving guidelines and playing a global role" (p. 10). And José Manuel Durão Barroso (2013, September 11) said that he highly values subsidiarity. For him, subsidiarity is not a technical concept. It is a fundamental democratic principle that yearns for an ever-closer union among the citizens of Europe demanding decisions that are taken as openly and as closely as possible to the people (p. 9). And moreover, the European Commission President Jean-Claude Juncker (July 15, 2014) was equally clear when he said that for the principle to remain implemented in practice, "we must deliver in applying it. Since the Maastricht Treaty, we have been talking about the correct application of the subsidiarity principle. What we are doing, however, is not enough. Our speeches last longer than our efforts" (p. 4).

Although the subsidiarity principle was initially based heavily on the concept of federalism, it was only in the 1990s that it developed as a concern with citizen participation and support (Clarke & Foweraker, 2001, p. 689). For Evans & Zimmermann (2014), one of the most characteristic implications of subsidiarity is political participation. They affirm that "community participation is one of the greatest aspirations of the citizens. Democratic governments are characterized by the assignment of power and functions in accordance with the wishes and aspirations of the people. In this perspective it becomes imperative to encourage individual participation and the cooperation of all citizens in the achievement of the common good. In order for such participation to be put in practice, there is a corresponding need not only for the presence of social pluralism and safeguarding

of basic human rights, but also for the prevalence of appropriate methods to make citizens more responsible in actively being a part of the political and social reality of their country"(p. 2).

Follesdal (2014), in the article *Subsidiarity and the Global Order*, examines the principle of subsidiarity and global governance. The European Union, with its 28 member states is a good example of the principle's application in a multinational concept. The concept of subsidiarity in a global setting was recognized in the Encyclical Letter of Pope John XXIII (1963) entitled *Peace on Earth*. The Encyclical Letter points out "that due to advances in science and technology the world is becoming a much smaller place with more 'cooperation and association' required among countries. It proposes a worldwide public authority such as the United Nations with the consent of all countries to establish the recognition, respect, safeguarding and promotion of the rights of the human being" (John XXIII, Pacem in Terris, 1963, art. 139) as its fundamental objective. Yet, such authorities above the state should only be established by consent and not constrain the state parties (John XXIII, Pacem in Terris, 1963, art. 149). Follesdal suggests that the present 'state-centric' global order is difficult to combine with plausible conceptions of sovereignty.

Weinberger (2014) distinguishes the subsidiarity principle from the concept of 'sphere sovereignty' from the Dutch Calvinist tradition. The concept of 'sphere sovereignty' was developed by Abraham Kuyper in 1880 saying that "sphere sovereignty is a social theory based on theological principles. Its starting point is the absolute sovereignty of God. From this principle, sphere sovereignty denies that any single human institution can claim absolute sovereignty. As a result, sphere sovereignty principles support an institutionally pluralistic society where all kinds of power and authority are divided among various spheres" (p. 49). Sphere sovereignty's reformed theological tradition leads to a different emphasis and distinct theological formulations from those found in the catholic tradition. The individual may operate in several spheres at once, for example, as a member of his church, a citizen of the state, and a participant in any number of social spheres. Each is a legitimate 'sphere' of human action, of sociality and cooperation, which should be respected by other spheres. In short, sphere sovereignty, like subsidiarity, offers a vision of institutional and social pluralism.

Jonathan Chaplin (2014) explores the relationship between the principles of subsidiarity, social pluralism, and the common good. Pluralism necessarily implies the right of individuals to determine the values and beliefs for themselves instead of being forced to follow the will of the government or, indeed, their own social group. For pluralism to function and be successful in defining the common good, it is important to bring about a socio-ethical environment that encourages people to develop their own individual abilities and which promotes self-determination and personal responsibility. This, being the case, makes the principle of subsidiarity a fundamental factor in achieving social pluralism because it recognizes the necessity of a plurality of individuals and social groups that make up the community as a whole, thus, letting these individuals and groups to do what can be done by themselves, and leaving up to the state, particularly the central government, only what could not be done otherwise. For Chaplin, the catholic subsidiarity function of

the state means that, as supreme guardian of the common good, the state has a duty to offer lesser communities (and persons) such 'help' as is needed for them to realize their distinctive ends (and pursue their own good) when failure to do so might harm the common good. "The state's authority is, in principle, as wide in scope as the attainment of the common good requires; but not wider" (Quadragesimo Anno, 1961, art. 80 cited in Chaplin, 2014, p. 73).

For Széll (2016), "the European model of popular participation in local government is based on self-government and the principle of subsidiarity, i.e. everything should be decided on the lowest possible level" (p. 1). In the following sections, the principle of subsidiarity applied to the autonomy of local government against other levels of the state and the principle of subsidiarity applied to the autonomy of citizen participation will be discussed.

Common Good: Dignity, Unity and Equality of All People

The concept of the common good is widely acknowledged to have Aristotelian roots. Aristotle talked about "common interest" versus "private interest", and it is linked with the good life because "[Men] brought together by a common interest, insofar as each achieves a share of the good life, the good life then is the chief aim of society both collectively and individually for all its members" (Aristotle, Book III, chapter IV).

For more than twenty centuries the concept of the common good has been studied from the perspective of philosophy by political scientists, but this work does not intend to provide literature in this field but to approach from the ancient concept of the common good to the new proposals on the economy of the common good and the need to think in a collaborative versus individualistic ways.

It is commonly accepted to borrow the definition of the common good provided by the Social Doctrine of the Church (Murphy, 2005; Camdessus, 2012; Schlag & Mercado, 2012; Sison & Fontrodona, 2012; Felber, 2015). The common good is "the total sum of social conditions which allow people either as a group or individual to reach their fulfillment more fully and more easily." The principle of the common good to which every aspect of social life must be related if it is to attain its fullest meaning stems from the dignity, unity and equality of all people (Pontifical Council for Justice and Peace, 2004, p. 164).

The definition is clear, brief and simple. The main concern in the emphasis on the common good is the achievement of a good life for every human person. But the complexity to carry it out, in fact, being in the 21st century, has not been achieved yet. "The common good of society is not an end in itself; it has value only in reference to attaining the ultimate ends of the person and the universal common good of the whole creation" (Paul VI, Gadium et Spes, 1965, p. 170).

The first reflection on the concept to be considered is the relationship between the individual good and the common good. Murphy and Parkey (2016) have highlighted that theories of liberal democracy tend to concentrate on minimal agreements and shared procedures rather than common goals, acknowledging that political life

"should be about maximizing the opportunities so that individuals have to pursue their own notions of the good, rather than identifying one good that all must pursue in common" (Lovin, 2005; Rawls, 1993; Raz, 1996 cited in Murphy & Parkey, 2016, p. 837). Baudot (2001) affirms, "The difficulty of liberal democracies to build a moral foundation and to reconcile rights and responsibilities provides a fertile ground for the development of anti-democratic ideologies. The future of the democratic ideal still depends on the reconciliation of individual freedom with responsibility for the welfare of the community" (pp. 38-39).

"Further, the common good and human rights are to be conceived in an integral view of human way of living. Essentially, they do not exclude each other. A society that provides the common good also respects and promotes the human rights of its citizens. The common good, in its inclusive nature, promotes an understanding of interdependence among human beings, society, and nature. The common good opens the scope of human existence as related to all other life forms" (Maina, 2011, p. 13).

The second reflection that we consider is the relationship among different common goods at different levels. Deneulin and Townsend (2007) refer to different and conflicting common goods at different levels of community (i.e. family, local, and national) and they suggest that "the pervasiveness of such tensions and conflicts in practice points to the potential benefits that a more central and political authority may bring in seeking to resolve such tensions and conflicts justly" (p. 28). As we will see in the next section, nowadays, there is a global common good accepted and promoted by all countries from a supranational political authority.

Economy of Common Good

After this brief approach to the concept of the common good, we would like to address the updating of the common good for a new economic order formulated out of financial, social and scholarly perspectives.

The first one, the financial perspective, comes from Michel Camdessus, who was (and up to date) the longest serving managing director of the International Monetary Fund (IMF) from 1987 to 2000. Michel Camdessus (2012) wrote an article entitled *From a "Culture of Greed" to a Culture of Common Good* in the reflection on the economic-financial crisis which struck in August 2007 and on the following examination of possible key features of a new global monetary and financial system based on values and promotion of the common good.

According to the president of the IMF, "the 2007 economic crisis attack had many dimensions. Yet, this was not another crisis in a globalized world, but the first true crisis of globalization itself. It was undoubtedly about finance and that dimension is what we must, first and foremost, master now. But, just as the mythological creature Hydra has seven heads, it was systemically a part of at least six other crises: the poverty of the third world, the climate crisis, the food crisis, the energy crisis, the crisis of multilateralism, and the crisis of ethics and culture which is the one dominating them all. There are seven crises altogether. All of these must be considered if any of them is to be addressed." He said with the following line of

thought that "perversion, by a culture of greed and of a well-established model of market economy is at the origin of this unexpected crisis" (pp. 111-112). "In summary, there are three major failures that explain the origin of a crisis: the absence of necessary rules, the inadequacy of monitoring institutions, and very fundamentally, the collective behaviors that result from this culture of 'possession.' Hence, the need for this cultural and ethical challenge to be addressed is of paramount urgency. The action of governments may not suffice in this role" (p. 113).

"One could expect that the adoption of these institutional changes would create the conditions for the emergence of a renewed spirit of collaboration. A few more technical changes could also help to make further progress in the pursuit of the global common good and the promotion of the stability of financial and monetary system" (Camdessus, 2012, p. 117). "The reform of the global monetary and financial systems must be part and a parcel of a broader reform of the entire United Nations system bearing in mind the principles, which John XXIII, in a prophetic statement done almost 50 years ago, Paul VI and Benedict XVI have clearly laid out when they called for a public authority with universal competence" [(John XXIII, 1963, p. 137; Paul VI, 1967, p. 78; Benedict XVI, 2009, p. 67), (Camdessus, 2012, p. 118)].

The second one is the social perspective from Christian Felber, co-founder of Attac Austria 2000, and founder of *Die Gemeinwohl-Ökonomie* in 2010 (the Economy for the Common Good in English). A dancer, writer, and activist involved in the alter-globalization movement, and a propagator in matters of sustainable economy has created a new world economic model called the *Economy of the Common Good.*[10] This book sold 60,000 copies, and he is currently teaching at the University of Vienna. His line of thought is that "the common good is a supreme ethical goal both for democratic sociability in general and for the economy in particular. The concept of the common good, which was not created by us in our time and was used by Aristotle was implemented for social ethics by Thomas Aquinas in the thirteenth century, and has therefore been the thread of the social doctrine of the Catholic Church and other philosophical schools up to the modern Constitutions" (Felber, 2015, p. 29 and p. 69). But for Felber (2015), the concrete meaning of the common good must be defined in a democratic process. Free and sovereign citizens must meet at a local or regional level and debate on the key elements of the future economic order. Later, they could send delegates to the national or international assemblies that would prepare the alternative proposals to be voted by the sovereign people. The parliament would be obliged to make laws for the economy in accordance with the said directives. In the end, it would be a new democratic system which is more real or more sovereign (pp. 30-31). Although later, he affirms that in the model of the economy of the common good the definition of the common good seems to be necessary only as an instrument of measurement of success in three levels: investment, company and the national economy that will be materialized in democratic economic assemblies, "in the municipality of the common good." The rest of the economic and political actions do not require any definition of the common good (pp. 69-70).

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[10] For more information of the new economic model and the 20th basic point, see Felber, 2015, chapter X, in The Economy of the Common Good, and his website (https://christian-felber.at/en/about-christian-felber/).

If the common good is the defined democratic objective of the economy, then the end will have to be measured, not the means, which are the monetary indicators. Therefore, the measurement of the Gross Domestic Product (GDP) in the macro-economy and the measurement of the benefits of the investment and the financial return in the companies should be left out. György Széll (2014b) holds the same for valid, though he mentions "one of the main problems is the measurement of progress just by growth rates of the Gross Domestic Product (GDP) which is harmful for sustainability" (p. 2).

According to Felber´s models the economy of the common good must be measured in a new way. If the objective of the companies now is the common good this must be measured and must be included in the balance by which he called the `balance of the common good´. When asked how the common good can be measured, Felber takes the example of ISO standards, and creates a `matrix of the common good´ (pp. 71-72) through indicators. Likewise, he has defined five levels of compliance up to a maximum of 1,000 points. Since the beginning of the process in October 2010, around 1,750 companies from 35 countries and more than 220 organizations have given their support to the project.

Thus, the path for a new measurement is already a fact within the European Union. The European Directive (2014/95/EU) requires by certain large undertakings and groups from all European Union member countries to provide in their annual report both non-financial and diverse information on the following issues: one, environmental; two, social and personnel-related matters which include 'wage gap' and the implementation of employment disconnection policies; three, respect for human rights; four, fight against corruption and bribery; and five, the company which includes undertakings of the company with sustainable development, subcontractors and suppliers, and consumers and tax information. Subsequently, the General Assembly of the United Nations (2012) proclaimed March 20 the International Day of Happiness, recognizing the relevance of happiness and well-being as universal goals and aspirations in the lives of human beings around the world and the importance of their recognition through public policy objectives. It also recognized the need for a more inclusive, equitable and balanced approach to economic growth that promotes sustainable development, poverty eradication, happiness and the well-being of all people. It promotes the value of happiness as a new economic paradigm over the measurement of progress by Gross National Product (GNP). This is the goal of the World Happiness annual Report produced by the United Nations Sustainable Development Solutions Network—a landmark survey of the state of global happiness in use since 2012 that ranks 156 countries by how happy their citizens perceive themselves to be.

The third perspective is the one from Jean Tirole (2018), president of the Toulouse School of Economics. In 2014, he was awarded the Nobel Memorial Prize in Economic Sciences for his analysis of market power and regulation. Recently, he has written an essay under the title *Économie du bien commun* (Economy of the Common Good). Tirole makes no reference to Felber's model nor to the lines of great philosophers. Instead, the prologue begins with an interpellation from the author to the reader: "What has become of the common good?" For Tirole, since the fall of the

Berlin Wall and the economic metamorphosis of China, the market economy has become the dominant model, if not exclusively, of the organization of our societies, though this victory of the market economy has been half-hearted because all the common people have not been successful. A popular slogan that transcends borders reminds us that the world is not a commodity. All these dilemmas resonate with particular intensity in the current context marked by the financial crisis, the increase in unemployment and inequalities, the inability of our leaders to confront climate change, the fragility of the European construction, geopolitical instability, and the crisis of the immigrants that results from it, as well as the rise of populism throughout the world (pp. 13-14). For Jean Tirole, "the economy is neither at the service of private property and individual interests nor that of those who would like to use the state to impose their values or make their interests prevail because the economy is at the service of the common good. The economy's goal is to achieve a better world. For this, its task is to identify the institutions and policies that will favor the general interest. In its search for the welfare of the community, the economy encompasses the individual and the collective dimensions of the subject" (Tirole, 2018, p. 17).

For Jean Tirole, the possibility of the state being captive of particular interests is to the detriment of the collective interest, and that in a democratic system, the preoccupation with being elected or reelected is being prioritized over other concerns have been the very foundation of the political reflection from Montesquieu to the founding fathers of the Constitution of the United States including all the great constitutionalists and Karl Marx himself. Most of the states of the world combine the market economy and the intervention of the state itself visualized in the 'invisible hand' of the Scottish economist, author and philosopher Adam Smith. The state cannot get its citizens to live correctly without a market; and a market needs a state, not only to protect the freedom of enterprise and to guarantee contracts through the legal system, but also to correct its failures (pp. 171-187).

In chapter 8, Tirole (2018) affronts the climate change. He thinks that from the economic point of view, climate change is presented as a problem of the common good. The costs of climate change will be economic but also geopolitical. In turn, there is a legitimate desire of many countries to accede to Western standards of living. National egoisms take precedence over the ecological imperative, and this leads us to immobility, which is the fruit of two factors: selfishness against future generations and the problem of the 'free-rider,' that is, the benefits of the mitigation of climate change remains fundamentally global and long-term, while its costs are local and immediate. Furthermore, the benefits of the policies that are to be adopted will not favor current voters, but future generations. The problem about the free-riders leads to the 'tragedy of the commons.' We will go deeper into this topic in section 3 of this chapter II with the analysis of *Governing the Commons* by another Nobel Memorial Prize in Economic Sciences, Elinor Ostrom in 2009.

From the three perspectives that have been analyzed—financial, socio-political and academic (scholar)—the three authors (Camdessus, 2012; Felber, 2015; Tirole, 2018) agree that it is necessary to proceed to a serious, deep and general reform of the economic model of the market economy, and the reform should cover two fields:

(1) The technical reform through new institutions and policies must act in favour of the general interest; the economy, including financial markets, is at the service of the common good to achieve a better world.

(2) It needs the reform of morality and lifestyle: We must leave the collective behavior that results from this `culture of possession´ to a culture of `the common good.'

The model is not yet completely defined, among others as we have seen, i.e. Camdessus' proposal for the reform of the global monetary and financial system and a broader reform of the entire United Nations system call to be a public authority with universal competence; or the balance of the common good designed by Felber could be an inspiring and useful tool to measure the future economy of the common good. Another tool could be that of Tirole to reduce the number of public servants and parliamentarians and its technical assistants. This will be a way for the transformation to a modern state where officials are no longer at the service of the state but at the service of the citizens. In any case, there is still a long way to go toward a new economy of the common good, but the new measures for change seem to have been established.

The Global Common Good: The United Nations 2030 Agenda

But, come to think of it, if we immerse ourselves in the process of globalization that affects all areas of life and all over the world (as it will be analyzed in the second part of this chapter), is there a global consensus for a common good to achieve a better world? The answer in our opinion is positive and hopeful as we have the resolution of the United Nations (2015)—the 2030 Agenda for Sustainable Development: Transforming our world. The Agenda makes 'a call for action to change our world,' and in the last sentence of the document it explicitly states: "We reaffirm our unwavering commitment to achieving this Agenda and utilizing it to the full to transform our world for the better by 2030" (p. 35).

This international consensus to define a global common good concept and an action plan to achieve it has been a long process that began on December 10, 1948. The General Assembly of the United Nations approved and proclaimed the Universal Declaration of Human Rights (UDHR), in which article one says "all human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act toward one another in a spirit of brotherhood." That is the first step that was taken towards reaching the definition of a global common good since the common good cannot be given without respect for each one of the people that make up the community. In addition, in the same General Assembly, it was proclaimed that through UDHR the common ideal of all peoples and nations should be reached as they declared themselves resolved in promoting social progress and in raising the standard of living within the broader concept of freedom.

The Istanbul Declaration (1996) incorporated the concept of the common good and decision-making process, wherein it has been declared in paragraph 32 that "all people have rights and must also accept their responsibility to respect and protect the rights of others (including future generations) and to contribute actively to the

common good. Sustainable human settlements are those that, inter alia, generate a sense of citizenship and identity, cooperation and dialogue for the common good, and a spirit of voluntarism and civic engagement, where all people are encouraged and have an equal opportunity to participate in decision-making processes and development. Governments at all appropriate levels, including local authorities, have a responsibility to ensure access to education and protect their population's health, safety and general welfare" (p. 20). The second part of the paragraph calls for citizen participation to achieve the common good as it states – "This requires, as appropriate, establishing policies, laws and regulations for both public and private activities, encouraging responsible private activities in all fields, facilitating community groups' participation, adopting transparent procedures, encouraging public-spirited leadership and public-private partnerships, and helping people to understand and exercise their rights and responsibilities through open and effective participatory processes as well as advocating universal education and information dissemination" (p. 20).

The Agenda to Transform the World (UN, 2015) is the subject that concerns us all. It is assumed that in the first part of the document a global diagnosis is made in the section Our World Today. Also, the "Preamble," "Declaration," "Our Vision," and "Our Shared Principles and Commitments" sections of the 2030 Agenda reflected the scope of the 17 Goals of Sustainable Development to transform our world (pp. 1-13) understood to be a common good at a global level.

Despite the *Clash of Civilizations* (Huntington, 1996) that came along in the process of globalization, the United Nations proclaimed in Global Agenda 2030 (2015): "Today, we are announcing Sustainable Development Goals with 169 associated targets which are integrated and indivisible. Never have world leaders pledged common action and endeavor across such a broad and universal policy agenda (...) We will implement the Agenda for the full benefit of all, for today's generation and for the future ones" (par. 18).

In section two of this chapter, the 2030 Agenda and the path toward the Global Agenda 2030 will be tackled more deeply.

1.3 The Challenges of Local Governments

The Future of the City

According to the *World Population Prospect* for the United Nations (2018) globally, more than half of humanity, i.e. 55 percent, or 4.2 billion people live today in cities. The urban population of the world has grown rapidly since 1950, when 30 percent of the world's population, i.e. 751 million were urban dwellers, but by 2050, 68 percent of the world's population is projected to be urban settlers. The president of the 73rd General Assembly of the United Nations, María Fernanda Espinosa (UN News, 2019) assures that "this makes our cities the central actors of the global economy and development."

Today, the most urbanized regions include Northern America (with 82 percent of its population living in urban areas in 2018), Latin America and the Caribbean (81

percent), Europe (74 percent) and Oceania (68 percent). The level of urbanization in Asia is now approximating 50 percent. In contrast, Africa remains mostly rural, with 43 percent of its population living in urban areas (United Nations, World Population Prospect, 2018).

Cities today occupy approximately two percent of the total land surface representing 70 percent of the Global Economy (GDP) over 60 percent of the global energy consumption, 70 percent of the greenhouse gas emission and 70 percent of global waste. This signifies an important transformative role of cities at all levels in the coming decades. The rapid urbanization is exerting pressure on fresh water supply, livelihood, and public health. Currently, more than 828 million people are living in marginal neighborhoods, and the number is still increasing (Habitat III, 2016). Therefore, the global challenge we are facing concerns human rights, which is about manifesting a sustained and inclusive sustainable development, and at the same time, exercising democracy, good governance, and citizen participation.

Tokyo is the world's largest metropolitan area with an agglomeration of 37 million inhabitants, followed by Delhi with 29 million, Shanghai with 26 million, and Mexico City and São Paulo, each with around 22 million inhabitants. Today, Cairo, Mumbai, Beijing and Dhaka all have close to 20 million inhabitants. By 2030, the world is projected to have 43 megacities, most of which are built in developing regions. "As the world continues to be urbanized, sustainable development depends increasingly on the successful management of urban development, especially in low-income and lower middle-income countries where the fastest rate of urbanization is expected between now and 2050. Integrated policies to improve the lives of both urban and rural dwellers are needed, strengthening the linkages between urban and rural areas and building on their existing economic, social and environmental ties" (United Nations, 2018).

Former United Nations Secretary-General, Ban Ki-moon (2016), said in a statement commemorating the World Cities Day: "To transform our world, we must transform our cities." Certainly, "the future of humanity is being played in the city" (UN News, 2019). Thus, in an important issue such as ending with hunger, urbanization becomes a good opportunity to reach zero hunger. The current United Nations Secretary-General, António Guterres (2018), said in a statement during the commemoration of World Food Day – "In our world of abundance, one out of nine does not have enough to eat. Currently, more than 815 million people do not have enough to eat. Some 155 million children under the age of five (23 percent) are chronically malnourished and stunted and may endure the effects of it for the rest of their lives. One out of two infant deaths worldwide are caused by hunger which is absolutely intolerable." And he went on by saying that "zero hunger is about joining forces."

According to the figures from the United Nations Organization for Food and Agriculture (FAO), more than 1.3 million tons of food produced for human consumption go to waste every year—a third of the total. Waste occurs in all processes of production, cultivation, processing, distribution and consumption. Farmers, companies, restaurants, and consumers alike are responsible for the exorbitant amount of food wasted. This occurs while one out of nine people suffers

from food uncertainty, but the truth is, more than enough food is produced for everyone (UN News, 2018b).

José Graziano da Silva, FAO director general, assures that around 80 percent of all food globally produced now are consumed in urban areas – "Therefore, urban consumers can provide a very effective starting point to promote the transformation toward a more sustainable agricultural production and development of local food value chains and reduce and manage the high levels of food waste found in many cities" (UN News, 2019). And further, he said, "People frequently ask me if I really believe that it is possible to eradicate hunger by 2030. My answer is yes, I do. My own country, Brazil, had been able to almost eliminate hunger in less than 10 years from 11 percent of the population in 2001 to about two percent in 2010" (UN News, 2018a).

The United Cities and Local Governments[11] (UCLG, 2015) are conscious that "each of the 17 Sustainable Development Goals is directly related to the daily work of the local and regional governments." They also declare that "in fact, local and regional governments are policy makers, catalysts of change, and the adequate level of government best placed to link the global goals with the local communities."

Carmen Schmidt (2009) wonders in her book *How is Japan's Local Democracy Changing?* Her answer is "due to financial shortcomings local authorities have increasingly introduced private sector management aside from being driven by ideas of efficiency, managerialism, and cost effectiveness. As a result, they become city managers rather than political leaders, working only for the interest of the locality they represent" (p. 28). Paul Romer, former chief economist and senior vice-president of the World Bank, gave an inspiring talk about new city management that runs 18 minutes and 28 seconds through TED[12] under the title: Why Does the World Need 'Charter Cities?' Romer's (2009) proposal is 'charter cities' – "We start with a charter that specifies all the rules required to attract the people that we need to build the city on an uninhabited land. We'll need to attract the investors who will build out the infrastructure, the power system, the roads, the port, the airport, the buildings. And you'll need to attract families, the residents who will come and live there permanently. We need to allow the potential partnerships among nations, cases where nations work together, in effect, the way like Hong Kong and Britain worked together in the past. So, if we allow these kinds of partnerships to replicate this again, we can get those kinds of benefits scaled throughout the world." In 2015, Romer, in an interview, summarized by saying that "in a sense, the essence of the idea of `charter cities´ is the notion of a startup city. You have a chance to start a city anew. Then the question is: What are the things that will be required to make it successful?" I think what is unusual about a startup city, as opposed to an existing city, is that you can propose something new without having to go through a long process of

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[11] UCLG was created in 2004 and represents 175 local and regional government associations of 140 out of the 193 United Nations member states.

[12] TED is a global community, a non-profit and owned by a non-partisan foundation devoted to spreading ideas from every discipline and culture that seek a deeper understanding of the world in more than 100 languages. To know more see TED Ideas worth spreading (https://www.ted.com/about/our-organization).

consultation and agreement among the people that might be affected by a change—a change that some people do not want is imposed on them. With a startup city, you can propose something entirely new and let people choose whether they want to live under its rules, as embodied in its charter, the document that specifies its founding principles. With a startup, you can have reform without coercion." Two important objections have been made to Romer's proposal to create new cities. The first is that charter cities will become private cities and the second is that the partnership between new cities and a developed nation would lead us to a neo-colonization. Anyway, it was not for *charter cities* that Paul Romer was awarded with the Nobel Memorial Prize in Economic Sciences in 2018, it was for integrating technological innovations into a long-running macroeconomic analysis.

Saskia Sassen (2001) sees it is a great danger for power and inequality in a global city. "These criticisms were focused on questions of wage inequality and spatial polarization. Many of these criticisms represent my position asserting that the middle class is disappearing, that the city´s spatial order has dualized, and that this could be accounted to globalization. My central point in the polarization argument is not that inequality is new, but that the middle class has disappeared" (p. 361).

To finish this section about the future of the city, it must be mentioned that digitization is supported by urbanization, in the last annual report for the International Communications Unions (ITU) 2018, it means that more than half of the world's population is now online. At the end of 2018, 51.2 percent of individuals, or 3.9 billion people, were using internet. The possibilities of the next 5G technology is also expected to change the way we understand connectivity. According to Woyke (2017) 5G represents a "technological paradigm shift similar to the leap from the typewriter to the computer." And only as an example, the European Commission has recently selected seven new research and innovation projects in 5G with 100 million euros financing. The projects are implemented within the 5G Public Private Partnership (5G-PPP).[13] The challenge for 5G PPP will be to deliver solutions, architecture, technology and standards for the next ubiquitous generation communication infrastructures of the coming decade, and to have the will to develop large-scale 5G validation tests for industrial sectors and city development. Estonia, Latvia and Lithuania have created a 5G cross-border corridor to develop the 'Northern Baltic Way' to test autonomous and connected vehicles (Esmartcity.es, 2019, May 27).

The future of the city is full of challenges, and new opportunities concerning human rights and the common good to reach a sustained, inclusive and sustainable development arise. We will also be able to see in the following sections that that the future of the city also goes hand in hand with the promotion and practice of citizen participation and democracy in the twenty-first century. The following sections will have a deeper look at it and will also reveal that participation and democracy in the twenty-first century must be promoted and practiced starting from the cities.

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[13] To know more about the 5G Infrastructure Public Private Partnership (5G PPP), a joint initiative between the European Commission and the European ICT industry (ICT manufacturers, telecommunications operators, service providers, SMEs and researcher Institutions), see https://5g-ppp.eu/.

Quality of Life and Sustainable Development

Although there is a large literature on the concept of quality of life and an extension of the term to several levels, if we take the Oxford dictionary 2019 online, 'quality of life' is defined as "the standard of health, comfort, and happiness experienced by an individual or group." This concept is not far from the one Aristotle gave after affirming that "there is no political community that is not based since its foundation on the common bond among individuals in the search for what Aristotle called 'the good life.' The good life represents the harmonic synthesis of the individual and collective good in which it is sought to fulfill the ultimate goal of man, which is, for Aristotle, the conquest of happiness" (*The Nicomachean Ethics*, Book I, chapter IV).

But for Aristotle, the concept of happiness is deeper than "feeling or showing pleasure or contentment" (Oxford dictionary). Aristotle, in his *Politics* Book IV under the title *General Theory of the Perfect City* said that "it is natural that a perfect government procures to the citizens subjected to it the enjoyment of the most perfect happiness, compatible with its condition (...) There are three types of good that a man can enjoy: external good, corporal good and the good of the soul which is translated into happiness in the embodiment of all these three. No man can consider himself happy who lacks prudence, justice, strength and temperance (...) Moreover, the difference between happiness and fortune necessarily consists in the fact that fortuitous circumstances and chances can procure for us the good that is external to the soul, whereas man is neither fair nor prudent by chance or the effect of chance. Happiness can never accompany vice, so the state like man will prosper only on the condition of being virtuous and prudent; and value, prudence and virtue are produced in the state with the same degree and the same way as in the individual."

The issue of quality of life, happiness, vice, virtue, morals and ethics individually and collectively speaking remains a key issue in the twenty-first century cities. In *Democracy in America* by Alexis De Tocqueville (1959) in reference to individualism in democracy said that "selfishness blights the germ of all virtue; individualism, at first, only saps the virtues of public life; but in the long run it attacks and destroys all others and is at length absorbed in downright selfishness. Selfishness is a vice as old as the world, which does not belong to any form of society more than the other; individualism is of democratic origin, and it threatens to spread at the same rate as the equality of condition" (p. 105). Recently, Harvard scholars (Kramer, Mariton, & Tumarkin, 2019) have reevaluated in a symposium during Solzhenitsyn's visit to Harvard the impact of his critical vision of the West with some four-decade perspective. In June 1978, Solzhenitsyn's speech made only a few fleeting references to the Soviet Union, and instead spoke mostly about the 'lack of courage,' 'loss of willpower,' and 'depression, passivity, and perplexity' he had found in the West. He denounced the western secular culture, claiming that it had led to 'weakness and cowardice' in the face of 'aggressors and terrorists,' and spoke scathingly about 'destructive and irresponsible freedom.' He called for an end to the 'moral poverty' of secularism and a return to spirituality and traditional values."

Széll (1992b) said that "since technology and economics have become goals by themselves, 'desubjectivization' (Entsubjektivierung) and dehumanization are

rapidly increasing. Apart from the individual life, morals and ethics are no longer required" (p. 11).

Neil Postman (1987), in the essay *Amusing Orrselves to Death*, warns against those consciously formulated ideologies that appeal to the worst tendencies in human nature. But what is happening in America is not the design of an articulated ideology. "No Mein Kampf" or Communist Manifesto announced its coming. It comes as the unintended consequence of a dramatic change in our ways of public dialogue. But it is an ideology nonetheless, for it imposes a way of life, a set of relationships between people and ideas, on which there has not been any consensus, nor discussion or opposition, only compliance (p. 162). Postman ends with a reflection arguing that the problem was not that the people were laughing instead of thinking, but that they did not know what they were laughing about and why they had stopped thinking (p. 168). "The process of individualization in modern societies is characterized by deregulation, disengagement, disunion, the strengthening of market forces, the development of 'a market society' and a growing passive participation (entertainment)" (Széll, 2013, p. 131).

Also, Bauman (2006) realizes that "the arrival of modern liquid society signified the disappearance of utopias centered on society and, in general, on the very idea of 'good society.' The resulting unhappiness adds motives and vigor to a politics of life of clear egocentric dyes whose ultimate effect is the perpetuation of the liquidity of life. Modern society and liquid life are trapped in a kind of perpetual motive" (pp. 21-22). And he adds that "the consumer society justifies its existence with the promise of satisfying human desires like no other society has ever done or could even dream of doing. However, that promise of satisfaction can only be tempting insofar as the desire remains unsatisfied, or what is even more important, to the extent that it is suspected that this desire has not been fully and truly satisfied. The consumer society manages to make this dissatisfaction permanent" (p. 109). "The consumerist syndrome exalts speed, excess, and waste" (p. 115). Another syndrome is that the 'ideal fitness' tries to capture the functions of the body, understanding it as, above all, a receiver and transmitter of sensations and pleasures" (p. 125).

Jeffrey Sachs (2019), the director of the Center for Sustainable Development at Columbia University, in chapter 7, under the title *Addiction and Unhappiness in America* in the last World Happiness Report (2019) emphasizes that if the United States is indeed not only suffering from an epidemic of addictions, substances such as tobacco, alcohol, marijuana, but also from addictive behaviors including gambling, too much use of social media, excessive video gaming and shopping, consuming unhealthy foods, obsessive exercising, engaging in extreme sports, and practicing risky sexual behavior, then the implications are crucial not only for public policy but also for the rethinking of economic science. The free market theory taught in our universities holds that consumers know what is best for them, with businesses efficiently and appropriately catering to those desires. The prevalence of addiction suggests a very different picture that individuals may be lured into self-destructive behaviors, notably by businesses whose main interest is to boost the sale of their goods and services.

In the same sense, Croizier (1992) affirms that "each in his own way, politicians and

journalists, both from the rightwing and the leftwing, blame the spirit of the time which is the rise of individualism, or rather of selfishness, the decline of solidarity, the weakening of values and the lack of combativeness of a swollen number of population, the inability to understand the real problems and the real risks" (Foreword).

The quality of life in the cities of the twenty-first century must include the satisfaction of the needs of individuals from the most basic needs to "self-realization" as described by Maslow (1943), or to "the perfect happiness, compatible with human condition" as described by Aristotle. But in any case, moral and ethics must be practiced by the individual to be able to harness the common good and to promote sustainable development. In the same light, in the spring of 2017 at Princeton University, a Symposium was organized and sponsored by the Liechtenstein Institute on Self-Determination, the Communitarian Network, the Sociology Department and the University Center for Human Values of Princeton University under the topic: Why Do We Need Maslow in the Twenty-First Century? (Abulof, 2017). During the Symposium, Etzioni (2017) affirms that "one of Maslow's great contributions is that he assumes that the people are not merely economic creators who seek to maximize their happiness by consuming goods. He holds that once people's basic needs are satisfied, they will find contentment in seeking to address 'higher' needs—most frequently self-esteem and self-actualization. However, Maslow's theory is still completely self-centered. The esteem a person seeks is for his or her own psychological well-being whereas self-actualization is for the self, forgetting that people are also moral creatures, wrestling between good and bad, on both individual and societal levels" (p. 512).

Certainly, the quality of life in a sustainable way is the principal aim of society, both collectively for all its members as well as individually. In the city of the twenty-first century people's basic needs must be satisfied, and people must be able to address 'higher' needs. Individualistic or selfish behaviors should be rejected in favor of the common good and the sustainable development that includes the well-being of future generations. Unless society at a certain level of quality of life has been reached, a real citizen participation cannot be practiced. "Democracy is a luxury because it demands a lot of time and competence. The precondition is the development of the productive forces" (Széll, 2018d, thesis 32).

Innovative City Management is Democracy in Action

As we have seen, urbanization is the dominant force of the twenty-first century, so we have "to make sure that the benefits of urbanization are equally shared and that no one is left behind, that policies are made to manage urban growth needed to ensure access to infrastructure and social services for all, focusing on the needs of the urban poor and other vulnerable groups for housing, education, health care, decent employment and a safe environment" (United Nations, 2018, p. 2). According to Széll (2009), "the quality of life and working life certainly cannot be decided by international organizations (Agenda 21), nor by the European Union, or a nation-state alone, though these entities are definitely needed. Regional and local levels should also be decisive" (p. 32). "Having no globally valid rules for organizational design means that the field of public administration is necessary

more like an art than science (…) Good solutions for public administration problems have to be, in some sense, local" (Fukuyama, 2004, p. 43).

In such a way, "local governments are responsible for making big investments in infrastructure and are likewise the largest providers of services. So, they need to efficiently manage resources and processes, as well as improve levels of quality in their management models" (Steele, 2014). Romer (2015), in an interview on Urbanization, Charter Cities and Growth Theory, said – "If we need urban expansion that is because billions of people will be moving to the cities. We can use this window of expansion to encourage rapid innovation in the provision of government services. One of the conclusions I came to when I was working on the theoretical foundations of growth theory is that there is an enormous scope in the private economy to discover new and better ways to provide a higher standard of living. This same insight applies equally well to the public sector. In every country and in every society, there is an enormous opportunity to find better ways to provide existing government services."

Previously, the principle of subsidiarity has been referred to decentralization of power and federalism, pluralism, and citizen participation, but it is arguable that the principle of subsidiarity also refers to efficiency and effectiveness in public management offering better public services. Since North (1990) introduced the theory of information costs as part of transaction costs discussed in the third section of this chapter, numerous scholars insist that the management and decision-making processes at a local level are more effective and efficient because the state rarely has the necessary information to decide for itself on the allocation of goods and services.

In this sense, Tirole (2018) affirms that the state only rarely has the necessary information to decide for itself on the allocation of goods and services, so that, despite its potential, it could humbly accept its limits. An excess of confidence in their ability to make economic policy decisions together with the will to maintain control, and, therefore, the ability to do favors can lead to the adoption of nefarious policies, for example, in labor or environmental fields (pp. 29-41). "Because all the information cannot be moved to a principal decision maker, whether to a central planner in an economy or the CEO in a firm, most decision rights must be delegated to those people who have the relevant information. The costs of moving information among people create the need for decentralizing some decision rights in organizations and the economy. This decentralization in turn leads to systems that mitigate the controlling problem resulting from the fact that self-interested people (with their own self-control problems) who exercise decision rights as agents on behalf of others will not behave as perfect agents" (Jensen, 1998, p. 2). Also, Ostrom (2005) affirms that information is required to reach efficiency: "Indeed, achieving efficiency requires that information about the preferences of citizens be available to decision makers, as does achieving accountability. Institutional arrangement that effectively aggregates this information assists in materializing efficiency and at the same time serves to increase accountability that promotes the achievement of redistributive objectives" (p. 67).

Much earlier, in 1967, Croizier spoke of the three problems that putting the renewal of public services into action faced:

(1) Training in the management of human resources. It is not about having new techniques but acquiring new philosophy of human relations that should be adopted.

(2) The evaluation of public policies. For Crozier, the role, training and career of the evaluator are very important. The experiences in the United States and Japan show that it takes time, patience and a reasoned investment in the formation, development and deployment of these new specialists in order to impose a new logic of action in this field.

(3) The service projects. In fact, these are currently the most promising way of administrative renewal, essentially because the resource, as it necessarily has to be done, by foreign advisers, in many cases forced fearful administrations to wide open their doors and let the ideas penetrate including the ways of doing and behaving.

The service projects were calculated on other projects that have been put into action in the companies during a period of three to four years. These projects aim to bring together the members of the company around common values that make their cooperation around that culture possible, and that ensures their effectiveness. Valuing human resources and mobilizers for a global project seems that these service projects can be transposed to the public system without any problem (pp. 282-287).

The new quality management system for local government is ISO 18091:2014-2019. It is a service project focused on the citizen, a new public management system based on effectiveness, evaluation of public policies and services for continuous improvement and citizen participation. Some authors (Wollmann, 1998, quoted by Astleithner & Hamedinger, 2003) think that "we should also try to be critical when the new governance model is underpinned by the idea of consumer control and consumer choice. It is necessary to analyze whether this is a *de facto* downgrading of the role of the public" (p. 54). But, Astleithner & Hamedinger (2003) among others, think otherwise that the new public management needs to improve the efficiency and effectiveness of the system requiring new ways of evaluation and assessment. Representatives of the system are increasingly requesting indicators that give "objective" information about the success of the administration's work (p. 55).

The TED City 2.0 talk of innovative city management by the mayor of Bogotá, Colombia, Enrique Peñalosa (2013), was very inspiring. He said that "mobility in developing world cities is a very peculiar challenge because it tends to get worse as societies become richer. Clearly, it is an unsustainable model. Mobility, more than a matter of money or technology, is a matter of equality and equity. The first kind of equality is equality in the quality of life, especially that of children. All children should have, beyond the obvious health and education, access to green spaces, to sports facilities, to swimming pools, to music lessons. The second kind of equality is the one, which we could call 'democratic equality.' The first article in every Constitution state that all citizens are equal before the law. This is not just poetry but a very powerful principle. For example, if this is true, a bus with 80 passengers has a right to 80 times more road space than a car with one. Less than 100 years ago,

women could not vote, and it seemed normal, in the same way that it seems normal today to see a bus in traffic. In fact, when I became a town mayor, applying the democratic principle that public good prevails over private interest, that a bus with 100 people has a right to 100 times more road space than a car, we implemented a mass transit system based on buses in exclusive lanes. We called it 'TransMilenio,' in order to make buses look more appealing. One thing is that it is also a very beautiful democratic symbol, because as buses zoom by, expensive cars are stuck in traffic. It clearly is almost a picture of democracy at work. We also built, and this was 15 years ago, even before there were bikeways in New York or in Paris or in London (it was a very difficult battle as well) more than 350 kilometers of protected bicycle lanes. I don't think protected biking lanes are a cute architectural feature. They are a right, just as sidewalks are, unless we believe that only those with access to a motor vehicle have the right to safe mobility, without the risk of getting killed. And just as bus lanes are, protected bikeways also are a powerful symbol of democracy, because they show that a citizen on a 30-$ bicycle is as equally important as the one in a 30,000-$ car. In this way, their cities could grow in the right places with the right spaces, with parks, greenways, and busways. The cities we are going to build over the next 50 years will determine the quality of life and even happiness for billions of people in the near future. What a fantastic opportunity for leaders and many young leaders to come, especially in the developing countries. They can create a much happier life for billions in future generations. I am sure, I am optimistic, that they will make better cities than our most ambitious dreams." This could be another vision of the *Right to the City* proposed by Henri Lefebvre in 1968, as a counterproposal to the phenomenon or conversion of the city into a commodity at the exclusive service of the interest in accumulating capital.

Innovation in urban management oriented to the common good will allow a more efficient and sustainable management of human and economic resources, a provision of quality public services incorporating citizens to express the degree of satisfaction and make proposals for improvement which will increase the quality of individual and collective life in the city. As Peñalosa said, the provision of good public services to all citizens, like TransMilenio bus freeways in Bogotá represent democracy in action.

Toward a Collective Political Intelligence

On April 10, 2019, we were able to see through the media six press conferences held simultaneously in Brussels, Santiago de Chile, Taipei, Tokyo and Washington, the result of a global initiative: Event Horizon Telescope (EHT),[14] a project that has allowed for the first time in history to have an image of a black hole. This image is a confirmation of Einstein's general relativity theory and an important step toward the understanding of galaxies. It is an extraordinary scientific achievement of a team of 200 researchers from 60 institutions. The challenge has been enormous as both objects are extremely far away and have a relatively small size. The galaxy nucleus M87 is located 55 million light years away and is 40 billion kilometers in diameter. The vision would not have been possible without the connection of a worldwide

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[14] For further information see: Event Horizon Telescope https://eventhorizontelescope.org/

network of eight pre-existing telescopes to reach the target. These locations included volcanoes in Hawaii and Mexico, mountains in Arizona and the Sierra Nevada in Spain, the Atacama Desert of Chile, Greenland and Antarctica. But the most difficult thing came with the analysis of the information collected. In total, five petabytes of information were collected. It was such a large volume of data that researchers could not upload it to the Internet. Hundreds of hard drives with information were transported by plane to processing centers in Boston and Bonn. The results were presented in six scientific articles, published in Astrophysical Journal Letters. And as one of the members of the EHT Chile declared – "This is not the end, it is only the beginning" (Lopez, 2019). Indeed, we are not only at the beginning of a great scientific breakthrough in astrophysics, we are truly convinced that this is a milestone in the process of developing a global collective intelligence.

We can also find in Aristotle a reference to collective intelligence. Although he did not say the same word, he did refer to the same concept. He spoke about *The Virtue of the Multitude* – "It may be admitted that the majority, (whose members, if taken separately, are not notable men) is, nevertheless, above the superior men, if not individually, as a group at least, in the way that a meal at the neckline is more splendid than that which a private person can give at his own expense. In this multitude, everyone has his share of virtue and illustration in all assembled forms, so to speak—a man who has hands, feet, innumerable senses, a moral character and an intelligence in proportion. For this same reason, the multitude judges exactly the musical and poetic compositions; he gives his opinion on one point, that on another, and the whole meeting judges the whole of the work" (Aristotle, *Politics*, Book III chapter VI). According to Cammack (2013), Aristotle argues that the government supports the multitude, not in their superior knowledge, but in their belief that the virtue of individuals can be added and even amplified when they act collectively.

Pierre Lévy (2004a), director of the Chair of Collective Intelligence at the University of Ottawa in Canada, defines Collective Intelligence as "a form of universally distributed intelligence that is being constantly improved and coordinated in real time resulting in the effective mobilization of intelligence and personal skills" (p. 20). Lévy (2004b) states that "the main factor of the creation of wealth is the collective conscience of the population, a collective conscience that information technology, if used conveniently, can evidently reinforce, increase and transform resources" (p. 67). Lévy (2015a) in a conference on Twenty Years of Collective Intelligence clarified that collective intelligence is not an end but a dynamic process in perpetual development whose goal is human progress. He affirms that the great steps in the general process of intellectual technology, and the increasingly important access to internet at a global level have important consequences not only in our collective knowledge, but also in social, economic, religious and political dimensions of our lives. Lévy (2004b) in his book *Cyberdemocracy* affirms that "the destiny of democracy and cyberspace is intertwined because both imply what is essential for humanity which is the aspiration to freedom and the creative power of collective consciousness" (p. 25).

Therefore, if it is a fact that global connectivity through internet access will include more and more billions of people in the world, that technological advances seem to have no limits, i.e. artificial intelligence, that we will be able to access information

portals of public and private institutions from our mobile device at anytime and anywhere, to data analysis, to universal knowledge, and each of us will be able to contribute to the development of universal collective intelligence, then, it seems clear that we will have to "rethink education." At the conference for OEI educators in Argentina, Lévy (2015b) affirms that people will have to be able to handle themselves in this complex environment of information and knowledge, hence, a "new literacy" is needed to cultivate personal intelligence. Since collective intelligence does not replace individual intelligence, it is collective intelligence that needs the contribution of individual autonomy and intelligence. Therefore, we must advance in collaborative learning which is a dynamic and complex process in abstract tacit knowledge, and then turn it into explicit knowledge which can become a common memory. To do this, we must teach people to control attention, prioritize issues, select and diversify sources of information, verify data, produce hypotheses, maintain categorization, manage the cloud, identify agendas, take responsibility for their departures to explicit knowledge so that they can contribute in a competent manner to collective intelligence. For more than 15 years Lévy has directed a research project that is an artificial language designed to be able to automatically express the semantic and pragmatic nuances of natural languages. In 2013, Pierre Lévy presented to the scientific community a new system to codify meanings that will allow the operations on meaning in the new digital memory to make it transparent, interchangeable and calculable. This semantic coding system is called Economy Meta Language Information (IEML). Recently in a conference, Lévy (2015a), said that there is no product to sell yet, but if there is one, it will be the semantic model for leading a better exploitation of global collective intelligence.

We are moving toward a collective intelligence in the field of astrophysics and in all fields of science and knowledge. Wikipedia, the largest online reference work, published in a collaborative way and written together by volunteers from all over the world who act spontaneously for free of charge is one of the most characteristic examples of it.[15] TED Talks, Ideas worth spreading, as we have seen before, is also a type of collective intelligence, as well as open access or accessible subscription online portals of scientific journals or even transparency portals of public or private organizations all over the world, i.e. the European Union Open Data Portal.[16] We are at the beginning of a social movement: 'open data,' 'free software,' 'open source,' 'open access,' or 'open knowledge," with more or less scope. Sooner or later, it will be a reality that we will all have a universal access to information not only to data, but to 'big data analysis.' It is a large set of data produced through sensors and devices integrated into everyday objects, we have what is called the Internet of Things (IOT). It is what already allows us to access a large amount of information which can only be managed through models and mathematical algorithms. Turning it into knowledge that will allow us to know the patterns of human behavior before certain stimuli and is, without any doubt, one of the keys for the present and future development in the economic, political and cultural fields. And up to a certain extent, an open and universal access to the analysis will also allow progress in the development of global collective intelligence.

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[15] To know more about Wikipedia, see https://en.wikipedia.org/wiki/Wikipedia:About.
[16] To know more about EU Data Portal, see (https://data.europa.eu/euodp/en/data/.

But, can it be affirmed that there is a collective intelligence applied specifically to the political field? The answer is affirmative, as it is understood that there is a collective intelligence applied to the theory and practice of government and of the organization of the city and the state, which is called "Collective Political Intelligence" (Ostos, 2018). The term may be new, but the concept is not. The idea of collective intelligence is also part of the framework of contemporary democracy. Hélène Landemore (2013) shows that the processes and procedures of a democratic decision-making form a collective cognitive system that guarantees that the decisions made by many are more likely to be correct than the decisions made by a few. In her book *Democratic Reason*, she establishes the superiority of democracy as a way of making decisions for the common good. It is clear that the collective global intelligence advances and will improve constantly throughout the century in all fields of knowledge and will affect all areas especially political, social and economic.

Beth Noveck (2009) goes further and states that in this era, in which information and communication technology (ICT) makes it possible for many more people to work together, our institutions must be redesigned and created through different mechanisms to solve problems. These collaborative practices can change the culture of governance. She led the Open Government project of the government of Barack Obama between 2009 and 2011. In an interview, Noveck (2017) acknowledges that the popularity of the former president was a springboard to make known throughout the world his other way of doing politics. Obama's open government inspired another way of doing things. It is a change in the mentality to stop thinking about governing by and for people, and to start considering that it is possible to govern with people. It should be noted that the same opening style was used for his own electoral campaign. Obama's presidential election campaign was a milestone in electoral political communication where it involved the participation of the electorate in the campaign itself, not only at the time of making posters, but also even farther, that made him participate in the financing of the campaign. Ostos highlights (2008) that "the financing of Obama's election campaign broke all records of collection with more than 3 million donors, with small amounts: five, fifteen and twenty-five dollars through the Internet, reaching 750 million dollars (...) This showed that a new financing system for electoral campaigns through social participation can do the exercise of public management for the common good more freely from the interference of the lobbies."

Noveck (2015), in the Preface of her book *Smart Citizens, Smarter States*, asserts that the future of the government is to move toward a world of "smarter governance." Collaboration and dialogues between government and citizens would become the default way of working day by day. To achieve real change, government institutions must take positive steps to project an appropriate institutional design to regularly incorporate the experience and creativity of citizens into normal and ongoing public decision-making conversations for the sake of public interest. That is because "today we can no longer understand smart cities where the person is not the center and where we do not create a new model of government in which citizen participation can be included actively and permanently through new technologies" (Ostos, Bonilla, Pérez, & Montilla et al., 2017).

For Ostos (2019 not submitted), ISO 18091:2019 is a collective political intelligence for the implementation of the United Nations 2030 Agenda. In 2014, the International Organization for Standardization (ISO) published ISO 18091. The initiative was led by Carlos Gadsden of the International Foundation for the Development of Reliable Governments (FIDEGOC), the Mexican Institute for Standardization and Certification (IMNC), the Latin American Institute (INLAC) and with the contribution of a technical committee composed of experts from more than 18 countries for 10 years. In the voting process that is the key to consensus, ISO 18091 was approved with 98 percent positive votes. With the entry into force in 2016 of the UN Agendas 2030 Agenda, Gadsden once again took the initiative to adapt ISO 18091 (2014) to the recently approved Sustainable Development Goals of the UN 2030 Agenda, and the recently-approved ISO 9001 (2015). After three years of work at ISO within the Technical Committee 176, Working Group 04, a total of 77 experts representing 34 countries participated in sessions in Hong Kong, Madrid, Rotterdam, Mexico City, Bali, Milan and the Azores. The project (PNA ISO 18091) was approved with the vote of 64 countries in favor, 23 abstentions and 3 negatives, representing 96 percent of the positive votes (Gadsden, 2018). Since then, the ISO 18091 standard has been implemented by local governments in Mexican cities like León, Coyomeapan, Puebla, Aguascalientes, Cordoba, Veracruz, Monterrey, Nuevo León, Querétaro, and San Luis de Potosí, among other cities; in Bogota, Colombia; Gaborone in Botswana; Loro Chiuffena in Italy; in Spain in San Fost d'Camsenteice, Getafe, Móstoles, and Getxo. In addition, ISO 18091 has been used as a guide for the implementation of the United Nations Sustainable Development Goals (SDG) for more than 5,500 municipalities in Brazil, supported by the National Confederations of Municipalities (CNM), United Cities and Local Governments (UCLG), the United Nations Development Program (UNDP), and the German Association of Cities (Deutscher Städtetag).

The Integral Citizen Observatory of Los Cabos, Mexico (Ostos, 2018) is a successful case of conscious citizen participation and is competent not only in evaluating the efficiency of public policies but also in proposing actions for local government. The diagnosis made by the Integral Citizen Observatory of Los Cabos in Mexico based on ISO 18091:2014 was so intelligent that the incoming town mayor included a large part of the diagnosis and citizen's proposals in the Municipal Development Plan for Los Cabos 2015-2018. The Integral Citizen Observatories (ICOs) created the knowledge generated over time, not to mention all throughout the time worldwide. With ISO 18091:2019, an institutional framework will be created as a collective citizen intelligence for local governments, and a global sustainable development program will be considered.

1.4 Conclusion: Rethinking Democracy from the Cities

As a conclusion about the reflections on citizen participation in local government, the concept of democracy as a form of government goes back to the Greek philosophers. Aristotle exposes in *Politics* the classical theory of the forms of government, which is still in force, without major changes. Aristotle concludes that man, as a political animal, does nothing without purpose, since all the actions of all mankind are done in the perspective with a view to what they think should be good. It is therefore evident that (while all partnerships aim at some good) it is the

partnership in these things that forms a household and a city-state. The most supreme partnership is the one with the state which is the political association. When the citizens at large govern for the public good, it is called constitutional government. Deviations from the constitutions mentioned are tyranny corresponding to kingship, oligarchy to aristocracy, and (demagogy) to constitutional government to democracy.

For Aristotle, freedom and equality in political rights are the two fundamental bases of democracy. Justice, on the other hand, is an element of the state; judicial procedures, on the other, which means the decision of what is just, are the regulated of thereby political partnership. Aristotle warns that some people might think that there is only one kind of democracy and one kind of oligarchy, but it is quite the opposite. It is possible to find many forms within the organization of power based on the population and the literacy level of each community based on its extension. Localization and fertility of the territory are normally based on customs and laws.

For Huntington (1968; 1991), democracy in its modern usage means the democracy of the nation-state and its emergence are associated with the development of the nation-state. This happened in the West during the first half of the seventeenth century. The definition of democracy in terms of elections is a minimal definition. 'True democracy' means liberté, égalité, fraternité, effective citizen control over policy, responsible government, honesty and openness in politics, informed and rational deliberation, equal participation and power, and other various virtues. Governments created through elections may be inefficient, corrupt, shortsighted, irresponsible, dominated by special interests, and incapable of adopting policies demanded by the public good. The most important political distinction among countries concerns not their form of government but their degree of government. Thus, the challenge is the quality of democratic process. Nowadays, there has also been an exponential growth in the volume of literature addressing the issues of democracy in crisis in the twenty-first century, among others (Dienel & Harms, 2010; Széll, 2018a; Schmidt, 2018a; Runciman, 2015; Schmitt & Kennedy 1985; Posner, 2010; Welzel & Kirsch, 2017; Fukuyama, 2018; Castells, 2018).

We have seen that populism comes in both rightwing and leftwing forms and is now a global phenomenon. Several scholars approach the debate of the relationship between populism and democracy as being conceived in terms of opposition and conclude that it is a pathological symptom for democratic practices, among others (Akkerman, 2003; Abts & Rummens, 2007; Rivero, 2017a; Peruzzotti, 2008; Taggart, 2000; Urbaniti, 1998; Clarke & Foweraker, 2001); or as being dubbed as the strongest challenge for democracy in the twenty-first century (Széll, 2018b; Canovan, 1999).

Against people's voice as the populist logic (the fiction of the substantial homogeneity of the identity and the will of the people cherished), and thereby, aims at the suppression of diversity and plurality, an active popular participation is proposed. As Roland Czada (2010) states that "the local level of government is particularly suited for citizen engagement and participation. The activation and involvement of citizens can replace administrative top-down controls and thus, serve a relieving and legitimizing function for the central level" (p. 2). Even for all

the different models of PP mentioned above, long-lasting learning processes and permanent education are needed (Sünker, Farnen & Széll 2003). However, passive participation is a high risk for democracy (Széll, 2012b).

If the quality of life in a sustainable way is the principal aim of society, both collectively for all its members, as well as individually, in the city of the twenty-first century people's basic needs must be met, and people have to be able to address "higher" needs. Individualistic or even selfish behaviors should be rejected in favor of the common good and the sustainable development that fosters the well-being of future generations. There is an international consensus to define a global common good concept and an action plan to achieve—the United Nations 2030 Agenda. So, we must rethink democracy based on the perspective of the city. In this era in which Information and Communications Technology (ICT) makes it possible for many more people to work together, we must redesign our institutions and create different mechanisms to solve problems. These collaborative practices can change the culture of governance. ISO 18091:2019 is a collective political intelligence applied to an innovative management system for local governments. And in this research work through a case study done with the Integral Observatory of Los Cabos, it is not intended to propose an "only valid way" of participation but "one global valid way" when it comes to citizen participation in local government in order to achieve quality of life in a sustainable way and at the same time strengthen democracy in the twenty-first century.

Chapter II. CONCEPTUAL FRAMEWORK

2. LOCAL CITIZEN PARTICIPATION IN THE GLOBAL AGENDA

In the first section of this chapter, we have reflected on citizen participation in local government. The subsidiarity principle is still in force: decentralization and local citizen participation are the key issues toward an innovative management of cities in the twenty-first century. How can we possibly link these ideas with the Global Agenda?

But, before talking about the Global Agenda, the process of economic and socio-political globalization that have allowed us to reach a common goal in Global Agenda must be referred to. This introduction is not a work on the history of globalization because a good history describes chronologically and analyzes convincingly a sequence of events and shows why one event has led to another. This starting point will not discuss that either because it does not spell out the general course of globalization in the history of humanity. It instead attempts to point out that globalization is an unfinished process to highlight the most outstanding events in the process of economic and political globalization that have led to achieving a Global Agenda and to being aware of the fast progress in technology allowing society to exhibit a social globalization where people from all over the world not only share information, knowledge, customs and habits but also common challenges, including acknowledgment of the fundamental rights of citizenship.

2.1. From the Globalization Process to a Global Agenda

Globalization is understood as a process by which economies and markets acquire a global dimension since the advancement of science and technology has greatly reduced the cost of transportation and communication so that they depend more and more on external markets and less on the regulatory action of governments taking on greater importance of the role of multinational companies. Globalization, since the rapid development and implementation of Information and Communications Technology (ICT), allows a worldwide diffusion of trends that promote the uniformity of uses, tastes, customs and values, among which are the values of democracy.

The Economic Globalization

Thus, globalization as a process started in the fifteenth century with the discovery of America in 1492. According to Marx and Engels (1848), "the discovery of America and the rounding of the Cape opened fresh grounds for the rising bourgeoisie. The East-Indian and Chinese markets, the colonization of America, trade with the colonies, the increase in the means of exchange and in commodities generally gave way to commerce, navigation, industry which was an impulse never before known, and thereby, to the revolutionary element in the tottering feudal society which was a rapid development." And they add that "modern industry has established the world market for which the discovery of America paved the way. This market has given an immense development to commerce navigation and communication by land. This development had, in turn, reacted on the extension of industry; and in proportion as

an industry, commerce, navigation, railways extended, in the same proportion as the bourgeoisie developed, increased its capital, and pushed into the background every social class handed down since the Middle Ages" (pp. 31-32). Globalization has been woven for centuries but it has expanded around the world in the last decades of the 20th century, the greatest impulse was during the end of the Cold War prompting the fall of the Berlin wall in 1989 (Tucker, 1990, p. 94) and continued swiftly into the 21st century.

According to Sangquan (2000), economic globalization refers to the increasing interdependence of world economies as a result of the growing scale of cross-border trade of commodities and services, flow of international capital and rapid worldwide spread of technologies. The fast globalization of the world's economies in recent years is largely based on the rapid development of science and technology and has emerged from an environment in which the economic market system has been spreading fast throughout the world and has developed based on the increasing cross-border division of labor penetrating down to the level of production chains within the enterprises of different countries. The advancement of science and technology has greatly reduced the cost of transportation and communication making economic globalization possible.

The globalization of the financial sector has become the most rapidly developing and most influential aspect of economic globalization per se. International finance came into being to serve the needs of international trade and investment activities. However, along with the development of economic globalization, it has become more and more independent. This phenomenon described as the global capital market by Taylor & Obstfeld (2004) has important historical preconditions that set the stage for global market in the nineteenth century. A discussion of institutional developments focuses on the use of capital control and the pursuit of macroeconomic policy as objectives in the context of changing monetary regimes. Understanding it this way, the present era of globalization can be seen, in part, as merely the resumption of a liberal world order that had previously been established in the years from 1880 to 1914 and consolidated at the end of the Cold War. The dominant role of Western developed countries in the process of economic globalization is also included in the reflection   the fact that it is these countries that determine the rules for international economic trades.

After the Second World War, the role of international economic organizations had increased. For instance, the International Monetary Fund (IMF) was conceived at a UN conference in Bretton Woods, New Hampshire, United States, in July 1944. The 44 countries in that conference sought to build a framework for economic cooperation to avoid a repetition of the competitive devaluations that had contributed to the Great Depression of the 1930s. The IMF has played a part in shaping the global economy since the end of World War II. The World Bank (WB) founded also in 1944, based in Washington, initially aimed to help rebuild European countries devastated during the Second World War. In 1950, The European Coal and Steel Community (ECSC) and in 1957 the European Economic Community (EEC), commonly denominated the Common Market. In 1959, the Inter-American Development Bank (IDB) based in Washington, was created to provide a source of development financing, loans, grants, and technical assistance for Latin America and

the Caribbean.

The global capital market has facilitated the availability of resources to productive activities and the increase in flow of capital, yet transactions that are materialized many times without any connection with the real economy together with the definitive rise of a consumer society has increased the risk of global financial crises, like the one suffered in 2008, as represented by the fall of Lehman Brothers Holdings.

And as economic globalization is still in process, and the advance of technology continues, all this while the world was in shock with the global financial crisis in 2008, a computer programmer called Satoshi Nakamoto had been working on a new electronic cash system. The world's most famous alternative currency nowadays that is Bitcoin. For Mark Stuart Day (2018), "bitcoin is an ingenious system. However, its origins can prompt some understandable concerns. The system was invented and published by 'Satoshi Nakamoto.' At this writing, no one has ever satisfactorily connected to the real person or group of that name. Since no one knows for sure who invented the scheme, it is hard to judge their motivations. It is entirely possible that there are hidden conflicts of interest or outright cheating that should affect our willingness to use the system" (p. 332).

Bitcoin is a consensus network that enables a new payment system and a completely new digital money. It is the first decentralized peer-to-peer payment network that is powered by its users with no central authority or middlemen. While Bitcoin remains a relatively new phenomenon, it is growing fast. The total value of Bitcoin (Kharif and Leising (2018, November 2) which neared 300 billion dollars in late 2017, stood at 112 billion dollars in late October 2018. The European Central Bank executive board member, Benoit Coeure, (2018), said that "the international community needs to find a way to understand and control these gateways between the shadow currency universe and the regular financial system." At the same time, he urged central banks not to lose sight of the opportunities created by the rise of cryptocurrencies. The finance ministers of G20 and presidents of the central banks of the world's leading economies in Argentina (2018, July) warned that they remain concerned about the risks linked to the protection of consumers and investors posed by crypto actives, as well as to the integrity of the markets, tax evasion, money laundering, and financing of terrorism. Day (2018) also warns about bitcoin and Governance and said that "although the features that Bitcoin use to function are powerful and interesting, they should not be oversold as somewhat providing new ways to organize society. Indeed, there is at least an anecdotal evidence in the opposite direction telling us that bitcoin needs more 'political' elements to thrive" (p. 332). Although Day (2018), recognizing that "bitcoin is potentially important to the world at large, we can see in it the seeds of the next wave of digital revolutions. In Bitcoin, we can see ways in which various kinds of financial entities—money, commitments, contracts, and escrow become digital and then networked" (p. 333).

Even more in Singapore it is possible since March 2017 to buy and sell renewable energy among individuals using blockchain. A new company has launched a test for the country's first peer-to-peer (P2P) energy trading platform. To empower companies with the platform called Synergy allows Singaporeans to buy and sell

renewable energy among themselves using blockchain technology. Wagstaff (2017) writes, "The World Energy Council (WEC) predicts that such decentralized or distributed energy will grow from five percent of the market today to 25 percent in 2025. The past few years saw proofs of concept and trials, from small microgrids to projects by big players such as Shell (RDSA.L), BP (BP. L) and IBM (IBM.N)."

Széll, Bösling, & Hartkemeyer (2005a) warn of the risks of Globalization and The New Economy – "The dominant globalization is the biggest challenge for employees and their interest representations. If this kind of financial globalization (like until now) will remain largely unregulated, then not only will the natural resources be destroyed, but also social sustainability prevented. The negative effects of this development are first to be felt on the local and regional level" (Foreword). And Széll (2005b) adds that "the philanthropist and most successful currency speculator over the last decades, the Hungarian-American George Soros, published in 1998 a book with the very indicative title *The Crisis of Global Capitalism*. The one who has probably profited the most from unregulated currency markets states that this kind of globalization is more dangerous for freedom than Stalinism was and concluded that globalization like any other markets needs regulation too" (p. 74).

For some authors (Sang Quan, 2000), economic globalization poses as an irreversible trend. For others, we are in a transitional moment. Nelson (2018), in his recent article *The New Economics and Politics of Globalization* says that "the question here is whether Trumpism is an aberration that will be reversed, or whether it will constitute an ongoing threat of the kind posed by Britain in the inter-War period. Ironically, as it did in the inter-War years, little Britain sought to undermine the European Union." Others have provided a critical look at economic globalization like in Global Economic Apartheid, thus Broad and Cavanagh (2004) wonder if "the globalization process creates another north-south division—the roughly one-third of humanity who make up a 'global north' of beneficiaries in every country and the two-thirds of humanity from the slums of New York to the *favelas* in Rio who are not hooked into the new global menu of producing, consuming, and borrowing opportunities in the 'global south.' Therefore, the north-south gap is becoming more noticeable in most third world countries; and on another, these global chains blur distinctions between global north and global south" (p. 59).

The Political Globalization

Economic globalization precedes political globalization. If we have been able to point out that the discovery of America in the fifteenth century was the origin of globalization, and especially in the aspect of economic globalization, in the same way, we can remark that the highlight of political globalization happened in the twentieth century when the two global military conflicts took place in Europe, and especially at the end of the Second World War.

The United Nations (UN)[17] came into being in 1945, based in New York, following

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[17] Information on an international organization, for example, (the UN) is retrieved from the official web page during the period of the realization of this study (http://www.un.org/en/sections/history/history-united-nations/index.html)

the devastation of the Second World War, with one central mission: the maintenance of international peace and security. The forerunner of the United Nations was the League of Nations, an organization conceived in similar circumstances during the first World War and established in 1919 under the Treaty of Versailles "to promote international cooperation and to achieve peace and security." The International Labor Organization (ILO) was also created under the Treaty of Versailles as an affiliated agency of the League. The League of Nations ceased its activities after failing to prevent the Second World War.

The Organization of American States (OAS) which also originated in 1948 based in Washington was established in order to achieve among its member states an order of peace and justice to promote their solidarity and to strengthen their collaboration. Today, the OAS brings together all 35 independent states of the Americas and constitutes the main political, legal, and social governmental forum in the hemisphere to defend their sovereignty, their territorial integrity, and their independence. In 1949, the Washington Treaty created North Atlantic Treaty Organization (NATO) based in Brussels—an alliance of countries from Europe and North America that provides a unique link between these two continents, enabling them to consult and cooperate in the field of defense and security, and conduct multinational crisis management operations together. In addition, they created more than 15 international organizations, linked to the United Nations, among others: United Nations Educational, Scientific and Cultural Organization (UNESCO), International Telecommunication Union (ITU), World Health Organization (WHO), Food and Agriculture Organization of the United Nations (FAO) as well as about a hundred organizations more, agencies and foundations that have the inspiration, support or participation of the United Nations, among which we highlight the UN Global Compact[18] or the International Organization for Standardization (ISO).[19]

As we can see, after the Second World War, the role of international organizations increased but the greatest impulse was at the end of the Cold War as represented by the fall of the Berlin wall in 1989, and continued into the 21st century giving impetus to a political globalization through the creation and consolidation of supranational organizations.[20]

The European Union (EU) which began as a purely economic union has three main founding Treaties: the 1951 Treaty establishing the European Coal and Steel Community, the 1957 Euratom Treaty establishing the European Atomic Energy

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[18] The UN Global Compact enjoys the support of the United Nations General Assembly and has additionally been recognized in several other inter-governmental contexts, including the G8. In December 2015, the UN General Assembly renewed the mandate of the Global Compact Office and the UN office that supports the initiative in its Resolution "Towards global partnerships: A principle-based approach to enhanced cooperation between the United Nations and all relevant partners by Resolution adopted by the General Assembly on 22 December 2015 A/RES 70/224[on the report of the Second Committee (A/70/479)].

[19] ISO is an independent, non-governmental international organization with a membership of 162 national standards bodies. Through its members, it brings together experts to share knowledge and develop voluntary, consensus-based, market-relevant international standards that support innovation and provide solutions to global challenges. During the ISO Week 2018, Speaking on the United Nations Sustainable Development Goals, Sergio Mujica, general secretary assured that, together, "we can contribute to making the 2030 Agenda a reality, so no one is left behind" ISO focus 131 (2018, November-December).

[20] Cambridge Dictionary defines supranational as involving more than one country or having power or authority that is greater than that of a single country.

Community and the 1957 European Economic Community Treaty. All three communities shared the Court of Justice and the European Parliamentary Assembly (which became the European Parliament in 1962) and later evolved into an organization expanding its policy areas from climate, environment and health to external relations and security, justice and migration. The name changed to reflect the evolution from the European Economic Community (EEC) in 1957 to the European Union (EU) in 1993.

United Nations General Assembly convened a conference in Rome in June 1998 with the aim of finalizing the treaty to serve as the Court's statute. The Rome Statute entered into force on July 1, 2002 and the International Criminal Court (ICC) was formally established. The ICC, that sits in The Hague, can prosecute crimes against humanity committed around the world, genocide and crimes of aggression. United Cities and Local Governments (UCLG) was founded in 2004 and is the largest organization of sub-national governments in the world with over 240,000 members in over 140 United Nations Member States.

Traub (2006) says, "Institutions of global order are an American invention." And he continues by saying that "a nation that understood itself as having been formed and guided by Providence naturally viewed its national interests in universalistic terms even as it asserted its dominion, brutally at times, over a particular continent (...) The United States, which had emerged from the war as the world's supreme power, was prepared to impose its idealistic vision on the exhausted combatants. A war that had begun on European terms would then end on American ones" (p. 3). He remarks, "The UN could not survive without the United States, but the opposite was scarcely true. Grotesquely unfair as it might seem, but it was for the UN, a fact of life" (Preface).

The Social Globalization

Social globalization has also been a process, but the highlight has been carried out over the last 25 years since the creation of the World Wide Web (www)[21] And with it the massive access to internet, together with other important and fast advances in the development and implementation of Information and Communication Technology (ICT) and mass adhesion to social media networks have allowed to establish a global, immediate, permanent communication, and each time a more accessible and economical communication. We have all been able to observe how over a very short time, this phenomenon has changed the modes of behavior in all aspects of our lives, in the personal, social, economic and business scopes, also in the field of knowledge, sciences, mass media, and of course, within the political arena. Marshall McLuhan (1968) says that "we have changed our world into a 'global village.'[22] We share information, knowledge, customs and habits but also common

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[21] Sir Tim Berners-Lee invented the World Wide Web (www.) in 1989. He wrote the first web client and server in 1990. His specifications of URIs, HTTP and HTML were refined as Web technology spread. In 1994, the World Wide Web Consortium (W3C) was created to "lead the web to its full potential." He has promoted open government data globally and spends time fighting for rights such as net neutrality, privacy and the openness of the web.

[22] McLuhan, Herbert M. (1968) in *War and Peace in the Global Village* introduces the visionary concept: 'global village', even at this time, in the development of new telecommunication technologies. McLuhan had only been able to know the expectations and interconnection projects during the first Conference of ARPANET (1967), and one year later, in 1969, the fact that they had established the first connection between ARPANET computers. Not only did he

challenges, as well as making the recognition of the fundamental rights of citizenship universal. Saskia Sassen (2012) said, "There are several kinds of globalization. Globalization is a series of interconnected trends and geographies from which possibilities both for the capital as well as for those who fight for social justice arise."

Technologically, globalization depends on advances in human connectivity (transport and telecommunications), facilitating the free movement of people and the spread of ICT and the Internet. Today, more than half of the world's population are now online. This represents an important step toward a more inclusive global information society. In developed countries, four out of five people are online up to the point of reaching saturation levels. In developing countries, though, there is still an ample room for growth, with 45 percent of individuals using internet. In the world's 47 least-developed countries (LDC), internet uptake remains relatively low and four out of five individuals (80 percent) are not yet using internet (ITU, 2018, p. 2).

Global connectivity is also a new field for the international conflicts. New concepts such as 'cyber war,' 'cyber attacks,´ or 'misinformation war' have appeared. Recently the European Union has launched a 'war against disinformation' spread by the Kremlin in an attempt to protect next year's European parliament elections (2019), according to Andrus Ansip, vice-president of the European Commission, "there is a strong evidence pointing to Russia as the primary source of disinformation in Europe" (Boffey, 2018, December 5, The Guardian).

Timothy Snyder (2018), professor of History at Yale University and a permanent fellow at the Institute for Human Sciences in Vienna, in a recent conference in Madrid about *The Defense of Freedom Against the Rise of Authoritarianism* warns of the cyber war of Russia – "Since 2010, the current (authoritarianism) has spread from east to west with the help of the wars waged by Russia, physical warfare in Ukraine and cyber war in Europe and the United States. Russia found allies among nationalists, oligarchs and radicals around the world in its mission to dissolve western institutions, States, and values mirroring the west. The rise of populism, the British vote against the EU and the election of Donald Trump were Russian objectives, but the fact that they had been able to achieve them exposes the vulnerability of western societies."

The global connectivity has had an extraordinary impact on all aspects of our life, and as we have said, globalization is a process and technological advances seem to have no limits as we have seen in this chapter in sections The Future of the City and the Development of Collective Political Intelligence. Internet of things, big data, 5G technologies, social networks, artificial intelligence are undoubtedly the key players of the actual and future social globalization especially within the political sphere. Therefore, it is necessary to reflect the opportunities, challenges, and risks that globalization and connectivity could bring to democracy.

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predict the influence and effects of television as soon as it was born, but also 20 years before, he predicted the impact of the internet when only a few could imagine the reach of new technologies in people's lives.

Participation Through a Global Connectivity

In the international political arena, global connectivity has transformed the diplomatic relations among nations. This phenomenon is known as the 'global digital diplomacy' as Kampf et al. (2015) said that the utilization of digital technologies in diplomacy is now also a global phenomenon; and for Manor (2018), the digitalization of public diplomacy means a new conceptual framework.

Citizens from all over the world can participate in the foreign policy debate in real time, people can be 'present' and witness a bilateral or multilateral discussion of the heads of states and governments. We can follow debates on foreign in real time, share information and even give our own opinion. We are all spectators in real time watching global debates related to important issues of balance of power and foreign policy on the new Information and Communications Technology (ICT) through the mass media and social networks.

Thus, the multilateral debate on foreign policy generated in November 2018 the proposal of French President Emmanuel Macron to create a European army coinciding with the event commemorating the 100th anniversary of the end of the First World War.[23] This example, among others, shows that nowadays half of the

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[23] I would like to document this example of global digital diplomacy: The president of France, Emmanuel Macron, led on November 11, 2018 in Paris an impressive event commemorating the 100th Anniversary of the End of the First World War, along with nearly 70 heads of state and governments of the world. He was accompanied by the presidents of the United States and Russia, Donald Trump and Vladimir Putin, the German Chancellor Angela Merkel, among others. Macron (2018, November 6) in an interview with a French radio station, Europe 1 had declared that he was a supporter of a European army; and speaking about cyber security, he also said – "we have to protect ourselves with respect to China, Russia and even the United States of America." He was referring to computer hackers who could attack Europe from anywhere including from the United States. The interview was aired the next day, the 7th at prime time 7:40 a.m. But Donald Trump, president of the US, did not like the idea of creating the European army and traveling to Paris for the event of the 11th, so before landing in Paris Airport the president of the USA, (in commercial airlines, it is already possible to be connected to internet during the flight and more if we are talking about Air force One) sent a message to the president of France, in a way visible to all the world. Trump has nearly fifty-six million followers but at the same time mass media replicated the messages in television news, radio, digital newspapers and magazines. Trump (2018, on November 9, 10:10 p.m.) writes in a tweet – "President Macron of France has just suggested that Europe build its own military in order to protect itself from the U.S., China and Russia. Very insulting, but perhaps Europe should first pay its fair share of NATO, which the U.S. subsidizes greatly!" For his part, the French president appears before 36 hours in an interview on the largest tv channel, the leading American chain CNN. Speaking in perfect English, Emmanuel Macron (2018, November 11, 7:00 a.m.) says – "I do not do policy or diplomacy by tweets, I prefer having direct discussion rather than discussing diplomacy through tweets with President Donald Trump" and he also reaffirmed the idea of creating a greater European military cooperation. A couple of days later, German Chancellor Angela Merkel (2018, November, 13, 4:10 p.m. addresses the European Parliament during a debate on the future of Europe in Strasbourg, reiterated the idea and says – "we should work on a vision of one day establishing a real European army." Returning to Washington from the weekend in Paris, President Trump took aim at president Macron again, blasting France over its near defeat to Germany in two world wars, its wine industry and Macron's approval ratings. Trump, D. E. (2018, November 13, 3:50 p.m.) on Tweeter says – "Emmanuel Macron suggests building its own army to protect Europe against the U.S., China and Russia. But it was Germany in World Wars One & Two - How did that work out for France? They were starting to learn German in Paris before the U.S. came along. Pay for NATO or not!" and he kept writing three more messages: Trump, D. E. (2018, November 13, 5:07 p.m.), "on Trade, France makes excellent wine, but so does the U.S. The problem is that France makes it very hard for the U.S. to sell its wines into France that charges big tariffs, whereas the U.S. makes it easy for French wines, and charges very small Tariffs. Not fair, must change!"; Trump, D. E. (2018, November 13, 5:17 p.m.), "the problem is that Emmanuel suffers from a very low approval rating in France, 26 percent, and an unemployment rate of almost 10 percent. He was just trying to get onto another subject. By the way, there is no country more nationalist than France, very proud people–and rightfully so! (...)"; Trump, D. E. (2018, November 13, 5:18 p.m.), "MAKE FRANCE GREAT AGAIN!" After Trump launched his social media assault the official response came out from the French government spokesman criticizing Donald Trump for displaying a lack of "common decency" when he attacked Emmanuel Macron on the anniversary of the 2015 Paris terror attacks, where 130 people were killed.

world's population who are connected like a 'global village' have the opportunity to intervene in the foreign policy debate that affects not only their own nation but also global diplomacy itself. In some way, the citizens, through the mass media and social networks can participate in the debate by giving approval or disapproval to the leaders through personal messages or organizing global campaigns. This, on one hand, implies certainly a democratization in the foreign policy debate. But, on the other, it is a risk that leads to populism, as we discussed in the previous section, that could be very likely a product of a 'troll factory' based in St. Petersburg to carry out misinformation campaigns to manipulate European or American public opinion. Because of this, the Heads of States and Governments, who hold legitimacy and exclusivity in the leadership of foreign policy should have the responsibility to manage the scope of their own declarations on social networks and they must be aware of the consequences of nationalist exacerbation to avoid provocations that could lead to conflicts on a global scale.

In national politics, globalization and global connectivity have allowed the diffusion and organization of reestablishing the fundamental rights of the citizens and social justice in countries that have been subject to authoritarian governments and whose tyranny has spread to other countries in the region like a domino effect. This is the case of what has been called the Arab Spring which began with protests in Tunisia in the late 2010 in response to oppressive regimes and a low standard of living. The effects of the Tunisian Revolution spread strongly to five other countries: Libya, Egypt, Yemen, Syria and Bahrain where either the regime or major uprisings were toppled and social violence occurred, including riots, civil wars or insurgencies. Street demonstrations took place in Morocco, Iraq, Algeria, Lebanon, Jordan, Kuwait, Oman and Sudan, among others. Hassan & Ryer (2017) said that "the world watched these events unfold and grip by the narrative of a young generation peacefully revolting against oppressive authoritarianism to secure a more democratic political system and a brighter economic future. The early hopes that these popular movements would end corruption, increase political participation, and bring about greater economic equity, quickly collapsed in the wake of the counterrevolutionary moves of the deep state in Egypt, the regional and international interventions in Bahrain and Yemen, and the destructive civil wars in Syria and Libya" (p. 3).

Indeed, the important role of social globalization and connectivity has not been enough for the implementation of a real global democracy after the Arab Spring according to some authors. Gayo-Avello (2017) says, "Actually, claiming that social media is able to overthrow authoritarian regimes only makes those regimes more authoritarian and paranoid" (p. 98); and Stepanova (2011) affirms that "also, while it is as effective as a grassroots tool to bring down an authoritarian regime, social media-based network activism may not be best suited for political competition at the stage of 'post-revolutionary' state-building, governance reform, and institutionalized politics in general, compared with more institutionalized and better organized political players " (p. 6).

As we have analyzed the challenges of democracy and participation in the twenty-

first century in the first part of this chapter, they have a broader scope rather than global connectivity. It is indeed a fact that *social globalization* and *global connectivity* are understood as a worldwide diffusion of trends that promote the uniformity of uses, tastes, customs and values, among which are the values of social justice, democracy and participation. As Dankwart Rustow (1990) observes that "the global character and the cumulative effects that may be expected to flow from it are clearly the most important assets of the current democratic revolution" (p. 91).

The Globalization of Terrorism

Even though there are some activists like Victoria Tauli-Corpuz (2004) who warns that globalization is really a continuation of colonization. For the indigenous people (there are around 300 million of them on earth) keeping their territorial or ancestral lands is the most important thing because it determines their identity. Therefore, they resist cultural homogenization and globalization (p. 89). In this same sense, Maude Barlow (2004) notices that technology is also advocating one culture and one language. The English language is used in about 80 percent of all websites. Governments and people from around the world are increasingly concerned about a global cultural homogenization dominated by America; and western values and lifestyle are greatly exhibited in the massive American industrial entertainment complex (p. 93). Clegg (1975) affirms that power can be seen in language to be underlain by rule and domination in organizational life.

Samuel P. Huntington (1996), in his publication *The Clash of Civilizations and the Remarking of the World Order,* thought when the communist world collapsed, and the Cold War among international systems became history, the global policy became multipolar and multicivilizational.[24] He said, "In the post-Cold War world, the most important distinctions among people are not ideological, political, or economic, but cultural. Peoples and nations are attempting to answer the most basic question humans can face: Who are we? People define themselves in terms of ancestry, religion, language, history, values, customs and institutions" (p. 21). And he continues by saying that "civilizations and culture both refer to the overall way of life of a certain people, and civilization is a culture writ large. They both involve the values, norms, institutions, and modes of thinking to which successive generations in a given society have given primary importance" (p. 41).

For MacNeill (2014), "an instant after the Berlin wall collapsed, we went from a bipolar world to a unipolar world dominated by the Washington consensus. A decade later, the Washington consensus was dead, and we found ourselves in a multipolar world. Today the global power structure is rapidly shifting Eastward to Asia. Geopolitical shifts that used to take a century now take a decade or less, so we

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[24] To know more about the nature of civilizations, the classification for the major contemporary civilizations and the relations among civilizations see (Huntington, 1996, Chapter 2). For the author, basically, the major contemporary civilizations are: Sinic or Confucianism, Japanese, Hindu, Islamic, Western or Western Christendom. Latin America could be considered as a sub civilization within Western or an affiliate of the Western civilization because Latin America did not feel the effects of the Reformation and has incorporated indigenous culture that did not exist in Europe. Africa could cohere into a distinct civilization in the future.

must be prepared" (p. 32).

For Huntington (1996), a central axis of post-Cold War politics is, thus, the interaction of western power and culture with the same power and culture of non-western civilizations. He affirms, "In part, this is the natural consequence of the Islamic Resurgence and the reaction against the perceived 'gharbzadegi' or 'Westoxication' of Muslim societies. The reaffirmation of Islam, whatever its specific sectarian form, implies the repudiation of European and American influence. Muslims fear and resent Western power and the threat that this poses to their society and beliefs. They see Western culture as materialistic, corrupt, decadent, and immoral" (p. 213).

Unfortunately, we must admit that there is also a globalization of terrorism as mentioned at the beginning because of its great impact on September 11, 2001 on the US soil: New York, Washington DC and Pennsylvania. The death toll rose to almost 3,000 people (out of which 2,753 died in New York Twin Towers) and some 9,000 others were wounded. Terrorism has spread out globally in Europe with the attacks in Madrid on March 11, 2004 (ten successive explosions in 4 trains caused 191 deaths and some 2,062 injuries); Jihadist attacks have also continued in other western capitals such as London, Paris, Berlin, and in North Ossetia (Russia) as well as in other countries, such as Kenya, India, Jordan, Egypt, Yemen, Pakistan and so on and so forth. It is foreseeable that not only will terrorist globalization accompany the process of globalization but also dominate the internal process in the globalization of terrorism and other illicit activities.

Recently, in June 2018, Sergio Altuna, research associate in the Elcano Royal Institute's Global Terrorism Program said that "on March 2, 2017, a number of publications were posted on the messaging application Telegram on accounts linked to al-Qaeda informing about an important imminent announcement. 'One banner, one group, one Emir'—an enormously attractive slogan preceding a no less attractive image: five of the most wanted terrorist leaders in the entire Sahara-Sahelian region were meeting in the same room to announce the creation of a new jihadist coalition loyal to al-Qaeda, Jamā'at Nuṣrat al-Islām wa-l-Muslimīn, (Support Group for Islam and for Muslims, JNIM in its Arabic initials)." In this paper, through an analysis of the official audiovisual productions of JNIM between January 2, 2017 and March 31, 2018, the author reveals that "four main narratives or topics are portrayed: war/jihad, victimization and dehumanizing the enemy, 'aqīda and minhaj, and the handling of hostages. Out of 13 documents analyzed, seven were devoted to warlike topics whose thread of narratives was focused on successful terrorist operations, calls to armed uprising against the crusading French invader or against apostate governments, the glorification of martyrdom, and so on and so forth. They were based on the same framework and perspectives which were previously used by al-Qaeda and its satellite organizations calling on a new alliance made up of groups loyal to al-Qaeda in the Islamic Maghreb (AQIM) in the Sahel region." All these terrorist organizations destroy traditional self-government and replace it by religious dictatorships. According Alexander De Juan (2015) in his article *The Role of Intra-Religious Conflicts in Intrastate Wars* states Intra-religious conflicts can motivate religious elites to search for support from political allies to prevail over their religious rivals. In return, they legitimize their political patrons'

claims for political power and their violent campaigns against members of other religious communities.

Despite the real risks of the economic, political and social globalization, and the globalization of terrorism, the good news is that humanity has begun to realize that there are common global challenges that can overcome the country's borders and that nowadays, we share a common agenda that is the 2030 Agenda with very clear global objectives and a global action plan for the next 15 years. This global action plan can be an opportunity to face common challenges and correct some risks of globalization.

In the following sections of this chapter we will see the process that has allowed the Global Agenda and its scope to be reached.

2.2 The Path Toward the Global Agenda 2030

We started talking about the process of globalization that allowed us to reach the consensus of a Global Agenda. In the second part of this section, we will see that the path towards the ambitious and comprehensive 2030 Global Agenda has also been a process in which the concepts of good governance at all levels and local citizen participation are being developed as a key element for the implementation of the Global Agenda itself and to eventually achieve a sustainable development. Therefore, The Final Declaration of the Global Conferences that have marked the milestones toward formulating the 2030 Agenda will be briefly discussed, though all the preparatory documents prior to those summits will not be mentioned.

Rio Conference on Environment and Development 1992: Agenda 21

In 1972, United Nations Conference on the Human Environment, held in Stockholm, Sweden, was the first United Nations (UN) conference that focused on international environmental issues. The conference was attended by delegations from 114 governments which reflected a growing interest of participants in conservation issues worldwide, and hence, laid the foundation for global environmental governance. The final declaration of the Stockholm Conference was an environmental manifesto which established 26 principles concerning a statement of the finite nature of Earth's resources and the necessity for humanity to safeguard them. The conference also produced an action plan containing 109 specific recommendations related to human settlements, natural-resource management, pollution, educational and social aspects of the environment, development, and international organizations. The Stockholm Conference also led to the creation of the United Nations Environment Program (UNEP) in December 1972 to coordinate global efforts to promote sustainability and safeguard the natural environment. Although the declaration clearly recognizes the sovereignty of each nation, stated under principle 21, it also strongly encourages each country to cooperate at an international scale to help protect and enhance the human environment. Under principle 24, it is stated that "matters concerning the protection and improvement of the environment should be handled in a cooperative spirit by all countries, big and

small, and on an equal footing." Finding the balance between state sovereignty and transnational responsibility was crucial to the success of the Stockholm summit which continues to play a fundamental role in negotiating global environmental governance regimes. The 26 principles of the Declaration and the Action Plan for the Human Environment, UN (1972) referred almost exclusively to environmental aspect and management of natural resources.

In 1984, the commission chaired by Norwegian Prime Minister Gro Harlam Brundtland, produced the widely-received and provocative document under the title Our Common Future (1987), also known as the Brundtland Report, which decried the world's failure to achieve sustainable development and outlined several far-reaching actions that needed to occur to mitigate anticipated environmental disaster. The World Commission on Environment and Development (1987) affirmed: "Our common future serves notice that the time has come for a marriage of economy and ecology, so that people can take responsibility not just for environmental damage, but for the policies that cause the damage. Some of these policies threaten the survival of humanity. They can be changed. But we must act now."

The Brundtland Report (1987) was instrumental for laying the foundation for the topics to be discussed at the Rio Summit and for shaking up the global community to attempt another global summit. In this document the term *sustainable development* was used for the first time to define that development is sustainable if it "(…) meets the needs and aspirations of the present generation without compromising the ability of future generations to meet their own needs."

Twenty-five years later, Jim MacNeill (2014), secretary-general of the Brundtland World Commission on Environment and Development, and chief architect and lead author of the report *Our Common Future,* writes – "This report took place almost exactly 15 years after the 1972 Stockholm Conference put the environment on the global agenda for the first time." He adds, "That wave grew through 1985 and 1986 and, when we launched Our Common Future at a major event in London in April of 1987, we found ourselves on a rising surge of environmental excitement" (p. 28).

On December 22, 1989, the United Nations General Assembly adopted Res. 44/228 and called for a global UNCED meeting that would address the issues raised in the Brundtland Report. The aim of the meeting was to formulate strategies to stop and reverse the effects of global environmental degradation. This meeting would come to be known as the Rio Earth Summit in 1992.

The United Nations Conference on the Environment and Development (UNCED) held in Rio de Janeiro from June 3 to 14, 1992 represented the achievement of an international agreement to take the necessary steps in the path of sustainable development through the implementation of a global action plan called Agenda 21.

The UNCED, as an event that brought together 175 nations, were represented by around 100 heads of states and governments who attended to witness a process (particularly UNDED) of intensive negotiation that started in December 1989 and to generate the following outputs (Johnson, 1993):

(1) The Rio Declaration on Environment and Development is a list of 27 principles on which Sustainable Development policies are to be based. Most of these are still valid, notably the precautionary principle, the equity principle, and the principle of subsidiarity.

(2) Agenda 21 provides a remarkably sharp analysis of both the symptoms and the underlying causes of global unsustainability as well as authoritative ideas on how to put Sustainable Development into practice.

Two international treaties were opened for signature at Rio: United Nations framework Convention on Climate Change and the UNEP Convention on Biological Diversity. In addition, the UNDED adopted a non-binding document with the Statements of Principles for a Global Consensus on Management Conservation and Sustainable Development of All Types of Forests.

Rio Declaration on Environment and Development (1992a, Principle 1) begins by stating that "human beings are at the center of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature." It finalized with "states and people shall cooperate in good faith and in a spirit of partnership in the fulfillment of the principles embodied in this Declaration and in the further development of international law in the field of sustainable development" (UNDED, 1992a, Principle, 27).

The Rio Summit set a precedent for greater civic engagement by allowing increased participation from NGOs and non-state actors, hence 1,500 NGOs were officially accredited. The increased participation of civil society in both the pre-conferences and the Summit itself was an indication of a spread of governance structures in the global arena which continues until today. The immense number of NGO participants and more than 7,000 journalists at the Summit further launched the concept of sustainable development into the public discourse and sparked the world's interest in environmental and development issues.

For Jim MacNeill (2014) in his article titled *Brundtland + 25: Río + 20* affirms that the state of environmental excitement and public opinion was the key for political leaders to act in the pursuit of success to establish a global agenda. He writes, "It was and is the state of public opinion which determines whether leaders act or not. The Mayor, the Governor, or the Prime Minister can shift their priority for the sake of the status of the environment when their public demands it and only for as long as their public demands it. In 1960, the environment was nobody's concern; 10 years after, it was getting more media attention than any other issue. By 1971, it was TIME Magazine's issue of the decade. Public demand for action recorded in the polls continued to rise like a tidal wave through Stockholm and up to the first oil shock in 1973. Politicians responded immediately. That wave of public demand not only lifted us through Stockholm, but also drove countries to establish environmental protection agencies, to adopt a raft of national laws and regulations, and to negotiate a veritable flood of international treaties" (pp. 28-29).

In MacNeill's point of view (2014), the first wave of public support was the principal driver of the environmental protection agenda, and the second wave continued to

rise following the media launch of the Brundtland Report in London, 1987. Within a few years, the recommendations of the document were endorsed by the UN system and by virtually every other international body of significance; they had begun to reshape curricula in universities and graduate schools; they became a preoccupation of a growing number of leading companies worldwide; and governments in Europe, North America (i.e. Canada) and even Asia committed themselves to a wide range of policy reforms. By the early nineties, the two words `sustainable development´ had become part of the common everyday lexicon of humankind (p. 29).

In the last point of the following section the mass media as other Agenda Setters' partners for the implementation of the Global Agenda will be analyzed.

The Local Agenda 21

United Nations Agenda 21 reflects a political commitment at the highest level, whose application depends mainly on governments (UNCED 1992b, Chapter 28), establishes the obligation for local administrations to be responsible for implementing Agenda 21 through the preparation, implementation and execution of the so-called Local Agenda 21 that will also play a key role in the social aspects of the Program, as is the process of education and involvement of the citizens.

"Since a lot of the problems and solutions being addressed by Agenda 21 have their roots in local activities, the participation and cooperation of local authorities will be a determining factor in fulfilling its objectives. Local authorities construct, operate and maintain economic, social and environmental infrastructure, oversee planning processes, establish local environmental policies and regulations, and assist in implementing national and subnational environmental policies. As their level of governance is closest to the people, they play a vital role in educating, mobilizing and responding to the public to promote sustainable development" (UNCED 1992b, Chapter, 28.1).

As Nurudin et al. (2016) has summarized, Local Agenda 21 (LA21) is a program specifically designed for partnerships between local authorities such as the city hall, city council, the municipal council, district councils and the local community to work together in planning and taking care of their surroundings toward achieving sustainable development in their area.

Implementing LA21 programs indulges the community to participate from the very initial planning stage until the final process. The key elements to successful implementation of Agenda 21 activities are full support and participation of the local community, continuous assessment of current conditions to predict the needs of the future, setting up targets for achieving targeted specific goals followed up by a good monitoring, and finally by giving a full report on the activities held (pp. 556-557).

The implementation of Local Agenda 21 started the visualization of a `transition management´ (Wittmeyer, Van Steenbergen, Rok, & Roorda, 2016) to create an 'urban sustainability as a new form of governance' (Astleithner & Hamedinger, 2003) defined by two levels or perspectives: the first referring to the social

organization process that establishes networks of broad participation by actors with diverse interests and tries to develop and implement common visions for the future of the local area; and the second, relating to the effectiveness of the program to achieve development goals.

All discourses (the discourse on 'new governance', 'New Public Management' and the discourse on implementing (Local) Agenda 21) must be considered against a background of economic and political restructuring. Globalization, the 'hollowing out' of the (federal) state, deindustrialization and an increasing differentiation in social structures are the elements of a changing urban environment which challenge the local state and its steering capacity to implement it. In Vienna, attempts at creating new forms of governance are also visible, in line with a more general shift from local welfare policies towards liberal entrepreneurial urban regimes (Astleithner & Hamedinger, 2003, p. 52).

LA21 is also seen (Eckerberg & Forsberg, 1998, p. 344) as a trial of a "new form of relations between the local administration and the civil society." Local Agenda 21 promoted the intervention of the different groups of collective citizens in its different facets and called it the social organization of the Local Agenda 21. It involves, therefore, a direct intervention in the identification, assessment, prevention and correction of environmental and social problems in the municipality where the individuals live or act (Astleithner & Hamedinger, 2003, pp.56-57). Local Agenda 21 is "the ideal vehicle for the necessary direct participation of citizens in sustainable development" (Riego, 2004).

There is a large literature on case studies on citizen participation of municipalities around the world where Local Agenda 21 has been implemented among them. We are keen on highlighting the study of Prado & García (2009) focusing on the characteristics of the social organization for local participation used by European municipalities to develop Local Agenda 21 and were analyzed in 97 European towns subscribing to Aalborg Charter (1994). Likewise, the study aims to determine the effect of organizational and political structures of town councils on the social organization practices being carried out controlling certain municipal characteristics. The results did point to the importance of organizational structure, but only a limited effect of the political structure was observed. Thus, a leftist ideology involves a fostering of social participation, whereas the leadership of the town mayor and his or her stay in power is only noted in certain specific aspects and in a different way.

In any case, LA21, Wittmeyer et al. (2016) notes: "Sustainability needs to be practiced through actually doing and implementing ideas using specific methodologies. It is through this application that sustainability gains a localized meaning which motivates actors to take responsibility for tackling societal challenges" (p. 951).

In this light, there is a good example of a model of decentralization, governance and participation designed to implement Local Agenda 21 in México. In the latest publication of the Institute of Public Administrations of Mexico on Municipalities and Municipalism in Mexico (INAP), Mendoza (2018) said that the action-research

method of Carlos Gadsden introduced during the process of decentralization of the State of Guanajuato, in Mexico used the evaluation by traffic light colors (green, yellow and red) for the first time which was later applied in the Agenda from the Local in Mexico, in 2004. As a specific feature of the new program—Agenda from the Local—the measurement of strategic decentralization was based on indicators from Local Agenda 21. The diagnostic system for reliable local governments used 39 indicators in four main quadrants:

> (1) Institutional development for good governance (not included in Local Agenda 21)
> (2) Sustainable economic development
> (3) Inclusive social development
> (4) Sustainable environmental development

The municipal governments had to self-diagnose, decide which red evaluations they wanted to turn green and articulate the intergovernmental programs accordingly. The evaluation and recognition of achievements would be overseen by universities and citizenry. It is in the same line and logic as ISO 18091:2014.

In this way, citizen participation would occupy a central role in the development of local, state and federal government. The Agenda from the Local was applied as a pilot test in 2003 with the participation of the Government of the State of Nuevo Leon, 26 municipalities of that federal entity and the Autonomous University of Nuevo Leon. In 2011, 603 municipalities belonging to 28 states of the Mexican federation participated (INAFED, 2012, p. 20). Gadsden from the presidency of the High Level Interamerican Network for Decentralization, Local Governments and Citizen Participation (RAID) of the Organization of American States (OAS) presented, for the approval of the OAS General Assembly in Quito, Ecuador 2014, the Plan for the Americas of Mexico City on Decentralization, Local Governments and Citizen Participation, which is still valid at a continental level (p. 667-668).

The value of this action-research method created from the local level is the process of strengthening local government as the key players or main actors of their own development by means of button-up proposals to implement Local Agenda 21 and also by means of the institutionalization of citizen participation as a solution to achieve sustainable development. This will allow us to believe that efficiency and effectiveness and citizen participation are two sides of the same coin.

The Johannesburg Summit 2002: Rio + 10

The World Summit on Sustainable Development (WSSD) held in Johannesburg during 26 August and 4 September 2002, was attended by 9,101 delegates from 191 governments and 8,227 representatives of active groups who deliberated on how sustainability could be implemented better and in more effective ways than during the last ten years. Around 4,012 media representatives were also present and reported on it.

Like the "Global Forum" in Rio, Johannesburg had its parallel conference too, organized for and by the civil society. In Nasrec, almost one hour's drive from Sandton, the "Global Peoples Forum" was organized under the leading theme of "A

Sustainable World is Possible". An exhibition entitled "Ten Years of Broken Promises" was also mounted. The same theme was discussed in workshops, and a call was made for action by civil society to improve matters. As it happened, this conference of the NGOs deliberated on the pressing issues of sustainable development in greater depth, and with a sharper focus on the future than the ones discussed during the official UN conference at Sandton.

The Johannesburg Declaration on Sustainable Development (2002) states that "30 years ago, in Stockholm, we agreed on the urgent need to respond to the problem of environmental deterioration. Ten years ago, at the United Nations Conference on Environment and Development, held in Rio de Janeiro, we agreed that the protection of the environment, and social and economic development are fundamental to sustainable development, based on the Rio Principles. To achieve such development, we adopted the global program Agenda 21, and the Rio Declaration, to which we reaffirm our commitment. The Rio Summit was a significant milestone that set a new agenda for sustainable development" (par. 8). Likewise, "the Johannesburg Summit has also confirmed that significant progress has been made towards achieving a global consensus and partnership among all the people of our planet" (par. 10).

Hens and Nath (2005) affirm that "most of the indicators confirm that both environmental quality and sustainability have further deteriorated since the Rio Summit of 1992, and the WSSD was primarily concerned with why so little progress had been made towards achieving the Rio goals of sustainable development. It was generally agreed that while Rio's Agenda 21 was a reliable and high-quality document giving guidance for implementing sustainable development, its practical implementation fell far short of what was needed and agreed in Rio ten years ago" (p. 2).

The document also recognizes the deep fault line that divides human society between the rich and the poor and the ever-increasing gap between the developed and developing worlds and the risks of the clash of civilizations indicated by Huntington (1996) which we have already referred to. The same document proposes a dialogue and cooperation among the world's civilizations to build human solidarity. Paragraph 17 states that "recognizing the importance of building human solidarity, we urge the promotion of dialogue and cooperation among the world's civilizations and peoples irrespective of race, disabilities, religion, language, culture and tradition." And that could be possible because the "focus on the indivisibility of human dignity is resolved through making decisions on targets, timetables and partnerships to speedily increase access to basic requirements such as clean water, sanitation, adequate shelter, energy, health care, food security and the protection of bio-diversity" (par. 18).

Paragraph 30 states that "we undertake to strengthen and improve governance at all levels, for the effective implementation of Agenda 21, the Millennium Development Goals and the Johannesburg Plan of Implementation." For Bachus (2005), "this explicit reference to governance underlines its importance for sustainable development. Furthermore, the formulation of this statement with explicit reference to three very important sources of sustainability objectives (Agenda 21, the Millennium Development Goals and the Plan of Implementation), directly confirms

that governance should be seen as a tool to tackle challenges, not as a goal in itself" (p. 330).

Hens & Nath (2005) said that "the Johannesburg Summit was expected to reaffirm Agenda 21 as the main pathway to sustainable development. Scarcity of ideas was not the problem, as acknowledged, it was their implementation. The WSSD also stressed the importance of partnerships among countries as well as between governments and civil society. To this end what is called "type II partnerships" has been proposed by the WSSD. Johannesburg also provided a political declaration to overarch all the WSSD aspirations and to highlight its vision of global sustainability in an equitable world of peace and prosperity" (pp. 13-14).

Rio Earth Summit 2012: Rio + 20

The United Nations Conference on Environment and Development (UNCED) was also held in Rio from 13 to 22 June 201 and is commonly called Rio+20 or Rio Earth Summit 2012. As Horn (2012) reported that 50,000 people came to Rio de Janeiro to dialogue, almost 4,000 of them were journalists and 100 were heads of states. The government officials met for three days and produced a document called the *Rio Declaration: "The Future We Want"*. Almost 10,000 non-governmental organizations were registered. They convened around 6,000 side-events lasting an average of one and a half hours each. At least 2,000 business leaders were there for five full days as major business side-events. A "People's Summit" from civil society met in a park which was a considerable distance from the convention halls. And Scientists had several-day meetings ahead of the official government meetings.

During these ten years between Rio and Johannesburg summits, raising wider social consciousness of the need for sustainable development has proved to be a slow and time-consuming process. Indeed, as indicated by most of the core indicators of sustainable development, the situation today is worse than it was ten years ago, especially with regard to air pollution, water and soil contamination, resource consumption, as well as poverty and north–south income disparity. However, some progress toward sustainable development has been made in many parts of the world with regard to some of the Agenda 21 issues, notably the following: slower population growth, reduced mortality rate, improved health, wider access to education, and strengthened role of women (Hens & Nath, 2015, p. 6).

According to Széll (2014b), "twenty years after the Rio Conference of 1992 the issue of sustainability is still at the core of considerations about the future of humankind. As a step forward in 1997 the Kyoto Protocol was also agreed upon, though the main actors were not part of it. Since then, all international congresses on the issue have failed. A new approach seems to be necessary, one which steps out of the international and national levels. The regional and local levels are definitely more appropriate because the direct participation of the citizens and institutional actors is more feasible" (p. 4).

The United Nations document on Rio+20 conference *The Future We Want* (2012) reports that "we recognize that for 20 years since the United Nations Conference on Environment and Development was held in 1992 we have seen uneven progress in

many areas, including in sustainable development and poverty eradication. We emphasize the need to make progress in implementing previous commitments. We also recognize the need to accelerate progress in closing development gaps between developed and developing countries, and to seize and create opportunities to achieve sustainable development through economic growth and diversification, social development and environmental protection. To this end, we underscore the continuous need for an enabling environment at the national and international levels, as well as for the continued and strengthened international cooperation, particularly in the areas of finance, debt, trade and technology transfer as mutually agreed; and not to mention innovation, entrepreneurship, capacity-building, transparency and accountability to say the least. We recognize the diversification of actors and stakeholders engaged in the pursuit of sustainable development" (par. 19).

The text recognizes that democracy and citizen participation are the key to achieving sustainable development as paragraph 10 said that "we acknowledge that democracy, good governance and the rule of law, at a national and international levels, as well as an enabling environment are essential to achieving sustainable development, including a sustained and inclusive economic growth, social development, environmental protection and the eradication of poverty and hunger. We reaffirm that to achieve our sustainable development goals we need our institutions at all levels to be effective, transparent, accountable and democratic." Paragraph 44 states: "We acknowledge the role of civil society and the importance of enabling all members of civil society to be actively engaged in achieving sustainable development. We recognize that improved participation of civil society depends upon, inter alia, strengthening access to information and building civil society capacity and an enabling environment. We recognize that information and communications technology are facilitating the flow of information between governments and the public. In this regard, it is essential to work toward improved access to information and communications technology, especially broadband networks and services, and bridge the digital gap recognizing the contribution of international cooperation in this regard."

CEPAL (2013), in the report *Sustainability of the 20-Year Development of the Summit for the Earth: Advances, Gaps and Strategic Guidelines for Latin America and the Caribbean*, pointed out that in the last 20 years, the region of Latin America and the Caribbean, as a whole, has recorded progress against poverty even though there is still much to be done on the issue of poverty and inequality. Currently, unlike what happened in the early nineties, most countries have been included in environmental legislation or in thematic laws or sectoral provisions related to citizen participation. Likewise, different types of citizen participation councils have been created (p. 163).

Rio+20 Declaration was a consensus to establish a process for creating Sustainable Development Goals (SDGs) for 2030. It was also beneficial to acknowledge that the regional and local levels are more appropriate for enabling all members of civil society to be actively engaged in exercising sustainable development. These are an upgrade to the Millennium Development Goals that expired in 2015. The governments agreed on a two-year timeframe to develop the SDGs (2014) and to identify the means of implementation (Horn, 2012, p. 3).

2.3 The 2030 Agenda for Sustainable Development

United Nations Millennium Development Goals (2000-2015)

The most immediate antecedent to reach the 2030 Agenda happened in September 2000. While building upon a decade of major United Nations conferences and summits, world leaders came altogether to United Nations Headquarters in New York to adopt the United Nations Millennium Declaration (2000) dedicating section V to Human rights, democracy and good governance and also committing their nations to a new global partnership to reduce extreme poverty and setting up a series of time-bound targets with 2015 as the deadline. This came to be known as the Millennium Development Goals.

The United Nations Millennium Declaration (2000) by Hens & Nath (2005), summarized the agreements and resolutions of the UN world conferences held during the last ten years to establish the Millennium Development Goals (MDGs). These goals are generally accepted as benchmarks for measuring the actual development. The first seven goals are directed at poverty reduction—goal (1) in particular, and (4 to 6) for reducing poverty and improving health. These are directly linked to sustainable development. Goal (7) is of particular importance for ensuring environmental sustainability. The eighth global partnership for development is about the means to achieve the first seven. For each target, quantified indicators can monitor progress (p.8).

The 2005 World Summit held from 14 to 16 September in New York brought together more than 170 heads of states and governments. It was a once-in-a-generation opportunity to take bold decisions in the areas of development, security, human rights, and UN reforms. The plan of action submitted by the United Nations High Commissioner for Human Rights, as titled in the Report by Secretary-General Kofi Annan (2005) *In Larger Freedom: Towards Development, Security and Human Rights for All*. The importance of greater participation for better governance is expressed and can be illustrated with the following statement from the UN Secretary-General's Millennium Report (Annan, 2000, p.13) – "Better governance means greater participation coupled with accountability. Therefore, the international public domain, including the United Nations, must be more open to the participation of the many actors whose contributions are essential to managing the path of globalization. Depending on the issues at hand, this may include civil society organizations, the private sector, parliamentarians, local authorities, scientific associations, educational institutions and many others."

Afterwards, in a major push to accelerate progress, the 2010 Millennium Development Goals (MDGs) Summit concluded with the adoption of a global action plan (Keeping the Promise: United to Achieve the Eight Millennium Development Goals) and the announcement of several initiatives against poverty, hunger and disease.

Ban Ki-Moon (December 4, 2014) in the Synthesis Report of the Secretary-General on the Post-2015 Agenda said, "Since the 1992 Earth Summit in Rio de Janeiro, we have identified a new pathway to human well-being–the path of sustainable

development. The Millennium Declaration and the Millennium Development Goals articulated in the year 2000 placed people at the center generating unprecedented improvements in the lives of many around the world. The global mobilization behind the MDGs showed that multilateral action can make a tangible difference" (par. 9). And he adds, "Two short years after the Rio + 20 Conference laid the cornerstone for the Post-2015 process, all member states, the entire UN system, experts, and a cross-section of civil society, businesses and, most importantly, millions of people from all corners of the globe have travelled this crucially important journey. This is a reason for great hope. The creativity and shared sense of purpose that has emerged from across the human family is proof that we can come together to innovate and collaborate in search of solutions and the common good" (par. 19).

The Millennium Development Goals Report (2015a)[25] was launched in Oslo, Norway by the Secretary-General. The report provides a final assessment of global and regional progress toward the MDGs since their endorsement in 2000. It shows that significant progress has been made across all goals and that the global efforts to achieve them have saved the lives of millions of people and improved the conditions for many more around the world. The report also acknowledges uneven progress and shortfalls in many areas, which need to be addressed in the new universal and transformative post-2015 development agenda.

Wu Hongbo, Under-Secretary General for Economic and Social Affairs, considers the Millennium Development Goals Report (2015a) as "a bold new agenda emerging to transform the world to better meet human needs and the requirements of economic transformation while protecting the environment, ensuring peace and realizing human rights. The experience of the Millennium Development Goals offers numerous lessons, and they will serve as the springboard for our next steps. Leaders and stakeholders in every nation will work together, redoubling efforts to achieve a truly universal and transformative agenda. This is the only way to ensure a sustainable future and a dignified life for all people everywhere" (p. 11).

According to Haines, Alleyne, and Kickbusch & Dora, (2012), this means that systems of governance (national, regional, and global) must be reoriented with a core set of global public goods needed to be ensured, governed, and financed through a common global effort. This reorientation should be the focus of Millennium Development Goals after 2015 (p. 2,195).

Agenda 2030 for Sustainable Development (2015-2030)

Finally, and as a follow-up to the outcome of the Millennium Summit, in September 2015, the General Assembly of the United Nations meeting was celebrated in New York where 193 heads of states and governments shared a new Global Agenda which came into effect on the first of January 2016 and will be effective until 2030. This document signed with the title *Transforming our world: The Agenda 2030 for Sustainable Development* [United Nations (UN), 2015b], shares a vision for the future, some common principles and commitments and 17 ambitious global objectives with 169 targets to achieve global sustainable development envisaging a

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[25] See the scope of the achieved goals in The Millennium Development Goals Report (2015).

better world. As the document defines the agenda in the preamble, "this Agenda is a plan of action for people, the planet and prosperity. It also seeks to strengthen universal peace in larger freedom. We recognize that eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and an indispensable requirement for sustainable development." Paragraph 5 mentions that "this is an Agenda of unprecedented scope and significance. It is accepted by all countries and is applicable to all, considering different national realities, capacities and levels of development and respecting national policies and priorities. These are universal goals and targets which involve the entire world, developed and developing countries alike. They are integrated and indivisible and committed to balancing the three dimensions of sustainable development" (par. 5, p. 3).

Also, in the same document of UN (2015b), paragraph 9 defines how it can be implemented by stating that "a world in which democracy, good governance and the rule of law, as well as an enabling environment at a national and international levels are essential to achieve sustainable development, including sustained and inclusive economic growth, social development, environmental protection and the eradication of poverty and hunger."

The 2030 Agenda in paragraph 35 says that "the new Agenda recognizes the need to build peaceful, just and inclusive societies that provide equal access to justice based on respect for human rights (including the right to development), on effective rule of law and good governance at all levels and on transparent, effective and accountable institutions and developing a specific target to achieve competent institutions and citizen participation at all levels. Target 16.6 reiterates to "develop effective, accountable and transparent institutions at all levels and targets." Target 16.7 clearly suggests to "ensure responsive, inclusive, participatory and representative decision-making at all levels."

The report of the UN Secretary-General Ban Ki-moon *A life of Dignity for all* (2014), "recommends the development of a universal, integrated and human rights-based agenda for sustainable development, addressing economic growth, social justice and environmental stewardship and highlighting the link between peace, development and human rights—an agenda that leaves no one behind. I called as well for a rigorous review and monitoring, better and more disaggregated data, and goals and targets that are measurable and adaptable. Likewise, I outlined a few transformative actions that would apply to all countries" (par. 36).

United Nations and Other Agenda Setters

As we will see in the next section of this chapter more extensively, institutions are the systems of rules that guide political and economic action through a process of conflict and trial according to North (1990a) and Di Maggio & Powell (1991).

After discussing the resolutions that have been approved in the General Assembly of United Nations generating a global institutional framework and in particular analyzing the 2030 Agenda to transform the world (UN, 2015), we can say that in the first part of the document a global diagnosis is made in the section Our World

Today and in the Preamble, Declaration, Our Vision, Our Shared Principles and Commitments sections, the Agenda reflected how the document is understood as a common good for all the countries of the world (pp. 1-13).

Despite the different civilizations that come together in the process of globalization, the United Nations has approved 2030 Global Agenda (2015b) to be achieved through the involvement of all actors: governments, companies, international organizations, social initiative organizations, academia, citizens, including the road to achieving sustainable development as a global common good.

But beyond the Agenda is defined in the Preamble's first sentence: "This Agenda is a plan of action for people, the planet and prosperity." The 17 Sustainable Development Goals and 169 targets developed in 55 pages, demonstrate the scale and ambition of this new universal Agenda for the people of the world. In this sense we can also consider the Agenda as an efficient institution framework because not only do the systems of rules guide political, social and economic actions but also encourage successful production of desired goals included in the specific pars by means of implementation (pars. 60–71) and follow up and review (pars. 72–99).

But, in spite of the fact that the Agenda 2030 makes a great effort to specify a comprehensive action plan that contains 17 sustainable development goals and 169 targets in an integrated way, the International Council for Science (ICSU) & International Social Science Council (ISSC) (2015) made a technical review of the *Sustainable Development Goals – The Science Perspective* carried out in preparation for their adoption and translation of the said document at a national level. With more than 40 contributing authors from 21 countries, the report brings together a wide range of scientific expertise across the natural and social sciences in an accessible and concise manner. The report offers rigorous analysis of the proposed goals and targets, collectively and individually, assessing whether they are backed up by scientific evidence, whether they address the economic, social and environmental dimensions of sustainable development in an integrated way, and whether they are sufficiently specific to be effectively implemented and monitored. Out of 169 targets, 49 (29 percent) are considered well developed, 91 targets (54 percent) could be strengthened by being more specific, and 29 (17 percent) require significant work (p. 8).

The Agenda makes a 'a call for action to change our world' and specifies that "our journey will involve governments as well as parliaments, the United Nations system and other international institutions, local authorities, indigenous peoples, civil society, businesses and the private sector, including the scientific and academic community and basically all people" (pars. 49–53). Goal 17 refers to revitalize the Global Partnership for Sustainable Development, and paragraph 81 mentions that "a global high-level political forum will have a central role in overseeing a network of follow-up and review processes at a global level working coherently with the General Assembly, the Economic and Social Council and other relevant organs and forums."

I would like to mention that the UN, besides being a supranational institution,[26] has

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[26] See definition of supranational involving more than one country or having power or authority that is

a network of organizations called the "United Nations System" which has primarily become the main Agenda setter. Clegg (1975), affirms that power can be seen in language, to be underlain by rule and domination in organizational life. But there are other supranational institutions and high-level political forum at a regional, political, economic or cultural sphere not mentioned in this par that have become other agenda setters.

The European Union is an Agenda Setter. Tsebelis (1994) said that "the European Parliament under the current cooperation procedure has an important power to make proposals that, if accepted by the Commission of the European Communities, are easier for the Council of Ministers to accept than to modify, since only the qualified majority is required for acceptance, and full unanimity is required for modification. The importance of this power, which I call the power of the conditional agenda setter, has not been recognized in previous scholarly work. For structural reasons explained in the text, this power is likely to increase in the future" (p. 128).

There are other Agenda Setters which are not formally constituted organizations as is the case of Group of Seven (G7), the seven countries composed of Canada, France, Germany, Italy, Japan, the UK, and the US. This concept of a forum for the world's major industrialized countries emerged before the 1973 oil crisis. Since the very beginning, the group meets annually on a summit site. At first, only economic policies were discussed but today the leaders discuss issues that can be included in the Global Agenda. The last G7 Summit in Charlevoix (2018, June 8-9) in the official document *Commitment on Defending Democracy From Foreign Threats* says – "We, the leaders of the G7, share common democratic values that are central to the development of free, open, well-governed, pluralistic and prosperous societies and recognize that equality is a core component of democracy. These democratic values are essential for generating broad-based economic growth that benefits everyone while creating quality jobs and ensuring opportunities for all."

The G20 was born out of a meeting of G7 finance ministers and central bank governors in 1999 who saw a need for a more inclusive body with broader representation to have a stronger impact on addressing the world's financial challenges. Collectively, G20 members represent all inhabited continents, 85 percent of global economic output, two-thirds of the world's population and 75 percent of international trade. G20 policy-making is enriched by the participation of key international organizations which are regularly invited to G20 meetings, guest countries at the president's discretion, and engagement groups composed of different sectors and the civil society. Leading international organizations, such as the United Nations (UN), the International Monetary Fund (IMF), and the World Bank (WB). The G20 seeks to enrich its agenda and decision-making body by drawing on perspectives and expertise beyond its member governments. During the G20 Summit in Argentina, (December 10, 2018), Mauricio Macri said that "the G20 is a common space for dialogue and collaborative work."

The BRICS members are known for their significant influence on regional affairs as

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greater than that of single countries by Cambridge Dictionary.

Agenda Setters. BRICS is the acronym coined for an association of five major emerging national economies: Brazil, Russia, India, China and South Africa which, by the way, are all members of the G20.

MIKTA is an innovative partnership created in 2013 that brings together Mexico, Indonesia, Republic of Korea (ROK), Turkey and Australia. The group works to bridge the gaps in the multilateral system and build consensus on complex and challenging issues drawing on the diverse perspectives of its members and their shared interest in an effective, rule-based global order. As Jongryn (2015) says in the book *MIKTA, Middle Powers, and New Dynamics of Global Governance: The G20's Evolving Agenda* – "each of the MIKTA member countries has played an important role as a regional power and would be keen to promote regional interests and issues at global governance forums such as the G20. Among regional economic issues, regional financial safety nets would draw the most interest because all have a stake in the economic stability of their region especially in light of their own experiences with financial crises." The Shanghai Cooperation Organization (SCO) created on June 15, 2001 in Shanghai (China) is a permanent international organization born with the vocation to be a new Agenda Setter. It is composed of the Republic of Kazakhstan, the People's Republic of China, the Kyrgyz Republic, the Russian Federation, the Republic of Tajikistan, and the Republic of Uzbekistan.

Dorantes (2013) affirms that "the process of laying down the agenda (mediatic, public political) involves the use of individual and collective power." It is also a reality in the global agenda because there is room for maneuver provided that, as we have seen, 71 percent of the objectives and targets are developed.

There are also, other social agenda setters. The World Social Forum, among others, is the largest gathering of civil society that work on the Global Agenda to find solutions to the problems of our time. Started in 2001 in Brazil, the annual meetings congregate tens of thousands of participants to more than a thousand activities (workshops, conferences, artistic performances) on various themes (social, solidarity economy, environment, human rights, democratization.[27]

'Other Agenda Setters' is a much-sought topic because agenda and power are two related terms in political sciences, Clegg (1989). And if we are facing the existence of a global agenda, then we can ask ourselves: If there is a global power, who exercises it? The topic of power and agenda would give way to another thesis, but one of the objectives of this thesis is to shed some light on the reflection that the principle of subsidiarity and the exercise of citizen participation in local governments committed to the Global Agenda are not only necessary in the process of advancing the 17 SDGs toward reaching a global common good in a more efficient and more effective way but also that citizen participation is necessary to limit the aberrations of the exercise of a global power.

I should also mention how the media's political agenda could establish power in the arena. Despite a complete and tested theory that the mass media's role in setting up political agenda is not yet established, however, Walgrave & Van Aelst (2006) in

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[27] To know more about World Social Forum (https://fsm2016.org/en/?cd_language=2).

their article about the *Contingency of the Mass Media's Political Agenda Setting Power*, starting in the mid-1980s, have analyzed, confronted, and compared the available studies from scholars who began to concentrate on the media and political agenda. They scrutinized how the public and private media agenda were previously the only focus of communications researchers. They analyzed how they interacted with political agenda which is formerly an exclusive playground of political scientists. Both scholars in communications and in political science, they seemed to stick to their core business. If media scholars are, by and large, much taken with the agenda-setting power of the press, many scholars of traditional political institutions seem less impressed. Their basic tenet is that the political-agenda setting by the media is contingent, that it depends on many circumstances, and that not all conditions are conducive to agenda-setting by the Media.

In this sense, Sciarini & Tresch (2018) made an empirical work supported by the Swiss National Science Foundation (NCCR Democracy) applying time-series cross-section analyses to a dataset on media and parliamentary agenda during the years 1995–2003 in Switzerland. They found that the media's political agenda-setting power mainly stemmed from news coverage of domestic issues. News on Europeanized issues had a weak impact on so-called symbolic parliamentary agendas, and no impact at all on the more substantial parliamentary agenda that might initiate decision-making processes.

However, they have demonstrated that the short campaign period of several weeks before Election Day was fundamentally different from routine periods. The behavior of political actors, their reaction on media coverage, and even the dynamics of media coverage itself followed different logics in both periods. Some recent studies examined the interaction between media and politics during the campaign in great detail. They confirmed the limited role of the media. In sum, the electoral context makes it more difficult for the media to set the political agenda and to focus autonomously on issues that are not brought forward by parties or candidates. Also, the media paid more attention to politics in campaign periods, opening windows of opportunity for political actors. Media gates are wide open for any politician with a message. Election campaign features a different structure of the news. As Semetko et al. (1991) observes that the media devote more attention to politics in campaign times, opening opportunity windows for political actors. Media gates are wide open for any politician with a message. Election campaigns feature a different structure of the news. In this same sense, Ostos (2000) during the Spanish presidential elections in March 2000, analyzed the national newspapers that created a special structure for the coverage of the electoral campaign. Each of the media was clearly positioned in favor of one of the candidates, but the candidate who could manage the agenda setting during the 15-day electoral campaign won the election.

While Horn (2012) assumes that nation-states can only agree to do on the international stage what their domestic politics and their national power (soft and hard) permit (p. 33), MacNeill (2014), Secretary-General of the Brundtland World Commission on Environment and Development, and chief architect and lead author of the report *Our Common Future*, wonders what it will take to enable leaders of the most powerful G8 and G20 nations to enact the policy and institutional changes needed at a scale to make a difference. The answer, in my five decades of experience,

is clear—politicians can and will challenge vested interests and act on these issues only if they have a strong partner—the public pressing them to do so. They need to feel the pressure of public concern breathing down their necks and driving them to act, as was the case leading up to Stockholm in 1972 and to Rio in 1992" (p. 31). He speaks about waves of public support by mass media as the principal driver of the environmental protection agenda.

This is why the role of the mass media is decisive to condition and support of the global agenda-setting for sustainable development because they are capable of promoting political attention for environmental and development problems in public opinion and at the same time the politicians of the nation-states are forced to satisfy the wishes of their electorate.

The New Urban Agenda: Habitat III (2016-2036)

Housing and Sustainable Urban Development held every 20 years. The last conference took place in Quito, Ecuador, from 17 to 20 October 2016. Two documents were generated during the Conference (United Nations [UN], 2016b): the *Quito Declaration on Sustainable Cities and Human Settlements for all* and *the New Urban Agenda*, with the aim to revitalize the "global commitment to sustainable urban development as a critical step for realizing sustainable development in an integrated and coordinated manner at a global, regional, national, subnational and local levels involving the participation of all relevant actors; implement the New Urban Agenda that contributes to the materialization and localization of the 2030 Agenda for Sustainable Development in an integrated manner; and achieve the Sustainable Development Goals and Targets" (UN, 2016b, par. 9).

We can follow throughout the Conferences on Housing and Sustainable Urban Development since 1976 and recognize that the strategy of the global plan of action agenda to achieve the sustainable development objectives of the Global Agenda is based on participation at all levels.

Before discussing the last Conference Habitat III (2016a) we shall have a look at its background from May 31 to June 11, 1976 when the UN Conference on Human Settlements (Habitat I) took place in Vancouver, Canada. The conference adopted the Vancouver Declaration on Human Settlements and Action Plan, a blueprint for national and international action to improve the living spaces of people throughout the world. Work accomplished at Habitat I would lead to the creation in 1977 of the Commission on Human Settlements and the United Nations Centre for Human Settlements (commonly known as Habitat) in 1977. On the 1st of January 2002, through General Assembly Resolution 56/206, Habitat's mandate was strengthened, and its status elevated to a full-fledged program in the UN system, giving birth to UN-Habitat, the United Nations Human Settlements Program.

United Nations (1976), in the Vancouver Declaration, made important detailed references to the need for direct citizen participation individually or collectively at the local government level as a fundamental right intrinsic to human dignity. The first section Opportunities and Solutions affirms: "Creating possibilities for effective participation by all people in the planning and building of their human settlements"

(p. 4). It is continued in the second section General Principles: "All persons have the right and the duty to participate, individually and collectively in the elaboration and implementation of the policies and programs of their human settlements" (p. 5). It is reiterated in the third section Guidelines for Actions in an extensive way particularly in sections 10 and 11 saying that "basic human dignity is the right of the people (individually and collectively) to participate directly in shaping the policies and programs that affect their lives" and this effective participation of the entire population   "requires a continuous cooperative relationship between the government and its people at all levels and must be introduced and used with the technology that could maximize their productive work "(p. 7).

 In addition to a Declaration, an Action Plan was approved as substantive outcomes of the first Habitat Conference. The 64 recommendations for National Action and a 44-page Action Plan were organized in six sections: Section A (Settlements policies and strategies), Section B (Settlement Planning), Section C (Shelter, infrastructure and services), Section D (Land), Section E (Public Participation), and Section F (Institutions and Management). Out of all the recommendations made in Public Participation, Institutions and Management sections, the document itself stands out in capital letters with the most relevant issues among which is being highlighted for this chapter:

(1) Recommendation E.1: Role of public participation
(b) PUBLIC PARTICIPATION SHOULD BE AN INDISPENSABLE ELEMENT IN HUMAN SETTLEMENTS, ESPECIALLY IN PLANNING STRATEGIES AND IN THEIR FORMULATION, IMPLEMENTATION AND MANAGEMENT; IT SHOULD INFLUENCE ALL LEVELS OF GOVERNMENT IN THE DECISION-MAKING PROCESS TO FURTHER THE POLITICAL, SOCIAL AND ECONOMIC GROWTH OF HUMAN SETTLEMENTS.

(2) Recommendation E.3: Two-way flow
(b) TO BE EFFECTIVE, PUBLIC PARTICIPATION REQUIRES THE FREE FLOW OF INFORMATION AMONG ALL PARTIES CONCERNED AND SHOULD BE BASED ON MUTUAL UNDERSTANDING, TRUST AND EDUCATION.

(3) Recommendation E.5: New forms of participation
(b) PUBLIC PARTICIPATION MUST RESPOND TO BOTH NEWLY EMERGING NEEDS OF SOCIETY AND TO EXISTING SOCIAL, ECONOMIC AND CULTURAL NEEDS. THE PEOPLE AND THEIR GOVERNMENTS SHOULD ESTABLISH MECHANISMS FOR POPULAR PARTICIPATION THAT CONTRIBUTE TO DEVELOPING AWARENESS OF PEOPLE'S ROLE IN TRANSFORMING SOCIETY.

(4) Recommendation E.6: Mobilizing resources
(b) PUBLIC PARTICIPATION ELICITED ON A SCALE AND COMMENSURATE WITH THE PROBLEMS OF HUMAN SETTLEMENTS SHOULD INFLUENCE ALL DECISIONS CONCERNING MANAGEMENT OF HUMAN SETTLEMENTS AND SHOULD FOCUS ON THE APPLICATION OF RESOURCES TO IMPROVE THE STANDARD OF LIVING AND THE QUALITY OF LIFE.

(5) Recommendation F.5: Institutional incentives to participation

(b) INSTITUTIONS SHOULD BE DESIGNED TO ENCOURAGE AND FACILITATE PUBLIC PARTICIPATION IN THE DECISION-MAKING PROCESS AT ALL LEVELS.

(C) This may be achieved by decentralizing the administration and management at the national, regional and local levels in consistency with effective policy formulation and planning and efficient use of available professional human resources (p. 51).

(6) Recommendation F.6: Management of settlements

(b) SETTLEMENTS MUST BE IMPROVED AND IMAGINATIVE MANAGEMENT OF ALL RESOURCES

(c) This management should be done within a framework of social goals (p. 52).

The extension in the development of the recommendations in Section E (Public Participation) and Section F (Institutions and Management) in Habitat I will not be repeated in the following Conferences though it may express references that are based on human dignity, the rights of the people either individually or collectively, and direct participation in shaping the policies and programs affecting their lives.

Twenty years after Habitat I, the Second United Nations Conference on Human Settlements, Habitat II was held in Istanbul, Turkey from June 3 to 14, 1996. The Conference outcomes were integrated in the Istanbul Declaration, United Nations (1996) and adopted a new global action plan to materialize sustainable human settlements. The Istanbul Declaration "adopts the enabling strategy and the principles of partnership and participation as the most democratic and effective approach for the realization of our commitments. Recognizing local authorities as our closest partners, and essentially, in the implementation of the Habitat Agenda, we must, within the legal framework of each country, promote decentralization through democratic local authorities and work to strengthen their financial and institutional capacities in accordance with the conditions of each country, while ensuring their transparency, accountability and responsiveness to the needs of the people which are key requirements for governments at all levels. We shall also increase our cooperation with parliamentarians, the private sector, labor unions and non-governmental and other civil society organizations with due respect for their autonomy. We shall also enhance the role of women and encourage responsible corporate investment by the private sector socially and environmentally. Local action should be guided and stimulated through local programs based on Agenda 21" (par. 12).

The Habitat Agenda (United Nations, 1996), was focused on the right to adequate housing, poverty reduction, living standards and the promotion of sustainable development in human settlements. It also encouraged the implementation of the Agenda 21 (1992) and referred to citizen participation as a strategic element, hence, "the strategy of the global plan of action is based on enablement, transparency and participation" (par. 59), as well as on the importance of "institutionalizing a participatory approach to sustainable human settlements development and management based on a continuing dialogue among all actors involved in urban development—the public sector, the private sector and communities" (p. 28). Habitat Agenda continued by stating that "the development and management of

human settlements must be sought and developed to include the active participation of all levels of government, the private and cooperative sectors, non-governmental organizations and community-based organizations in decision-making process, policy formulation and resource allocation, implementation and evaluation" (p. 101).

The term "popular participation" disappeared, and "public participation" was used instead in the Vancouver Declaration (1976) to refer to the right of the people, individually and collectively, to participate directly in shaping the policies and programs affecting their lives. The Istanbul Declaration (1996) incorporated the concept of the common good and participation in decision-making processes as we have seen in the first section. In section C, the term "enablement" is introduced along with "participation." Paragraph 44 says: "We commit ourselves to the strategy of enabling all key actors in the public, private and community sectors to play an effective role at national, state provincial, metropolitan and local levels in human settlements and shelter development."

For the first time, an expressed reference has been made so that private and cooperative sector, non-governmental organizations and community groups participate in public decision-making process as key players or actors. UN (1996) also targets "institutionalizing a participatory approach to sustainable human settlements development and management based on a continuing dialogue among all actors involved in urban development (the public sector, the private sector and communities), especially women, persons with disabilities and indigenous people, including the interests of children and youth" (p. 28). Habitat II reinforces the need to give voice especially to women and youth, even though it is not a novelty as it had already been mentioned in Habitat I.

In the complete reading of Habitat Agenda (1996), when it refers to forms of participation and the relevant actors in the decision-making and implementation processes, individual participation if not mentioned often, it is in a collective way. For example, "the effective implementation of the Habitat Agenda requires strengthening local authorities, community organizations and non-governmental organizations in the spheres of education, health, poverty eradication, human rights, social integration, infrastructure and improvement of the quality of life, and relief and rehabilitation enabling them to participate constructively in policy-making and its implementation" (UN, 1996, par. 237).

Twenty years after, Habitat III was held in Quito in 2016 which was the first great Conference after the entry into force of the 2030 Agenda. Joan Clos, Secretary-General of the United Nations Conference on Housing and Sustainable Urban Development (Habitat III), in the Foreword of the New Urban Agenda, United Nations (UN) 2016a shares the scope of Habitat III – "Member states; intergovernmental organizations; the United Nations Human Settlements Program (UN-Habitat) plus more than 40 UN agencies, funds, and programs; 200 Policy Unit experts with 20 co-leading organizations; 16 partner constituent groups of the General Assembly of Partners; thousands of subnational and local governments and all major networks of local and regional governments coordinated by the Global Taskforce of Local and Regional Governments; 197 participating states; over 1,100

organizations; and more than 58,000 networks were involved in the preparations of the New Urban Agenda. These expert and stakeholder inputs formed the foundation of the zero draft of this document and further feedback was exchanged with the member states during the informal hearings with local governments and stakeholders and taken into account throughout the intergovernmental negotiations that took place prior to the Conference, where the New Urban Agenda was adopted without reservations. This participatory approach extended into the very framework of the Habitat III Conference in Quito and side by side with the intergovernmental plenary sessions and high-level roundtables were the assemblies which opened and framed the Conference by giving a space to constituent groups, as did the stakeholders' roundtables, special sessions, dialogues, and other events organized by various organizations and partners throughout the Conference. It further maximized this participation and focused on implementation of the principles, policies, and actions for sustainable urban development by including the One UN Pavilion to showcase and enable collaboration among the United Nations agencies, the Habitat III Exhibition to highlight independent organizations' innovations, and the Habitat III Village to exemplify urban solutions through actual interventions at the neighborhood level."

Habitat III had the strongest participation of civil society, stakeholders, and local authorities in the history of the United Nations. More than 2,000 representatives of local and regional governments received accreditation and over 30,000 people from 167 countries participated in the Conference. I was one of those thousands of people who wanted to participate in Habitat III because it was relevant for the realization of this study so, I was able to witness firsthand how most of the high-level roundtables, special sessions, dialogues, and other events addressed the topic of citizen participation in building safe, prosperous, sustainable, fair, equal and insured cities and human settlements.

Before moving on to analyze the text of the New Urban Agenda, some ovations of experts like Saskia Sassem (2016) said in the Alternative Habitat III Forum that "data on cities increasingly reflect inequality because extractive logic dominates our economies." Despite the broad participation and representation, an alternative Habitat III forum was also organized in Quito, which, in many cases, as Sassem did, would share the same speakers who attended the official Conference though not always. But according to Nossa-Agüero (2017), "in Habitat III and Alternative Habitat III Forum, common objectives were agreed with respect to the city model that can be achieved with regard to the cultural and development differences of each country, and global references of balanced, sustainable and resilient development were proposed" (p. 14). And this is good news because the New Urban Agenda, declares as its first principle and commitment the statement: "leave no one behind by ending poverty in all its forms and dimensions" (UN, 2016a, p. 7).

The New Urban Agenda is the key to open the subject of this chapter and to understand how local citizen participation in the Global Agenda 2030 can be possibly done. The president of the 73rd General Assembly of the United Nations, María Fernanda Espinosa (UN News, 2019) assures that "sustainable development can only be achieved if we translate our global commitments into local actions."

As Murray Bookchin (1978) already stated more than 40 years ago, '*think globally, act locally!*'

New Urban Agenda (UN, 2016a) just like the Global Agenda 2030 (UN 2015) recognizes that "eradicating poverty in all its forms and dimensions, including extreme poverty is the greatest global challenge and an indispensable requirement for sustainable development (...) and that infrastructure and basic services provision, together with development policies can promote or hinder social cohesion, equality and inclusion (par. 25). The Agenda affirms – "We commit ourselves to urban and rural development that is people-centered (...) and to empower all individuals and communities while enabling their full and meaningful participation" (par. 26).

The topic of the citizen participation is present in all the document – "We commit ourselves to promoting institutional, political, legal and financial mechanisms in cities (...) that allows meaningful participation in decision-making, planning and follow-up processes for all, as well as enhancing civil engagement, co-provision, and coproduction" (par. 41). This continued to stating that "we encourage effective participation and collaboration among all relevant stakeholders, including local governments, the private sector and civil society, women, organizations representing youth, as well as those representing persons with disabilities, indigenous peoples, professionals, academic institutions, trade unions, employers' organizations, migrant associations and cultural associations, in order to identify opportunities for urban economic development and identify and address existing and emerging challenges" (par. 48). The latter paragrapshs emphasize the need to create institutions and regulatory frameworks to institutionalize citizen participation for "'planning,' 'managing,' 'monitoring and evaluating public policies for sustainable urban development' with 'effective means of implementation, as well as the sharing of best practices, policies and programs among governments at all levels,' 'including access to science, technology and innovation and enhanced knowledge-sharing on mutually-agreed terms,' in addition to 'using information and communications technologies and accessible data solutions'" [(pars. 81, 91, 92 126, and 147)]. Moreover, the New Urban Agenda "ensures appropriate fiscal, political and administrative decentralization based on the principle of subsidiarity" (par. 89). Paragraph 148, encourages "working with women and girls, children and youth, the elderly and persons with disabilities, indigenous peoples and local communities, and those in vulnerable situations, as well as with civil society, academia and research institutions (...) enabling them to participate effectively in decision-making about urban and territorial development."

In Habitat Agenda (UN, 2016a), It is worth noting that participation is mentioned as the exercise of civic responsibility and as a needed action to increase efficiency and achieve responsible governance. It clearly says that "we will promote the development of national information and communications technology policies and e-government strategies, as well as citizen-centric digital governance tools (...) to enable them to develop and exercise civic responsibility broadening participation and fostering responsible governance, as well as increasing efficiency" (par. 156).

2.4 Conclusion: ISO 18091 (2014-2019) as a Tool for Local Citizen Participation in the Global Agenda

Toward a New Public Management

As we can see, the implementation of Local Agenda 21 began to visualize a "transition management" in local government (Wittmeyer, Van Steenbergen, Rok, & Roorda, 2016) to "Urban Sustainability as a New Form of Governance" (Astleithner & Hamedinger, 2003) where they converge "new forms of relations between the local administration and the civil society" (Eckerberg & Forsberg, 1998, p. 344) as "the ideal vehicle for the much-needed direct participation of citizens in sustainable development" (Riego, 2004).

Astleithner & Hamedinger (2003), in their case study, examined the shift from government to new governance within Vienna and the role of urban sustainability from the perspective of the implementation of Local Agenda 21 and the Vienna Climate Protection Program in one district. They concluded that this process contributed to the restructuring of the local state, that is, the political-administrative system, according to the ideals of modern governance. The focus of the process and the evolving projects in this specifically Viennese district was to organize a participation process, enabling the people living and working in the district to shape their environment according to the principles of sustainability.

The present-day discussions of the concept of governance would mean, as it may seem, that the main ambiguity in the definition of the term `governance´ arises from its use by politicians, international institutions, economists and, above all, by scientists from different disciplinary backgrounds. For Le Gale (1998), "governance in the political-sociological sense is therefore defined as a process of coordination of actors, social groups and institutions in order to attain appropriate goals that have been discussed and collectively defined in fragmented and uncertain environments" (p. 495).

Mayorga & Córdova, 2007, in their article *Governability and Governance* in Latin America said that there is no broad reflection on the concept of governance widely worked in the region but some authors define governance "as the technical capacity of the state to respond to social and economic demands with efficiency and transparency" (Campero, 2002 quoted by Mayorga & Córdova, p.8). Other authors define governance as "the possibility of agreeing on rules of the game that allow the orderly consolidation of these agreements and guarantee their stability" which implies "gathering demands, access to information, transparency of processes, rendering of accounts, evaluation and citizen control of public policies" (Celedón & Orellana, 2003 quoted by Mayorga & Córdova, p. 8).

Thus, we can say that Local Agenda 21 was the first milestone for a new concept of governance based on a new public management with the direct participation of citizens and civil society. Today the challenge is how we give content to a 'new governance concept' and how we can move toward having efficient governments with their local citizens participating in the consolidation of democracy and in building inclusive sustainable smart cities.

For Astleithner & Hamedinger (2003) *New Public Management* includes two main orientations:

(1) The development of institutions ('organizational modernization') which incorporate management strategies from the private sector such as contract management, orientation toward cost efficiency (by the reduction of staff), new styles of communication due to inter-departmental working which involves decentralized and horizontal steering, the shift of responsibility and resources to the bottom [(to the regional/local level—'subsidiarity') or to the top/supranational level—'hollowing out')], or evaluation and quality control such as benchmarking.

(2) Development of human capital ('staff modernization') by output; and customer orientation, motivation, education, training and empowerment strategies, and an increase in participation by both the lower administrative level and 'civil society' (p. 55).

Thus, "the radical changes which concern the future of humanity at the threshold of the third millennium are also asking for new forms of science and research. Democracy and participation must become basic subjects in the study of economics and social sciences at large. They have to be applied with methodology" (Széll & Ishikawa, 1992a, p. 2).

ISO 18091:2014 Quality Management Systems for Local Government is a quality methodology for a New Public Management and a toll for consciousness and competent local citizen participation included the Local Agenda, meaning it was the methodology that was applied by the Integral Citizen Observatory of Los Cabos.

ISO 18091 (2014): The First Initiative for a Quality Local Public Management Methodology Based on Consensus

The International Organization for Standardization [ISO] has developed and published more than 20,000 international standards for 70 years. ISO International Standards ensure that products and services are safe, reliable and of good quality. The standards are a strategic tool that reduce costs by minimizing waste and errors and increasing productivity. They help companies to access new markets, even up the playing field for developing countries and facilitate free and fair global trade. ISO standards are developed by the people who need them through a consensus process. Experts from all over the world develop the standards that are required by their sector. This means that they reflect a wealth of international experience and knowledge.

In 2014, the International Organization for Standardization (ISO) published ISO 18091, the first initiative made by and for governments. It is an international ISO standard for quality management system within local governments based on ISO 9001:2008. Five years later, the standard has been adapted to the new ISO 9001:2015 and the recent Agenda 2030 (United Nations, 2015). The second edition of ISO 18091 was approved in March 2019.

As we have said in section one, the initiative is done based on global expert opinion developed by groups of experts from all over the world called technical committee 176 WG 04 composed of multi-stakeholders, industries, public servants, local government experts, including consumer associations, academia, NGOs and the government itself. Thus, the standards are based on a consensus and considered as a collective political intelligence.

The Integral Citizen Observatory of Los Cabos used ISO 18091:2014 to make a conscious and competent citizen participation which was the one in force during 2015-2018. This same standard is the basis for this study. We will make a brief reference to the recently approved ISO 18091:2019 adapted to the 2030 Agenda at the end of this chapter.

This International Standard ISO 18091:2014 provides guidelines for local governments throughout the world for understanding and implementing a quality management system that meets the requirements of ISO 9001:2008 and at the same time for keeping up with the needs and expectations of their own citizens. Annex A contains information about typical local government processes and Annex B shows the key to the standards and gives a description of a diagnostic model that can be used as a starting point for the implementation of an integral quality management system aimed at achieving a reliable local government. This standard uses the methodology known as 'Plan-Do-Check-Act' (PDCA) which can be applied to all processes (ISO 18091, 2014, pp. 5–9).

Annex B of ISO 18091:2014 contains the methodology to perform a diagnosis of local governments by evaluating their operating conditions, processes used and results achieved, and by enhancing their administrative structures and implementing actions focused on improving their services to their citizens as 'reliable local governments.' This Annex B (Gadsden, 2014, pp. 46–55) provides an integral diagnostic, check-up, evaluation and follow-up tool for the management of the local government. As we have seen, Annex B was used by Carlos Gadsden in Mexico for the first time in 2004 as an action-research method during the implementation of the Local Agenda 21 and the decentralization process of the State of Guanajuato. The method was later applied to the *Agenda from the Local to Mexico* (Mendoza, 2018, pp. 667-668).

The tool contains a methodology consisting of a system of 39 indicators, including public policies expressed in services that the municipality cannot stop attending to. Under specific conditions that must be met to be seen as reliable, the method has developed four broad categories:

> (1) Development of Organizational Governance
> (2) Sustainable Economic Development
> (3) Social Inclusive Development
> (4) Sustainable Environmental Development

Using traffic lights as a simple integral scheme, in which red represents unacceptable practices; yellow indicates that efforts are made, but are insufficient, and green if there is a minimum acceptable performance. In this logic of `minimum,´ the

challenge is to go from red or yellow to green which simply guides the actions to be followed and favors the articulation of public policies and programs for the federal and state governments, ensuring a coherent architecture of citizen-oriented governments. This international standard as a Quality Management System for local governments suggests at least three main characteristics:

(1) There should be management responsibility. The Standard puts in value to the responsibility of public managers to carry out the best organization of public services. This undoubtedly means to first carry out a diagnosis because the only way to improve is to measure–that is the commitment to the quality management system. Immediately, a strategy and an action plan are made involving each one of the managers of all the municipal areas who will continuously identify and fulfill the needs and expectations of its customers/citizens.

(2) It should be focused on customers and citizens. The Standard puts in value to making the citizen the center of each single public policy promoting, therefore, citizen participation in the process of the definition and ensuring that the citizen's expectations and needs are documented.

(3) There should be policy on quality and standard values considering the fact that implementing quality management systems methodology for local governments is not the end of the line, but a path to follow that will allow a continuous and efficient improvement in the provision of public services as well as a permanent flexibility to the needs and expectations of citizens in every occasion (ISO 18091, 2014, pp. 11-12).

ISO 18091:2014 not only was the first initiative for a Quality Local Public Management methodology based on consensus but also was a common language with citizens that allowed the local government to lead and manage its policies and programs toward a common goal. "ISO 18091 is a common language, a road map, a GPS for the management of local government in an integral and coherent way visualizing the various levels of government and citizen participation" (Gadsden, 2016).

ISO 18091:2019 - Local Citizen Participation in the Global Agenda 2030

After the 2030 Agenda for Sustainable Development was adopted in 2015, the ISO Technical Committee (TC) 176, Working Group (WG) 04 started working to adapt the ISO 18091:2014 Quality Management Systems for Local Government to be included in the Sustainable Development Goals of the United Nations 2030 Agenda (2015) – "The citizens expect local governments to provide high-quality public products and services such as safety and security, well-maintained roads, public transportation, efficient processing of documents, transparency and accessibility of public information, health, education and infrastructure, among others. The citizens want their local governments to represent them and to protect or enhance their way of life. It is possible to build a stronger, more reliable and effective public policy network at national, regional and international levels if local governments decide to adopt quality management systems with the aim to improve their public products and services" (p. 6).

ISO 18091:2019 provides guidelines for local governments on understanding and implementing a quality management system that meets the requirements of ISO 9001:2015 and the needs and expectations of their citizens and other relevant interested parties. Annex A gives a diagnostic model that can be used as a starting point for implementing a comprehensive quality management system for reliable local government. The International Foundation for Reliable Local Governments (FIDEGOC) has the rights of these principles and share them for use in this document. Annex B provides information about typical local government processes. Annex C describes the creation of an integral citizen observatory that uses this document as a tool for citizen participation and for the accountability of local government. Annex D describes how this document can help to translate different assessment systems, contents or subject matters, e.g. the United Nations Sustainable Development Goals (UN SDGs) into the indicators of public policy networks found in the diagnostic model given in Annex A (p. 6). In ISO 18091 (2019), Annex C describes a concept called Integral Citizen Observatories (ICOs). Its purpose is to set guidelines in order to establish this document as an effective tool for citizen participation in order to strengthen their participation and the transparency and accountability of the local government. Hence, we can say that this international standard is an institution for Local Citizen Participation in the Global Agenda 2030.

The New Urban Agenda (UN, 2016a) states: "We will promote capacity-development initiatives to empower and strengthen the skills and abilities of the people and local communities, as well as individuals in vulnerable situations. Likewise, we will also shape governance processes, engage in dialogues, promote and protect human rights and antidiscrimination, ensure their effective participation in urban and territorial development decision-making" (par. 154), as well as "promote the development of national information and communications technology policies and e-government strategies to enable them to develop and exercise civic responsibilities broadening, therefore, participation, and fostering responsible governance in addition to increasing efficiency" (par. 156).

ISO 18091:2019 means that it is the first Quality Local Public Management methodology based on a holistic view to help implement and follow up the Agenda 2030. In addition, through this quality method the commitment of the participatory approaches (UN, 2016, par. 92) can be made effective at all stages of the urban and territorial policy and planning processes from conceptualization to design, budgeting, implementation, evaluation and review rooted in new forms of direct partnership between governments at all levels and civil society. According Sergio Mujica (2019), "ISO 18091:2019 is a useful tool to assess progress across the 17 Sustainable Development Goals designed to transform our world by 2030. By this means, we can make the SDG's a reality in local communities." It is for this reason that it urges us to say that local citizen participation is possible through and within the implementation of the Global Agenda 2030 because when citizen and civil society collaborate with local governments in an effective and efficient way to satisfy the local needs and to promote the local sustainable development, the citizens likewise participate in achieving the 2030 Global Agenda.

Maybe, it is one way to respond to the question on the issue of popular participation on a local level raised by (Széll, 2016, p. 12): How do we combine responsibilities for the future of humanity with day-to-day needs?

Chapter II. CONCEPTUAL FRAMEWORK

3. AN INSTITUTIONAL APPROACH TO THE STUDY OF CITIZEN PARTICIPATION IN LOCAL GOVERNMENT

In the first part of chapter II, reflections on what citizen participation in local government could become soon based on the case study of the Integral Citizen Observatory (ICO) of Los Cabos have been introduced. The approach used in this thesis to develop a framework is that of a 'new institutionalist' because the main question in this study is how a group of citizens can organize and govern themselves to participate consciously and competently in the management of their own local government's public policies resulting into a satisfaction of collaborating over time to achieve the common good rather than just benefitting personally from it.

If we refer to a group of citizens, we will be talking about an organization as defined by North (1990a) – "Groups of individuals bound by some common purpose to achieve objectives." In addition, if this organization, the Integral Citizen Observatory of Los Cabos (ICO), actively participates in observing and proposing improvements in the management of municipal public policies, we will most likely be talking about a new category of 'political body,' according to the classification of North (1990a) which refers to "organizations that include political bodies (political parties, the Senate, a city council, a regulatory agency); economic bodies (firms, trade unions, family farms, cooperatives); social bodies (churches, clubs, athletic associations); and educational bodies (schools, universities, vocational training centers)" (p. 5).

Other fundamental aspects that must be analyzed are how a group of citizens can begin to self-organize and consolidate themselves as a political organization, how their members' commitment can be maintained over time, how they can solve their problem without external interferences, how and who oversees the activity to improve on over time by a competent citizen participation in local management and how the organization's credibility is maintained despite what Ostrom (1990) says – "when all face temptations to free-ride, shirk or otherwise act opportunistically" (p. 29).

But it is not possible to study organizations as an isolated entity without referring to the institutional framework and vice versa. North (1990a) says that "what organizations come into existence and how they evolve are influenced by the institutional framework. In turn, they influence how the institutional framework evolves" (p. 5).

It is particularly interesting to study the conceptual framework from the new institutionalist's perspective because in this case of study, the ICO of Los Cabos has to govern themselves through a series of internal norms through which the organization has to carry out its mission inside the local, regional and national institutional framework. ICO´s must submit the system of formal and informal economic, political and social rules that govern the municipality of Los Cabos, the state of Baja California Sur and the national legal framework of the United Mexican States. Besides, ICO Los Cabos must evaluate the action of the local government, propose management improvements of public policies, and accept the standard ISO

18091:2014 as a new international institution for local governance.

Over time, we will be able to know if a new supranational institution that attempts to implement efficiency, and a new political body—ICO, a new actor in the playing field that demands a good governance has the capacity to provoke a national institutional change to emulate more successful policies. North (1993) said, "The answer hinges on the difference between institutions and organizations and the interaction between them that shapes the direction of institutional change" (p. 7).

We are aware that the issue on how to organize a competent citizen participation through citizen observatories can be solved easily and quickly is the topic of affirmation of March & Olsen (1984) who said that "most of the major actors in modern economic and political systems are formal organizations, and the institutions of law and bureaucracy occupy a dominant role in contemporary life" (p. 734).

Besides the increasing complexity of institutions nowadays there is a natural resistance for the institutional change because the determined actors in key institutions can obtain considerable benefits for the conservation of these institutions. As North (1990a) says, "institutions are not necessarily or even usually created to be socially efficient; rather they, or at least the formal rules, are created to serve the interests of those with the bargaining power to devise new rules" (p. 16).

In this chapter, the main issues of the conceptual framework of citizen participation in local government will be addressed from a neo-institutionalist perspective, mainly from Elinor Ostrom's theory of self-organization and self-governance institutions designed to govern the commons, as well as from Olson's theory of group and public goods; Douglas C. North's theory of institutions, organizations, transaction cost of politics and institutional change, and other contributions from authors on organizational theory to attend to the problems of rationality, efficiency, collective action and social behavior.

The reconsideration of rationality and the role of institutions in economics as in politics hints the possibility of a shared approach to individual choice and institutional behavior that gives glimmers of a new unity in the social sciences. The standard image of 'economic man' as a hyper-rational, self-interested creature acting by and for himself bears only to a passing resemblance to man as a political animal. These beliefs led the editors J.E. Alt, M. Levi, & E. Ostrom in *Competition and Cooperation* (1999) to demonstrate that the most important work in both economics and political science reflects a marriage of the two disciplines. This volume features six of these path-breaking scholars: Arrow, Buchanan, Becker, North, Simon, and Selten, all winners of the Nobel Prize for Economics, in a series of conversations with more than a dozen distinguished political scientists. The discussions analyze, adapt, and extend the Nobelists' seminal work, showing how it has taken place in political science and paved the way for fruitful cooperation between the two disciplines. Political scientists have recently begun to adapt economic theories of exchange, trade, and competition to the study of legislatures, parties, and voting. At the same time, some of the most innovative and influential thinkers in economics have crossed the boundaries of their discipline to explore the classic questions of political science.

North (1999b) expresses his opinion on this subject: "I think the marriage is happening. I see it in Elinor Ostrom's work, concerned with both theory and applied work. I see it in a variety of studies by people in this volume who are doing exciting work on politics and political economy, on norms, on a variety of issues that I think are the very focus of what we want to do if we are going to arrive at a social science body of the theory that can help us solve problems in the future that we had not been able to solve in the past"(p. 317).[28]

3.1 Governing the Commons and Governing the Common Good

Elinor Ostrom (1990) in the book *Governing the Commons* makes an important theoretical contribution studying the evolution of the institutions for collective action where self-organized appropriators provide new ways to solve the old problem for governing the Common-Pool Resources (CPR). For this work she deserved to be the first woman to have received the Nobel Prize in Economics in 2009. Her conclusions are especially relevant for this research work where self-organized citizens provide new ways to solve the old problem for governing the common good.

She provides a case study of a small-scale range of governing the common pool goods situation that includes high mountain meadows in Haramo, Nagaike, Yamanaka (Japan) and Törbel (Switzerland); water projects in the Valencia, Murcia, Orihuela and Alicante (Spain) and California (USA); and fisheries in Nova Scotian (Canada), Bodrum (Turkey) and Mawelle (Sri Lanka). Some of these cases involve stable institutions. In other cases, the institutions were fragile, and hence, failed. If we base her conclusions on comparisons of sources, success, and failure in self-government, Ostrom shall be describing some fundamental characteristics of successful common-pool management scheme arguing that other solutions exist, instead of the theory of state or theory of the firm. She affirms that stable institutions of self-government can be created if certain problems of supply, credibility, and monitoring are solved. She concludes by establishing a theoretical institutional framework to identify the variables that should be included for empirical and theoretical works of new organizations for governing the common pool resources and to predict in which

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[28] It is interesting to learn about North´s full view on this matter: "I was asked to talk about the influence of political science on economics. The influence on traditional, neoclassical economics has been slight–and I used the word 'slight' to put it mildly. Political scientists were not influential at all in developing standard, neoclassical economic theory, and indeed, if you follow the economic paradigm as it evolved in the most elegant, mathematical structures of modern neoclassical theory–which has become more and more precise about less and less– they still have no influence whatsoever. But political theory as it is evolving today in interaction with a lot of the exciting things that I have just been talking about is having a very powerful influence on where we are going. Indeed, I would argue that the marriage between the two is something that I see happening down the road. Now, let me conclude with the marriage. I think it is happening. If somebody had asked me the questions that were proposed to me today ten years ago, I would have been very pessimistic, but economics is being forced to move gradually to alter, to incorporate ideas from allied fields in the social sciences. Indeed, if I had to make my guess, I would say that fields like political sciences and anthropology may be more exciting fields in the future than economics; it is very hard for economics to shed enough of its traditional paradigm and to be open enough to focus on what I consider to be the very fundamental and exciting issues that are in prospect for us and that I hope we will address in the near future. But I think the marriage is happening" (North, 1999 b, pp. 316-317).

cases they will be successful or not.

In the prologue to the Spanish edition of *Governing the Commons*, Sarukhan (2011) points out that Ostrom's research is particularly relevant in light of the current environmental problems that affect the world in a global way and gives us examples to think about new forms of relation with our renewable natural resources that are not limited to their non-consumptive conservation, but rather principally include their rational and sustainable use. In addition, new forms of self-government for those who appropriate commonly used resources achieve a change with profound consequences for the future of many developing nations. The conversion of rural population, which, in its vast majority, has no development options. It depends on the subsidies of diverse nature, on entrepreneurs, on people who own their future. This would constitute a psychological change of enormous dimensions and unpredictable consequences for the good of the cohesion and equality of the planet.

In the preface of the second edition of her book in Spanish, Ostrom (2011) writes that "human beings are capable of self-organizing and creating cooperation initiatives that can survive for long periods (albeit not all of these self-organized systems can). Therefore, we need to understand the feasibility, not the inevitability of vigorous self-organizing systems. Instead of relying entirely on national governments or private property to protect our resources (because they can sometimes do so) but often fail, we need to open spaces for local users to govern themselves. In addition, we need to provide environments where self-organized systems can learn better ways to adapt over time from each other, and from other careful study resources. I hope that many Spanish-speaking scholars will continue to be active in the effort to understand how these individual attributes are combined with a huge number of structural variables such as the dimensions of the group, the heterogeneity of its members and the type of environmental problems they face to allow individuals in many situations of collective ownership and other social dilemmas to overcome the temptations they face to achieve better joint results. It is a challenge that concerns the core of the social sciences" (pp. 14-15).

It can be argued that it is not possible to equate a group of citizens organized by themselves for governing the commons (Common-Pool Resources, CPRs) with a self-organized group of citizens for governing the common good because there is a great difference between the commons and the common good. Ostrom (1990) refers the term "'common-pool resources' to a natural or man-made resource system that is sufficiently large as to make it costly (but not unaffordable) to exclude potential beneficiaries from obtaining benefits from its use. To understand the processes of organizing and governing CPRs it is essential to distinguish between the resource system and the flow of resource units produced by the system while still being able to recognize the dependency of one on the other."[29]

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[29] To see more seldomly the difference between resource systems and resource units, see (Ostrom, 1990, p. 30). There, she explains that "resource systems are best thought of as stock variables capable of producing, under favorable conditions, a maximum quantity of a flow variable without harming the stock or the resource system itself. Examples of resource systems include fishing grounds, groundwater basins, grazing areas, irrigation canals, bridges, parking garages, mainframe computers and streams, lakes, oceans, and other bodies of water. Resource units are what individuals appropriate or use from resource systems. Resource units are typified by the tons of fish harvested

For this reason, the group of citizens organized in governing the commons are citizens but also `appropriators.´ According to Ostrom (1990), "it can, thus, be used to refer to herders, fishers, irrigators, commuters, and anyone else who appropriates resource units from some type of a resource system. In many instances `appropriators´ use or consume the resource units they withdraw or also use the resource unit itself as an input into production processes" (p. 31).

So, this group of citizens create self-organizing systems for governing the common-pool resources (CPR) to support themselves and their families or even to obtain an economic benefit. But, in this case study of the ICO of Los Cabos there is a group of citizens that creates a self-organizing system to contribute with their knowledge, their time and their own economic resources without obtaining more profit of their own than the satisfaction of working for the common good.

Currently, there are global commons movements that believe that the commons perspective promotes confidence in people's capacity to manage common resources and the co-governance by logic of learning-by-doing in order to possibly achieve true democracy. According to Quilligan (2013), "here is where civil society can learn from the commons groups about the importance of involving resource users in the process of production. As noted earlier, the commons involve producers who consume their own goods. When resource users are also coproducers, their motivations, knowledge and skills become part of the production praxis, leading to new ways of interacting and coordinating social and economic life. A new production and governance of the logic of learning-by-doing then becomes possible. Civil society could apply this principle in its own work by embracing these innovative means of coproduction and co-governance. Through discovering their necessary role in the global common's movement, the world's civil society organizations would develop a more dynamic basis for collective action, social solidarity and direct democracy than the one currently existing." Bloemen & Hammerstein (2017) affirm this by saying that "the commons perspective places confidence in the capacity of people to manage common resources in a sustainable and fair way. In order to achieve true democracy in a sense that people cogovern resources and processes that impact their lives we must recognize the limits of our current form of electoral representative democracy. We must look for alternatives, for ways to complement and improve our current institutions" (p. 10).

In the first part of this chapter II: Reflections on Citizen Participation in Local Government, we have referred to democracy and participation, the principle of subsidiarity, and the concept of the common good. As we have discussed before, the Agenda 2030 for Sustainable Development becomes the global consensus for the

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from a fishing ground, the accretions or cubic meters of water withdrawn from a groundwater basin or an irrigation channel, the tons of fodder consumed by animals from a grazing area, the number of bridge crossings used per year by a bridge, the parking spaces filled, the central processing units consumed by those sharing a computer system, and the quantity of biological waste absorbed per year by a stream or other waterways. The distinction between the resources as a stock and the harvest of units as a flow is especially a useful connection with renewable resources, where it is possible to define a replenishment rate. If the average rate of withdrawal does not exceed the average rate of replenishment, a renewable resource is sustained over the time."

significance of the common good. And even if it seems like a utopia, beyond the case of ICO of Los Cabos, there are other cases of Integral Citizen Observatories like in México: Leon, Coyomeapan, Puebla, Aguascalientes, Córdoba, Veracruz, Monterrey, and Nuevo León. In Colombia, 21 ICOs in Bogotá, and in Botswana, the ICO in Gaborone (Gadsden & Hevia, 2014). So, there is an evidence that the human beings are capable of self-organizing and creating cooperation initiatives of collective action to work for the common good.

The key issue is to know if we could equate between the management of the Common-Pool Resources (CPR) problems analyzed by Ostrom and the management of the common goods and services in this case study. The answer is found in Ostrom (1990) – "Given the similarity between many CPR problems and the problems of providing small-scale collective goods, the findings from this volume should contribute to an understanding of the factors that can enhance or detract from the capabilities of individuals to organize collective action related to providing local public goods. All efforts to organize collective action, whether by an external ruler, an entrepreneur, or a set of principles, who wish to gain collective benefits must address a common set of problems" (pp. 27-28).

In this case, the group of principles, ICO Los Cabos, and the organization of a collective action related to providing local public goods have to face the same problems as Ostrom has analyzed for the CPR: one, coping with free-riding; two, solving commitment problems; three, arranging the supply of new institutions; and four, monitoring individual compliance with sets of rules. An analysis in CPR environments will contribute to the study and understanding of how ICO's address these crucial problems in governing the common good.

In addition, Ostrom conducted a comparative study of institutional, economic, and physical changes that occurred over a period of 30 to 50 years and the management in 12 underground basins in northern and southern California. This case study based in Los Cabos, Southern Californian water turned out to be the key issues or even the central topic of public policy for the municipality. In México, between two thirds and three quarters of the temperate and tropical forests are communal property, and in Los Cabos, housing is another great problem as lands are largely a communal property. Another important issue in Ostrom's model of study for this research work, as she says, is to understand that success cases are not the ones based on a single sustainability rule for each specific case. They are based on general principles that underlie the rules that can reach other organizations for governing the common good. In this sense, the challenge of this study is that through the analysis of the success case of ICO of Los Cabos, we could see and find the general principles for building a reliable citizen participation for local government.

3.2   ICO's Conscious and Competent Organization for Collective Action

ICO's Conscious and Competent Organization

"Competence and consciousness are prerequisites of democratic participation" (Széll, 2018d, thesis 29). Yet, a conscious and competent participation of an organization is not possible if there are no conscious and competent groups of citizens. But the attributes and qualities of the person are not the same when they are transferred to the organization, so we will define conscious and competent adjectives separately for citizens and for organizations.

We refer to a *conscious* citizen, considering the two meanings of the term conscious according to Cambridge dictionary: "awake or aware of what is happening around you; and able to think." The first is the faculty of an individual to perform an analysis and a diagnosis on the state of things with the aim of acting on them. The second meaning of the adjective *conscious* is "having knowledge of something," especially of the consequences of their own actions. Therefore, a *conscious* citizen will be a citizen who, in addition to having made an analysis and a diagnosis about the state of things, recognizes that the human being has the capacity to transform the reality, and its own responsibility for governing the common good. As Downs (1957) said, "a citizen with reason, knowledge and information" (p. 79).

We refer to a *competent* citizen, also considering the double meanings of the adjective according to Oxford Dictionary, the first meaning refers to an individual that "has the necessary ability, knowledge, or skill to do something successfully" and the second is "having legal authority to deal with a particular matter," that is, the person who has the duty and the charge to do something just as what we have discussed in the first section of this chapter when we referred to the principle of subsidiarity applied to the autonomy of citizen participation. Therefore, the citizens are competent, and it is them who have the legal authority to intervene in the public affairs of their concern.

Once we have defined what we mean by *conscious* and *competent* citizens, like the personal qualities of being a part of and starting a citizen organization, we must transfer these personal qualities to permanent qualities of the organization. ICOs must exercise a conscious and competent citizen participation permanently because analyzing, monitoring and evaluating the management of common goods and services carried out by the local government are not an easy task. Now, the meaning of a conscious and competent citizen participation organization is analyzed in the following paragraphs.

A conscious citizen participation organization requires information that observers use to make an accurate analysis and diagnosis of reality. They need to have access to detailed and specific information on municipal management. In some municipalities it will be more complete, and with better public access than others, depending on whether there is specific legislation on transparency. Although there are transparent municipal portals with general information, in all cases, a meeting is needed between the citizen observer and the public municipal server who is responsible for each area in order to acquire all the specific information for each

issue.

A Competent citizen participation requires interactions with the local government (the town mayor, the team and those who have responsibility for each area). Only in the understanding that citizens are also competent to deal with public affairs and in knowing that sovereignty resides in people that citizens have the right to measure and evaluate the management of the local government for the provision of common goods and services. The citizens may as well demand the enforcement of the electoral promises. In this situation, a cooperative interaction between the citizens and public servants for governing the common goods is established.

Conscience and competence must be trained and learned by the citizens. "Nevertheless, it is a long learning process. It took about thirty years before the work done by council members and the members of the supervisory board of private and public companies as well as the representatives of the public employees gained enough competence to exercise their functions effectively. Popular participation is a dynamic and a permanent process" (Széll, 2016, p. 12). In the same sense, Jacques Delors (1996) affirms that "democracy appears to be progressing, taking forms and passing through stages that fit the situation in each country. Its vitality is nevertheless constantly threatened. Education for conscious and active citizenship must begin at school" (chapter II, p. 35).

ICO's Organization for Collective Action

ICO Los Cabos is a citizen organization for collective action whose pursuit is to analyze, monitor, and evaluate the management of the local government as well as make proposals for governing the common good that is specific in common goods and services. Obviously, this purpose could not be achieved by individual or unorganized action without putting good governance as the common interest of the people.

The assumption that organizations typically exist to further the common interests of groups of people are constituted in the organization so that they can go further in a more effective way in the fulfillment of common objectives. As Olson (1965, p. 7) says in his book, *The Logic of Collective Action* – "note that the interests of all of these diverse types of organizations are expected to be further for the most common interests. These diverse types of organizations are expected to become more active for the sake of the most common interests: the union members 'common interest in higher wages, the farmers' common interest in favorable legislation, the cartel members' common interest in higher prices, the stockholders 'common interest in higher dividends and stock prices, and the citizens' common interest in having a good government."

In this type of organizations, though it seems paradoxical, the difficulty is to get the people to pursue their joint well-being in contrast with individual well-being. In this sense, Olson (1965) asserts that "if the members of a large group rationally seek to maximize their personal welfare, they will not act to advance their common or group objectives unless they are obliged to do so, or unless some separate incentive, distinct from the achievement of the common or group interest, is offered to the

members of the group individually on the condition that they help bear the costs or burdens involved in the achievement of the group objectives. Nor will such large groups form organizations further their common goals in the absence of coercion or separate incentives. These points hold true even when there is a unanimous agreement in the group about the common good and the methods of achieving it" (p. 2). The author takes the state as an example, which, in order to provide the basic and most elementary goods or services, like defense by police protection, and the system of law and order, generally cannot survive with voluntary dues or payments but with mandatory taxes; and he continues by saying that "despite the force of patriotism, the appeal of the national ideology, the bond of a common culture, and the dispensability of the system of law and order, no major state in modern history has been able to support itself through voluntary dues or contributions alone. Philanthropic contributions are not even a significant source of revenue for most countries. Taxes and compulsory payments, by definition, are needed" (p.13).

It is the same Hobbesian line of thought that Hardin (1968) exposes in the Science article *The Tragedy of the Commons* – "But this is the conclusion reached by each rational herdsman sharing commons. Here lies the tragedy: each man is locked into a system that compels him to increase his herd without limiting a world that is limited. Ruin is the destination toward which all men rush, each pursuing his own best interest in a society that believes in the freedom of the commons. Freedom in commons brings ruin to all" (p. 1244).

But for North (1981, chapter 5), the neoclassical model has an asymmetrical dilemma built into its behavioral function because it assumes both wealth maximization and the Hobbesian model of the state trying to constrain behavior to be able to produce a viable policy system which is not possible. Even everyday observations provide abundant evidence that individuals obey rules when an individualistic calculus should have them act otherwise. This explains why people do not litter in the countryside. He asserts the fact that not only is there a rational choice for maximizing benefits, but that the values are in the family and that schools lead people to restrain their behavior so that they do not behave like a `free-rider´.

Elster (2007) says that "sociologists sometimes refer to the 'collective consciousness' of a community as a set of values and beliefs shared (and known or believed to be shared) by its members. On the value side, the collective conscience includes moral and social norms, religion, and political ideologies" (p. 353).

North has a similar thought about the ability of game theory to deal with the problems of cooperation, so North (1990a) says that "game theory highlights the problems of cooperation and explores specific strategies that alter the payoffs to the players. But there is a vast gap between the clear, precise, and simple world of game theory and the complex, imprecise, and fumbling way by which human beings have gone about structuring human interaction. Moreover, theoretical game models, like neoclassical models, assume wealth-maximizing players, though some experimental economics literature demonstrate that human behavior is clearly more complicated than can be encompassed in such a simple behavioral assumption" (p. 15).

Ostrom (1990) believes that "the tragedy of the commons, the prisoner's dilemma,

and the logic of collective action are closely related concepts in the models that have defined the accepted way of viewing many problems facing individuals when attempting to achieve collective benefits. At the heart of each of these models is the `free-rider´ problem. Whenever one person cannot be excluded from the benefits that others provide, each person is motivated not to contribute to the joint effort, but to free ride on the efforts of others. If all participants choose to free ride, the collective benefit will not be produced. The temptation to free ride, however, may dominate the decision process, and thus all will end up where no one wants to be. Alternatively, some may provide while others free ride, leading to less than the optimal level of provision of the collective benefit" (p. 6).

Nonetheless, Ostrom (1990) thinks that in an organization of collective action, "all have temptations to free-ride, shirk or otherwise act opportunistically" (p. 29). In an organization of a collective action, they have to face important problems like coping with free-riding, solving commitment problems, arranging the supply of new institutions, and monitoring individual compliance with sets of rules, yet, despite all the difficulty faced by self-organization to govern the commons and other organizations for collective action, there is a multitude of successful cases that have lasted for a long time. These cases provide theoretical and empirical alternatives to the non-cooperation thesis, while others remain trapped in the tragedy of destruction of the common goods.

Despite all difficulties, limitations, imperfections and the failed cases of citizen organizations of collective action to analyze, monitor, and evaluate public policies and propose areas for improvement in the management of local governments, there may well be success stories not only in Los Cabos, but also in other municipalities that have been able to avoid the free-riders and where ICO members have carried out their work effectively in favor of governing the common goods.

Ostrom (1990) thinks that "what is missing from the analyst's policy tool kit and from the set of accepted, well-developed theories of human organization is an adequately specified theory of collective action whereby a group of principals can organize themselves voluntarily to retain the residuals of their own efforts." She gives examples of self-organized enterprises abound like law firms, cooperatives, all the cases of self-organized and self-governed CPRs analyzed. "But until a theoretical explanation based on human choice for self-organized and self-governed enterprises is fully developed and accepted, major policy decisions will continue to be undertaken with a presumption that individuals cannot organize themselves and always need to be organized by external authorities" (pp. 24-25).

Taking into account the literature of North, Ostrom and Olsen, the keys for an organization of collective action to be conscious and competent, as well as understanding the capacity to achieve the determined objective, basically lead to the following issues: the purpose of the organization, the institutional framework as opportunity, the efficiency of the small group, the motivation for commitment, the challenges faced by self-government, the internal operating rules to monitor compliance, avoiding free-riders, and having the context and the time as strategic allies.

In any case, this will be analyzed more deeply in chapter V: Case Study of ICO Los Cabos and in chapter VI: A Framework for the Analysis of a Reliable Citizen Participation in Local Government.

The Purpose of the Organization

Every organization must have a purpose. There are times that the purpose must be broad and is not well defined, at other times it must achieve greater concreteness over time. But it will achieve greater success when the purpose of the organization is well defined from the beginning. In the case study done by ICO Los Cabos, whose objective is the diagnosis, evaluation and monitoring of the municipal government, lie the key factors in order to improve the management of the common goods and services. The methodology is defined by ISO 18091:2014, an international institutional framework whose standard objectively establishes 39 indicators for the diagnosis of the local government. Therefore, neither personal, nor ideological, nor moral or political assessments come into play. Only the performance of the local management activity is evaluated through tools that provide annual diagnostic. These tools include proposals to improve the enforcement of the local common goods and services management. The knowledge then acquired in the annual diagnoses and its continuous application is what will bring value and success to the organization. North (1990a, p. 5) says that "these are groups of individuals bound by some common purpose to achieve objectives. Modeling organizations is analyzing governance structures, skills, and how learning by doing will determine the organization's success over time."

The Effectiveness of a Small Group

Olson (1965) examines in chapter II the implications of this analysis for groups of different sizes and illustrates the conclusion that in many cases small groups are more efficient and viable than large ones. He says that "the greater effectiveness of relatively small groups and the 'privileged' and 'intermediate' groups is evident from observation and experience as well as from theory. Consider, for example, the meetings that involve too many people who cannot make decisions promptly or carefully" (...) "When the number of participants is large, the typical participant will know that their own efforts will probably not make much difference to the outcome, and that it will be affected by the meeting's decision in much the same way no matter how much or how little effort he puts into studying the issues" (...) "It is for these reasons, among others, that organizations so often turn to the small group: committees, sub-committees, and small leadership groups are created, and when created they tend to play a crucial role" (p. 53).

If a small group of ICO Los Cabos has managed to avoid self-interest and make a collective effort to realize diagnostics, evaluations and proposals for their municipal government, it is because they are a small group of citizens who have self-organized based on the 39 indicators, and who have seen that their efforts in the collection of information, study, and analysis of the subject of their own indicator have paid off. They are aware that their work is relevant for all the members of the group and with everyone's work they can finally make a full diagnostic of the real condition of the municipality

Motivation for Commitment

As we have seen, a group of people is considered as a collective-action organization when its purpose is to defend common economic interests and the ultimate goal is to maximize one's own wealth, as we can see in the case of the appropriators, the union members, the farmers and the stockholders. But in the case study done with ICO Los Cabos, it is a collective-action organization if it does not obtain any particular direct benefit because it is more focused on obtaining a common interest in good governance. Therefore, we must explain why it is possible that people contribute and collaborate over time for the common interest of the group when there is not any economic incentive for each individual member of the group.

In recent years the work of sociologists and economists has been combined to explore human behavior because it is evident that it cannot be explained solely through wealth-maximizing behavior. For North (1990a), "we must delve into two aspects of human behavior: one, motivation; and two, deciphering the environment. Human behavior appears to be more complex than that embodied in the individual utility function of models used by economists. Many cases are not simply of wealth-maximizing behavior, but of altruism and of self-imposed constraints which can radically change the outcomes with respect to the choices that people actually make" (p. 20).

In the case study of ICO Los Cabos we have analyzed what role self-motivation plays in participating and remaining in ICO, as we can see, before and during the elaboration of the diagnosis where the work of each person is valued in the collective action of the group whose already acquired commitment is very difficult to avoid. And after the delivery of the diagnosis of the municipality, each person can see the effect of his or her proposal to improve the management of the communal service in the city almost immediately or after one year.

For Olson (1965), the economic incentives are not the only ones that motivate human behavior, albeit there are social incentives that are really the motivating factors for small groups of people. He says that the "economic incentives are not, for sure, the only rewards; people are sometimes also motivated by a desire to win prestige, respect, friendship, and other social and psychological objectives. The possibility that, in the case where there is no economic incentive for the individual that has contributed to the achievement of a group interest, there might be, nonetheless, a social incentive for him to make such a contribution, and must, therefore, be considered. It is quite obvious that this is a possibility considering the example of a small group of people who has an interest in a collective good and whose members are his personal friends, or in the case that he belongs to the same social club and some of the group members have left the burden of providing that collective good on others, they might, even if they gained economically by this course of action, lose socially because of it, and the social loss might outweigh the economic gain. Their friends might use 'social pressure' to encourage them to do their part to get the goal of the group, or the social club might exclude them. Then, such steps might be effective insomuch as most people value the fellowship of their friends and associates, or value social status, personal prestige, and self-esteem" (p. 60). And he continues by saying that "the groups that are small enough to be classified as

'privileged' and 'intermediate' are groups that are blessed twice in a sense that they possess not only economic incentives, but also, perhaps, social ones that lead their members to work toward the achievement of the collective goods" (p. 63).

Olson already pointed out in 1965 the importance of mass media as generators of a social conscience. He says, "There is another social pressure that is generated, not primarily through person-to-person, but through mass media. If the members of a latent group are somehow continuously bombarded with propaganda about the worthiness of the attempt to satisfy the common interest in question, they cannot be generated in a face-to-face group, and these social pressures may help the group to obtain the collective good" (note 18). Although, he thinks that this form of social pressure is probably not enough by itself to enable a group to achieve its collective goals.

The Challenge of Self-Organization

The citizen organization must be given a set of internal rules to self-organize for the fulfillment of its purposes and this poses a huge challenge.

Ostrom (1990) says that "although the theory of the firm and the theory of the state can solve these problems, they are not equally developed and accepted yet to provide a coherent account on how to set up principals faced with a collective-action problem, and to solve: one, coping with free-riding; two, the problem of supplying a new set of institutions; three, the problem of making credible commitments; and four, the problem of mutual monitoring" (p. 42).

Following this model of Ostrom for CPR self-organizations but adapting it to the reality of ICOs, the problems will be tackled as challenges.

(1) Coping with Free-Riding

An important issue on being a self-organized group is leadership management, but we must analyze the most appropriate leadership style according to the norms of ICOs. We will tackle it later, but the key will be in functional leadership where leadership does not depend on a person but on a set of behaviors of the group that performs the tasks. John Adair (2006, p. 17), one of the most influential authors of functional leadership, develops the leadership model focused on action. The key points are that:

> (1)   Working groups and organizations are always unique to each one of its own personality, but all share in three common areas of need: achievement of the common task, holding together the working unit, and the needs that individuals bring into the group by virtue of being embodied persons.
> (2)   A want is a need that has become conscious. Conscious or unconscious, our needs are closely linked with our motivation which is why we do things. Two US psychologists, Maslow and Herzberg, offer maps of how our individual needs motivate us at work.
> (3)   The Individual Needs circle, in my philosophy, however, is so

important for motivation that it overlaps with the Task and Team circles. It is an interactive model where each of the circles influences its two neighbors and is in turn influenced by them.

(4)   There are factors, therefore, outside the individual (in the Task and Team) that will influence his or her motivation, for good or ill, since we are not self-contained entities.

According to Adair (2016, p. 11), the model creates an important difference between leadership and management. The circles are superimposed to indicate that:

(1) The task can only be done by the team and not by a single person.
(2) The team can only achieve an excellent task execution if all individuals are fully developed.
(3) Individuals require the task to be challenging and motivating.

The real challenge of leadership management in a self-organized citizen group is to cope with free-riders who are tempted to take advantage of the group's work.

On the one hand, there are 'economic free-riders' who are tempted to seek access to the knowledge and the relationship with the public officials of the local administration for their own economic benefit. They want to take advantage to maximize their own earnings that can be compared with other groups of collective actions. We can take an observer as an example who is responsible for the indicator of the public water service, and at the same time, he has a company that supplies water treatment plants to municipalities and individuals. When he evaluates the public service, he could be tempted to make a proposal recommending the municipality to buy treatment plants for the improvement in the distribution of the water public service with the same characteristics as his.

But the most dangerous free-riders in the ICOs are *the political free-riders.* These are individuals who are tempted to arrogate the prestige of group work to create their personal brand for political or social leadership purposes. They want to take advantage of the work of the group, the collective knowledge about the analysis and evaluation of the municipal government management, and also the collective knowledge of the proposals for improvement of the public policies in order to head a candidacy in the next elections and to get a position in the next municipal government, or simply to wear down the local government in power.

This specific problem of ICOs and the political free-riders are analyzed in the case study in chapter IV and chapter V.

(2) The Challenge of Supplying a New Set of Institutions

The ISO 18091:2014 is an international institution that analyzes, monitors and evaluates the management of the local government, but each ICO must define its own set of rules to operate in the municipality. This means that a group of conscious and competent citizens must analyze the institutional framework to create the organization and to take advantage of the opportunities of the system to interact more efficiently with the municipal government. It must define its legal nature as an

association, a foundation, a non-governmental organization or other forms that allow institutions at different levels of State Administration. And they must adapt common legislation to their own internal governance mechanisms and formulas for administrating the processes, including the election of government bodies, as well as the characteristics of admission and separation of members within the organization.

One of the key issues of self-organization is the issue of financing—how to be able to self-finance the activity of the organization, given that the citizens are not economically compensated for their consulting and research contribution. There are minimal costs of structure such as the rental of the meeting place, the salary of an assistant and other personnel to be able to summon an internal meeting. The same thing goes with meetings and the interviews with the municipal team, to do the minutes, to file the documentation, to design and to print the diagnostic document, to communicate the results to the public opinion, and so on and so forth.

ICOs can opt for self-financing outside public municipal resources but if the citizen organization should look for an external financing mechanism this should be guaranteed to continue maintaining its independence. The donations of public or private organizations that, due to the nature of their interests, may influence the diagnosis of the municipality or could influence the proposed actions to improve the common goods and services should be rejected.

(3) The Challenge of Making the Organization Credible

ICOs not only must have the challenge of self-organizing in an efficient way to achieve the objectives that have been set, but also have to earn the credibility of the organization when meeting with the local government, given that ICOs not only need the collaboration of the town mayor to be able to do a better job at diagnosing an evaluation, but they also need to be credible on their part for society.

This small group of citizens is a group of notables and what the institutionalists have called "political entrepreneurs" (North, 1990, p. 103), "set of principals" (Ostrom, 1990, p. 42), and "the privileged and intermediate groups" (Olson, 1965, p. 53). ICOs arrogate to themselves the representation of local citizenship, but the truth is they do not have the legitimacy in a democratic election therefore they have to gain social legitimacy based on the credibility of the organization, the moral leadership of individuals, and mutual communication with and understanding of public opinion.

(4) The Challenge of Mutual Monitoring

In order to improve, it is necessary to measure and evaluate, but the challenge here is mutual monitoring. The goal of ICOs is the monitoring and evaluation of the management of the local government. But the ICO itself, as an organization must monitor that the fulfillment of the work commitment of its members, the observers, and in addition the compliance with the quality of the work done, and the research of the diagnosis of the municipality have the sufficient quality to provide value to the local administration.

The key issue is that ICOs should have a monitoring system in their management process to monitor the local government and enough credibility of the observers to answer the question: Who observes the observer?

The monitoring of the citizens' work must go from the beginning to the end of the process and in all their phases: the collection of information, the provision of evidence, the interview with public officials, the analysis phase of the data, the preparation of the report diagnosis about the state of things, and the preparation of proposals. The objective of monitoring the organization in each of the phases is to measure the work done to advance in the quality of the evaluation method and to gain efficiency. Because as long as diagnostic reports deliver offers that add value, ICOs will grow in credibility toward the local government and toward society.

The monitoring in addition to the function of the continuous improvement of the knowledge that we have described also has the function to control over the fulfillment of the commitments, as well as to avoid the political and economic free-riders.

Considering the words of Ostrom (1990), "further, all organizational arrangements are subject to stress, weakness, and failure. Without an adequate theory of self-organized collective action, one cannot predict or explain when individuals will be unable to solve a common problem through self-organization alone, nor can one begin to ascertain which of many intervention strategies might be effective in helping to solve particular problems" (p. 25). In chapter V, making an adequate analysis based on these sections on self-organized collective action will be considered.

The Context and the Time as Strategic Allies

The social, economic, political and international reality are analyzed in most cases as problems, but we know that the other side of the coin of the problems is opportunities. The challenge is that this opportunity becomes part of the organization's strategy, meaning, strategic allies. In this sense, the opportunity for the creation of ICOs and other citizen organizations occurs in places of the world with many socio-economic problems, problems of corruption, weakness and even failure of the institutions. In this way, the reality of the national and international context is a strategic ally for the constitution and development of citizen organizations which later becomes the engine of institutional change.

Time can also be a problem. The short time in local government mandates means a continuous leaders' rotation. Today governs a mayor, with a team and an ideology and after some time, three or four years, governs another person, with another team and a different ideology. For ICOs, time is a strategic ally because monitoring and annual periodic evaluation provide value to the local government in power and present as the key to correct their deficiencies and to communicate the achievements. However, it is a weapon that provides value to the opposition parties because it allows them to wear down the government and prepare their alternative proposals. Time also provides value to voters because they have information to form a criterion when they have to face a decision to elect in the next municipal elections,

including giving value to the mass media because they have access not only to the information but also to the analysis and collective knowledge on the state of the municipality.

In the case study we will see how the context of the serious economic, social and political problems facing the municipality triggered the creation of the Integral Citizen Observatory and the period for the launching of ICO Los Cabos at the start of a new mandate when the strategic allies started this collective-action organization.

3.3 ICOs: Participating Through a New International Institution

Institutions matter a lot, especially when ICOs as organization have the challenge to provide a self-governing institutional framework and to apply it through a new international institution for local government.

Institutions and Organizations According to North

In 1990, North define institutions as "the rules of the game in society or, more formally, the humanly-devised constraints that shape human interaction. In consequence, they structure incentives in human exchange, whether political, social, or economic" (p. 3). For North (1990a), "they are perfectly analogous to the rules of the game in a competitive team sport. That is, institutions consist of formal written rules as well as typically unwritten codes of conduct that underlie and supplement formal rules. But it is necessary to understand the distinction between institutions and organizations. As an institution, organizations provide a structured human interaction, but conceptually, we must clearly differentiate the rules from the players. The purpose of the rules is to define the way the game is played whereas the objective of the team within that set of rules is to win the game by a combination of skills, strategy, and coordination" (pp. 14-15).

Indeed, we cannot confuse institutions with organizations, so we have analyzed the ICO of Los Cabos separately as an organization for collective action. As for North's sports analogy, the ICO is the new player—a new political body that has entered the playing field for which we will examine when we talk about institutions in this section.
We cannot talk about organizations if we do not speak first of institutions. While institutions are also the product of human action as organizations, institutions are the systems of rules that guide political and economic action. We cannot think about a conscious and competent citizen participation in local governments if we do not insert it into an institutional order. "Institutions are, first of all, the product of human action. In fact, rules are constructed through a process of conflict and trial. The main political struggles in modern societies revolve around the formation and reform of the systems of rules that guide political and economic action" (Di Maggio & Powell, 1991, p. 28). It means that a local citizen organization whose objective is efficiency in the management of common goods and services also seeks to make the institutional changes necessary to achieve efficiency in all institutional levels, institutional changes for the development of self-organization, and institutional changes to maintain the levels of competence to fulfill its mission.

Institutions Matter

The arguments that institutions matter specially in this research work based on a neo-institutionalist approach are mentioned below.

First, we need institutions because of the nature of each organization. We need to know how it comes into existence, how it is defined within society, and even what is the legal personality it chooses to operate (whether a civil association, a foundation, a non-governmental organization). All these aspects are marked by the institutions. Furthermore, during the development of the organization itself, an institutional framework of written and unwritten rules of operation is created by the organization to achieve high levels of commitment, to avoid free-riders, as well as to monitor individual compliance. This is supported by (North,1990a, p. 5) – "both what organizations come into existence and how they evolve are influenced by the institutional framework."

Second, we need institutions, defined as the rules of the game and the norms used by participants in pursuing objectives, even more so when citizen organizations interact with political bodies. The type of institution also affects the scope of activity, behavior and strategies of the citizen organization. In the same sense, Lowndes and Roberts (2013) in their book *Why Institutions Matter"* argue in favor of an 'engaged' perspective on institutions that recognizes their role in distributing power within politics, society and economy. Institutionalism enables us not only to understand better how political institutions work, but also to generate strategies for institutional resistance and reform in the interests of social justice. They said that "political institutions cannot be underestimated by looking at how they are designed, how they shape behavior, how they confer power, how they vary over time and space, and how structures are enforced, but also how they resisted. In confronting the big political challenges of the twenty-first century like financial regulation, human rights, environmental sustainability, racism and gender equality, access to health provision and good governance political institutions constitute both a threat and an opportunity. Because they are so tenacious, established political institutions may present powerful obstacle to political change. But, at the same time, the possibility, and, as we argue, the inevitability of institutional design offers creative political actors the chance to destabilize enduring power relationships and reshape these using alternative rules, practices and narratives" (p. 204).

Due to this reason, the academic interest in the institutions has been reactivated. March and Olsen (1989) in ending the volume *Rediscovering Institutions* conclude that "we are convinced that norms of appropriateness, rules, routines, and the elaboration of meaning are central features of politics, that an understanding of stability and change in politics requires a theory of political institutions. Political institutions simplify the potential confusion of action by providing action alternatives; they simplify the potential confusion of meaning by creating a structure for interpreting history and anticipating the future; and they simplify the heterogeneity by shaping the preferences of participants. All those features are not utopian dreams but descriptions of politics as it occurs. As a result, it is hard to be sanguine about contemporary theories of politics, or contemporary efforts to reform politics that ignore institutions, or relegate them to a secondary role" (p. 171-171).

For Schulze (1993), "the core of the institutionalist perspective is a cognitive-cultural image of man. Institutionalization can be interpreted as the establishment of independent forms of rationality of action in social interaction" (p. 23).

Third, we need to consider that the institutional framework becomes more complex each time. March & Olsen (1984) said, "Social, political, and economic institutions have become larger, considerably more complex and resourceful, and prima facie more important to collective life" (p. 734). And for the analysis of citizen observatories we must contemplate the legislative ordinances of all levels, local, regional, national and supranational, as well as the municipal operating rules and collective choice rules. Ostrom (1990), distinguishes three levels of rules that cumulatively affect the actions taken and outcomes obtained in using CPR: "o*perational rules* directly affect the day-to-day decisions made by appropriators about when, where, and how to withdraw resource units, who should monitor the actions of others and how, what information must be exchanged or withheld, and what rewards or sanctions will be assigned to different combinations of actions and outcomes. *Collective Choice rules* indirectly affect operational choices. These are the rules that are used by appropriators, their officials, or external authorities in making policies—the operational rules about how CPR should be managed. *Constitutional choice rules* affect operational activities and results through their effects in determining who is eligible and in determining the specific rules to be used in crafting the set of collective choice rules which in turn affect the set of operational rules. One can think of the linkages to these rules and the related level of analysis in which humans make choices and take actions" (p. 52). In the case study of ICO of Los Cabos, different institutional levels will be analyzed.

Elster (1989) classifies institutions by the nature of their sanctions – "Institutions can be private or public, depending on the nature of the sanctions. Private institutions including firms, trade unions, religious organizations and universities. The main sanction at their disposal is expulsion from the group. To make people join, they offer benefits ranging from a wage, or a degree, up to the absolution of sins. Public institutions include Congress, the Securities and Exchange Commission, the Supreme Court and the Board of Education. Their sanctions, backed by the law enforcement system, include subsidies, taxes, fines and imprisonment" (p. 147).

Fourth, we need an institution to carry out a competent citizen participation, define some rules of the game and create norms that can be used by citizens and local governments to carry out the diagnosis, monitoring and evaluation of the common goods and services provided for the municipality. Recently, an international standard ISO 18091:2014 Quality Management for Local Governments has been approved to provide an institutional framework through the definition of 39 indicators with the minimum requirements in the provision of local common goods and services.

DiMaggio & Powell (1991) said, "International regimes are multilateral agreements, immediately resulting from and facilitating cooperative behavior by means of which states regulate their relations with one another within a particular issue area. Some of these international institutions (e.g., the United Nations or the World Bank) are formal organizations; others, such as the international regime for money and trade

(the GATT or General Agreement on Trade and Tariffs) have complex sets of rules, standards, and agencies. Regimes are institutions in a sense that they build upon and reproduce homogenous, and standard expectations and, in so doing, stabilize the international order" (p. 6).

ISO 18091:2014 An Executive International Institution

What is worth noting is that ICO Los Cabos has been provided voluntarily with an executive international institutional framework (ISO 18091:2014) as an opportunity to interact with the local government in search of greater efficiency and effectiveness in the provision of local services and common goods. For this interaction to occur, the cooperation of local government institutions is especially needed.

North's theory of institutions is constructed from a theory of human behavior combined with a theory of the costs of transacting. When we combine them, we can understand why institutions exist and what role they play in the functioning societies. If we add a theory of production, we can then analyze the role of institutions in the performance of economies. The costliness of information is the key to the costs of transacting which consist of the costs of measuring the value attributes of what is being exchanged and the costs of protecting rights and policing and enforcing agreements (North, 1990a, p. 27).

North (1990b, pp. 359-361), in the paper *A Transaction Cost Theory of Politics* states that there is a parallel between economic exchange and political exchange because in each case the problem is to measure and impose the exchange of rights. Hence, political institutions are constituted ex ante on cooperation agreements among politicians. They reduce uncertainty by creating a stable exchange structure. The result is a complicated system of formal rules and informal methods of organizations. North takes the essay entitled *Industrial Organization of Congress* (1988) by Barry Wiengast and William Marshall as a model to illustrate the way in which a set of institutions facilitates political exchange. Weingast and Marshall studied institutions in the US Congress and affirmed that the cost of political exchange is relatively low and relatively efficient. But North believes that a legislative institutional framework with a low-cost exchange does not mean that the general political market is efficient. Efficiency in political market is measured by how well the market approximates a zero-transaction cost result. For North, the imperfect models of the complex environment that politicians (and their constituents) are attempting to order, the institutional inability to get credibility commitment between the principal and the agent (voter and legislator; legislator and policy implementer), the high cost of information and the low-cost playoff to the individual component of acquiring information, all conspire to make political markets intrinsically deficient. North's dilemma in this essay is whether we would get much further in modeling an efficient political market if we would build our models on transaction cost framework, understanding by transaction cost, the cost of meaning and on enforcing agreements. In Economics, what is measured are the valuable attributes of goods and services or the performance of agents. Measurement can frequently be costly, and the competitor plays a critical role in reducing enforcement costs and the judicial system's coercive enforcement. Even economic markets are

extremely flawed. Creating institutions that provide low cost transactions is the key issue to creating productive economies. Political market, according to North, is more prone to inefficiency. The reason is straightforward—it is extraordinarily difficult to measure what is being exchanged in political market and, in consequence, to enforce agreements. What is being exchanged are promises to get votes. The observable dimension of the promises are agreements between the constituents and their representative (in a democracy), much like between the representative and the executive, among other examples. The powerful role of competitors in the economic market is far less effective in the political market. But, the power of periodic elections which the representative can be held accountable for and the opposition candidate have the edge to promulgate his or her deficiencies.

ICOs: Low Cost Measurement of The Political Market

North, in this analysis, refers to a legislative institutional framework in accordance with the analysis of the United States Congress. North's reasoning on the extraordinary difficulty in the political market for measuring and enforcing the agreements between constituents and representatives is agreeable; and voters and legislators, but as North wonders on how to get further in modeling political markets, where would it lead us to if we built our models upon a transaction-cost framework?

Citizen observatories (ICOs) focus on following the standards of a current international institution (ISO 18091:2014) in evaluating the goods and services provided by the municipality at an acceptable transaction-cost. In this way we can measure the electoral promises and the political action of the mayor. Otherwise, without an international institution, it will be very difficult or almost impossible to measure the 'political market.'

North, as chairman of the Economics Department of the University of Washington, worked to monitor and gauge the performance of the Economics faculty. He must know how productive and how effective the teachers are in terms of teaching and research. He also observed many difficulties for this job because it is not easy to measure the quality of teaching by the teaching polls done to the students because they can be based on sympathy toward the teacher. Measuring the research capability of a professor cannot be done either by the number of published works, but by its quality. North says, "Therefore, evaluating the principal-agent performance in something as simple as the academic world is enormously difficult and very costly in terms of time and of monitoring effects. A whole society is immensely complex, and the costs of measurement are high; and indeed, the costs of enforcement built on the costs of measurement. If you have a low-cost measurement of the performance characteristics of the players and principal-agent relationships, or you have a low-cost measurement of the characteristics of the goods and services being exchanged, then it is easy to enforce contracts. The ambiguity may make it impossible to define whether the contract is being fulfilled. I would like to emphasize this because when you get into the measurement and enforcement characteristics, you get into a jungle. But, exploring measurement and enforcement has enormous promises for increasing our understanding of economics performance as well as political performance. The exploration depends on the

promise of the new institutional economics. I think similar applications can be made to the policy" (North, 1999a, pp. 248-249).

So, the key issue is the monitoring of the characteristics of the goods and services being exchanged and understanding that as long as there is a low-cost measurement, then it is easy to enforce contracts. The ISO 18091:2014 is an executive international institution to measure the provision of goods and services of the local government. ICO Los Cabos, using the evaluation methodology based on the 39 basic indicators of public policies defined in the international standard, build a conscious and competent citizen participation based on the following premises:

(1) Although it is not an easy measurement process, we can say that the diagnosis information and measures for local governments have a reasonable cost considering that it is done with the disinterested effort of many conscientious and competent citizens.
(2) ISO 18091:2014 as an international institution is a beneficial authority on behalf of all states that are self-enforcing beyond any doubts or violations.
(3) The annual diagnosis of information and measurement for the ICO of Los Cabos has a high degree of professionalism and a high degree of legitimacy that include proposals for improvement of the common goods and services.
(4) Additionally, if we have a low-cost measurement and a low-cost enforcement, then the path to corruption will be cut.

This conscious and competent participation is building a model based on a transaction cost of executive institutional framework for local governments to make the political market more efficient.

When North (1999a) responds to Geddes and Keohane in *Competition & Cooperation: Conversations with Nobelists about Economic and Political Sciences*, his thoughts are very close to the answer that could pave way to the building of this executive institutional framework model.

North (1999a) responds to Geddes by saying that "the transaction costs of corruption certainly relate to the cost of information and the cost of enforcement which are the two underlying sources of transaction costs. If we had costless measurement of what is being exchanged in the political process and costless enforcement, then obviously the corruption process would be eliminated. But with a positive cost of information and positive enforcement characteristics, a lot of the features that Geddes highlights so effectively will come into play. I think it is worth putting it this way because when we focus on policy, we wish to focus on the reduction of information costs or on enforcement characteristics. Geddes's emphasis on the crucial role of improving the performance of the legal system is particularly important. With an independent and professionally trained judiciary, the costs of corruption rise dramatically" (p. 251).

North (1999a) also responds to the three issues raised by Keohane. One, with respect to international institutions in the absence of a third-party enforcement, how do you therefore get enforcement? Two, could international rules ever be monitored and enforced at an acceptable cost? And three, is professionalism a

source of legitimacy? Keohane points out rightly: "Where you have international agreements and where they are self-enforcing, no one has an interest in violating them. I would suggest trying to structure agreements in international markets so that the measurement costs of what constitutes adherence to, or violation of the agreement would be clear and low" (p. 249).

3.4 Conclusion: Institutional Change toward Effectiveness and Efficiency

To clarify, North, as an economist, normally uses the term 'efficiency' only to mean control cost. But for institutions, conceptually speaking, the terms *effective* and *efficient* could be used interchangeably. In this work, it can be understood that these adjectives do not mean the same thing but rather complement each other. According to the Oxford Dictionary, *effective* means successful in producing a desired or intended result; and e*fficient* (of a system or machine) means achieving maximum productivity with minimum wasted effort or expense. Thus, the difference between effectiveness and efficiency has been summed up briefly, sweetly and succinctly by Peter Drucker (1973) who says that "*being effective* is about doing the right things, while *being efficient* is about doing things right" He also said that "service institutions do need efficiency which means control cost. But, above all, they need effectiveness meaning the emphasis on the right result" (p. 58). As North & Miller (1983) affirm – "an analysis of many government programs shows that these service institutions do not benefit poor people as generally intended. As a general proposition, many government programs tend to benefit others than the very poor in our society" (p. 216).

Nowadays, the two terms are usually used separately. Citing Mandl, Dierx, & Ilzkovitz (2008): "At a time when (European Union) member states must deal with increased pressures on public balances stemming from demographic trends and globalization, the improvement of the efficiency and effectiveness in public spending features high on the political agenda. However, they also illustrate the difficulties encountered when it comes to analyzing the relationship among inputs, outputs and outcomes" (p. 1).

In ICO Los Cabos case study, it can be observed that a citizen organization has achieved a certain institutional change toward effectiveness and efficiency. It will be interesting for this research to analyze the conceptual framework explaining the institutional changes made by ICOs toward reaching efficiency by following the analytical framework of institutional change proposed by North. As Geddes (1999) says, "Douglass North has transformed the way political scientists understand economic development and institutional change" (p. 222). This author thinks that "most observers of developing countries would now agree that corruption usually reduces investment, productivity and growth" (p. 223).

In 1990, Douglas North, proficient on studies about institutions, institutional change and economic performance provided the outline for a theory on institutions and institutional change. Although it builds on the earlier studies of institutions that have been the focus of his attention for the past twenty years, it delves much more deeply into the nature of political and economic institutions and how they change. The specifications on exactly what institutions are, how they differ from organizations,

and how they influence transaction and production costs is the key to understanding much of the analysis. For North, "history matters not because we can learn from the past, but because the present and the future are connected to the past by the continuity of society's institutions" (North, 1990, Preface).

If an organization knows how to take advantage of the opportunity offered by an institutional framework to interact and produce the institutional change toward the purpose of the organization, that is effectiveness and efficiency in action to achieve a better quality of life and the common good. As North (1990, p. 7) says that "the difference between institutions and organizations is the interaction between them that shapes the direction of institutional change. Institutions, together with the standard constraints of an economic theory, determine the opportunities generated in society. Organizations are created to take advantage of those opportunities, and, as the organizations evolve, they alter the institutions. The resulting path of institutional change is shaped by one, the lock-in that comes from the symbiotic relationship between institutions and the organizations that have evolved as a consequence of the incentive structure provided by those institutions and two, the feedback process by which human beings perceive and react to changes in the opportunity set."

For North, the central focus is on the problem of human cooperation. Institutional change shapes the way societies evolve through time, hence, the key to understanding historical change–that institutions affecting the performance of economies is hardly controversial and that the differential performance of economies over time is fundamentally influenced by the way institutions evolve is not controversial either (North, 1990, p. 3). If institutions affect the nation's economic performance, it also affects social development, which is why it is necessary to analyze the human interaction taking place, in this case, mainly between ICO and the local government.

Chapters V and VI focus on how human cooperation between the local government and the citizen organization ICO Los Cabos made an institutional change toward effectiveness and efficiency possible through a new international institution (ISO 18091:2014) for local government management.

Chapter III. RESEARCH METHODOLOGY AND OWN APPROACH

1. Case Study as a Research Method

Niccolò Machiavelli (1532), in *The Prince*, wrote a political philosophy treatise concerning *the Way to Govern Cities or Principalities* (chapter V) based on study cases on government actions of other princes in Europe. In a dedication to the Magnificent Lorenzo Di Pietro De Medici, Machiavelli wrote: "I have not found among my possessions anything I hold more dear, or value so much, than the knowledge of the actions of great men acquired through long experience in contemporary affairs, and a continual study of antiquity, which, having reflected upon this with great and prolonged diligence, I now send, digested into a little volume, to your Magnificence" (p. 9).

Elinor Ostrom (1990), in the book *Governing the Commons*, provides a case study of a small-scale range of governing the common pool goods located in different countries. She describes some fundamental characteristics of successful common-pool management scheme. She argues that other solutions exist to solve the old problem for governing the common goods instead of following the theory of the state or the theory of the firm. She also argues that stable institutions of self-government can be created if certain problems of supply, credibility, and monitoring are solved. Sarukhan (2011) points out that Ostrom's research is particularly relevant in light of the current environmental problems that affect the world in a global way and gives us examples to think about new forms of relating with our renewable natural resources which are not limited to their non-consumptive conservation, but that include, principally, their rational and sustainable use. In addition, new forms of self-government have been created for those who appropriate common-use resources to achieve a certain change with profound consequences in the future for many developing nations such as the conversion of the rural population into entrepreneurs, into people who own their future (Prologue).

Bent Flyvbjerg (1998) has worked for many years on the issues of democracy and power on the local level and written *Rationality & Power, Democracy in Practice* which is an in-depth case study of politics, administration, and planning in Aalborg—a typical mid-sized North European city in Denmark. Flyvbjerg used 10 propositions which have been described earlier in this Aalborg case study to construct a "grounded theory on the dynamic relationship between rationality and power understood as a theory inductively founded upon concrete phenomenology" (p. 226).

The three selected authors have made great theoretical contributions to large issues such as *Concerning the Way to Govern Cities or Principalities*, *Governing the Commons, or Concerning the Relationship Between Rationality and Power* through case studies—or in the case of the last one, only one study has been made. This fact has encouraged me to study the case of the Integral Observatory of Los Cabos in Mexico to address the question concerning a reliable model of citizen participation in the twenty-first century that promotes sustainable development, as well as the precedent doctoral dissertation of Carlos Gadsden (2011) in the University of Essex.

His dissertation takes into account two case studies in Mexico in which he participated as a main actor: first, the process of decentralization of Guanajuato State; and second, the process of the implementation of Agenda 21 in México— "Agenda desde lo local" *(*Agenda from the Local) as an instrument for democratic governance in municipalities of the State of Nuevo Leon.

The Guanajuato case study centers on decentralization as a key tool in the process of enhancing democratic governance in the local arena and the municipalities as important political actors in the transition to fuller democracy in Mexico in the year 2000. The second case study of 26 municipalities in Nuevo Leon concerning the design and validation of Agenda from the Local[30] in Mexico, 2004—which was the embryo of ISO 18091:2014–to facilitate the internalization of the spirit of democratic governance within Mexican local governments along with innovative additional fields of public action as well as transparency and accountability.

This new case study of the Integral Citizen Observatory of Los Cabos wants to contribute to the literature concerning the updating of the ISO 18091:2014 as a valid way and as an international institutional framework not only for a quality management system for local governments but also for a conscious and competent citizen participation in the co-management of local governments to promote sustainable development and to strengthen democracy.

Choosing a case study as a research method for this work shows the example of Bent Flyvbjerg's study of Aalborg's Planning in *Rationality & Power* (Flyvbjerg, 1998) in the explanation of the phronetic social sciences, the methodological guidelines and the power of example in *Making Social Science Matter* (Flyvbjerg, 2001), and the defense of *Five Misunderstandings About Research Through Case Studies*[31] (Flyvbjerg, 2006). According to Flyvbjerg (2001), "the task of phronetic social sciences is to clarify and deliberate about the problems and risk we face and to outline how things may be done differently in full knowledge that we cannot find ultimate answers to these questions or even a single version of what the questions are" (p. 40). Therefore, his thoughts are agreeable, though it is true that this study wants to provide an answer concerning a means for a better citizen participation to strengthen local democracy through a reliable model of citizen participation, a case study by itself will not be able to demonstrate that we are not offering the only one nor the last answer to the problem concerning a better participation in democracy in the twenty-first century but a different valid way of facing this challenge. Following the logic of Aristotle in which the city-state is a moral community that should apply their power for the common good (*Politics*, Book III, chapter V), now, Flyvbjerg (2001) proposes "empowering Aristotle" and rediscovers the old Aristotelian concept of Phronesis.

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[30] "Agenda desde lo Local" (Agenda from the Local) was the implementation in México, 2004 of the Local Agenda 21 (UNDEF, 1992).

[31] In this article, Flyvbjerg (2004, 35-57; 2006, 221-241) refutes the five misunderstandings about the reliability and validity of the case study as a research method and argues about the validity of the method for each of the five misunderstandings. Reading of the article is recommended to learn more. The validity of the case study as a scientific method is not discussed today.

In 2006, the book *Making Political Science Matter* edited by Sanford Schram and Brian Caterino was conceived and designed as a critical reception of Bent Flyvbjerg's book *Making Social Science Matter* from 2001. Eikeland (2008b) made a book review and affirmed that Flyvbjerg's work was praiseworthy and interesting in many respects. But it hardly amounts to Aristotelian phronesis. It says that Aristotle emphasizes that phronesis and deliberation are about means not about ends and are also summed up simply to skip the real difficulties of the concept (p. 316). The most interesting and promising aspect of the book is that it brings together contributions from a wide variety of approaches, something highly commendable and at the same time it excludes more than 60 years of action research from the discussion without discussion (p. 317-318).

Olav Eikeland has been involved in both action research and Aristotelian studies for the last 25 years. Eikeland (2008a) wrote a complete and complex treatise on *The Ways of Aristotle: Aristotelian phronesis, Aristotelian philosophy of dialogue, and action research.* In one chapter under the title *The Challenge of Phronesis, he* discusses the relationship between the Aristotelian concept of phronesis and current action research and affirms that "he believes both action research and Aristotle have important contributions, and he also believes that these apparently opposite peripheries can meet and make a joint contribution. In order to better discuss the relevance of phronesis for action research and the relevance of both for current 'post-modern' or 'late modern' knowledge condition" (p. 16).

Eikeland (2012) relates common ways of conceptualizing action research as 'intervention,' 'collaboration,' 'interactive research,' 'applied research' and 'practitioner research' to several different ways of knowing extracted from the works of Aristotle. The purpose is not to disavow any of these practices but to expand the philosophical, methodological, and theoretical horizons to contain the Aristotelian concept of praxis. It is claimed that praxis shows needs to be comprehended in order to realize the full radical potential of doing action research by providing real 'added value' in relation to more conventional social research approaches (p. 9). According to Aristotle, "praxis is not only individual, however. Collective praxis is possible when we follow common standards, and adjust to each other communicatively, i.e. through establishing mutual and common understanding of how things should be done in concord" (Aristotle cited by Eikeland, 2008, p. 87).

In the same sense, O'Brien (2001) affirms that "praxis, a term used by Aristotle, is the art of acting upon the conditions one faces in order to change them. It deals with the disciplines and activities predominant in the ethical and political lives of people. Aristotle contrasted this with 'theoria'—those sciences and activities that are concerned with knowing for its own sake. Both are equally needed he thought. That knowledge is derived from practice and practice is informed by knowledge in an ongoing process is a cornerstone of action research. Action researchers also reject the notion of researcher neutrality, understanding that the most active researcher is often the one who has the most at stake in resolving a problematic situation."

When Kathleen Eisenhard (1989) wrote about *Building Theories from Case Study Research* she affirmed that "this kind of research approach is especially appropriate

in new topic areas. The resulting theory is often novel, testable, and empirically valid. Finally, frame-breaking insights, testing good theories (e.g., parsimony, logical coherence), and convincing grounded on evidence are the key criteria for evaluating this type of research" (p. 532).

It would be useful to emphasize citing Eisenhard (1989) saying that if "one strength of theory built from cases is most likely to generate a novel theory"(p. 546), it can be said that it is appropriate for the case study of ICO Los Cabos to deal with a new topic that is basic in the use of the model of conscious and competent citizen participation based on a new international standard which is ISO 18091:2014. But, at the same time, the author refers to some form of weakness that building theory from case studies may result in a narrow and idiosyncratic theory. "Case study theory-building is a bottom-up approach whose specifics of data produce the generalizations of the theory itself. The risks may be that the theory describes a very idiosyncratic phenomenon or that the theorist is unable to raise the level of generality of the theory" (p. 547).

In the case study of ICO Los Cabos, even if it has its own idiosyncrasy, the research-action model will not succumb to this weakness because the participation model is based on an international institutional framework so that its global replication is foreseeable. Also, Beveridge (1951) affirms that "more discoveries have arisen from intense observation of very limited material than from statistics applied to large groups" (p. 101).

According to O'Brien (2001), "action research is known by many other names such as participatory research, collaborative inquiry, emancipatory research, action learning, and contextual action research, albeit all are variations of a theme. In other words, action research is 'learning by doing' which means a group of people identify a problem, do something to resolve it, see how successful their efforts are, and if not satisfied, they try again" (p. 1).

In a more recent article, Eikeland (2018) writes, "Making space for other more praxis-based forms requires social, organizational, and institutional changes, especially concerning collective, organizational learning, and lifelong learning in the sense of providing preconditions for experiential learning by doing, through practice and reflection, in all contexts of life (...) Mainstreaming action research needs more and more adequate distinctions" (p. 123).

For Wittmayer et al. (2016, p. 952), governing sustainability is a dialogue between Local Agenda 21 and transition management. He says that "transition management can also be regarded as a research approach (e.g. implemented through an action research methodology) through which one gains an in-depth knowledge of the problems and challenges of a specific locality together with local actors and in turn provides a methodology to address these challenges in a collaborative and transdisciplinary fashion."

As we have seen in chapter II 2.1, citizen participation and democracy need to be a learning process. Széll (1994c, p. 23) makes a comparison between economic and political democracy and affirms that "it needs a very high level of competence and

consciousness. It is a process of trial and error. Economic democracy is a necessary complement for political democracy." And he continues by saying that "when we complain today that there is no functioning self-management system on a large scale, we have to remind ourselves that we can only learn from our own faults. If we already had a perfect system, it would function everywhere." For this reason, the case study of ICO Los Cabos is a self-management system for governing the common good that allows us to 'learn by doing' in a new way to achieve local citizen participation in local governments in the twenty-first century.

Having seen chapter II, it can be said that a case study research contributes to create political collective intelligence. According to Moglia, Alexander, & Pérez (2011), "however, it can be argued that there needs to be further transparency, openness and rapid review, and perhaps practitioners of case study research who should find new ways of facilitating this collective learning. Much could be learned from the IT community where numerous (moderated) mechanisms (blogs, Slashdot, etc.) exist for quick, open and transparent review and discussion within a specialized community. If one can trust a case study research, it can be a powerful tool; not to mention its capacity to help develop abductive reasoning. Better abductive reasoning is likely to fast-track scientific learning by consistently choosing more accurate theories and models of reality" (p. 2899).

2. Methodological Guidelines Behind the Research Method

It is interesting to follow the conceptual and methodological guidelines behind the research method of a case study done of Aalborg's Planning Department. Bent Flyvbjerg (2001) calls phronetic social science (p. 145) an in-depth analysis method and in one of his later books *Making Social Sciences Matter*. For Széll (2005), "Flyvbjerg pleads for the renaissance of the old Aristotelian concept of *Phronesis*. This concept signifies that besides the dominating principles of 'techne and episteme'—which may be translated as technology and science—scientists should strive for the 'good society.' For, if the production process of goods and services continue to take the primary place in society, and everything points into this direction, then it will be decided within this realm, if we will ever reach a good society–globally and everywhere else" (p. 74).

According to Olav Eikeland (2008a), "the concept of 'phronesis' (Greek) usually translated as 'prudence,' 'practical wisdom,' or 'judgement' in English, is in the process of being rediscovered by many people within many different disciplines" (p. 15).

Depending on Flyvbjerg (2001, pp. 129-140), one of the central tasks of phronetic research is to provide concrete examples and detailed narratives of the ways in which power and values work together in Aalborg planning project and with what consequences and to whom these consequences befall. It also suggests how the relationship between power and values could be changed to work with other consequences. Insofar as planning situations become clear, they are clarified by detailed stories of who is doing what to whom. Clarifications of that kind are a principal concern for phronetic planning research which provides a main link to praxis. The methodological guidelines for phronetic research are as follows:

(1) Focusing on values
(2) Placing power at the core of analysis
(3) Getting close to reality
(4) Emphasizing "little things"
(5) Looking at practice before discourse
(6) Studying cases and contexts
(7) Asking "How?" and doing narrative
(8) Joining agency and structure
(9) Dialoguing with a polyphony of voices

He explained the methodological guidelines for phronetic social sciences in studying Aalborg University case which is based on a contemporary interpretation of the classical Greek concept phronesis variously translated as practical wisdom, practical judgement, common sense, or prudence. Such research poses itself to answer four questions of power and values for specific instances of planning—following Aristotle on the first, third, and fourth questions, and adding the second one in order to ensure that the study would adequately deal with the issues of power:

(1) Where are we going with democracy in Aalborg?
(2) Who gains and who loses by which mechanisms of power?
(3) Is it desirable?
(4) What should be done?

And "the main sources for answering the questions were archival data, interviews, participant observations and informants" (Flyvbjerg, 2001, p. 145).

In this case study of the "Observatorio Ciudadano Integral Los Cabos, OCI" (Integral Citizen Observatory of Los Cabos, ICO) four similar questions have been posed:

(1) Where are we going with democracy and citizen participation in Los Cabos?
(2) Who wins and who loses with this quality management system for local governments?
(3) Is an international institutional framework for citizen participation desirable?
(4) What should be done to reach a reliable citizen participation model in local governments?

The main goal of this research is to analyze the case study of the Integral Citizen Observatory of Los Cabos in Baja California Sur to answer the four silver questions with the objective to propose a replicable model of citizen participation in local government based on ISO 18091 international standard on quality management of local governments.

Likewise, in the next section, the main sources for answering the four questions will be discussed such as the archival data from February 2017 participant observations through a field work in Los Cabos, interviews with public servants, local media, ICO members, and a pool survey of ICO members during 2015-2018.

3. Protocol

The protocol for the investigation of the case study has been based on (Shaw, 1999, 65) and on the adaptation of the elaboration of the scheme (Martínez, 2006, 182) in the following phases:

Phase 1: The beginning is the state of art of the citizen participation in local government, the justification of the research, and the main objective of the research included in chapter I.

Phase 2: Conceptual framework in chapter II and research methodology and formulation of questions in chapter III.

During Phase 2, participation in international events and working groups related to the research topic made room for conversation with citizens from different countries, town mayors, public servants, academicians and experts who had actively contributed to the conceptual framework and the formulation of the questions.

2.1 Habitat III. (Quito, 2016 October)
The United Nations Conference on Housing and Sustainable Urban Development which is held every 20 years and the new 2030 Urban Agenda were approved by the representatives of the member countries of the United Nations. Habitat III took place in Quito, Ecuador with the aim of revitalizing the global commitment toward sustainable urbanization and focusing on the implementation of the 2030 Agenda in which citizen participation is one of the keys to achieving the 17 Sustainable Development Goals (SDGs). In most presentations, the theme of citizen participation was key to the construction of fair, prosperous, sustainable, equal and safe cities and human settlements. There were five events where the topic of ISO 18091:2014 was specifically addressed as a management model for municipal governments with the inclusion of citizen participation. They were attended by the author of this thesis.

2.2. International Conference on Democracy and Participation in the Twenty-First Century (Lisbon, July 2017)
In this international meeting organized by the International Sociological Association (ISA), RC10 Participation, Organizational Democracy and Self-Management, more than 200 speakers from five continents participated and debated on the topic of participation. Many roundtables dealt with the proposed models of participation in local governments, including implementation cases of participatory budgets. The state of the art of this research under the title *Integral Citizen Observatory of Los Cabos: Conscious and Competent Popular Participation* was presented and its subsequent publication (Ostos, 2018) was included in the journal *Revue Internationale de Sociologie* (International Review of Sociology).

2.3. International Symposium: Crisis of Democracy? Chances, Risks, and Challenges - A comparison between Japan (Asia) and Germany (Europe). (Osnabrück, 2018 March).
This interdisciplinary symposium at the University of Osnabrueck was organized by "Deutsch-Japanische Gesellschaft für Sozialwissenschaften E.V." [German-Japanese Society for Social Sciences] where more than 100 experts intended to shed light on

the future of our democracies, economies, and politics, socialization in families and schools as well as related changes in values to name a few. Since the future of democracy is closely related to the process of political globalization, the conference also focused on new forms of supranational political organization and regional integration.

2.4. Smart City Expo World Congress: Join the Urban Innovation (Barcelona, 2015 November); Urban Innovation Toward Equitable Cities (Puebla, 2016 February); Cities for Citizens. Citizens Changing Cities (Barcelona, 2016 November); Empower Cities. Empower People (Barcelona, 2017 November).

Smart City Expo World Congress is the leading international event on urban development in order to empower cities and collectivize urban innovation across the globe. Through promoting social innovation, establishing partnerships and identifying business opportunities, the event is dedicated to creating a better future for cities and their citizens worldwide. It annually welcomes more than twenty thousand visitors, 700 cities, 400 speakers, 800 exhibitors. Smart City Expo Latam Congress[32] is a macro event in Mexico and Latin America whose first edition took place in 2016 in Puebla. There were more than 10,000 visitors, 350 cities, 250 speakers, 200 exhibitors, and it was from this event where the concept of smart city was actively transformed from the primacy of technological innovation toward citizen participation and sustainability. It can be verified by the continuous attendance of the author of this research to these listed congresses, the selection of the contents of the discussion tables and the development of the topics from two World Congresses: in 2016, 'Cities for Citizens. Citizens Changing Cities,' and in 2017, 'Empower Cities. Empower People.'

2.5 Technical Committee Smart Cities. ISO UNE:178 (Madrid, 2015-2019)

UNE is the Spanish representative for discussions with international standardization bodies (International Organization for Standardization, ISO). Spain occupies a leading position in the field of Smart Cities standardization and recommendations presented by UNE on integrated management systems for smart city approved by the International Telecommunications Union (ITU), (Red.es, 2018). In 2015, UNE CTN 66/SC1/GT 9 "Gobierno local" (Local Government) asked for membership participation to which 70 proposals were submitted and 54 were accepted—which was about 80 percent of the total contributions made by the author of this research and became part of the Spanish national standard UNE 66182:2015, a guide manual titled *Comprehensive Evaluation of the Municipal Government and its Development as a Smart City* promoted by the Spanish Federation of Municipalities and Provinces (FEMP) to offer the adaptation of the international standard ISO 18091:2014 for Spanish local governments alongside the logic of a smart city.

2.6 Technical Committee ISO 9001:176 Working Group 04. (Madrid, 2016 May; Rotterdam, 2016 November; México, 2017 June (online assistance); Milan, 2018 June; Azores, 2018 November).

Madrid and Rotterdam meetings were held in 2016 where the author of this research attended as an observing member, but in 2017, Spain nominated the

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[32] For more information see official website: https://smartcityexpolatam.com/

author of this research as an expert in the Technical Committe ISO 9001:176 WG 04. This meeting was integrated by 77 other experts representing 34 countries with the objective of reviewing ISO 18091:2014 quality management systems and Guidelines for the application of ISO 9001:2008 in local government to the new ISO 9001:2015 and the 2030 Agenda. After three years of work and sessions in Hong Kong, Madrid, Rotterdam, México City, Bali, Milan and the Azores ISO 18091:2019 was included in Agenda 2030 by votation with 64 countries in favor, 23 abstentions and 3 negative which represented 96 of positive votes.

2.7 International Seminar on Communication and Technology: Opportunities for Participation and Democratization of Organizations (Madrid, July 2019)

During the 31st International Seminar organized by Iberoamerican Research Association in Sociology of Organizations and Communication (AISOC), International Sociological Association (ISA): RC 14 Sociology of Communication, Knowledge and Culture and "Universidad Nacional de Educación a Distancia (UNED)," Carlos Gadsden organized a thematic table from UNED online with Latin America under the title Participation: Integral Citizen Observatories and Transparency in the UN 2030 Agenda with the goal of presenting in Spain the new ISO 18091:2019 through real experiences during the implementation of ISO 18091. Local government experiences were shared live and online by Mayor Luis Alberto Arriaga, and Miguel Ángel Balandra, planning director of the Municipality of San Pedro Cholula Puebla (Mexico), Francisco Javier Velázquez, town mayor of the Municipality of Poza Rica, Veracruz (Mexico), and Jorge Arias, technical secretary of the municipality of San Luis de Potosí, Mexico City (Mexico); Likewise, from the perspective of the citizens: Margarita Díaz, president of the Integral Citizen Observatory of the Municipality of Los Cabos, Baja California (Mexico); Fernanda Vázquez, president of the Integral Citizen Observatory of the Municipality of Celaya, Guanajuato (Mexico); and Edgar Cruz, president of the Integral Citizen Observatory of Tlaxcala, State of Tlaxcala (Mexico). Diego Maldonado, a delegate of the "Veeduria Distrital de Bogotá" (District Inspection of Bogota) who coordinates 21 Integral Citizen Observatories intervened from Colombia, and from Brussels, Santiago Martín Gallo, a consultant in the United Nations Development Program (UNDP) and coordinator of the program of the location of the Agenda 2030 in Brazil with the collaboration of the National Confederation of Brazilian Municipalities (CNM) through the Mandala tool which is the annex B of ISO 18091:2014. This tool monitors the Global Agenda in 5,570 Brazilian municipalities in such a particular way. It includes not only large metropolitan areas which are connected to global markets, but also small municipalities with strong urban rural links. Attendance to this as a moderator makes one become aware and value what was happening in this online discussion table where 19 speakers of different experiences from 14 different countries and networks participated (two town mayors, three municipal governments, five citizen observatories, two observatory networks, one university observatory, one United Nations agency) with a special note on ISO 18091:2019 being a collective political intelligence for the implementation of the 2030 Agenda (Ostos, 2019).

Phase 3: Case Study of the Integral Citizen Observatory of Los Cabos

3.1 Context Analysis

      3.1.1 Context Analysis: Successful Cases of Citizen Participation in Local Government in Latin America in chapter IV.

      3.1.2 Context Analysis: Case Study which includes brief references to the institutional framework for decentralization and 'Agenda from the Local' in Mexico, and historical, political, social, economic analysis of Los Cabos and the diagnosis of the Integral Citizen observatory of Los Cabos in chapter V.

3.2 Field Trip to Los Cabos, Baja California from February 26th to March 5th, 2018

      3.2.1 *Previous actions*
— Online newspapers Data analysis
— Contacting the president and other ICO members to prepare the agenda
— Request for digital documentation
— Selection of interviewees
— Choosing the best time for the field trip
— Sending a formal letter to request an interview with the town mayor and the municipal government team
— Preparation of the interview outlines

      3.2.2   *Field Trip to Los Cabos*
— Interview with the town mayor of Los Cabos and 8 key people of his team
— Interview with the promoters, members and the two presidents of ICO Los Cabos—17 key people in total from ICO 2015-2018
— Interview with the local media: *Radio Cabo San Lucas and Diario El Independiente*
— Interview with the other main actor in the city: "Consejo Coordinador de Los Cabos, CCC" (Los Cabos Coordinating Council) and the National Chamber of Commerce, Services and Tourism of Los Cabos (CANACO)
— Visit to the city both in the touristic development area and in the most popular colonies, as well as visiting an organic farmer in the interior part of the town.
— Attendance as an observer in a training course in ICO Los Cabos organized by Carlos Gadsden (FIDEGOC).
— Attendance as an observer in an internal meeting of ICO Los Cabos
— Attendance as an observer in the delivery of Diagnostic 2 ICO Los Cabos to the town mayor
— Attendance as an observer in the ICO meeting with the Mexican Institute of Finance Executives
— Request for sensitive paper documentation

      3.2.3   *Survey of ICO Los Cabos Members 2015-2018*
— Contacting the quantitative and qualitative analysis expert team that will help carry out the analysis
— Preparation and writing of the questionnaire

— Sending the questionnaire to the qualitative and quantitative team for observations or contributions
— Design of the survey mobile phone application and the anonymous collection of answers directly in the format of an Excel table for its coding.
— Coordination of the sending of the survey through ICO president's contacts.
— Sending four WhatsApp messages with the survey from the mobile phone of the president of ICO los Cabos to the personal mobile telephone of each member of the ICO 2015-2018 and an automatic response through the survey mobile application: (2018, October 19; 2019, February 7; 2019 Mars 16; 2019 April 12)

Phase 4: Data Analysis
    4.1 Transcription of the interviews
    4.2 Data coding survey
    4.3 Document review
    4.4 Descriptive Analysis
    4.5 Semiotic Analysis
    4.6 Contingency and Observed Frequencies Analysis

Phase 5: Global Analysis of the Case Study in Chapter V.

Phase 6: An in-depth analysis as a comparison of the results of the case study with the concepts of the literature in chapter VI: A Framework for a Reliable Citizen Participation in Local Government.

Phase 7: Conclusions in Chapter VII.

In chapter IV, cases of citizen participation in local government in other Latin American countries, for instance, Brazil and Colombia will be shared and a special mention on why the Integral Citizen Observatory of Los Cabos among many other citizen observatories in Mexico was the selected case study of this research.

Chapter IV. SUCCESSFUL CASES OF CITIZEN PARTICIPATION IN LOCAL GOVERNMENT IN LATIN AMERICA

Popular Participation (PP) has a long tradition in Europe at a local level. The state developed from city self-government, and with it, democracy (Canfora, 2006: cited by Széll 2018a, p. 36). According to Széll (2018a), "popular participation is its very base and has a long historical process which started with the labor movements in the 19th century. Germany has been a leader for many reasons since then, however, not without contradictions and many setbacks. The European model of PP in local governments is based on self-government and the principle of subsidiarity, i.e. everything should be decided on the lowest possible level. There are numerous different forms of PP with its legal bases found in the Constitution and laws. The topic of PP is surely one of the most important issues in today's world, characterized by many crises (financial, economic, political, social and religious). The main challenges are the risk of anti-democratic, fundamentalist, terrorist movements on the one hand, and the question of sustainability, on the other hand" (p. 35). As mentioned by Széll (2016), "today, innovation in popular participation came quite often from the Third World and not from the rich countries" (p. 2). The author refers to Participatory Budgets as the 'renaissance' of popular participation.

We have seen very good models of citizen participation in Latin America that are certainly worth mentioning: Brazil, Colombia, and Mexico.

1. Participatory Budgeting in Brazil

Participatory Budgeting (PB) began nearly three decades ago in Porto Alegre, one of the most populated cities in Southern Brazil as a summary of the case study made by four investigators Bhatnagar, Rathore, Moreno Torres, and Kanungo (2003) in a working paper for the World Bank, referring to Participatory Budgeting in Brazil. Porto Alegre was a city where, despite a high life expectancy and literacy, a third of the city's population lived in isolated slums at the city outskirts and lacked access to public amenities such as clean water, sanitation, medical facilities, including schools. To overcome this situation, certain innovative reform programs were started in 1989 and participatory budgeting emerged as the centerpiece of these programs. Participatory budgeting was initiated and supported by three town mayors elected from a coalition led by the Workers Party, and their staff. PB is a process through which citizens present their demands and priorities for civic improvement, and influence through discussions and negotiations the budget allocations made by their municipalities. The success of people's participation in determining the use of public welfare funds in the city of Porto Alegre has inspired many other municipalities to follow suit. So far, out of the 5,571 municipalities in Brazil, more than 140 (about two and a half percent) have adopted participatory budgeting.

The key elements of the participatory budgeting systems according to the case study (Bhatnagar et al., 2003) are:

> (1) Inclusion/Participation. The primary empowering aspect of participatory budgeting is the participation of low-income segments of the population and their influence on the decision-making process. PB has encouraged the active

participation of various segments of civil society in a process that earlier involved only the elected representatives. While allocating resources, PB gives priority to the needs of the poor who constitute most of the population. According to the official estimate, about 40,000 citizens of Porto Alegre participated in public meetings to allocate about half of the city budget in 1999.

(2) Accountability. Transparency remains the core of participatory budgeting even though the procedures might differ from one municipality to another. To initiate the discussion on the priorities of each region, the administration must share its economic and financial position with the people. While establishing the relationship between the administration and the citizens, it is made clear that popular demands cannot exceed the financial resources of the municipal administration.

(3) Local organizational capacity. In various localities, local community groups are formed to raise their demands and influence budget decisions through their representatives. The public representatives are expected to demand that budget allocations be based on important community considerations rather than any individual interests.

Without a doubt, Porto Alegre, through the Participatory budgeting (PB) is a great model of citizen participation that must continue to advance, which in fact, the City Council of Madrid implemented for the first time in 2016. But we can appreciate the limits of the Participatory Budgeting through the following:

(1) Citizens can be involved in the allocation of a small percentage of the city's total budget, though we cannot give an exact figure overall for almost three decades of participatory budgeting because the application of the method has been different in each country and continent (Brazil, Latin America and Europe). But we can affirm that citizen participation decides on a non-representative percentage of the municipality budgets, in the range of two to 12 percent, though it is an amount that is elevated, and in very few cases exceeds 20 percent of the municipal budget. Additionally, in the case of studies on the experience and good practices in participatory budgeting in 10 municipalities of Argentina, Martínez & Arena (2011) revealed that "the average level of citizen participation was two and a half percent. More so, the level of participation among half of the municipalities did not exceed one and a half percent over the total local population" (p. 31).

(2) Demands made by the citizens can indirectly influence long-term planning by participatory budgeting, but citizens do not participate in the strategic plan of the city. The function of participatory budgets is to prioritize the expenditure of a limited part of the budget. This means participating in the decision on the distribution of a small part of the resources in neighborhood infrastructures that it implies, particularly the improvement of a determined local public policy. Likewise, the proposals and demands made by the citizens through the participatory budgeting can indirectly

influence long-term city planning, even though they do not participate in the city strategic plan or in a long-term local government agenda.

(3) Participation does not affect the efficiency and effectiveness of public policies. Although positive side effects of transparency are unquestionable because of the avoidance of budget deviation to non-priority issues, clientelism is eliminated to be able to respond to the evidence of inefficiencies since PB, in any case, is not an instrument designed for excellence in municipal government management because the only possibility for improvement is to measure oneself. So, it is necessary to have target indicators that can tell if the goals are met. Public policies must be evaluated in order to achieve the local strategic plan. In the same way as Sintoner (2005) points out the limit of PB by saying that "the problem is that, on the other hand, without modernizing public bureaucracy, for instance, the rapid introduction of a budget-based approach to objectives, the impact of participatory budget in terms of efficiency can only be limited" (pp. 1–17).

(4) PB is always a prerogative given by the local government with the scope, objectives, and organization controlled by them. The local government decides whether the initiation of the process of participatory budgets should be done, or if the scope of citizen participation can be widened, or the percentage of budget can be debated on and to what extent citizen results must be considered. It is the municipality that directs the meetings, collects the proposals and controls the participatory process. In short, it is a process from top to bottom.

2. "Bogotá, Cómo Vamos" (Bogota, What's Going On) in Colombia

Colombia, since the 1991 Constitution, has a complete institutional framework to promote citizen participation. Although, as Higgins says (2013) – "Colombia has had a constitutional instability for more than a century. But the rejection of corruption, the boredom of violence and narco-terrorism were the triggers that ultimately led to a new political constitution for the Republic of Colombia. In the Constitution of 1991, it went from a representative democracy to a participatory democracy which at least in its spirit preserved the new social state of law. In addition, the mechanism of the guardianship served as an agile and summary instrument to protect the fundamental rights of people when they are threatened or violated" (p. 68-69).

"Bogotá, cómo vamos" (Bogota, What's Going On) is an initiative of the civil society; *El Tiempo* was founded in 1911 and is the dean and largest newspaper in Colombia; *Pontificial Javeriana* University, the Chamber of Commerce of Bogotá and Corona Foundation that began in Bogota, Colombia in 1998, carried out an analysis on the quality of life and the performance of the municipality combining an analysis of technical indicators with citizen perception, and with the objective of knowing the performance of the local government to improve the quality of life of the citizens and promote public participation. For more than 20 years, the program has been characterized by exercising effective social control over the public management of the capital. It is a model that has inspired the creation of 16 initiatives of *cómo vamos?* in the main cities and regions of Colombia and has been replicated in 14

countries in Latin America and the Caribbean within the "Red de Ciudades Cómo Vamos"(What's Going On City Network).

Based on a set of indicators that account for the quality of access to basic goods and services, the "Bogota, What´s Going On" *Quality of Life Report*[33] is presented annually with public and private information available and comparable over time, including annual surveys. It seeks to be a tool for both the Administration and citizens to know how the city is and can make decisions that improve their future.

Diego Calderón (2015) has highlighted that "the role of Bogota, What´s Going On in the dialogue between government and civil society can be found in the program which is practically to monitor public administration in Bogota. Thus, the role of management and social control as a participatory authority arises and allows civil society to visualize and monitor the local government through technical indicators and perception" (p. 233).

Although we are in total agreement with Bogota, What´s Going On program, it is the great effort of the citizen participation model that actually works and has been improving for more than twenty years throughout the cities and the whole region as Calderón (2015) concludes that the program "Bogotá, cómo vamos" (Bogota, What's Going On) emerges as a mechanism of dialogue between the government and civil society. This fulfills the function of observing the public administration of Bogota where a space for management and social control is open for fiscal and participatory body allowing civil society to visualize and monitor efficiency and effectiveness through technical indicators and perception of the Bogota government plan" (p. 241). Also, Gómez (2005) affirmed that "Bogotá, cómo vamos" is a mechanism of accountability and control of public policies.

We appreciate the limits of "Bogotá, cómo vamos"
> (1) It is an initiative of the citizen observatory created by four prestigious social initiative organizations in Bogota: *El Tiempo*, *Pontificial Javeriana* University, the Chamber of Commerce of Bogota and Corona Foundation. Therefore, it is not a citizen initiative with four private sponsorships covering the operating expenses of the citizen observatory but four private organizations leading the project of supervising the local government management. Despite the fact that it includes a technical committee of experts and citizens to observe and evaluate the process of public services, the door is left open to the suspicion that some of the private interests of the promoters could have some influence on the evaluation of the performance of the municipal government.
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> (2) More than 500 indicators are examined in the Bogota Quality of Life Report as "Bogotá, cómo vamos" (Bogota, What's Going On): education, health, citizen security, road mobility, economic development, the environment, public services and housing, among others. During the last

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[33] To know more about Bogota Quality of Life Report http://www.bogotacomovamos.org/blog/conoce-como-hacemos-el-informe-de-calidad-de-vida/ and the last one 2017 https://assets.documentcloud.org/documents/5425905/Informe-De-Calidad-de-Vida-2017-FINAL.pdf

implementation of Bogota D.C. Development Plan the Sustainable Development Goals of the 2030 Agenda of the UN were considered. There is a directive committee formed by the representatives of the four promoters, and a technical committee who both make the agreements to define the criteria for evaluation, communication and verification together with experts and citizens through forums, technical working tables and citizen debates. Therefore, the indicators have not been created by an institutional framework prior to the evaluation, it is the directive committee and technical committee "Bogota, cómo vamos" who define the indicators and measure the efficiency and effectiveness in the management of public goods and services of the local government.

(3) In addition, from the report on Quality of Life, "Bogota, What's Going On," an Annual Survey on Citizen Perception (2018)[34] of public services and the performance of the town mayor is conducted which is useful when it comes to knowing the quality index perceived in the provision of public services. But, since it is a public poll based on opinion, it is always questionable—the questionnaire and the time when the survey was conducted—because some political factors more than the real ones could influence the citizen's evaluation of the local government's performance and the popularity of the mayor.

(4) The relationship between the local government and the evaluators is limited to the right of petition based on transparency, accountability, open data in Colombian regulations, and its subsequent analysis, but there are no working meetings between evaluators and public servants of each area. The official documents remitted by the public servants from more than 30 municipal organizations are analyzed in detail by the technical committee with those from previous years in a comparative way in order to provide an added value to the analysis and information received though the annual report does not provide with proposals from the citizens to improve the management of public goods and services.

Despite its limits, Calderón (2015) states that "Bogota, What´s Going On, citizen participation, and social accountability are some of the tools of social control that allow the new public management to have a higher quality as well as efficiency and effectiveness in the management of public goods and services. In this way, institutional performance is improved, that is, the capacity of public institutions to respond to social demands and to guarantee citizens' rights" (p. 240).

3. Selecting One Case from the Citizen Observatory in México

In addition to these two important citizen participation initiatives in local government in Iberoamerica, participatory budgeting in Porto Alegre, Brazil and "Bogotá, cómo vamos", Colombia that have been replicated for years and in many

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[34] For more information, consult the latest Citizen Perception Survey (2018)
https://assets.documentcloud.org/documents/5410918/EPC-2018-FINAL.pdf

cities around the world, the third model of citizen participation that will be discussed is the Citizen Observatories in Mexico and specifically those that have followed the model of the Agenda 21 in Mexico—"Agenda from the local"—which has finally become an international standard called ISO 18091.

"In Mexico, everything indicates that the emergence of Citizen Observatories dates back to the year 2000 precisely from the change of regime when expectations began to grow around citizen participation and the citizens decided to organize themselves to have a greater influence on public policies" (Nadal & Lara, 2014, p. 108).

Este País Foundation promoted the creation of an information system about Citizen Observatories through an internet portal.[35] Although it does not represent anything statistically speaking, it is the most complete source of information done by interested parties who filled out a form. According to the Overview of Citizen Observatories in Mexico, a research by *Este País* Foundation (2009), there was a total of 95 citizen observatories in Mexico. The Study also identified 38 citizen observatories in Spain and in Latin America; 33 in Colombia, 26 in Argentina, 21 in Brazil, and 18 in Chile.

In the case of Colombia, we must know that the town mayor of Bogota D.C. is not the highest political authority in Bogota—a distinction that belongs to the District Council, the body in charge of creating municipal agreements and politically monitoring the town mayor. The mayor's office of Bogota is in turn decentralized in twenty local municipalities (localities), each of which has its own 'local' mayor. This means that citizen observatories have been promoted in Bogota D.C. not from the town mayor but by government institutions. "Observatorio Ciudadano Distrital, OCD" (District Citizen Observatory) is an initiative that was created five years ago by the "Veeduría Distrital de Bogotá"[36] (District Inspection of Bogota) in compliance with its mission as a preventive control entity and promoter of social control in Bogota whose role is to technically accompany a group of citizens to organize missions around the figure of the District Citizen Observatory (*OCD*). "*The Veeduría Distrital of Bogotá* offers ongoing trainings to more than 120 citizens who voluntarily comprise it and participates in representation of organizations i.e. on behalf of other 20 local citizen observatories within Bogota D.C either collectively or individually with the objective that citizens have the tools and the same basis of dialogue as public servants on issues such as public procurement, budget, water quality, etc. The *OCD* uses the district monitoring tool based on the international standard ISO 18091:2014 which addresses four axes of analysis integrated by 39 indicators and 164 sub-indicators in the annual result report. In addition to evaluating public policies there are observations, recommendations and requests that can be followed in a complete map of district commitments and compliance in real time through a platform whose objective is to promote citizen participation and compliance with the commitments signed between the District Administration and citizens http://colibri.veeduriadistrital.gov.co/" (Maldonado, 2019). The classification of the Citizen Observatories proposed by *Este País* Foundation (2008) by origin is the following: academic, coalition of civil society organizations,

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[35] The internet portal www.observacionesciudadanos.mx

[36] To know more see https://www.veeduriadistrital.gov.co/

governmental, civil society organizations, and not specified. This information is relevant because it can define the level of autonomy of the social actors and their financial independence. But for this study it seems very relevant to classify citizen observatories based on the use or not of an international institutional framework for its exercise of social monitoring and permanent request and accountability of the local government called ISO 18091.

In 2005, the model of "Agenda desde lo local" (Agenda from the local) began the process of its standardization at an international level called ISO IWA 4 (the antecedent of ISO 18091:2014). "ISO IWA 4 was translated into 9 languages: Arabic, Chinese Mandarin, Slovenian, Spanish, French, English, Italian, Portuguese, and Russian; and even more satisfactorily, Bolivia, Botswana, Costa Rica, Ecuador, Slovenia, Spain, Holland, Indonesia, Italy, Mexico, Peru and Ukraine have adopted it as a national standard" (Gadsden & Hevia, 2014, p. 47).

This international model of municipal management is a tool that also allows creating an institutional framework for citizen participation in local governments. Carlos Gadsden & Teresa Hevia (2014) did a study on Citizen Observatories of León, Aguascalientes, and Coyomeapan based on the international standard ISO 18091:2014. These three cases of Citizen Observatories in Mexico based on the international standard, as well as the Citizen Observatories of Bogota in Colombia, Gaborone in Botswana, Loro Chiuffena in Italy, in San Fost d'Camsenteice, Getafe, Móstoles, and Gexto in Spain based on ISO 18091 have always been a governmental initiative.

Flyvbjerg (2001, p.81) said that "like other good craftsmen, all that researchers can do is use their experience and intuition to assess whether they believe that a given case is interesting in a paradigmatic context, and whether they can provide collectively-acceptable reasons to choose the case."

These cases in Iberoamerica have been selected because at present the most urbanized regions in the world are Latin America and the Caribbean which exceeds 80 percent of its population living in urban areas. In addition, Iberoamerica is one of the most cohesive regions of the world due to the common language and culture with different development rates. In this region, there are young democracies whose institutional development is not yet consolidated. This means that citizen participation and social innovation play a key role in consolidating their democracies and in contributing to the institutional strength to achieve the common good.

The Integral Citizen Observatory (ICO) of Los Cabos among all others citizen observatories is the adequate choice as a case study to investigate new forms of citizen participation for three reasons: the first is that within the classification of citizen observatories, it has a global institutional framework for action, that is ISO 18091; the second one is that ICO Los Cabos is purely a citizen initiative, a group of free citizens who have decided to establish themselves '*ex professo*' to participate in the co-management of their municipal government; and the third reason is that this group that does collective action has decided to participate in a conscious and competent manner not only by monitoring the local government but also by gauging the value proposals that are part of the 2015-2018 Municipal Development Plan.

"Part of these objectives are those derived from the very complete 'Diagnosis 0' that organizations and citizen leaders of the Integral Citizen Observatory Los Cabos presented to the community" (ALC, 2016, p. 3). And the Diagnosis 3 proposals are part of the strategic axes of the public policies of the City Hall Los Cabos (ALC, 2019, p. 101).

Chapter V.   A CASE STUDY OF LOCAL CITIZEN PARTICIPATION IN LATIN AMERICA: INTEGRAL CITIZEN OBSERVATORY (ICO) IN LOS CABOS, BAJA CALIFORNIA, MEXICO

1.   Origin of the Municipal Institution in Mexico

Jorge Laris (2001, chapter III), who carried out an analysis of the municipality in Mexico, affirms that the antecedents of the municipality in the pre-Hispanic era can be traced back in the socially and territorially self-sufficient *Calpulli* organization of the indigenous world. According to Zapata & Meade (2008), the *Calpullis* were agrarian communities in the Aztec Empire who enjoyed a certain degree of autonomy. "But, Spain instilled the Greco-Roman municipalism tradition in the indigenous communities and established the principle of municipal autonomy and suffrage, including a democratically-elected government, the responsibility of officials and the differentiation of functions between the state and the municipality. The municipal institution as a form of political organization was used as a mechanism to conquer and control the territory in our country Mexico" (pp. 1-2).

Laris (2001) also said, "Many of the current municipal institutions trace their origin in the rich municipal life of Rome. In Spain, the municipal institution founded by Rome subsisted in the Godo Empire and was essential in the process of reconquest. the Spanish monarchs granted village letters or population rights in order to legally protect the settlement in border areas through municipal jurisdiction. In Mexico, this fashion was practiced with the Tlaxcaltecs during the conquest of Mexico helping them to populate new cities along with Spanish neighbourhood as what did happen in Saltillo, Aguascalientes or San Marcos, among others. The Spanish municipalities were composed of a town mayor, 'regidores/concejales' (councilors), 'síndico/procurador' (trustee or solicitor). The *Cabildo*, which was the Spanish municipal agency in the Americas, gave legal form to the colonial cities and acted therefore as the extension of the rich municipal life of the old town halls of Castile and Aragon. It can be said that the colonization of New Spain was made through the foundation of the municipalities. The municipality that was transplanted from Spain to Mexico followed three currents: one, Visigoth with the Concilium or Council, which means town hall; two, Romana, with the regime of aediles; and three, Arabic, with the figure of the town mayor. In colonial times, the municipalities were responsible for the public works of their communities such as bridges, roads, urban planning, drinking water, lighting, police, and organization. The municipality was a source of law through the ordinances, and the council exercised a judicial function through its town mayors" (p. 111).

Eduardo Andrade (2009, chapter II) makes a broad analysis of the historical background of municipal law from prehistory to the independence of municipalities in Mexico. According to Andrade, though in the tradition of Castile, the municipalities enjoyed considerable autonomy while the power of the Catholic Monarchs was strengthened and the municipality lost power in the Iberian Peninsula which had been transposed to American lands. But Hernán Cortés, a connoisseur of political reality and with legal and practical experience of municipalities, founded Villa Rica de la Vera Cruz, the first municipality in New Spain, in 1519 against the will of the Governor of Cuba and issued the first

ordinances of Mexican municipal law for the political and administrative organization of the municipality called 'Ordenanzas de Cortés' (Ordinances) producing two sets of documents in 1524 and in 1525 known as the Municipal Plan. Initially, only Spanish people had the right to organize themselves politically in the form of town halls. But shortly after, in 1531 the same right was granted to the Indian people. Peralta (1985) states – "With the progressive establishment of the municipalities Cortés complied with the legal requirement of the conquest and allowed him to act on behalf of the king and to institute the positions acquired by the conquerors" (pp. 78-79). Solórzano notes – "It was the beginning of the proliferation of municipalities in Mexico" (pp. 21-22).

As for the interference of the central authorities, it was a logical consequence of the real authority in municipal life, which was a common phenomenon in Spain and in the new lands, that the Viceroy also assured the supervision of the municipalities. Governors and town mayors of major cities elected by the king openly intervened in smaller cities and a representative of the king was always present in the city hall of Mexico City. And, in the eighteenth century with the arrival of the Bourbon dynasty, Felipe V adopted political and administrative measures aimed at the rationality of public service and a greater centralization of power in the figure of the king (Andrade, 2009, p. 30).

Carlos III was called the best mayor of Madrid because he managed to rebuild a city that lived up to the standards of European capitals: buildings, large avenues, sewerage, lighting. He promulgated the 'Intendant Ordinance' which meant a new territorial political organization of the colonies that had the effect of centralizing power in the hands of Spain and limiting the power of the Viceroyalty (Zapata & Meade, 2008, p. 5). At the beginning of the nineteenth century in Mexico City, the abdication of Carlos IV was known in favour of his son Ferdinand VII and the transfer of the titles to Napoleon Bonaparte on July 14, 1808 which sparked the discussion about the nature of the relationship between New Spain and the Metropolis. The Convocation of Courts for the domains of America and Asia on February 14, 1808 meant that each city council should elect a deputy as its representative and that it should originate from the municipalities. By this means, the members of the municipalities of American lands recovered a tool for political participation during a process that ended with the independence of the colonies (Andrade, 2009, pp. 29-30).

As Guzmán (1996) states – "During almost the entire colonial period, the city council was a subordinate of the Spanish state by the end of the 18th century and the beginning of the 19th century taking an active part in the process of political emancipation" (p. 43). But, Andrade (2009) says, "The strongest link between the Hispanic background of the municipalities that emerged in the Metropolis (Spain) and its subsequent development in our country (Mexico) is found in the Constitution of Cádiz on March 19, 1812. Given the liberal content of this first Spanish Constitution it was originally sworn by the colonial authorities on 30th September 1812, abolished on the return of Ferdinand VII to the throne on May 4, 1814, and restored in 1820 in Spain and Mexico. The provinces of Campeche and Veracruz came to be recognized again. The conservative reaction against this Constitution, in

fact, boosted Mexican independence among the privileged sectors that previously opposed it since it was inspired by modern democratic ideas" (pp. 37-38).

According to Zapata & Meade (2008), referring to the independent Mexico of the nineteenth century, two conceptions regarding the municipal organization coexisted: the conservative vision with a centralist conception and the municipality in a hierarchy inferior to the federation and the liberal vision that favoured the freedom of the municipality and the democratic vote, however, they skipped regulating it in the constitutions. But, in the Constitution of Cádiz which was in force in Mexico in 1812 and in 1821, the municipality was accidentally regulated in the Constitution of 1824, 1836, and 1857. Finally, both during the brief government of Maximilian of Habsburg and the extensive dictatorship of Porfirio Díaz, centralism reached its highest expression in the life of independent Mexico (pp. 4-5). During the following years, the municipal institutional framework had been developed [but it is not the objective of this research work to make a study on municipal law and constitutional order that is why the work of Andrade (2009) is very much recommended], Zapata and Meade (2008) and Laris (2001). But, to know the history and the institutional framework somehow serves to better understand the Mexican municipalities of today. It is also quite interesting to highlight the recent reform of 2001 that modified article 115 of the Constitution on indigenous matters whose objective was to attend to the indigenous insurrection in Chiapas. Laris (2001) reminds us that "Subcommander Marcos asked for the Constitution to be modified so that the indigenous nations and their autonomy of government would be recognized and that there might be a Mayan Nation, Nahuam Otomi, Tarahumana (...) which were open to the municipalities so that they could give recognition to the uses and modes of indigenous peoples, and that the Mayan Nation would be integrated by Chiapas, Tabasco, Campache, Yucatán, and Quintana Roo opening the door for the disintegration of the nation. President Zedillo once said, "One nation—I received one and promised to deliver only one, not several" (pp. 139–140). Finally, section 5 of article 155 states that "indigenous communities within the municipal sphere may coordinate and associate in the terms and for the purposes provided by law" (Andrade, 2009, p. 77).

For much of the twentieth century, according to Andreas Schedler (2006), the Mexican political system constituted an electoral authoritarianism kind of regime. Elections that were implemented regularly almost always resulted in victories for the hegemonic party—the Institutional Revolutionary Party (PRI). Politicians of the hegemonic party held most of executive and legislative positions at all levels of government. Alejandra Armesto (2017) said, "Mexico is a Federal system with three levels of government comprising thirty-one states and the Federal District, as well as around 2,454 municipalities during the 71 years of government of Institutional Revolutionary Party (PRI) when the authoritarian regime's election was highly centralized. In addition to this political centralization, the federal government had decision-making power over revenue collection and the allocation of the federal budget which gathered most of the public spending" (p. 86-87). In this same sense, Amieva-Huerta (2003) states that the most centralized Latin American Federations are Mexico and Venezuela. In 1980, the Mexican tax system was modified. The collection was extended from 1989 to 1991 and the audit improved. However, the fiscal coordination system in Mexico remained highly centralized (pp. 108—116).

According to Armesto (2017), "in the last thirty years, Mexico has moved from a hegemonic party system to a multi-political party with at least three main organizations: the Institutional Revolutionary Party (PRI)—the former hegemonic party—the National Action Party (PAN), and the Democratic Revolution Party (PRD). In the early 1980s, competitive elections began to take place at municipal and state levels. This growing electoral competition led to opposition to local, municipal and state governments" (p. 87). For example, in 1989, Baja California was the first among the 32 states of Mexico that elected a governor from another political party rather than the Institutional Revolutionary Party (PRI). Likewise, PAN won the municipal elections in some of the northern states, the governor elections in Chihuahua in 1992, and the election of the head of government in the Federal District in 1997. Finally, the alternation came to the Presidency of the Republic when Vicente Fox triumphed in the presidential elections of the year 2000. Woldenberg (2012) affirms that the history of three decades of the democratic transition in Mexico culminated in the year 2000 with the political alternation in the presidency of Mexico by consolidating the institutions responsible for electoral processes in the country, prior to strengthening them, through the process of political reforms of 1996-1997 which was witnessed first-hand by the author and affirmed that these changes in the political system caused an omnipotent presidency to cease to be so and that nominal federalism—converted into a 'genuine' federalism—to be still primitive" (cited in Hernández, 2013, p. 977).

Similarly, Irma Méndez de Hoyos (2013) in her article under the title *From Hegemony to Electoral Competitiveness* states that the democratic transition in Mexico "was marked by a profound transformation of the elections and the party system. Two processes characterized this transit: the passage of a hegemonic party system, in which competition was generally limited from power to pluralism of partisan options, and the change of manipulated elections to an open, transparent and fair competition for public charges in the period 1879-2003" (p. 113). Thus, when the democratic transition in Mexico materialized, the decentralization process began. First, "during the government of Vicente Fox and under the direction of Carlos Gadsden, the National Center for Municipal Studies (CNEM) was activated and became the National Institute for Federalism and Municipal Development (INAFED)" (Mendoza, 2018b, p. 250). Second, through the implementation of Local Agenda 21 in Mexico which was called the 'Agenda desde lo local' (Agenda from the Local). Mendoza (2018a) describes the relevance of the action-research method of Carlos Gadsden during the process of decentralization of the state of Guanajuato.

Miguel Ángel Orozco (2000) affirms in his book *The Mexican Municipality in the Third Millennium* that "municipalities as the basic cell of our political, administrative and territorial organization must be incorporated into national development and their execution of programs strengthened within the local scope. The municipality is in the area of the government that is closest to the direct needs of the population, records the basic demands of the community and is the instance where citizen participation can be further developed. With the amendment to article 115 of the Constitution, the legal framework of the municipality already has the capacity to participate actively in its development. But it can also be incorporated into the tasks of state planning and national planning" (p. 137). In the same way, Labra (2000) states that "federalism and democracy constitute, then, the basic elements of the

Mexican political system. The municipality is the cell of the federal system" (pp. 9-10). Benjamín Revuelta & Jaime Valls (2012) in their book *The Municipal Government in the Global Era* accept the need to connect both worlds—the municipal and the global—but with a comprehensive approach that is developed from a national strategic policy. It is time to promote a common municipal national policy in terms of country for a better use of the resources, support, and energy offered by globalization just as what Andrade (2012) summarizes in the prologue of the book *Think Globally. Act locally. Work Nationally*" (p. 7).

2. Politics, Economy and Society: Latin-American and Mexican Panorama

The Third Global Report of United Cities and Local Governments on Local Democracy and Decentralization UCLG (2013) under the title *Basic Services For All in an Urbanizing World* states: "In the past decade, the economy of Latin America has grown at a faster rate than the world average; it grew by 23% per capita GDP and the region's export capacity also increased. The international financial and economic crisis has had less impact here than in other regions of the world. These economic results along with redistributive policies in several countries have led to a relative decline in poverty in the region. However, major economic and social inequalities still exist—there are 180 million people living in poverty and 72 million in extreme poverty—that is, 33 percent and 13 percent of the total population, respectively" (p. 237). But, "the Latin American and Caribbean countries are facing a complex global economic scenario over the next few years with a slower growth expected in both the developed countries and the emerging economies along with increased volatility in international financial market. This is in addition to structurally weaker international trade exacerbated by trade tensions between China and the United States. One of the weakest aspects of the external context is the poor rate of world trade growth (around 3.9 percent in 2018 as to 4.6 percent in 2017). Trade growth projections are subject to major downside risks not only in global economic activity but also in the course taken by trade tensions" (United Nations, 2019d, p. 11).

According to the report *Social Panorama of Latin America 2018* by The Economic Commission for Latin America and the Caribbean (ECLAC), whose Spanish acronym is CEPAL, United Nations (2019c), "the eradication of poverty and extreme poverty, as well as the reduction of inequality in all its dimensions continues to be a core challenge for Latin-American countries. Although the region made great strides in this regard from the start of the last decade to the middle of the present one, setbacks have occurred since 2015, particularly in extreme poverty. This is a matter for concern and a warning signal, especially amid low economic growth and profound demographic and labour market changes in the region. In this context, it is imperative to develop and strengthen social protection and labour market policies, including measures for employment and social inclusion, as well as income redistribution policies. Between 2002 and 2016, Latin America also made significant progress in terms of social and labour inclusion, but structural gaps persist, with a sharper impact on women and youth, as well as on persons with disabilities, indigenous people and those of African descent. Social inclusion indicators related to education, health and basic infrastructure have improved significantly, but large gaps in service access and quality persist. Labour inclusion indicators are also

evolving positively, despite the persistence of structural challenges, such as insufficient generation of productive and good-quality employment, low income, high level of informality and lack of protection at work. Although the commitment made by all the regional countries to definitively eradicate poverty is important it is not the sole objective of social policy. In addition to this, and even to make poverty eradication possible, it is necessary to advance along the path of equality and build welfare states for the entire population in which social protection is an effective right" (pp. 13-14). For North (1990), what has marked the difference between the economic development between North America and Central and South America is the political and economic institutional model—he thought that "the evolution of North America and Latin America differed radically right from the very beginning reflecting on the imposition of the institutional patterns from the mother country upon the colonies and on the radically-divergent ideological constructs that shape the perceptions of the actors (…) Although the wars of independence turned out to be a struggle for control of the bureaucracy and consequent polity and economy between the local colonial and imperial control, nevertheless, the struggle was imbued with the ideological overtones that stemmed from the American and French revolutions. Consequently, independence brought US-inspired constitutions, but the results were radically different. In the case of the United States, the Constitution embodied the on-going heritage of first British, and then colonial economic and political policies complemented by ideological modelling of the issues. In the case of Latin America, an alien set of rules was imposed on a long heritage of centralized bureaucratic controls and accompanying ideological perceptions of the issues. In consequence, Latin American federal schemes and efforts at decentralization did not work after the first few years of independence. The gradual reversion, country by country, to bureaucratic centralized control characterized Latin America in the nineteenth and twentieth centuries. The persistence of the institutional pattern that had been imposed by Spain and Portugal continued to play a fundamental role in the evolution of Latin-American policies and perceptions. It also continued to distinguish that continent's part of history despite the imposition of a similar set of rules with institutional traditions of Great Britain that shaped the path of North America" (pp. 101-103). In 2015, Douglas North affirmed that "in most part of Hispanic America it took half a century for one of the competing groups to be victorious. Establishing order became a goal in itself, thus, creating perpetuating authoritarian regimes—the phenomenon of '*caudillismo*' became pervasive. Discussing the reasons of disorder gives us a chance to understand the Hispanic American ex-colonies after independence. There was no shared belief system about the role of government, the state, corporate privileges, and citizenship. There was, however, a common set of beliefs built on personal exchange which fostered strong personal relationships but undercut the construction of institutions of impersonal exchange. The absence of consensus about the legitimate ends of government and how society should be organized failed and promoted limited state policy. Likewise, the absence of agreement about basic political structure combined with an absence of a shared belief system resulted in an absence of credible commitment by the new states and in inherent political instability" (North, 2005, pp. 112-113). And North (2005) continued by saying that "two centuries after, the historical contrast between North America and Latin America continues to provide the underlying basis for that same contrasting performance. The United States retains a robust system of federalism, democracy, limited government, and thriving markets. Much

of Latin America is still characterized by on and off development, fragile democratic institutions, and questionable foundations of citizen rights, personal exchange, and monopolized markets. That belief system, carried over to the American colonies, provided the basic source of the adaptively efficient institutions that consequently evolved. In contrast, the beliefs underlying the institutions promulgated by the Spanish Crown have provided two centuries of instability, turmoil, change of personnel, and limited development" (pp. 114-115).

But Sokoloff & Engerman (2000) affirmed that "the economic leadership of the United States and Canada did not emerge until several centuries after the Europeans arrived and began establishing colonies. In 1700, there seemed to have been a virtual parity in per capita income between Mexico and the British colonies that were to become the United States while the most prosperous economies of the New World were in the Caribbean. Barbados and Cuba, for example, had per capita income that was estimated to be 50 and 67 percent higher, respectively, than that of (what was later to be) the United States. Althougt the latter economy may have begun to grow and pull ahead of most economies in Latin America by 1800, it still lagged behind those in the Caribbean; and Haiti was likely the richest society in the world on a per capita basis in 1790... It was not until industrialization got under way in North America throughout the nineteenth century that the major divergence between the United States and Canada and the rest of the hemisphere opened up. The magnitude of the gap has been essentially constant in proportional terms since 1900. These differentials in paths of development have long been of central concern to scholars of Latin America and have recently and generally attracted more attention from economic historians and economists (North, 1988; Engerman & Sokoloff, 1997; Coatsworth 1993, 1998; Acemoglu, Johnson & Robinson, 2000; Engerman, Haber & Sokoloff 2000)" (p. 218).

In another study, John Coatsworth (1978) says, "I have assembled estimates of national income for Mexico, Brazil, Great Britain, and the United States at selected years from 1800 to 1910 (these are the only countries for which such estimates are available for the entire nineteenth century). The comparative data show that national income per capita in Mexico was closer to that of Great Britain and the United States in 1800 than at any point thereafter. In that year, Mexico produced more than a third of British income per head and nearly half of that of the United States. The gap in productivity between the Mexican economy and that of the advanced countries of the North Atlantic had never been so small. By 1877, Mexico's per capita income had fallen to a little over one-tenth of that of the industrial nations. It has fluctuated between 10 and 15 per cent of U.S. per capita income ever since. The comparison with Brazil shows a different pattern. At the beginning of the century, Mexico's per capita income was nearly 20 percent above that of Brazil. While Mexican productivity fell during most of the century, Brazil had increased and surpassed that of Mexico. During the Porfirian period, however, the Mexican economy grew very rapidly and by 1910 Mexico's per capita income was 40 per cent higher than Brazil's. Today, the difference between these two countries stands about where it was in 1800" (p. 81). He continued by saying that "if Mexico's economy had kept pace with the growth of the United States for the entire century, Mexico would have reached its projected level of per capita income in 1950 before the Revolution in 1910. Had the gap between Mexico and the United States remained the same from

1800 to the present, Mexico would now rank among the world's industrial powers. From the standpoint of the 20th century, the question might be reversed: Why did the Mexican economy fall so far behind the industrializing giants of the North Atlantic during the nineteenth century?" (p. 83). And the author also thinks (and not a few historians thereafter) that "many Mexicans in the 19th century wondered why its independence failed to stimulate the Mexican economy. Many sought the answer to this question in the turmoil of the struggle for independence and the political instability that followed. Certainly, these phenomena helped to depress the economy after 1810, but Mexico's income did not increase dramatically because its independence had direct adverse economic results which had more offset than benefits" (p. 86). For Coatsworth (1978, pp. 94-95), the two main obstacles of economic growth in colonial Mexico—inadequate transport and inefficient economic organization—could have been eliminated early in the nineteenth century. Mexican independence came through a virtual coup d'état by the colony's elite creole which was carried out largely to separate Mexico from the liberalizing process under way in the mother country. For the next half a century, repeated efforts were made to recreate the arbitrary centralism of the colonial state. The principal proponent of these conservative efforts was a limited social group of major landowners and industrialists in the centre of the country (often residents of Mexico City), who had been the principal beneficiaries in the colony of the Crown's interventionism or who, like the large merchant houses of the capital, sought to regain privileges the Crown itself had abolished in the reforms of the late Bourbon era. The author also mentioned that "the simultaneous development of transportation and a more efficient economic organization made the economic growth of the Porfirian era possible. That growth had characteristics that made Mexico's advances in this period markedly different from the economic and institutional development of the industrial economies of the North Atlantic. Mexican governments reverted to authoritarian models from the colonial past despite the new institutions of the liberal era and spent their increasing resources on more important projects rather than the development of the nation's human resources. Foreign resources attracted their Mexican counterparts to produce, labour, and invest in activities made profitably by Mexico's short-term comparative advantage in the production of raw materials and agricultural products for export. It may be doubted, of course, that Mexico's present condition would be more favourable had the nation followed a different course. But it is clear enough, in any case, that the path that Mexico did follow promised no more than a long-term dependence on foreign technology, resources, and markets" (pp. 99-100). In the same sense, Montes (2010, pp. 45-46) quotes other authors like Sokoloff and Engerman (2000) and Acemoglu, Johnson and Robinson (2001, 2002) who have shown that the endowments of local factors and characteristics are the ones that determine the institutional development and economic growth of a country rather than the identity of the colonizing power, i.e. Acemoglu and Johnson (2003) point out that countries in which property rights are highly protected and the executive is subject to greater restrictions have a higher per capita income and that where private property has been protected, against individuals and the state, great technological advances have been registered. This requires a legal system that facilitates transactions and a political system that limits the powers of the executive. Hence the interest in comparative studies of alternative legal and political systems, in particular, democracy.

In a specific reference to Mexico, David Ibarra (2012) asserts that Mexico has a weak economy – "In Mexico, the results can be seen. The growth rate has been halved, made more volatile and less sustainable compared to the periods of 1945 to 1980 and 1980 to 2010. The discontent of the young and the old is on the rise. The vulnerability to the oscillations of the international economy is evidenced by the lost decade of the 80s or the successive crises of 1987, 1995, 2001 and 2008-2009. In the field of economics, mistakes and imbalances remain to the point that, when fed back, keep production and employment prostrate or produce repetitive recesses. The main failure of the national macroeconomic policy lies in having forgotten the priorities of employment and growth for more than a quarter of a century through the file of transferring politically essential government tasks to the markets such as allocating resources or guaranteeing minimum social protection of the population. According to National Institute of Statistics and Geography of Mexico (INEGI) in 2009, the informal and agricultural working population (26.1 percent) exceeded the number of formal workers (18.4 percent) as a proportion of the economically active population. According to different calculations (International Labour Organization and others), the informality added to workers with very low productivity is close to 60 percent of the workforce. Social coverage is impoverished, employment is precarious, wages fall, and part-time work is multiplied, while the number of the highest-paid positions is compressed (...) If things continue like this, Mexico will continue to be a poor country, populated by old people, while informality will feed the criminal activities with youth cadres that form the background of the prevailing insecurity" (p. 100). According to the National Council for the Evaluation of Social Development Policy (CONEVAL in Spanish) in the report of Measurement of Poverty at a National level 2010-2016, the number of people in poverty exceeds 53 million; figures that exceed the 2010 index and represent between 43 and 46 percent of the population according to the 2012, 2014, 2016 measurements. Out of these, around 10 million live in extreme poverty which has been declining since the 2010 measurement of 11.3 percent down to 7.6 percent of the population. The attention to access to food reaches almost 25 million Mexicans. As for education, the gap has been decreasing but it still deprives more than 20 million people while the lack of access to social security reaches 70 percent of the population. Likewise, the attention for access to basic services in housing fluctuates according to biannual measurements and affects around 24 million people. The figures cannot capture the complex reality of a country by themselves, but the quantitative data can provide insight into their characteristics and problems. But, since making a treatise on the political and economic history of Mexico is not the objective of this thesis, nor formulating a theory on the causes and culprits of the problems facing post-colonial Mexico, we can view it as more of an approximation to reality, and look back in history only to take advantage of the best experiences of their past and look forward for new opportunities. An example of this opportunity is the one with ISO 18091—a 100-percent initiative project of Mexico that could be a model for the world in terms of public municipal management system committed to satisfying the daily needs of the citizens and at the same time committed to implementing the Global Agenda that incorporates a new perspective of conscious and competent citizen participation as in the case of the Citizen Integral Observatory of Los Cabos.

In this sense, it is interesting to note the view of Mexican historian and academician, Lorenzo Meyer (2016), in his book entitled *Mexican Dystopia, Perspectives for a New Transition*,[37] indicating that in 1516 Thomas Morus, English politician and thinker, described Utopia insula as the 'no place' where the Republic had reached its maximum level of perfection and where power was determined by reason and collective interest and not by individual and selfish interests. The concept that gives title to this book, *Dystopia*, the opposite of Morus' ideal, is a 'no place' where the negative aspects of the exercise of power dominate to an extreme degree. The author points out that there have been utopian efforts in Mexico that aroused the best impulses of individuals and groups to challenge the unfair status quo. "One of the first cases can be found in the so-called Franciscan *novohispana* utopia of the 16th century showing a good example of the efforts of a deployed mendicant order to be able to create an indigenous community oriented by the basic principles of Christianity and not by the interests of the Crown or the conquerors " (p. 14), and the last one, under the category of neoliberal utopia, a project headed by Salinas de Gortari as president (1988-1994) consisted in turning the country into a globally competitive economy that would allow to reach the prosperity and the depression of endemic and ancestral social laps. The key to achieving this was an alliance with the most successful economic, social and political power—the United States through the North American Free Trade Agreement. In the end, a strong middle class would emerge in Mexico and there would be poverty reduction. But throughout the chapters, there is the idea that "if neoliberalism ever intended to have elements of utopia, it actually ended up in a clearly exclusive political, social and cultural system, which paved the way for Mexican dystopia. The challenge that the current historical stage of Mexican development presents to its society is, therefore, very clear: first, to become aware of the growing importance of the negative elements that have developed within it—the existence of an atmosphere of dystopia—and second, the need of the urgency to react, to act, and to stop the inertia in progress and to redesign the idea of a collective future as one mixed with the elements of realism, the generosity and greatness of utopia making Mexico as a national community regain self-confidence and take advantage of the best experiences of its past so that it will finally find a future project that it cannot be only satisfied with but proud of " (p. 16).

In this important event, the United Nations 2030 Agenda may be the excuse to advance institutional changes in public management in order to solve the problems and challenges that arise in Mexico and the whole region in the twenty-first century. There are three perspectives among others that can help the process of change:

The first is multilateralist—the Economic Commission for Latin America and the Caribbean, United Nations, CEPAL (2018a) reports about the Panorama of Public Management in Latin America and the Caribbean 2018 and reminds that "Bretton Woods offers a historical example of how multilateralism—with its flaws and shortcomings—came into being in a context of great power asymmetries. Far from attempting to return to the gold standard of the 1920s and 1930s, the negotiators of

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[37] A global perspective on the past with eyes of the present of the Mexican political reality, with all itsproblems and challenges such as the relationship between Mexico and the United States, democracy and elections, society and structures, violence and organized crime, and the incognito by López Obrador. This book offers an enriching vision of the above-mentioned.

the Bretton Woods agreement knew that they were facing a new world where social rights, full employment, and the need to include workers in the benefits of growth were fundamental to the stability of the global system. Bretton Woods created space for this to happen, even though it did not fully incorporate development issues. The post-Bretton Woods world, however, led to what was termed hyper globalization and ignored demands for equality and employment that re-emerged as a growing challenge to globalization. To sustain an open and stable international economy, these demands must be taken into account in the new institutional designs (national and international) that will be generated in the future in democratic societies. The task is not an easy one, as these new designs must take into consideration not only the new forms of international governance, but also the impact of technological progress on workforce, the fluidity of capital and the redefinition of the sources of political and economic power inherent in the new information economy. The challenge for the international community will be to move towards multilateralism that recognizes equality, inclusion and sustainability as fundamental dimensions thereof. The SDGs, 2030 Agenda and Paris Agreement are all in line with this task and can serve as a reference for building a new multilateral system for development. The scale of the undertaking must not be a deterrent, just as it was not in other important events in the past, as confirmed by Jean Monnet's reflection that politics was not only the art of the possible but the art of making it possible tomorrow what may seem impossible today" [quoted in Jones, 2008, p. 243; (p. 37)]. Since 2018 February, a regional action plan for the implementation of the new urban agenda in Latin America and the Caribbean 2016-2036 has existed and headed by the Economic Commission for Latin America and the Caribbean (United Nations CEPAL, 2018b), the same as the statistical yearbook for Latin America and the Caribbean, (United Nations CEPAL, 2019a) and the quadrennial report on regional progress and challenges in relation to the 2030 Agenda for Sustainable Development in Latin America and the Caribbean (United Nations ECLAC, 2019b).

The second, the comprehensive vision of the 2030 Agenda for Sustainable Development emphasizes Leaving No One behind (*LNOB*)—the challenge of inclusive development in Latin America and the Caribbean (the world's most unequal region)[38] to make progress on the social indicators that will depend not only on social policies but also on changing production patterns which is a necessary condition for reducing poverty, promoting equality, and strengthening the rule of law, democracy, and good governance to essentially achieve sustainable growth. At the same time, the resources invested in social issues help build human capacities throughout the life cycle with positive effects on productivity and growth. According to the United Nations Development Programme and the United Nations Environment Programme (UNDP, 2018), Mexico was the first country to undergo the transition from solely a vision-based income type of poverty to a multidimensional one taking into account monetary aspects as well as social and territorial ones. The method developed by the National Council for the Evaluation of Social Development Policy (CONEVAL) provides more precise information about the problems and a realistic understanding of poverty conditions (p. 45).

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[38] See United Nations (2019b, April). Quadrennial report on regional progress and challenges in relation to the 2030 Agenda for Sustainable Development in Latin America and the Caribbean, p. 111.

The third, the 2030 Agenda was formulated through an unprecedented open and participatory process led by governments with the participation of civil society and the private sector. Implemented in a context of greater openness, transparency and access to information by the citizenry, the 2030 Agenda was a clear sign of the importance of strengthening the monitoring and accountability mechanisms at global, regional and national levels. This implies, first and foremost, strengthening public management institutions and practices. A transparent state reports on its actions, makes its sources of information and databases available to the citizens, and publishes its development plans and strategies. This fosters accountability toward the citizenry and constant vigilance on the part of the public and enhances a greater sense of shared responsibility. A participatory government promotes the right of the citizens to be a central part of policy formulation and implementation and paves the way for public administrations to benefit from the knowledge, ideas and experience of their people. This leads to the creation of spaces for meetings and dialogues that encourage citizens to become protagonists and participants in the deliberation of public affairs. When such spaces exist, enabling conditions emerge for an active citizenry that participates in the vision and life of the country, the region and the world engaging itself wholly in public issues (United Nations CEPAL, 2018b, p. 57).

3. Context Analysis of Los Cabos, Baja California Sur

Los Cabos is a municipality located at the southern tip of Mexico's Baja California Peninsula in the state of Baja California Sur. It encompasses the towns of Cabo San Lucas and San José del Cabo (the municipal seat) as well as the resort corridor that lies between the two. The total area is 3751 km² and the population in 2010 was 238,487 according to the 'Instituto Nacional de Estadística y Geografía de los Estados Unidos de Mexico,' INEGI 2010 (National Institute of Statistics and Geography of the United States of Mexico). The area was a remote small fishing village until the latter twentieth century when the Mexican government began to develop it for tourism. Cabo San Lucas does not have an artistic-cultural claim. The main draw is the environment, climate and geography where the desert meets the sea. Los Cabos is symbolized by 'El Arco,' a natural stone arch over the ocean in Cabo San Lucas where the Pacific Ocean and the Gulf of California meet. For these reasons the main attractions are eco-tourism and sport tourism such as boat tours for sports fishing—there are more than 800 species of fish in the waters off the coast— snorkelling in the coral reefs, and whale watching in particular from January to March when the mammals migrate to breed. This destination is considered one of the most attractive when it comes to practicing fishing sport at an international level. Also, Los Cabos is considered as one of the 15 best golf destinations in the world. The success of Los Cabos is due to having planned the development of a tourist corridor along the coastal highway between the two cities of Cabo San Lucas and San José del Cabo where all-inclusive resorts, marinas, restaurants along the beach area have been developed. Also, Los Cabos has kept smaller, isolated, and undeveloped beaches well-guarded.

The development of Los Cabos as a luxury tourist destination has been so important that, if in 2017 Mexico was placed as the sixth most visited country in the world (UNWTO, 2018), Los Cabos was the second destination in Mexico with the highest number of tourists with more than 2 million passengers by air in 2017. Out of the

total number of tourists about 90 percent are from the USA (Fiturca 2019). Los Cabos has the second biggest airport with more air traffic for private airplanes in Mexico. Tourism is the activity with the largest foreign direct investment to this day. According to the data of the last quarter of 2018, and stated by the Secretary of Tourism, Economy and Sustainability, Luis Humberto Araiza (2019), "The tourist activity in Baja California Sur is a source of employment, social development and economic growth, this industry is without a doubt the main engine that represents around 90 percent of our economy. " Even more among the 32 states that constitute the United States of Mexico, Baja California Sur has the highest activity of economic rate of the country. The ratio between the economically active population and the population aged 15 years or more is 67.7 percent followed by Colima 67.4 percent and Quintana Roo 67.2 percent. Tourism is the main source of employment in Baja California Sur that reaches 74.5 percent of the workforce. As per the informal employment rate, Baja California Sur is 36.6 percent below 20 points of the 56.6 percent national average in Mexico which makes it one of the lowest in the country (ENOE, 2019).

Despite the development of tourism, in 2012 according to the data from the 'Secretaría de Desarrollo Social de Mexico, SEDESOL' (Ministry of Social Development of Mexico), 26.4 percent of the citizens in Baja California Sur lived in poverty and 3.7 percent lived in extreme poverty; this percentage of people, nearly 45 per cent, lived without access to basic health services, and more than 20 percent also needed food assistance. Although the number of people living in poverty in Baja California Sur had been reduced between 2010 and 2016 by up to more than 27,000 (representing a decrease of 8.9 percent), progress would have been possibly made in all social development indicators except in the issue of quality and housing space because it remained below the national average (SEDESOL, 2018).

In September 2014, hurricane Odile was the most intense tropical cyclone touching land on the peninsula of Baja California during the era of satellite imagery. Odile landed in the vicinity of Cabo San Lucas with sustained winds of 205 kilometres per hour, gusts of up to 250 km/h and a displacement of 28 kilometres per hour to the northernmost point of northwest, according to the report of the National Weather Commission (Ulloa & Vicenteño, 2014, September 15). During its nine days of fury, Odile reached category 3, killed 4 people, and there was one missing. The winds and rain of the cyclone caused blackout and left 92 percent of the population of the state of Baja California Sur without electricity. Severe flooding also occurred causing overflow of rivers and massive evacuation of the people inhabiting the low areas (Forbes Staff, 2014, September 16). The major damages linked with the hurricane occurred in the Baja California peninsula, where confirmed losses were estimated at 7 billion Mexican pesos—about 400 million US dollars (Videgaray, 2014 October 1). A state of emergency was declared in several municipalities and 164 shelters were opened to host 30,000 people. Due to hurricane Odile's unanticipated threat, approximately 26,000 foreign tourists were stranded on the peninsula. Internet connection and telephone lines collapsed, so thousands of tourists could not contact their families to inform them of their situation. Most had a chance to go back to the airport to try to get out of the place. After the hurricane, hundreds of villagers began looting small shops and supermarkets, and martial law was declared, so more than two thousand soldiers were deployed to prevent 'rapiñas' (looters) (*Proceso* Staff,

2014, September, 15). Finance Secretary Videgaray (2014) said that the effect of hurricane Odile on the national economy will not be significant enough to modify the growth estimate for the year; according to the preliminary estimate by the National Insurance and Bonding Commission (*CNSF*), insurers will have to pay for the damages of hurricane Odile, a budget that was lower than what was originally projected of which more than 95 percent of these payments were in turn covered by reinsurance. He also recognized the great effort of the private sector and hushed to say that the private sector should reestablish the economic and commercial activities in Baja California to make sure that Los Cabos can receive tourism in the coming season.

Despite the good news about the lower economic impact and the rapid recovery of the economic and commercial activity after the hurricane, at first instance, Ostos (2018, pp. 269-270) understood three striking traits in the economic, social and political field that signalled a group of Mexican citizens to become aware and conscious of the need for their active participation in municipal government.

(1) The economic trait was the economic crisis in the form of an economic slowdown in the first quarter of 2014 as a result of dependence on tertiary activities and lack of industrialization with high unemployment rate leading 30 percent of its population to live in poverty. This idea is supported by Quintero (2016).

(2) The social trait referring to the event of looting and violence experienced after the hurricane was still present in the mind of the citizens. They could visualize the effects of the inequality and the problem of poverty of more than one-third of Los Cabos citizens who lived on luxury tourism. A group of conscious citizens wanted to participate to improve their municipality. This would be reflected later also in a study on municipal elections referring to Los Cabos. Beltrán Morales (2015) says that "the impact of Hurricane Odile in mid-September 2014 exposed the fragile infrastructural design of the destination" (p. 6).

(3) The political trait also brought forth the presentation of Narciso Agúndez as a candidate for mayor of Los Cabos representing the PRD and PT parties in the upcoming municipal elections on the first Sunday of June 2015—less than 10 months after the hurricane disaster. Agúndez already became town mayor of Los Cabos from 1999 to 2004 and Governor of Baja California from 2005 to 2011. The surveys gave him the highest number of votes for the municipality election, even if he was prosecuted and went to jail three years earlier in 2012 because of corruption. He was processed in court for selling seven real estate properties in February 2011 located in the subdivision named 'El Pedregal', in Cabo San Lucas, municipality of Los Cabos. These seven lands were originally given in donation to the government of Baja California Sur, destined exclusively for services and urban infrastructure for the municipality, but were sold to private entities below the market price. The PRD and PT coalition have remained in power since 1999 (CNN Mexico, 2012).

But after this in-depth case study, as we will see later, we can say that though these facts were significant, they were not the only these three factors that led to the birth and consolidation of ICO Los Cabos.

4. Integral Citizen Observatory of Los Cabos 2015-2018

Origins of the Integral Citizen Observatory of Los Cabos

The constitution of the Integral Citizen Observatory (ICO) Los Cabos was on September 21, 2015. But in an interview for this research, Elías Gutierrez (2018), a founding member of the 'Madrugadores' group and the first president and promoter of ICO Los Cabos, said, "The origin of the observatory goes back to a group of friends close to politically influential people, who drank coffee daily and criticized the government, but one day decided to take action with the aim of improving the city. For this purpose, we organized meetings where they invited politicians and the media to address a specific problem facing the city, e.g., drinking water. A political commitment and a calendar were sought so that the media could ask and investigate whether these political commitments had been fulfilled. This citizen group called ´los Madrugadores´ was born in Tijuana 50 years ago and expanded to other cities like Ensenada, Mexicali. After La Paz and the 'Madrugadores' group of Los Cabos were formed nearly 40 years ago, it began to be part of the national network of the 'Madrugadores' groups. In the beginning, the 'Madrugadores' group had a lot of influence in Los Cabos—with regular visits to the town mayor, governor and important businessmen—but little by little the influence subsided because the new members did not have an adequate profile, and so the group fell into an impasse because the results of their efforts no longer had an impact to solve the problems of the city. As a rebel-kind of man, I proposed things that did not shake the group, and then other influential groups appeared such as the 'Consejo Coordinador de Los Cabos, CCC' (Los Cabos Coordinating Council) which operated as previously as the 'Madrugadores' group but only represented the interests of a few (...) until Carlos Kennedy invited Carlos Gadsden who told us about the benefits of ISO 18091:2014. Everyone was an expert in proposing 'what to do,' but ISO 18091 offered us 'how to do it,' and that is why we decided to found an Integral Citizen Observatory (ICO) with Carlos Gadsden as our adviser and trainer. Hence, ICO emerged as a split from the 'Madrugadores' group during a political situation where electoral campaigns were being organized, and that which opened the opportunity for a new municipal administration and institutional framework that allowed the coincidence of municipal elections with those for the government of Baja California Sur both for a new mandate in 2015. The new institutional framework also allowed the reelection of the town mayor, and so at this time ICO was born." Carlos Kennedy (2018) said, "I entered the 'Madrugadores' group 25 years ago; at the beginning it was a very proactive opinionated group that wanted to direct the efforts of the authorities to solve community problems (…) in this sense, I presented several projects to the group among which were the concerns of organic farmers, the ecological protection of the Estero area, and after I had visited Carlos Gadsden at FIDEGOC Foundation offices in Mexico City, I proposed to the 'Madrugadores' group to invite Gadsden to talk about ISO 18091 for monitoring the local government. Many of the 'Madrugadores' group members joined the idea of creating ICO. We were at the tail end of the worst municipal administration in the history of Los Cabos with Antonio

Agúndez (2011-2015) as our mayor who expressed at the beginning of the electoral process that he wanted to become governor, and that his brother, Narciso Agúndez, former governor of Baja California Sur (2005-2011) and former mayor of Los Cabos (1999-2002), was again a candidate for the PRD as mayor re-elect of Los Cabos for the next four years from 2015 to 2018." The first president, Elias Gutierrez (2018) said that "ICO Los Cabos was created by the citizens who were aware of the fact that perhaps the person who won the election knew how to get more votes than the others, but did not necessarily know how to govern, and if we as citizens understand it that way, it is not possible to leave him alone, but rather we have the responsibility to help him, to participate and to contribute all our knowledge to improve our city. This is a very different perspective than when you are looking for a 'colour' (a political party) to gain power." On the 27th of May 2015, the 'Madrugadores' group organized the first seminar about the approach and fundamentals of ISO 18091:2014 in Los Cabos taught by Carlos Gadsden of FIDEGOC Foundation. This foundation developed the methodology for citizen participation formed in Integral Citizen Observatories based on the international standard ISO 18091:2014.

Result of the Mayor's Election in Los Cabos After Hurricane Odile

As we have seen, the PRI was the party that ruled in Mexico for seventy consecutive years, from 1930 to 2000, until Vicente Fox acceded to the presidency. In 1989, Ernesto Ruffo, PAN candidate for Governor of Baja California won the elections and became the first governor of one of the states of Mexico in 60 years who was a militant of a political party other than the Institutional Revolutionary Party (PRI). Ten years later, in 1999, PRD and PT won the elections over the PRI in Los Cabos and remained in power until 2015. After Hurricane Odile, the surveys gave the candidate Narciso Agúndez, who was prosecuted and went to jail for corruption three years earlier than the elections might have had the highest number of votes according to the surveys, but for the first time the result of the mayor's election in Los Cabos, on June 7, 2015, which coincided with the Baja California Sur Governor's election gave the PAN candidate the victory and ended the prolonged period of reign of the PRD-PT for more than 16 years. According to the 'Instituto Estatal Electoral de Baja California Sur' (National Electoral Institute of Baja California Sur, 2015), the candidate for mayor by the PRD-PT, Narciso Agúndez, obtained 24,545 votes (32.1 percent), the candidate for mayor by the PRI, Alberto Treviño, had 9,913 votes (13.1 percent) and PAN candidate Arturo de la Rosa had 31,114 votes (40.8 percent). In this research, the political electoral campaign and their unexpected election results are not intended to be analyzed.

The Elected Mayor Encouraged the Creation of ICO Los Cabos

Some days after the municipal elections, on July 21, or the so-called 'Los Cabos Declaration,' the principles of the Integral Citizens Observatory of Los Cabos were signed. Two months later, on September 21, the First Constituent Assembly of the Civil Association ICO was celebrated and the elected Mayor, Arturo de la Rosa, who participated as a witness declared, "I will need your advice and your participation depending on you at all times. As an authority we are not obliged to know everything but if we are obliged to act well, at first instance and in good faith, we will open channels of participation to seek talent, and collaboration can be found wherever I

am obliged to respect the law and the will of the citizens. I am convinced that the Integral Citizen Observatory of Los Cabos with its strategy, work, good faith, and collaboration will contribute so much in the next three years to consolidate this great municipality as the best destination for all and to have at all times the will, institutional respect, collaboration and participation of the city council that I will lead" (*El Independiente*, 2015).

Elías Gutierrez (2018) affirms that "the new mayor with the new municipal administration accelerated the organization of ICO." Carlos Kennedy (2018) said that the "members of the council and public officials were excited about ICO Los Cabos and did not miss Thursday meetings to present the indicators to the public opinion." Justo Couto (2018) emphasized that "the first year was a gift for ICO, Arturo de la Rosa was the first mayor who opened the municipality." Margarita Díaz (2018) believed that "the mayor was not afraid of the evaluation of his administration by the ICO—he was more bothered by unobjective value judgments done by political opportunists." Arturo de la Rosa (2018) remembered "the beginning of his administration when they knew that there was an intention of the citizens to organize themselves they could become jealous 'vigilantes' of their governments through Citizen Observatories, but far from any resistance, we sponsored the project and worked together so that ICO could review the evolution of the administration. Indeed, we worked together for some time until some political component appeared to be thinning the environment." On September 28, the new Mayor Arturo de la Rosa inaugurated the XII City Council of Los Cabos. The mayor as a candidate had acquired 10 commitments called 'Aim for 10' together with the Coordinating Council of Los Cabos CCC (2015)—an entity that brings together large hotel groups, business organizations and professional associations. To reach commitment 6 which consisted in reducing public officials staff to 50 percent with respect to the municipality's own income, the mayor was required by the CCC to reduce 20 percent of current municipal employees within two years as the first step. "For the first 60 days, the municipal authority would diagnose the human resources and give a specific proposal on how to permanently achieve the goals set up in this commitment without affecting the needs of the citizens" (CCC, 2015, commitment 6). Arturo de la Rosa commissioned the Integral Citizen Observatory (ICO) Los Cabos to make the diagnosis of human resources. But ICO Los Cabos saw in this assignment the opportunity to make a comprehensive diagnosis of the state of the municipality according to the 39 indicators of Annex B of ISO 18091:2014. Elías Gutierrez (2018) said, "We made the diagnosis from December to January, within two months, but we warned the mayor that we could only evaluate 25 percent of the profile of the public employees. For example, we did not have the capacity to analyse the criminal records of the personnel, nor did we have sufficient elements to indicate which persons should be dismissed for poor performance because there were no procedural manuals. The Technological Institute for Higher Studies (*ITES*) of Los Cabos was going to do an academic evaluation of the staff, but they did not." On January 20, 2016, ICO president Elias Gutierrez delivered to Mayor Arturo de la Rosa the diagnosis of the municipal human recourses including Diagnosis 0 which contained the results of the XII City Council of Los Cabos Administration 2011-2015. It was exactly how the new mayor received the municipality but with some proposals to improve on each of the 39 public policies analyzed.

According to Elías Gutierrez (2018), "the mayor did not pay one 'peso' (a penny) to ICO for the diagnosis of public officials who he was interested in. Our 'payment' was to be able to present Diagnosis 0 on the state of the municipality in an integral way based on the 39 indicators of Annex B of ISO 18091 which ICO carried out in parallel with the evaluation of public officials because the mayor never asked us for Diagnosis 0, though he intended to use it to carry out the 2015-2018 Municipal Development Plan that was due in February. In addition to the 50 citizen proposals included in the Municipal Development Plan, ICO submitted 26 proposals in writing and in digital format. In the end, 30 proposals were submitted by ICO, though not all authorship was specified."

The 2015-2018 Municipal Development Plan states: "Based on the specific proposals presented by the Coordinating Council of Los Cabos called 'Vamos por 10' (Aim for 10), it was the very complete Diagnosis 0 that the citizen organizations and leaders of the Integral Citizen Observatory presented to the community. It was also a primary source for the definition of these objectives and strategies that the public consultation held in the four delegations and the municipal seat through the installation of five modules where 2,485 proposals were received from the citizens of Los Cabos. The most productive part was the citizen consultation forum held in Cabo San Lucas on February 2, 2016 where 318 people participated who presented 308 proposals and 51 papers. Additionally, through the website, another 35 proposals were received that were taken into account for the definition of the objectives" (ALC, 2016, p. 3). Indeed, the data mentioned by Elías Gutierrez in which he affirmed that 60 percent of the citizen proposals appearing in the Municipal Development Plan came from ICO and it did not seem exaggerated given that, if the document of the 2015-2018 Municipal Development Plan was dated February 10, 2016, and on February 2, the Citizen Forum in Cabo San Lucas worked five days to review more than 300 proposals, that is measuring the scope of each proposal through the help of the technicians of each municipal area, evaluating the economic impact on the municipal budget, writing the proposal to be finally approved and selected by the municipal government team, and including it in the final drafting for design and printing.

The Added Value of the Annual ICO Diagnosis During the Administration

Gadsden (2013) believed that "beyond ISO 18091 as a system of indicators and processes, there is Annex B acting as a map, a dashboard, a browser, a task distributor, a systems integrator, and a dialogue platform between the citizens and the government born out of an action-research method of more than 20 years of learning in the design and operation of local government institutions within the process of the Mexican democratic transition" (p. 23).

As we have seen, under the commission of the new City Council of Los Cabos, the Integral Citizen Observatory (ICO) Los Cabos organized the work in two stages: first, the evaluation of municipal officials in parallel with the state of the art of the municipality through Annex B of ISO 18091 called Diagnosis 0. Elías Gutierrez (2018) mentioned that "loyal to the mission that ICO was created based on the responsibility of each citizen to collaborate with the municipal government to improve everything about the city through provision of knowledge and expertise,

we made a call to more than 1,500 people through the radio, TV, social networks, and all kinds of media. Low-income people also had something to contribute, so they did not pay for the training course because we knew that they also had to participate. In the end, we had a group of about 100 highly qualified people, for example, Tamara Montalvo, National Ecology Awardee, and directress of the Centre for Integral Studies of Innovation and Territory (*CEIIT*); Mariano Arias, an architect with a master's degree in urban planning; businessmen and tourism experts such as Eduardo Guerrero, Mauricio Balderrama, Margarita Díaz with experience in public administration that allowed us through ISO 18091 to efficiently help build the municipality." During 2015, nearly one hundred citizens had been trained in different courses for more than two or three modules of 16 hours each for the purpose of knowing and being able to apply this participation methodology in the municipality of Los Cabos. FIDEGOC Foundation provided consultancy so that ICO Los Cabos could organize themselves based on Annex B of the ISO 18091:2014 naming therefore a coordinator for each of the four quadrants: Governance, Sustainable Economic Development, Social Inclusive Development, and Sustainable Environment Development. One indicator leader for each of the 39 indicators and within each indicator up to three citizens were called observer advisors. Also, FIDEGOC advised to analyse and incorporate new elements to the questionnaire in order to adapt the international standard to the characteristics of Los Cabos.

ICO requested a meeting for the indicator leader and the observer advisor to mirror the public official of each area, to know how the situation of the municipality was, and to obtain the evidences. After the meetings, each group processed and analyzed the City Council information and the evidences in order to be able to classify each indicator and sub-indicator of the four quadrants in the three levels based on Annex B requirements: green, if it met the minimum requirements, yellow, if it was below the minimum requirements or red, if it was not acceptable. If it was not possible to meet with the municipal public official, or to access the city council's information or evidences in this case, the indicator or sub-indicator remained in red. When a sub-indicator was in red, the entire indicator was in red. The result of the complete research on 39 public policies with 291 sub-indicators, according to the approach of ISO 18091:2014 was a document called `Diagnosis.´ In Diagnosis 0 (2016), it corresponded to how the municipality stood at the end of the XII Administration of the City Council of Los Cabos—37 indicators were in red and three indicators in yellow.

The Integral Citizen Observatory (ICO) of Los Cabos managed to make an annual Diagnosis during the XII City Council Administration 2015-2018. In Annex I, Chronology of the Integral Citizen Observatory of Los Cabos, XII City Council of Los Cabos Administration 2015-2018 (pp. 31-33), a comparative analysis of how the performance of the indicators evolved annually can be seen. But while it is important to measure the improvements, the added value provided by Diagnosis 0 for the preparation of the 2015-2018 Municipal Development Plan and Diagnosis 3 for the preparation of the 2018-2021 should also be noted. The diagnosis and evaluation of the status of Los Cabos based on ISO 18091:2014 and the proposals on public policies presented by the Integral Citizen Observatory (ICO) in the document Diagnosis 0 was such a competent work that the incoming mayor said he would include Diagnosis 0 data report and the proposals of the Integral Citizen

Observatory in the Municipal Development Plan 2015-2018 of Los Cabos. As an example of competent citizen participation on the topic of the municipal water service, the Los Cabos Municipal Development Plan 2015– 2018 (ALC, 2016, pp. 28–29) reflected the diagnosis and the conclusions of ICO's Diagnosis 0 which presented global data of the total accumulated debt of the water public service for both private and industry users in the municipality aside from analyzing the weaknesses of the water system's organization.

According to Margarita Diaz (2019), "Diagnosis 3 could not be delivered to the mayor at the end of the XII Administration before the municipal elections because the information could not be obtained. The increase of the indicators in red in most of the cases was due to lack of information or presentation of evidence. It became very difficult to contact the public officials to gather information especially when they were about to step down from the office". But finally, the new XIII Administration that emerged from the municipal elections held on July 1, 2018, counted not only with the value of the evaluation of the municipality in Diagnosis 3 made by ICO Los Cabos but also assumed Diagnosis 3 proporsals as a part of the strategic axes of the public policies of the City Hall Los Cabos and they were included in the 2018-2021 Municipal Development Plan (ALC, 2019, p. 101).

Analysis of the Profile of ICO Members 2015-2018

A descriptive analysis of the survey conducted on the members of ICO 2015-2018 which is included in Annex VII determines the profile of the citizens who decided to join and stay in ICO. According to the first clarification data by gender category, there was a very similar ratio of participation between men and women (54 percent and 46 percent respectively). For this reason, we made an ICO citizen profile each for men and women in order to know if there were differences in citizen participation in regard to gender.

Table 01. Median Age of ICO Members 2015-2018

	18 to 25	26 to 35	36 to 50	51 to 65	66+	TOTAL
Male	0	0	11	13	1	25
Female	0	1	13	5	2	21
TOTAL	0	1	24	18	3	46

Source: Analysis of the Profile of ICO Members 2015-2018 (Annex VII, p.1).

Median age for males: 51.73 years
Median age for females: 45.96 years

Table 02. Academic Profile of ICO Members 2015-2018

	High School	Bachelor's Degree	Master's Degree	Doctorate Degree	TOTAL
Male	4	10	10	1	25
Female	0	12	9	0	21
TOTAL	4	22	19	1	46

Source: Analysis of the Profile of ICO Members 2015-2018 (Annex VII, p.1).

The profile of the members of ICO Los Cabos 2015-2018 showed that 91 percent of the members of ICO had completed higher education (48 percent have a bachelor's degree, and we must emphasize that 43 percent have a master's degree or doctorate) and less than 9 percent have a high school diploma. In addition, 100 percent of female members of ICO have a bachelor´s degree or master's degree and 100 percent of few other members who had not completed university studies were men. According to OECD indicators (2017) in Mexico, only 17 percent of people between 25 and 64 years of age had completed higher education in 2016, with the lowest proportion among OECD countries having 20 percent of points below the average of the OECD, which stands at 37 percent. The study also details that only 1 percent of Mexicans of that age range have a master's degree or equivalent, while less than 1 percent have a doctorate.

Table 03. ICO Los Cabos Members' Work Situation at the Time of Collaborating

	Work+ ICO	Student	Retired	Unemployed	Home Duties	TOTAL
Male	23	0	1	0	1	25
Female	17	1	1	2	0	21
TOTAL	40	1	2	2	1	46

Source: Analysis of the Profile of ICO Members 2015-2018 (Annex VII, p.1).

The 92 percent male members and the 81 percent female members have an employment in addition to collaborating with ICO. The rest of ICO members 2015-2018 that represent 13 percent of the total were retired, unemployed, or did not work outside home, in this case a househusband. Among those who work in addition to collaborating with ICO, 83 percent are self-employed and 17 percent are employees, these percentages are exactly the same for male and female members of ICO. But the three employed women all do it in middle management positions, and in the case of the four employed men, two are in directorship, and two in unqualified positions. Out of the remaining 83 percent who are self-employed, all work in commerce, tourism and industry sectors, and have not specified their position.

Table 04. Civil Status of ICO Los Cabos Members 2015-2018

	TOTAL	N/A	Married / living as a couple	Single / Divorced / Separated / Widowed	Children	Average
Male	25	1	21 (84%)	3 (12%)	Yes: 20 No: 4	80% with Children
Female	21	1	9 (43%)	11 (52%)	Yes: 10 No: 10	50% with Children
TOTAL	46	2	68%	31%	Yes: 30 No: 14	68% with Children

Source: Analysis of the Profile of ICO Members 2015-2018 (Annex VII, p.2).

According to all the classification data, the personal profile is the only one in which we have found a significant difference between male and female ICO members. Among the people who participated in the survey, 84 percent of male ICO members were married or living together, while the female ICO members (52 percent) were either single, widowed, divorced, or separated. Only 50 percent of women had children compared to 80 percent of men.

Table 05. Social Profile of ICO Los Cabos Members 2015-2018

	ICO Only	ICO+1	ICO+2	ICO+3	ICO+4	ICO+6	TOTAL
Male	2	9	5	5	3	1	25
Female	2	8	4	5	2	0	21
TOTAL	4	17	9	10	5	1	46

Source: Analysis of the Profile of ICO Members 2015-2018 (Annex VII, p.2).

Less than nine percent of the members of ICO 2015-2018 were collaborating with ICO in addition to their professional work, but 37 percent were collaborating with another social organization aside from ICO. But, the majority 54 percent of the members of ICO, again in a similar percentage of male members of ICO (56 percent) and female members of ICO (52 percent) were also collaborating with more than two other social organizations simultaneously like neighbourhood associations, professional or commercial associations, parents associations, trade unions, political parties, NGOs, foundations, or religious associations.

Table 06. Political Profile of ICO Members 2015-2018 in Local Elections

	PAN PRS/PRD	PRI	MORENA	NUEVA ALIANZA	N/A	TOTAL
Male	14	0	4	1	5	25
Female	9	1	3	1	5	21
TOTAL	23	1	7	2	10	46

Source: Analysis of the Profile of ICO Members 2015-2018 (Annex VII, p.2).

Table 07. Political Profile of ICO Members 2015-2018 in Presidential Elections

	NO VOTE	PAN PRD/MC	PRI PVED/PANAL	MORENA PT/PES	N/A	TOTAL
Male	2	11	0	5	7	25
Female	2	11	1	6	1	21
TOTAL	4	22	1	11	8	46

Source: Analysis of the Profile of ICO Members 2015-2018 (Annex VII, p.2).

We can highlight that nine percent of the members of ICO 2015-2018 in an equal proportion to male and female declared that they do not vote for any party. Twenty percent referring to the municipal and 17 percent to the presidential elections did not want to answer the question. Therefore, it can be assumed based on the descriptive analysis of the data that the majority's political party preference irrespective of the gender is the PAN in alliance with other parties showing 50 percent as regard to the municipal elections and 48 percent as to the presidential elections. Morena is the winning alliance in both the municipal and presidential elections as ICO members had a preference of 15 percent and 24 percent respectively. We can also highlight the parity between men and women who participated in the ICO 2015-2018 and especially the similarity profile in all aspects of classification—educational, professional, social and even political one, except for the civil status and the difference of six years in the median age.

Chronology of ICO Los Cabos 2015-2018

In Annex I, Chronology of Integral Citizen Observatory of Los Cabos (XII City Council of Los Cabos Administration 2015-2018), we would like to summarize the milestones of ICO Los Cabos with graphic evidences within the time frame that covers from the origin up to the full development of the XII administration, the delivery of Diagnosis 3 to the new mayor, and the inclusion of Diagnosis 3 in the 2018-2021 Municipal Development Plan for the new XIII Administration. The objective of carrying out a chronology is to be able to have a better understanding of the consequent events that marked the beginning and development of ICO Los

Cabos. Throughout the following section we will analyze the learned lessons about the problems of rationality, efficiency and social behavior experienced in ICO Los Cabos that could actually contribute to solving some challenges for organizations of collective action in the near future.

Lessons Learned from ICO Los Cabos

As we have seen, the added value that ICO brought to the citizens of Los Cabos are the annual diagnoses and proposals for the development of public policies included in the municipal development plans at the beginning of each new municipal administration. This group of citizens who are aware of their mission to observe and evaluate the local government through a competent participation in making proposals for improving public policies through ISO 18091 is an organization for collective action. According to Ostrom, all efforts to organize a collective action group, whether by an external ruler, an entrepreneur, or through a set of principles, and wishing to gain collective benefits, have to face the same sort of problems: one, coping with free-riding; two, solving commitment problems; three, arranging the supply of new institutions; and four, monitoring individual compliance with the sets of rules (Ostrom, 1990, pp. 27-49).

In September 2015, ICO was constituted in the legal form of a civic society in accordance with Mexican laws but continuing with the consolidation of their own self-government as an institutional framework through a learning process based on the experience of how their members' commitment can be maintained over time, how they can solve their support problem without external interferences, how and who oversees the activity to improve on through a competent citizen participation in local management, and how the organization's credibility is maintained despite Ostrom's (1990) remark "when all people face temptations to free ride, shirk or otherwise act opportunistically" (p. 29). We are going to analyze lessons learned from the three events between 2015-2018: Thursday's public meetings, deviation of the highway section, and leadership transition to face the challenge of self-governing institutional framework and the need to guarantee financial independence. We opted for these events because they came out in all the personal interviews conducted with ICO members during the field study aside from the fact that they were done in the first 18 months after the constitution of ICO Los Cabos.

(1) Thursday's Public Meetings: Democracy in Practice

In 2016, for 39 weeks ICO organized a 'Thursday's public meeting' event. In this meeting, one indicator of the 39 indicators of Annex B of ISO 18091 was presented based on Diagnosis 0 (2015) performed by ICO. It was an analysis of how the municipality had been handled by the previous XI Administration, but at the same time the objective was to know what the actual XII Administration was doing to improve on its performance. We must remember that in Diagnosis 0, 37 out of 39 indicators were in red (practices not acceptable), and three in yellow (below minimum requirements). That is why at this meeting, which was prepared by the ICO indicator leader, the mirror official was invited to communicate to the citizens what was being done in this area. Also, all the members of the municipality administration: the municipal president (mayor), 'síndico' (trustee), and 'regidores'

or 'concejales' (city councilors), and of course the local media were invited to the meeting that was open to all the citizens. Initially every Friday, after the Thursday public meeting, ICO and town hall representatives were invited to the local Radio *Cabo Mil* 96.3 FM newscast to discuss the situation of the municipality on the subject of the indicator presented. The objective of ICO was to obtain the commitment of the new municipal administration regarding the improvement of every single one of the municipal policies. On November 24, 2016 the presentation of the last indicator out of 39 corresponded to Margarita Díaz. This was a great exercise of democracy in practice, which Eduardo Guerrero (2018) confirmed – "I am one of the ICO initiators, one sleepless night thinking about how we can move forward in ICO, I thought about the idea of a public meeting. I thought it was important that we could analyze one indicator every week publicly because each indicator is important for someone, and if a person is responsible for one indicator, he likes that other people will also find it important. If you put several indicators together within the same meeting the press will only take one of them—the one that appeals to the most audience. It was a big effort to make when it comes to time and logistics to be able to organize public meetings on Thursday but at that time there were many of us and we could do it. I think it was a good exercise." Pamela Padilla Soto (2018), a journalist of *El Independiente* newspaper in an interview affirms, "I attended most of Thursday´s public meetings. I really liked this ICO communication model to explain each of the 39 indicators because, even if we are in social media and we have the opportunity to reach the mayor and other authorities of the municipality, we do not always get that information first hand. It was new for us to know area by area, and how the municipality faced the challenges in carrying out new public policies. It is a very useful tool as a starting point of our journalistic exploration. Unfortunately, we do not do a deeper investigation in journalism because it takes a lot of time to get what we do not have, but through Thursday's public meetings we are able to know the progress in each area of the indicators offering, therefore, interesting information to people. After each Thursday there was always almost a new page for some topics, the information appeared on the newspaper cover, including an interview with the leader of the indicator so as to have a complete picture of the situation. For Ana Bárbara Ruelas (2018), Information Directress of *Cabo Mil 96.3 FM*, Cabo San Lucas radio, which is by the way the only local radio station, affirmed that "ICO was very valuable, the fact that expert officials in each area attended Thursday´s public meeting was a very good idea because it nurtured the press people. We could know the weaknesses and strengths of each municipal department and we could ask the observer citizen who knew the indicator and the mirror official, though the meetings were too long. I work on newscast and I have had to reduce a three-hour meeting to a three-minute news. Sometimes, we invited them to the radio and we did a 10 to 15-minute interview with both the public official and the ICO member."

In most of the interviews done with ICO members they referred to the topic of the program on Friday in *Cabo Mil Radio,* that was when after analyzing the indicator related to the public health service, the journalist asked the two ICO doctors at the end of the interview: If Los Cabos were a body of a person, what would he be sick of? Quickly, the ICO member responded, head first. This was the signal of the rupture between ICO and the Administration. This was the drop that broke the glass. According Eduardo Guerrero (2018), "Jesús Flores, councillor of the PRI opposition party was present at every Thursday´s public meetings to point out the weaknesses

of the Administration with a clear partisan interest in order to make it clear that neither the official nor the new municipal Administration was not doing well." Although the municipality never recognized the rupture publicly, it was a fact— "Regidor Rubio denies that there is a break between the ICO and the City Council of Los Cabos" (*Tribuna de los Cabos*, 2016, August 26).

Mayor Arturo de la Rosa (2018) said so in an interview we had: "Thursday's public meeting is a great democratic exercise, but only when it is done in a healthy way. For a long time we have been sent to our officials weekly to publicize the radiography on how we had received the administration and how far we were moving forward." Mayor de la Rosa (2018) continued, "What we have to take care of at the Observatory is the fact that there are among us Mexican people who are rogue and do not lack bravery, who enter ICO with a purely political interest to disqualify the officials without proposing anything but to generate a negative perception of the government during the electoral seasons. Fortunately, ICO's board of directors changed, Margarita Díaz entered as president, who had a different vision or the correct vision of what a citizen observatory had to be, so we now fully intend to continue collaborating with ICO, but only whenever a healthy and objective exercise—where we can observe and analyze the administration together to know the status of the municipality in reference to ISO 18091 and to know where we have to direct the effort to change the indicators to green and to reach the optimum—as we are in condition to do it today. "

During the interview with the mayor, Luis Alberto Gonzalez, the secretary-general and the mayor's liaison with ICO entered. He seemed to want to talk about this important issue. Luis Alberto González (2018) said, "For as long as Los Cabos local government has to mature (from a 15-year PRD government regime to a new system of government) ICO also has to mature. It is a learning point for both of us that we understood ICO in a way and then we no longer understood it—the day an ICO member on the radio newscast that garnered the most audience in Los Cabos said that if we had to compare the municipal government with a patient, this patient would be sick in the head—the mayor, as the head of the municipality (...) It is a very aggressive joke, we expect support from ICO and the evaluation according to the indicators, but not that kind of signalling." Certainly, to some extent ICO members beat the municipal administration. In this sense Alejandro Kennedy (2018) leader of culture indicator said, "I have been restless and idealistic and I have sought in politics a space to change things. I am the typical person who hits the bad performance of the local government so that they look bad and thus react and change. But, Elías Gutierrez told me that in ICO we do not go like this, our job is to make measurements and to show results and that we have indicators which drop like a stone so that things change. I saw that little by little more changes were achieved rather than if we had done it in a radical way. Now, I know that ICO does not violate the administration and that this is a continuous work." The radio director of *Mil Cabo San Lucas* in an interview held during the field study referred to this issue that marked a turning point in ICO, but also made an important reflection on the difficulty ICO was experiencing as a collective action organization to measure the scope of its political dimension and the impact that the statements of ICO spokespersons can have on the media. Fabián Cervantes (2018) said, "I had a personal interest in ICO, I was interested to know that citizens could organize to evaluate the government. It was after I attended Gadsden's training course that I

became cautious before giving ICO a time slot in the radio. For a year, we had been inviting the leader of an indicator on Friday to talk about a topic. Two ICO members and another two from the municipality attended. It lasted between 10 and 15 minutes. We avoided confrontations because of the idea that the citizens and the government should work together. But, I think it was very difficult to manage the political dimension of ICO because if the members of ICO always had spoken well of the municipal performance, ICO would have become a partner of the government. At the same time, if the statements given by ICO had always been negative, it would have become an opposition to the government; it was a very difficult act of balance. In the interview where an ICO representative said that the municipality was lacking a 'head,' I understood it as more because of the way it was said rather than because of the declaration itself. In my opinion, another communication strategy should be carried out and have an official voice with a standardized style. ICO should have had an official spokesperson who could be its president because if there is no spokesperson, you depend on the communication ability of 39 leaders of indicators with the intention to either talk about its values or criticize the local government, not to mention the circumstances in which things are being said (…) It is also important for ICO to understand that if it decides to communicate the improvement of the rating of Diagnosis 3 during an election campaign or at any other time, it will change completely. During hurricane Odile, if you asked a person in broad daylight waiting for the plane how the evacuation system worked, or if you asked him while already sitting on the air conditioned plane, the answer would be different. Timing is important."

For Eduardo Guerrero, promoter of the idea of Thursday meetings (2018), "mistakes were made. We did not have time to meet with the public official before the presentations to comment on these issues, we could have also been more careful about the ways of ICO, but in any case, I think it was a good democratic exercise, because there will always be discomfort on the part of the administration when receiving a performance qualification and politicians have to know how to deal with it because they basically have no choice. ICO exists, and the municipality is obliged to render accounts, and they must attend Thursday´s public meetings, whether they like it or not. Justo Couto (2018), in charge of ICO Honour and Justice Commission, also told us about Thursday's public meetings from the internal perspective and said that "the Honour and Justice Commission was born because there was an indicator leader who got involved in corruption, and ten days before presenting the indicator at Thursday´s public meeting we thought we should do something because we could not expose that person because that would go against the image of ICO. I was appointed by the Honour and Justice Commission to develop the Code of Ethics, the regulation of the Honour and Justice Commission, and finally we were able to expel this person indefinitely from ICO." And he continued, "In another Thursday´s public meeting I opened an ex officio file to a colleague, Blanca Pedrín, who had a free-rider behaviour. It was clearly an action for her own economic benefit and against the interests of ICO because she took advantage of ICO press conferences to talk about her hotel and her business projects to such an extent that the journalists who had attended Thursday´s public meetings stopped attending. In the end, she only received a warning notice from the Honour and Justice Commission. But still, I believe that the Honour and Justice Commission can go further and that it does not only have a repressive kind of character because altruism, after all, must be

promoted. Who does not know that the pleasure of giving is left without knowing? We must create a system that generates a recognition award for 'the best public official,' 'the best citizen,' 'the citizen of the world,' so that ICO would also become a moral authority."

Lessons Learned from Thursday's Public Meetings

Definitely, Thursday's public meetings were an exercise of democracy in practice, recognized by the municipal officials, the media, and the mayor himself which marked a milestone in ICO Los Cabos and gave lessons such as the following:

(1) Coping with free-riding. It became clear that ICO as a collective action organization must deal with political and economic free-riders as we saw in chapter II. Thursday´s public meetings brought to light the existence of political and economic free-riders against whom ICO must protect itself to defend the interests of the collective good.

    a) Detecting political manipulations. The opposition councillor of the PRI in the City Council, Jesús Flores, used the organization of Thursday´s public meetings. He attended all the meetings of the 39 indicators with the intention to continuously attack and criticize the municipal administration. It was his role as an opposition party, but it was up to ICO if it wanted to do such a political activity. That is why each activity must detect possible manipulations by the opposition parties or even the actual party in power, e.g., if the municipality arrived at the meetings with a promotional video of the activity carried out without considering the indicators.

    b) Monitoring individual compliance. It is necessary to actively monitor ICO's membership behaviour so that they can avoid involving themselves in corruption that can damage ICO's credibility, or abstain from acting in their own political or economic interests against the common interests.

    c) The mechanism of sanction and conflict resolution. With the exercise of Thursday´s public meetings, the constitution of the Honour and Justice Commission was accelerated and the institutional framework for prevention, surveillance, conflict resolution and sanctions on ICO's membership behaviour was created.

    d) Necessary collaboration with the municipality. It was evidenced that in the very nature of ICO there must be a cooperative relationship with the town mayor and the municipal team if there should be a signalling of deficiencies and proposals for improvement of public policies in a public way but avoiding confrontation with the municipal government because then, the diagnosis can hardly be made if it does not have the support of the mayor.

    e) Anticipate political connotations. ICO must be aware that their activity has an important political connotation, therefore it must learn the what, how, when, where and who should make public pronouncements especially when they are made through the media. Improvisation, spontaneity, freedom of opinion, personal judgment and value judgments cannot be the 'modus operandi' of ICO communication. A communication strategy that includes a guide book on communication style must be established, spokespersons must be chosen and trained, communication timing of the diagnostic results must be selected, a crisis manual has to exist, and so on and so forth. The

same goes with the use of new channels of direct communication with the citizens through social networks. This issue is still open because after the end of Thursday's public meeting, ICO appears sporadically on social media since there is neither an official website nor a simple official social network site.

f) Social communication is needed. The permanent presence of ICO in the media showed that the diagnoses have to be delivered to the mayor, but they also have to be communicated to the citizens through the mass media. ICO must gain social legitimacy and should become a leader in giving opinions in order to increase ICO's knowledge and credibility through the mass media. In this case, the municipality must attend to the requests of ICO members. Additionally, the same presence in the media helps to recruit new members; it was during Thursday´s public meetings that more citizens participated in the elaboration of Diagnosis 1, and that favoured the growth and consolidation of ICO as an organization.

(2) Deviation of the Highway Section: The Value of Self-Definition

On July 15, 2015 the 'Madrugadores' group organized the public presentation of the Project for the Modernization of the Road and New Model of the Tourist Boulevard Westin Regina-El Tule Bridge Section in the so-called golden zone of Los Cabos located between kilometre 15 and 23 of the Transpeninsular highway that promotes the involvement of a group of investors. The investment project of more than 40 million dollars was to build 16 hotels with more than 3,500 rooms and more than 2,000 homes in residential areas, and to give access to seven coastal beaches. As Kennedy and Gutierrez (2018), founders of ICO have stated, the organization was created as a spin-off of the 'Madrugadores' group. This opinion group gathered more than 30 people among representatives and leaders of the Chambers of Commerce and civil groups of Los Cabos so that Gonzalo Franyutti, spokesman and coordinator of a group of investors, would present the project for the first time publicly. After the event, Jesús Corral, early morning coordinator, gave an explicit support to the project and stated in *Cabo Televisión* that "the project was very well presented, complete with graphics and answers to all the questions made by society, and as a 'Madrugadores' group we were very happy with this reply" (*Cabovisión* TV, 2015).

The deviation of the highway section project was promoted by large hoteliers, aimed at direct access from a new urban development of luxury and residential hotels to the beaches, with the risk that public beaches would become of private use. It seems that these hotel groups had financed part of the electoral campaign of all the candidates that had the possibility of accessing the local government. But they sought the support of ICO to give legitimacy to the project because it had a great opposition from the majority of the citizens. The president of ICO, Elías Gutierrez, was very pressured and reminded himself that he was a member of the 'Madrugadores' group for over 30 years and at the same time was also a promoter and builder in Los Cabos. Eduardo Guerrero (2018) stated that "the project of the deviation of the highway section was led by a powerful group of real estate developers and Elías, who was also a developer threatened him by saying 'We have influence on your clients, and you will not return to work in Los Cabos.' I told Elías not to get into pronouncements of this style and that ICO is based on the map of Annex B of ISO 18091 on public policies, and that it is not the competence of ICO to

make such a pronouncement because we do not have an indicator that allows to make such an analysis and an objective statement based on the international standard. "

"Deviation of the highway section divides Los Cabos" (*El Mundo Digital*, 2015). Just as the citizens of Los Cabos were divided on this issue, there was also a division happening within ICO. Justo Couto (2018) said that "a special meeting was convened to address this issue. I was surprised that there was a presidential table, it looked like the president, and the other members of the Council were in the Olympus. I proposed to put the chairs in a circle so that it would look like a real assembly and I also volunteered to be the moderator. That night there was a voice and vote for the whole assembly; at the end of the meeting we had an agreement that was not fulfilled—the one that ICO observed and ruled on the deviation of the highway section project from the 39 indicators in Annex B, and proceeded to advance the diagnosis rating in this aspect. Finally, Elías decided on his own that there would be no specific ICO pronouncement. Later, we realized that it was in our best interest not to give a pronouncement on the deviation of the highway section project before the delivery of Diagnosis 0, which was delivered, by the way, in January 2016. I think it was really the best thing to do on ICO's part." According to Elías Gutierrez (2018), "ISO offers us Annex B, and Annex B offers us the questions, and from the questions arise the actions of local government. ICO must remain within ISO 18091. When confusions come and everyone demands that as president of ICO I have to pronounce against the diversion of the highway section and that I should wonder about what elements ISO tells me, or even what I should tell about the deviation of the road in the press conference the following day. I did not see ICO as muddy; we aren't the town hitters either. I think the keyperson in ICO is the leader."

Amid the protests, the new highway section in Los Cabos was approved with 12 votes in favour and two negative. Due to a group of about 50 protesters gathered in the City Council after approval, the members of the municipality were escorted by the local police (*Mas Noticias*, 2015, December 9). Although the part of urban development had been carried out, and several hotels had been built, there has been no deviation up to date from the highway section (Margarita Díaz, 2019). Alejandro Flores entered ICO right after he came back from Germany in July 2016 and after studying industrial engineering there for seven years and working with the Mexican Embassy in Germany to structure a talent network of Mexican students in Europe. When he entered, ICO had already had its two milestones—the rupture of relations with the municipality and the division that produced the pronouncement on the deviation project of the highway section. Alejandro Flores (2018) states, "I think that the first fault ICO had was the issue of the deviation of the highway section. I belive it was the lack of definition of ICO´s mission, an organization that had just been born but moreover, it was the leadership issue that produced that flaw. In addition, the issues were not put on the table despite the fact that everyone in ICO was an old acquaintance. Upon entering I found tension within the group that did not let off steam by having a few beers. After all, ICO did politics and fell. In turn, it had its own taste of medicine because being in ICO means finding common areas of interest genuinely. Notwithstanding, in 2016, Thursday´s public meetings were held to an audience of many more activists who thought that observing was not enough and hence wanted to act. I think it was quite clear that for ICO it was just for observation

and making propositions and that if you wanted to act you could belong to another organization carrying another flag. When I entered ICO, the whole issue revolved around whether or not the town mayor liked us. I thought we had to stop patronizing that idea. Now that we do not have the resources of people (many of them have already left) and we need to have a permanent presence in the media, I proposed for the 2017 agenda to focus on three or four important current issues such as: security, water, urban solid waste, and mobility. For example, a reform of the state law on mobility is being carried out. We could participate in the state-level working tables so that ICO could work at two levels: at a local level making the diagnosis based on Annex B, and at other levels of the federal and state government for other issues. This activity would allow us to have a media presence. This is the analysis of the two important events carried out by Alejandro Flores shown here. In the next section, we will analyze his proposal to change the structure of ICO. But first, we will analyze the lessons learned from the deviation project of the highway section."

Lessons Learned from the Deviation Project of the Highway Section

Certainly, this event that occurred very shortly after the constitution of ICO was also a milestone for the organization because there were lessons learned:

a) Coping with lobby groups. In the case of the deviation of the highway section, it is important to maintain the independence of ICO not only with respect to possible major manipulations and the interests of the local government, but also to other political actors irrespective of their political parties, or to internal political or economic free-riders who would intend to use ICO for their own interests. It would be best for ICO to maintain independence from other pressure groups that act locally, in this particular case the powerful international investor groups.

b) Avoidance of external interferences. Any link with an organization that is formed as a division of another or created by several organizations at some point is better to be cut sooner rather than later to allow itself to have its own identity and different vision and mission so that it is able to defend its independence and own criteria just as we have seen in the case of the deviation of the highway section—ICO took a different position from the immediate support offered by the 'Madrugadores' group to the project, and so ICO was able to avoid external influences.

c) Defining the scope of ICO. If the vision describes the values of an organization and where it wants to be in the future, it is the mission that describes what the organization wants to do in the short term and the scope of the activity. This time, it was clear that the first did not define whether the mission of ICO would be exclusively to elaborate an annual diagnosis based on the standards of Annex B of ISO 18091, or nonetheless, ICO should pronounce an opinion on all matters that affect the citizenry. In this case, such as the event of the deviation of the highway section, or if ICO should also participate in working groups on a new state law on urban mobility as proposed by its executive secretary Alejandro Flores, and if ICO should check and evaluate the quality

of water quality after a storm or hurricane without waiting for the annual diagnosis as noted by the leader of the water indicator, Alba Váldez.

d) Strengths and weaknesses of leadership. Although the role of the first president of ICO as a leader to convince, motivate and direct this new organization was unquestionable, it was evident that the weakness of an entire collective action organization with an important political dimension lies on a single person because sooner or later he or she will receive personal threats or personal attacks to manipulate or to harm ICO.

e) Respecting the agreements. In this particular event whether the agreements made in the assembly should be respected or the president's leadership must prevail was brought up because regardless of whether it was recognized that the best decision was not to rule on the issue of the deviation of the highway section, the decision was all the same taken unilaterally by the president against the agreement set by the assembly. In fact, in a survey directed to the members of ICO, open-ended questions were asked about staying inside ICO like I demand (…) or I would like (...) They had quite flexible answers to classification issues such as freedom, change of direction, and respect for agreements.

(3) Leadership Transition or Institutional Change for Self-Governing

ISO 18091:2014 establishes an international institutional framework for the evaluation of local governments and provides great value for a conscious and competent citizen participation, but the international standard does not establish an institutional framework for the self-government of the Citizen Observatory. This is one of the main topics of this research through the case study of the Integral Citizen Observatory Los Cabos which refers to how a 'group of principals' (notable men) in condition of interdependence can organize and govern themselves to obtain joint benefits in an uninterrupted process, though everyone is tempted to elude responsibilities (free-riders) and act opportunistically as posed by Ostrom (1990) since all collective action organizations face the same kind of problems.

We shall analyze the importance of specific leadership in the constitution of the organization through the case study of ICO Los Cabos. In the case of Elías Gutierrez as first president, we will deal with how his leadership style changed while the organization evolved and transited during the term of Margarita Díaz as the second president. We will also discuss the approach to institutional change of self-government that Alejandro Flores proposed, which by the way, came to fruition but did not consolidate because it was linked to the issue of self-financing and professionalization— this, we will analyse in the last section of this chapter.

On September 21, 2015, ICO became a civic association in conformity with Mexican laws. Article 24 of the Constitutive Act of ICO Los Cabos (2015) states that the governing bodies are: 1. The General Assembly of Associates, 2. The Board of Directors, 3. The Management Commissions, 4. The Permanent Committees, and 5. The Special Committees.

According to Article 39, the management table will be composed of the president, Elías Gutiérrez; vice president, Carlos Kennedy; secretary, Patricia López (wife of Elías Gutiérrez), and the treasurer of the directing council, Carlos Trejo. Article 40 states that the board of directors will be composed of the president, vice president, secretary, treasurer, six full members and five general coordinators. The members of the board of directors will be elected in the ordinary general assembly and will last for 2 years.

The Leadership Style of Elías Gutierrez

John Adair (2006) asseverates that "it is difficult to think of a leader who does not motivate others. But leadership embraces more than motivation" (p. 7). Many initial members recognized this quality in Elías Gutierrez. Alba Valdes (2018), water indicator leader said that "Elías was a good leader who attracted many people. Certainly, a lot of leadership is necessary for ICO to work so that it can attract more people." Eduardo Guerrero (2018), an initiator, said that "the recruitment of the 200 members of ICO was done by Elías. He went to all the groups to motivate and attract them to join ICO. For certain positions you need to have a certain profile, such as to attract and to motivate people." Carlos Kennedy (2018), vice president and co-founder, said that "Elías put money, effort, courage, and heart."

John Adair, in his book *Leadership and Motivation* (2006), in the chapter on how to motivate others, lists down eight principles emphasizing that "the first and golden rule of motivating others is to be motivated yourself because you can never inspire others unless you are inspired yourself. Only a motivated leader can motivate others" (p. 92). Elías Gutierrez was a motivated leader because he knew that change was possible—*Yes, we can!* was real, as he recounted in the interview: "My parents were PAN founders in Ensenada, one of the five municipalities of Baja California, 120 km from the US border. My parents managed to be part of the democratic change of this country. They supported the first municipal president (mayor) of Ensenada, and the first governor of Baja California, Ernesto Ruffo. He personified change, he was the first governor of all the states of Mexico who belonged to a political party different from the PRI for the first time in 60 years. I was born during a period of struggle to make a change, and I founded the 'Madrugadores' group of Los Cabos about 40 years ago. I am no longer there, but the group still exists" (Gutierrez, 2018).

During the presidential elections of the Republic on July 1, 2012, Senators and Federal Deputies chose Elías Gutierrez to be a candidate for senator from PAN until "the national leader of PAN, Gustavo Madero, assured that his party would fill 40% of candidates seats in all 31 states of the country and the Federal District, that is why in Baja California Sur such provision has to be complied with by the State Executive Committee. Unofficially, there was a chatter that Elías Gutiérrez Osuna (the only candidate of Panist origin) who had been elected to senatorial candidate would be the sacrificed one so that a female candidate could enter despite the fact that he had a clean career and had been a distinguished militant of the National Action Party for several years. However, it had not been ruled out that Arturo de la Rosa, who would compete for federal deputy in the second Los Cabos-La Paz district elections could also be withdrawn" (*El Informador*, 2012, March 28). The rumor was true, and according to the same local newspaper (*El Informador*, 2012, May 8), senatorial

candidate for the Republic, Elías Gutierrez, had been withdrawn from the PAN list and a female candidate, Lorena Castro Iglesias, replaced him. PAN federal deputy candidate, Arturo de la Rosa, was also left out. In the following municipal elections in Los Cabos 2015 Arturo de la Rosa was elected by PAN to be a candidate for mayor, and finally won the mayoral elections.

Elías Gutierrez (2018) said, "At the time ICO started, I had no job, I could dedicate 100 percent of my time to ICO. I didn't have my offices rented so I offered them to ICO as an entrepreneur. I could contribute my experience directly to people and look for my own resources. Because of my militancy in PAN I knew the political issues surrounding my municipality Los Cabos and the State of Baja California Sur quite well. All that was what I could contribute to ICO and the people valued it. It was an intangible value but there it was. I earned respect from others, but even fear. This group of about 100 highly qualified people, business executives, and social leaders of the city, were not easy to manage. A clever management system was required with a lot of responsibility and with adequate facilities. Additionally, resources were needed to be searched through the local radio, local television and social networks, so we summoned more than 1,500 people to participate because we believed that all people had something to contribute to ICO."

During the following eighteen months we had already considered all the events that marked the learning process of ICO as milestones. Due to health and personal issues, Elías Gutierrez decided to leave ICO. Margarita Díaz was the right person to reestablish relations with the mayor and his government team, and through it ICO could move forward, according to Adair (2006), to a functional leadership aimed at achieving tasks, which is the materialization of an annual diagnosis on municipal performance based on ISO 18091.

Leadership Transition

This is how Margarita Díaz (2018), general coordinator and second president, told us about the transition of leadership in ICO – "I joined ICO in July 2015, Elías Gutierrez invited me to a seminar conducted by Dr. Gadsden. He sold the idea to me very well. I thought it would be a good opportunity for me to continue working for the citizens and to contribute my experience. I had the knowledge of how the municipal administration works from the inside because I was a syndic[39] from 2005 to 2011, unlike all other ICO members who were entrepreneurs or who came from the private sector, that is why they asked me to coordinate Quadrant 1 on Good Governance. But later, when the relationship between ICO and the town mayor turned sour, I asked Elías Gutierrez to create the position of a general coordinator. By way of coordinating the four quadrants as per the diagnosis is structured, it gave me the right to be able to keep the relationship of ICO with the general-secretary of the municipality, Luis Alberto González. Every week I would visit and talked to him. I was convinced that for the sake of ICO we should continue to maintain the

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[39] In Mexico, the municipality is governed by the municipal president, syndic and 'regidores' (councilors). The syndic is, by popular choice, responsible for legally representing the municipality and ensuring that its interests are not violated. It also plays the role of auxiliary to the municipal president. The syndic is the one who represents the interests of the citizens before the municipality (Federal Government & SEDESOL, 2010).

relationship with the administration. As a quadrant coordinator, I developed a series of processes for the quadrant coordinators and for the indicator leaders, though we still did not have a complete manual procedure or a written regulation for ICO." And she continued, "In August 2016, Elías already wanted to leave the presidency due to health and family reasons. I told him to wait until he finished Diagnosis 1 because he could not leave anyway before that and have a recognition of the work done. I told him, 'I'll cover you,' and we convened that the second ordinary assembly of ICO would announce the change in an orderly manner. For this reason, on November 24, 2016 at the end of the last Thursday´s public meeting, "Elías Gutierrez, president of ICO at the time, announced that on December 1, there would be an ICO general assembly to propose a new way of addressing members when assemblies were held—a new way of addressing ICO. We were still reinventing ourselves and we would transform the figure of the president into a board of directors" (Padilla, 2016).

Elías Gutierrez announced his retirement and a new board of directors proposed by Alejandro Flores appeared. Alejandro Flores (2018), executive secretary, shared the reason for his proposal – "I am a technocrat, and I think that it is not enough to do something, but it is necessary to do it in a proper manner. The members of ICO already showed interest and invested our time to help the city. If we were an elite group of people (though not financially), who are in a position to help in the decision-making, we should be able to dedicate time to do things adequately. That is why I proposed a change to have a 'flat-surfaced' structure in the board of directors within ICO so as to end with the pyramidal hierarchy because if ICO produces annual diagnoses we need to 'move the pencil' (work) quite constantly. We have the example of the National Anti-Corruption System in Mexico. It is a 'flat' structure where the superior body is the committee—a collegiate body formed by a general secretary, deputy secretaries and an executive secretary. On the one hand, all the technical human resources as well as machinery and materials resources will do the job. On the other hand, we would prevent a single person from being the spearhead, and from being discredited or threatened as it is easy to attack a single person and kill the entire institution. I believe in leadership, no doubt about that, but do not mistaken it for a single leader." Flores continued – "I understand that citizen participation based on the standard of ISO 18091 teaches you to learn about processes, therefore we should also start with ICO's internal processes by making a ratio of 'hours per man' indicator. I also believe that if ICO has to be democratic, inclusive and accessible, there can be no asymmetric criteria to be followed. We must have a common knowledge and technical value to 'know' how the observation has to be done and how the evidence is presented through our own processes. In addition, the entire process and diagnostic information must be transparent, available, and accessible to the citizens. To implement this structure within ICO, the executive secretariat must be professionalized and have human and economic resources to be able to handle stable financing. For this reason, I set out to seek external financing and I began contributing and financing the salary of one person, Gaby Vargas, who I incorporated as a technical coordinator."

Justo Couto (2018), responsible for Honour and Justice Commission, agreed with Alejandro Flores' proposal. He believed that "a vertical structure works well during the first stages of the organization because you need a leader. Elías Gutierrez was an

ideal leader for the ICO during the first stages in a vertical structure because he had time and economic resources. He put thousands of 'pesos' (dollars) to the mission. In short, he was the godfather of ICO. I left ICO because Elías called my attention in front of everyone—he took away my authority when I was moderating a meeting. I didn't come back until Margarita Díaz called me again. I recognized that Elías was a great leader, but that distanced us from each other. I think we have realized that there is no need for one 'head' in ICO as there are always hundreds of ways to extort one person to harm the institution. I do not see a future of an ICO with a vertical structure. I see a horizontal structure, or much better a board of notable directors who are credible with ideas of all different colours (political parties), with prestige, with people demonstrating their ability to work with the community, a secretary-general with a technical secretariat that coordinates the board of directors as Alejandro Flores proposed. But Margarita wanted to control everything and did not want to understand the much-needed transition, so I left ICO again." For Margarita Díaz (2018), "Justo Couto and other ICO members liked the idea of transforming into a horizontal structure proposed by Alejandro because of the internal problems that had been plated by a vertical structure during Elías' leadership, but at the same time it did mean an 'escape' for some ICO members due to the improvisation process and changes in the agenda and the non-compliance with the agreements."

If, at the beginning, Elías accepted Alejandro Flores's proposal, later he (2018) commented that "Alejandro Flores arrived at a moment when ICO was decaying— we lost people, he seemed very hardworking and capable, he brought his German-influenced education with him, and we needed to solve and finish Diagnosis 1. 'You have to do this', and he always offered to do it providing resources and hiring a person as a coordinator. He made a whole new approach to changing the 'face' of the organization. He is a technocrat, but I think that ICO also needs ethics, values and utopia. We must seek all that is good about ISO, not only the indicators, but also the quality of the people who will later be part of ICO. He never attended a Gadsden seminar about our shared vision on ISO 18091. I think Alejandro had a personal interest in learning the 'know-how,' in acquiring expertise, and becoming an international expert or consultant on these matters."

Carlos Trejo (2018), treasurer, affirmed that "with the restructuring, ICO was reduced and lost its initial enthusiasm (…) and each one had his own personal interest. I think it was not a problem of definition, it was something very natural, and it grew exponentially because without order, you cannot move forward. If meetings, agreements, and minutes are not made, you cannot move forward. With an authoritative kind of leadership you cannot move forward (…) if agreements are not respected you cannot move forward, and likewise if the mayor does not support us it is very difficult to move forward."

In the interview with Elías Gutierrez (2018), he assumed that "the political conditions and personal situations made the existing ICO to be comfortable in its own skin with successes and mistakes that were necessary and understandable. I took the responsibility that corresponded to me, but I believe that the objective was achieved and that ICO Los Cabos could be a bulwark for other citizen observatories."

An Institutional Change for Self-Governing

During the first ordinary Assembly of ICO on December1 1, 2016, the new organizational model developed by Alejandro Flores was presented. Margarita Díaz (2018) stated: "For me, the change in the structure was introduced by Alejandro Flores to gain power because with the functions granted to the executive secretary he or she could take full control of the organization. At the assembly I said that I did not like it and did not understand the model. Finally, the Assembly agreed on my being elected as their new president, and as a sign of relief from Elías Gutierrez and Gaby Vargas' election as secretary, I was also in relief of Patricia López (Elías Gutierrez´s wife). It was agreed upon to decide at the next ordinary assembly to propose the new structure. During the assembly, Alejandro Flores said he had his own economic means to carry out the new structure and was committed to fundraising, so from around September-October 2016 until February 2017, he rented out the second floor of the Elías Gutierrez building to ICO creating, therefore, a technical team and employing Gaby Vargas as technical coordinator to prepare the procedural documents, study the hours needed by each of the indicators based on the outcome of D0 and D1, review the training programmes by module for ICO members, communication strategy, work plans for each area, annual agenda, and so on and so forth."

Finally, on March 2, 2017, ICO's second ordinary assembly was held, and the change of structure proposed by Alejandro Flores was approved. ICO Statutes (2017) states that the board of directors will be composed of 1. a secretary general, 2. an executive secretary, 3. a commissioner of honour and justice, 4. a resource commissioner, 5. a commissioner of human talent, 6. a bonding commissioner, 7. a communication commissioner, and 8. four coordinators—one for each quadrant.

Since the approval of the new structure and after having Margarita Diaz named as secretary-general, and Alejandro Flores as executive secretary, Margarita Díaz (2018) remarked, "When I asked Gaby Vargas to help me solve an issue, she always answered the same thing to me—first, I must asked Alejandro for his authorization to do it—which turned out to be a very a painful situation. It happened that in July 2017, Alejandro Flores was spending less time at ICO because of professional reasons and said that he could not finance the structure of the executive secretariat, nor could he pay Gaby´s salary any longer. It was during that time when Luis Vargas employed Gaby in the offices of his hotel to help us finish Diagnosis 2."

During the third ordinary Assembly of ICO on February 22, 2018, the original structure was returned and Article 40 of ICO Statutes (2018) say that the board of directors will be composed of 1. a president - Margarita Díaz, 2. a secretary - Aurelia Rodríguez, 3. a treasurer - Carlos Trejo, 4. the former president of the previous period - Elías Gutierrez (incorporated for the first time in the statutes with voice but without vote), 5. a resource procurement coordinator, 6. a recruitment coordinator for new members of ICO, 7. a link coordinator, 8. a communication coordinator, 9. a general coordinator of the four quadrants, and 10. a general coordinator for each of the four quadrants. We understand that it is interesting for this study to incorporate the views of other ICO members. Alba Váldez (2018), leader of the water indicator, who has a degree in economics, a master's degree in environment, and a doctorate

course in sustainable management of coastal areas, is an expert in the Basin of San José. She is also the water rights manager of an 'ejido' (communal) of owners of organic agricultural crops. When she was asked what she thinks of ICO's internal organization, she said, "I never wanted to join the board of directors because I saw that there was politics, nor did I want to join the WhatsApp group of ICO. When they started to form a group, people were always envious of each other and things were politicized. I proposed to Elías that we must do an internal evaluation after this first year to know what was right and what should be improved; what was wrong and what was happening in the group, but Elías did not respond. This young man, Alejandro, entered at the end, when the change to the board of directors was made. He took control of ICO, though he was introduced as humble. He changed the structure and many people left ICO. I myself did not like what he proposed. During our last meeting, Margarita said that Alejandro had left, and that we would return to the original structure, but all of a sudden Alejandro appeared at the meeting, and I wondered – 'Will he carry an indicator?'"

For initiator Eduardo Guerrero (2018), "it is important to think from the beginning on the succession of leadership and continuity of the group and to continuously search for new people. Now, I am the president of the Mexican Institute of Financial Executives and I no longer have time for ICO. There are days when you can dedicate time more or less, that is why it is important to have new people in the organization." Also, for another initiator Mariano Arias-Díez (2018), "the most important thing is the human factor, the human capital, and a constant recruitment of new members of ICO." In the same way, Gaby Vargas (2018), technical coordinator said that "while there is an active rotation, there must be some kind of structure that always remains and gives continuity to ICO."

Indeed, gauging the 88 ICO members who participated from the beginning of 2015 (Diagnosis 0) until the last diagnosis of the XII municipal administration 2018 (Diagnosis 3), the general average of their permanence in ICO was less than two years—males on an average of one year and nine months, and females one year and seven months.

Lessons Learned from the Leadership Transition

a) Leadership is required. Starting a collective action organization requires a motivational leadership that calls for action. Someone must take that initial responsibility. In principle, ICO members do not obtain a personal benefit, only the satisfaction of knowing that they are working for the common good. Leadership and motivation must be present not only to jump start an ICO but also to continue with it.

b) Leadership is a risk. Having a single head of ICO is a risk, because it is very easy to bully or bribe a person to have influence on ICO pronouncements, or to attack a single person to discredit the entire organization, or make that person leave.

c) Leadership must be functional. Leadership is aimed at the achievement of the task which is the materialization of an annual diagnostic of municipal performance based on ISO 18091. As John Adair (2006) puts it – one, the task can only be done by the team, and not by a single person; two, the team can

only achieve an excellent task execution if all the individuals are fully involved; three, Individuals require the task to be challenging and motivating.

d) Leadership can never be authoritarian. For a collective action organization such as ICO and because of the members' own profile and the organization's mission, leadership must be a moral one per se.

e) A constant recruitment of ICO members is needed. Due to the nature of ICO, it is important for ICO to think from the very beginning on the succession of leadership and the constant recruitment of people and the permanent training given to them, which from experience, lasts an average of less than two years.

f) Sharing as many decisions as possible. As we have seen from the profile of ICO members, they all have high qualifications, and are social or business leaders, and what they do is contribute their talent voluntarily. They have to feel comfortable and be motivated constantly. The more decisions are shared, the more the organization will grow, especially if it takes into account the valid opinion of its members. In any case, all communication channels between the board of directors and the members of ICO must be open at any time.

g) Choosing an institutional model for self-government must be made. ISO 18091:2014 is an international institutional framework that allows citizen observatories to act in a conscious and competent manner, but this international standard does not contain an institutional framework for the self-organization of the Citizen Observatory, and therefore it must be created.

Beyond analysing the management and leadership style that was most appropriate for ICO shown in each situation, the search continued and led to a new leadership headed by Margarita Díaz upon exit of Elías Gutierrez, and so was the struggle to access control of ICO. Alejandro Flores, with his proposal on the organizational structure, presented an institutional change for the self-governing ICO—a much more complex process, which according to Ostrom (1990), "individuals who make institutional choices also make operational choices. When individuals face the question of whether to keep or change the status quo rules, the situation changes, but the individuals remain the same (...) Using this concept of rational action, one predicts that individuals will select strategies whose expected benefits will exceed the anticipated costs. How an individual evaluates the expected benefits in an 'institutional-choice' kind of situation depends on the information available to them" (pp. 193-194).

In the case of ICO, the institutional change was directly related to financing, so when Alejandro Flores' financing fell, the status quo was recovered. We will analyze the issue of financing in the next section.

(4) The Challenge of Being Financially Independent

At the beginning, the financing was obtained with contributions from the members who started the ICO. Elías Gutierrez (2018) said, "We started to work during the stage of Diagnosis 0 without being trained. We had to contribute to pay more than

600,000 pesos (30,000 US $) as we needed resources, among other things, to pay the training seminars not only for the citizens—nearly a hundred received training—but also for the municipality's syndic and 'regidores' (councillors). Carlos Gadsden was always very generous even if we did not completely pay his fees, he always came to conduct the seminars. But we made it—ICO started 'walking.'" When Elías Gutierrez took the presidential seat, he largely took back the support of ICO. Carlos Kennedy (2018) affirmed that "ICO's office was the ground floor of Elías Gutierrez's building—the secretary, the materials (…) all was offered to ICO." On his side, Carlos Trejo (2018), founder and treasurer cited in ICO's Constitutive Act, recalled that he proposed self-financing – "I proposed that each member of ICO pays a monthly fee of 500 pesos, equivalent to 25 dollars to finance the association. There were many of us, and so the proposal was approved at the meeting. Thus, I bought a desk, a computer and I employed a person with my own resources to collect the fees. But, as there were no minutes, the agreement was not fulfilled, and the decision was changed. They thought that it would be better if the fee were voluntary, so I had to fire this person. On another occasion, I informed about the necessity to change the statutes so that ICO could issue tax-deductible invoices when receiving donations. The registry charged us '6,000 pesos'—a little over 300 dollars. I paid 50 percent in advance but they didn't want to pay the rest. Without the minutes of the meeting on the agreements and without respecting these agreements it would be very difficult to move forward. I did not like horsing around with my time, so that made me resign as a treasurer, and while I was outside, I accepted to work as an observer member of indicator 1.3 which deals with the organization chart of the municipality."

According to Víctor González (2018), communication coordinator, there were also other treasurers who resigned "as the agreements were not fulfilled; the treasurers wanted to resign from their position up to three times. As the president, Elías Gutierrez financed ICO, through providing with an office, gasoline, and secretary (….) he did not accept criticism nor claims. One day, I told him that I had been paying 500 pesos (25 dollars) for five months and I told the secretary about it, but I never had an answer (…) My impression is that if you claimed any expenses from ICO, you would be considered as ungrateful." Justo Couto (2018), coordinator of the Honour and Justice Commission, stated that "there was no alarming figure in the statutes of ICO. Money was always lacking since the time Elías warned that he could no longer yield the office, and the steps were never taken to find other alternatives. When appointed secretary-general Alejandro Flores arrived, he paid the salary of technical coordinator Gaby Vargas for more than a year."

Luis Vargas (2018), Quadrant 4 coordinator and director of a group of hotels including *Santa María*, where training courses and meetings were held at the end of Diagnosis 2 and Diagnosis 3, said, "We need a way to generate funding for ICO After Alejandro Flores stopped paying the salary of technical coordinator Gaby Vargas. I paid Gaby until Diagnosis 2 was finished. I believe in ICO, so I kept my promise to finance until they receive some sort of external funding, though I would say everything has a limit."

During the preparation in 2018 of the last Diagnosis 3, Margarita Díaz (2019) affirmed that "Luis Vargas was responsible for paying Gaby's salary until the end of Diagnosis 2. But, during Diagnosis 3, when we could no longer count on Gaby's help,

she went to work in Mexico City. Jarumy Yocupicio, who was a fundraiser, also left due to a professional project, but we did always have the generous help of other members of ICO—Carlos Trejo always gave us his locations, or Mauricio Balderrama, for example. Each of the indicator leaders did his personal work in addition to shouldering the costs of printing ink and paper to do the job. ICO had a budget of '100,000 pesos' for the whole year of 2018, a little over 5,000 US dollars. According to Jarumy Yocupicio (2018), attorney general of funds in 2018, "initially, ICO was fuelled financially by and because of political aspirations of some people (in reference to Elías Gutierrez), and then continued to be financed by other people because of personal benefits they could get from it (in reference to Alejandro Flores). My conclusion is that ICO has always been financed by personal aspirations." In short, ICO has always had this pending issue of financing as we have already seen that choosing the institutional model of self-government is linked to financing. Financing is a key issue that involves the decision of any collective action organization after its foundation to take the next step (...) to take the leap into the void, to constitute a firm structure, and to know what it means to have permanent financing to pay the human and material resources needed to be able to continue and go further. Elías Gutierrez himself (2018) recommends, "For an ICO to be born in a healthy way, a financing programme is needed in order to have a structure such as an office, a secretary, communication networks, people 'who drag the pencil' (administrative and technical work)—because we ask ICO members to do a job that they have never asked for, and we scare them away."

Some members of ICO supported the idea of public or private financing like Luis Vargas (2018), who said that "we need money in ICO, and if there are federal resources (nationally), we must get it." And Justo Couto (2018) agreed by saying "ICO needs financial resources. We need a technical team to continue the work of ICO. I was in favour of receiving money from the private sector—we can ask for financing from hotel groups, but ICO didn't want it because that meant receiving some kind of pressure from them. I was also in favour of receiving public funding, even money from the local government, but the consensus was negative about that. I proposed to them to be more creative and transparent, for example, why not receive money from the municipal administration that would help us evaluate the next municipal administration? (...) If we do not have resources, we will starve." On the contrary, Carlos Trejo (2018), co-founder and treasurer believed that "it was clear that we would not accept funding from any federal, state or municipal authority. I was seeking international financing from IDB to finance ICO and also proposed the idea of self-financing from the members, but it did not prosper." The town mayor of Los Cabos, Arturo de la Rosa (2018), understood that "ICO would lose its essence, and the moment the local government provided public resources, then it is no longer the ICO that we know because if ICO depended financially on the local government or even received federal resources it would influence the process of all the diagnoses. ICO must be self-financed. If this government is guilty we want to be told how we are doing, and we will point out the mistake. I see ICO as a strategic ally that tells us exactly where we are, how things can be done better, who is responsible and the departments that must carry it out—that is the ideal world."

As we have seen in ICO Los Cabos 2015-2018, it worked with self-financing not through mandatory fees coming from the members, but through voluntary

contribution of a few. For ICO, how to access external financing sources that allow to have a minimum stable structure of human and material resources is still up in the air, but at the same time, the freedom, independence and credibility of ICO to fulfil its mission is kept. But, we must emphasize that in the survey done with the members of ICO 2015-2018 there were three open-ended questions asked so as to participate in ICO: I need (…), I demand (...), and I would like (...) The issue of having own offices and more economic resources does not appear, or even as a requirement or as a necessity—it is only referred to by 15 percent of them as a wish in the 'I would like' (…) answer. It is not money that is important for ICO to work. it is the will and time that appear to be more necessary.

Lessons Learned from ICO Financing

> a) Self-financing cannot be demanded. If citizens are conscious of their duty to contribute with their time, knowledge and effort and at the same time self-financing is required, then the organization is asking too much. So, ICO removed the mandatory fees and they became only voluntary.
> b) Crowdfunding could be a resource. Small contributions not from the associates but from the citizens who cannot contribute time, but willing to give a small contribution because there is something to receive. The benefits of supporting ICO could be the best way to maintain its independence, but getting micro-funding is a job in itself.
> c) One-person financing is not healthy. It is obvious that when a person does most of the financing of an organization he wants to manage it in his own way, and it has been proven that such type of financing is limited in time and ends at some point which is not good for ICO because it values continuity most importantly .
> d) International financing is a possibility. This might work especially when it comes to supporting the initial expenses of ICO, its legal constitution, and to getting advice on how to create a self-government institution and training in ISO 18091 which are the basic tools for the first diagnosis.
> e) Public financing is not an option. To fulfil its own mission, ICO cannot have public financing (local administration, state, or federal government) because the autonomy and independence from public administration must be maintained.
> f) Private financing is possible only with transparency. Companies and corporations can be allies in achieving the common good and can give financing as long as it comes with great transparency.
> g) Accountability and transparency are a duty. ICO must be transparent and accountable for its every action in addition to fulfilling its legal obligations; its budgets and its annual accounts must be accessible and open to the public. It is not an option—it is a duty of ICO to be credible.
> h) The will is stronger than money. ICO Los Cabos has demonstrated that a great model of citizen participation can be done without counting on a specific funding programme; the will and generosity of the citizens have made it possible.

A week later, during the third ordinary assembly of ICO on February 26, 2018, a field work on the case study was conducted. In this context, the 17 in-depth personal

interviews were done with the members of ICO, the town mayor and the municipal team that we have shown in this chapter. This period also gave me an opportunity to be an observer of the following:

a) The delivery of Diagnosis 2 to the town mayor.

b) The first meeting that Margarita Díaz assembled to convene with the initiators and newly re-elected president after the assembly attended by Elías Gutierrez and 12 initiators; preparation of an invitation to former members.

c) The seminar that Carlos Gadsden gave to ICO members about the problems faced by all collective action organizations.

d) The meeting that Margarita Díaz organized with Eduardo Guerrero to seek either a collaborative alliance with the Mexican Institute of Finance Executives or personal contribution to ICO.

e) A visit to the city both in the touristic development area and in the most popular colonies, as well as visiting an organic farmer in the interior part of the town.

Chapter VI. A FRAMEWORK FOR THE ANALYSIS OF LOCAL CITIZEN PARTICIPATION

As we have seen in chapter III, our research methodology is the case study, and our own approach is like the methodological guidelines behind a research method of the case study of Aalborg Planning called *Phronetic Social Science*. Such research is set to answer four questions of power and values for specific instances of Aalborg planning. And "the main sources for answering the questions were archival data, interviews, participant observations and informants" (Flyvbjerg, 2001, p. 145). Like Flyvbjerg, this research paper also proposes four silver questions through Integral Citizen Observatory (ICO) Los Cabos case study on how to make a framework that analyzes problems, risks and challenges of citizen participation in local government, including how things may be done differently in full knowledge, that we cannot find ultimate answers to these questions. But, why not have one replicable model of reliable citizen participation in local government? The fundamental resources for answering these questions are data analysis, personal interviews[40] with key people who have intervened in the process, leaders and members of ICO, the town mayor and his government team, media and other social actors and participatory observation.[41]

Greenwood, Whyte and Harkavy (1993) argue that participatory action research is always an emergent process that can often be intensified and work effectively to link participation, social action, and knowledge generation. For this reason, in addition to the present research, we have carried out a survey of ICO members who have participated since its origin in 2015 from Diagnosis 0 until Diagnosis 3 in 2018 during the whole XII Administration Los Cabos (2015-2018). This survey from October 2018 to April 2019 was answered by more than half (50 percent) of all ICO members. It is an important percentage and representative part of the small world of ICO Los Cabos members 2015-2018, though not in the universe of the citizens of Los Cabos.[42] The survey[43] in the form of a questionnaire has two objectives. The first was to conduct a descriptive study to know the personal, academic and professional profile of ICO members, as well as on their participation in ICO, how they joined ICO, date of incorporation, position held, year of withdrawal from ICO, participation in other organizations, and political preferences that we have already seen in chapter V. This survey would not have been possible if it hadn't been for the invaluable help of Juan José Torres and Alberto Sánchez, who are greatly appreciated for the revision of the questionnaire, the preparation of the classification questions and design of the survey on a mobile phone application[44] that allowed the anonymous collection of answers directly in the format of an Excel table for its coding. They also did the data coding survey for the descriptive analysis. In addition, the collaboration of ICO Los Cabos president Margarita Díaz who made the delivery of WhatsApp messages up to four times to ICO members possible was fundamental in getting a significant number of 46 responses out of 88 total members of ICO Los Cabos 2015-2018, which represents a response of 52.2 percent in the whole of ICO

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[40] See List of Interviews Done during the Field Study in Los Cabos 2018, Annex III.
[41] See Graphic Evidences of the Field Study in Los Cabos 2018, Annex IV.
[42] See Technical Form of ICO Los Cabos Members 2015-2018 Survey, Annex V.
[43] See Questionnaire of ICO Los Cabos Members 2015-2018 Survey, Annex VI.
[44] See WhatsApp message in Technical Form of ICO Los Cabos Members 2015-2018 Survey, Annex V.

organizations. The second objective was to have components from ICO members that would allow us to answer the four silver questions posed to do a framework for the analysis of citizen participation in local government:

1. Where are we going with democracy and citizen participation in Los Cabos?
2. Who wins and who loses with a quality management system for local governments ISO 18091:2014?
3. Is an international institutional framework for citizen participation based on a quality management system for local governments desirable?
4. What should be done to reach a reliable citizen participation model in local government?

The best approach to analyze not only the experience but also the values that ICO members have put into play to join and remain in ICO, to know up to what degree their civic beliefs or political affinities have meddled in a way, to know the value they give to ISO 18091, and their motives for this selfless act in a collective action organization is a semiotic study. According to Marcelo López (2018) semiotic researcher and political strategist, "semiotics can be defined as the discipline that studies the meaning of things and its relevance to manifesting everything that it means. But things are different from what they seem (what we call *signifier* (denotation, physical objects, signs, words) than what people think they are (what we call *signified* (connotation, object interpretation, meaning). In other words, things are what they signified to each of us. The Semiotic Map of Values, Meanings, Motivations and Behaviors of Adhesion is a new paradigm to understand the act of joining of a person not only through a rational process, but through acquiring a more human vision, a value exchange that the individual fundamentally seeks to build or strengthen his identity, project his desires, fears, needs and hopes with a probable agent who is presumably willing to satisfy him. "

As we have seen in the section Motivation for Commitment in chapter II and summarizing North's (1990a) and Olson's (1965) thoughts, we must delve in the aspects of human motivation because human behavior appears to be more complex than simply being motivated by wealth-maximizing models used by economists. Economic incentives are not the only ones that motivate human behavior because there are social incentives that are really the motivating factors for small groups of people. Altruism and self-imposed constraints can radically change the outcome with respect to the choices that people make. Therefore, we must try to explain the behavior patterns to know why it is possible for people to contribute and collaborate over time for the common interest of the group when there is not any economic incentive for each individual member. The best way to do this is through a semiotic study. The process that we did to prepare it was as follows:

(1) Elaboration of the questionnaire with conceptual and data analysis, field study outcome and personal interviews that would make a complete study of the experiences and motivations of ICO members from a descriptive and semiotic perspective a valuable resource for the case study of ICO Los Cabos. The questionnaire was done for the preparation of the survey questionnaire, it was essential to first make an analysis of the conceptual framework, an analysis of the context of Los Cabos, but especially the field trip to Los Cabos,

from February 26 to March 5, 2018 and the in-depth personal interviews done with the promoters, members and the two presidents of ICO Los Cabos—15 key people in total from ICO Los Cabos 2015-2018 including the mayor of Los Cabos and 8 key people of his team. This helped prepare the different statements of the questionnaire. It was then reviewed by Juan José Torres, Alberto Sánchez and Marcelo López.

(2) Doing the survey to the ICO members of 2015-2018 in the way it was indicated. When the data coding was prepared in an excel format elaborated by Juan José Torres and Alberto Sánchez, the Descriptive Study was ready and sent to Marcelo López.

(3) Marcelo López directed and Agustina López contributed to the realization of the Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 for this research study as a collaborator. It is included in Annex VIII and is analyzed in this chapter as a valuable resource and with due gratitude.

(4) Román Mínguez carried out an Analysis on Contingency Tables and Observed Frequencies with the data coding survey in Excel elaborated by Juan José Torres and Alberto Sánchez. This analysis was done to know if there was a statistical association between the answers related to the variables 'wishes,' 'needs,' and 'demands' of ICO members with people who had left ICO (inactive) versus people who continued in ICO (active). In this way, some statistical patterns can be detected and distinguished in the requirements of active versus inactive members. His collaboration is greatly appreciated and it is included in Annex IX.

Through all the empirical resources listed and described in chapter III on Methodology and the literature analyzed in chapter II Conceptual Framework, we will answer the questions established to propose a framework for the analysis of citizen participation in local government.

1.Where Are We Going with Democracy and Citizen Participation in Los Cabos?

In chapter II, we have analyzed Democracy and Participation in the 21st century and we have also carried out an analysis on rethinking democracy from the cities, in this section we are going to analyze the elements that allow us to know where we are going with democracy and participation in Los Cabos through the case study.

The Institutional Revolutionary Party (PRI) was the ruling party in Mexico for seventy consecutive years from 1930 to 2000. In 1988, it suffered its greatest split that resulted in the creation of the Democratic Revolution Party (PRD)—both parties were members of The Socialist International. For Huntington (1991), the third wave of democratization appeared in Mexico when "the Mexican ruling party, for the first time, only narrowly won the presidential election in 1988 (referring to Salinas de Gortari, and lost for the first time a state governorship in 1989" (p. 24). The author is referring to the time when Ernesto Ruffo (PAN) in Baja California

personified change and was the first governor of the 32 Mexican states that belonged to more than one political party. Numerous authors such as (Woldenberg, 2012; Hernández, 2013; Méndez de Hoyos, 2013) considered this moment as the beginning of the democratic transition in Mexico that culminated in 2000 with the political alternation in the presidency of Mexico by consolidating the institutions responsible for electoral processes in the country, prior to strengthening them, through the process of political reforms of 1996-1997. But for other authors, the democratic transition has not yet culminated in Mexico. According to Lorenzo Meyer (2016), "in the new century, Mexican society achieved a political change with all its potential to constitute a historical watershed but mediocrity, cowardice, corruption and the lack of a long-term rationality of those who led what could have been a new and brilliant chapter of Mexican political history spoiled the democratic transition," and after 12 years [(two six-year term of PAN presidents Vicente Fox (2000-2006) and Felipe Calderón, (2006-2012)] it all ended up in the restoration and return from the past of the PRI (Enrique Peña Nieto, 2012-2018), though in a different setting" (p.46).

One of the great challenges facing democracy in Mexico and in Baja California Sur and in the municipality of Los Cabos is corruption. According to a new report by Transparency International (2017) *People and Corruption: Latin America and Caribbean* one of the global barometers of corruption series conducted based on surveys of more than 22,000 citizens consulted on direct experiences of corruption in public services and on perceptions about the magnitude of corruption in 20 countries in Latin America and the Caribbean, Mexico is where most respondents claim to have paid bribes during the research period (51 percent) followed by the Dominican Republic (46 percent), Peru (39 percent), Venezuela (38 percent) and Panama (38 percent). Regarding public services, respondents indicated that public hospitals were where they were most often forced to pay bribes (20 percent), followed by public school (18 percent), identity card offices (17 percent), the police (16 percent), public water and electricity services (14 percent) and the courts (12 percent). According to the report, Mexico is the most corrupt country in Latin America and the Caribbean. And the same report from Transparency International (2017b) *People and Corruption: Citizen's Voices From Around The World* details that "in Mexico, India, Liberia and Vietnam, which have very high rates of bribery for public services, the results suggest real and urgent issues that must be addressed" (p. 10). On the other hand, a large majority of Mexicans surveyed (74 percent) said they had hope in the positive role that ordinary citizens could play in combating bribery (Transparency International, 2017a, p. 26).

Controversial were the declarations of President Peña Nieto when he said in an interview that "corruption in Mexico is a cultural issue." He reaffirmed this in his statement: "To address it if we have to start recognizing this weakness and then through strengthening of institutions that allow combating corruption practices, that will be the way to really advance in the formation of a new ethical culture among Mexican society" (Rubí, 2014, September 8; Rodríguez, 2014, September 8). If the third wave of democratization or the so-called democratic transition in Mexico began in the northern part and neighboring state of Baja California, how do they deal, then, with the issue of corruption in Baja California Sur and Los Cabos?

We cannot separate the two levels of government because throughout the years there had been a transfer of power between the same leaders or their families from the governorship of Baja California Sur to the municipality of Los Cabos and vice versa when PRD had Leonel Cota Montaño as its president from 1999 to 2015. Carolina Rocha and Miguel Pulido (2018) have written a book entitled *Atlas on Corruption in Mexico 2000-2018*, and in Baja California Sur we can find a section under the title *Viva La Familia* dedicated to "Leonel Cota Montaño, governor of Baja California Sur from 1999 to 2005, who placed more than one hundred direct and indirect relatives of his own on the government payroll, and more than 15 of his relatives were placed in important positions" (p. 46). Without going any further, his successor as governor of Baja California Sur was his cousin Narciso Agúndez Montaño from 2005 to 2011, who had previously been Mayor of Los Cabos (1999-2002). Afterwards, another cousin, Ulises Ceseña Montaño, succeeded him in the mayor's office of Los Cabos. At the end of May 2012, Narciso Agúndez Montaño was arrested in Monterrey, Nuevo León, accused of embezzlement of almost 28 million pesos—nearly 1.5 million of dollars. From December of the same year 2012, and after seven months in prison, Agúndez Montaño was released after paying bail (CNN Mexico, 2012). From 2011 to 2015 his brother Antonio Agúndez Montaño was Mayor of Los Cabos. After Hurricane Odile in 2015, Narciso Agúndez Montaño was registered as a candidate for mayor of Los Cabos 2015-2018 to succeed his brother under the coalition PRD-PT and the Citizens Movement. The polls gave the largest number of votes to him. Arturo de la Rosa, after registering as a candidate for the National Action Party (PAN) to contend for the mayorship of Los Cabos 2015-2018, clarified that his withdrawal from PRD was because of "the things that were being vitiated, and the same families wanting to govern, just as they had said about PRI." He arrived at the registry accompanied by former mayor of Los Cabos, René Núñez from PRD (Giovanny, 2015).

During the first approach to this case study before doing the field study, (Ostos, 2018) writes that the political alarm for the constitution of ICO Los Cabos was the presentation of Narciso Agúndez as a mayor's candidate for Los Cabos representing the PRD and PT parties in the imminent municipal elections on the first Sunday of June 2015. Carlos Kennedy (2018), who proposed the idea of ISO 18091 to observe the local government states said, "We were in a hurry because the worst administration of Los Cabos was ending with Mayor Antonio Agúndez, so we had to get going." In the same sense Carlos Trejo (2018) affirmed: "At the beginning there were many of us because it coincided with the worst government in Los Cabos which was corrupt and a real disaster." Victor González (2018) said that "ICO Los Cabos was born with the new administration, because we were fed up with everything that had happened during the last administration with Antonio Agúndez. They stole gobs of money with complete impunity, the services were very bad, and we just could not allow to continue like this." But Elías Gutierrez (2018), in answering the question if he believes that the origin of the ICO Los Cabos was because of the fear that Narciso Agúndez could win, affirmed emphatically: "The origin of ICO has nothing to do with the possibility of Narciso Agúndez' reelection as mayor of Los Cabos. It is more of the need for a counterweight that monitors, points out, and gets help from the citizenry."

The motivation of ICO members is reflected from a semiotic perspective as we can see in Table 8 based on the ICO Los Cabos members 2015-2018 Survey Data.

Table 08. Members' Agreement on Specific Affirmations and Motivations for Citizen Participation and Decision-Making

Theme	Agree		How much did it help in your decision to participate? (multiple answers available)				
	Yes	No	None	A little	Some	Quite	A lot
ICO was born as an opportunity for collaboration and participation of citizens who are conscious of the needs of Los Cabos to make it a better place for everyone.	85.4	2.1	0.0	2.1	6.3	39.6	10.4
ICO was created to collaborate with the municipal government and to work on whatever there was to achieve for the improvement of the city.	81.3	8.3	2.2	0.0	2.2	35.6	22.2
ICO was born due to the seriousness of the situation of inequality, social emergency and insecurity evidenced by the experiences after Hurricane Odie.	26.7	64.4	10.4	12.5	16.7	10.5	10.4
ICO was born out of the private interests of an elite of citizens. It is an opportunity to participate in politics outside the political parties to influence and achieve their own objectives and political positioning of a few who deserve it.	20.8	70.8	14.6	10.4	14.6	8.3	4.2
ICO was born out of fear of an electoral victory of a recent ex-prison inmate Narciso Agúndez of the PRD-PT to repeat as a town mayor of Los Cabos in the June 2015 elections.	14.0	81.4	26.1	10.9	15.2	8.7	0.0

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.4).

Table 09. Members' Agreement on Specific Affirmations and Motivations for Citizen Participation and Decision-Making

Theme	Agree (multiple answers available)		Help
	Yes	No	Quite & A lot
ICO was born as an opportunity for collaboration and participation of citizens who are conscious of the needs of Los Cabos to make it a better place for everyone.	85.4		50.0
ICO was born to collaborate with the municipal government whatever it was to achieve the improvement of the city.	81.3		57.8
ICO was born due to the seriousness of the situation of inequality, social emergency and insecurity evidenced by the experiences after Hurricane Odie.		64.4	20.9
ICO was born out of the private interests of an elite of citizens. It is an opportunity to participate in politics outside the political parties to influence and achieve their own objectives and political positioning of a few who deserve it.		70.8	12.5
ICO was born out of fear of an electoral victory of a recent ex-prison inmate Narciso Agúndez of the PRD-PT to repeat as a town mayor of Los Cabos in the June 2015 elections.		81.4	8.7

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.4).

According to López & López (2019) as shown in Table 9, "we can see that the 'signifier' ICO is perceived through two 'signified' (the first ones among many) as we will see later. The two 'signified' revealed are 'opportunity' and 'collaboration.' Both meanings must be considered within a space of interest for civic work and collective action fueled by the hope of getting improvement of some sort for the common good. Therefore, it is obvious that the 'signifier' ICO can and should be reduced to the expressiveness of a single space resulting in both conceptualizations of the signified: 'opportunity to collaborate'" (Annex VIII, p. 4).

We can ask ourselves as Olav Eikeland (2006) did about the validity of action research – "But it certainly is a serious problem for research and for the common understanding of human activity at all that people, more often than not, do not reveal and say what they actually do, but cover it up, or stash it up in order to make it look nicer, prettier, more rational (rationalization), more politically correct, more innovative, etc. than it is" (p. 232). Also, Yin affirmed (1994) that "there are, however, no 'formulas or cookbook recipes' to advise on the 'correct' or 'best' way of inductively analyzing qualitative data" (p. 102).

As we can see in table 10, "in the area of non-signified, what is observed is that, beyond the specificity of the assertions expressed here, the conviction reinforces the symbolic quality manifested in the previous picture. ICO is not perceived as the result of political tactics or spurious interests, which denotes the intention of attributing 'moral goodness' to his own vision and mission" (Annex VII, p. 5).

Table 10. Members' Agreement on Specific Affirmations and Motivations for Citizen Participation and Decision-Making

Theme	Agree		Help
	Yes	No	Quite & A lot
ICO was born as an opportunity for collaboration and participation of citizens who are conscious of the needs of Los Cabos to make it a better place for everyone.	85.4		50.0
ICO was born to collaborate with the municipal government whatever it was to achieve the improvement of the city.	81.3		57.8
ICO was born due to the seriousness of the situation of inequality, social emergency and insecurity evidenced by the experiences after Hurricane Odie.		64.4	20.9
ICO was born out of the private interests of an elite of citizens. It is an opportunity to participate in politics outside the political parties to influence and achieve their own objectives and political positioning of a few who deserve it.		70.8	12.5
ICO was born out of fear of an electoral victory of a recent ex-prison inmate Narciso Agúndez of the PRD-PT to repeat as a town mayor of Los Cabos in the June 2015 elections.		81.4	8.7

Note: column header "(multiple answers available)" appears above the Agree/Help columns.

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.5).

We understand that the sample of the survey is small and that the best approach to know the truth is not through what is stated in the responses but through a semiotic

study, as Marcelo López (2018) affirms, "See what is not seen, hear what is not heard." From a semiotic perspective, the response is clear, it shows that the situation experienced after Hurricane Odile influenced to some extent, and the need to end corruption in Los Cabos was taken into account, but mainly the motivation that prevailed was to collaborate for the common good.

After the analysis and consideration of other resources for this case study, such as the analysis of corruption data, and the difficult situation experienced after Hurricane Odile, as well as personal interviews with other founders of ICO, Carlos Kennedy (2018) and Carlos Trejo (2018), who affirmed that the motivation was mainly the desire to end corruption experienced in Los Cabos, we understand that there were some reasons that pushed ICO members to really have the most positive motivation for joining ICO and seeing it 'as an opportunity to collaborate for the common good,' and discard the thought that was only a politically correct statement. First, the time factor is considered. The fact that the survey was carried out after five years, it means that the motivations based on fear to take (or reinforce) the decision to participate in ICO (questions 6.1. and 6.2) were largely nuanced. In the first statement, 6.1 on the questionnaire (fear of an electoral victory of Narciso Agúndez), this situation did not finally occur. He was not elected and Arturo de la Rosa became the mayor of the XII Administration. Second, the social factor. In the second statement, 6.2 on the questionnaire (gravity of the situation after hurricane Odile), it referred to the situation of 'rapiña' (looting and violence) that occurred after it. During the first approach, Ostos (2018) affirmed that the *rapiña* episode "was still present in the retina of the citizens, and they could still visualize the effects of inequality and the problem of poverty." This could be the social detonator for the birth of ICO Los Cabos. But later in the field study, during the personal interviews and the survey's semiotic perspective this factor was nuanced. According to Carlos Kennedy (2018), founder of ICO, "the issue was that after the hurricane supermarkets could not open to the public because there was no light. Supermarket and Shopping center managers opened the doors because the food was going to be spoiled, and because they knew they could collect the insurance for looting. People mostly took luxury items like television sets (...) I believe people understood *rapiña* more as an absence of power—well, Mayor Antonio Agúndez was in Las Vegas!" Also, Julio Castillo (2018), executive chairman of the Coordinating Council of Los Cabos (CCC) stated that "the *rapiña* (looting) after Hurricane Odile was a discomfort issue. It was the 'power vacuum' that allowed that. If you see a person putting a fridge in his new car, or a municipal policeman carrying drive wheels which are not basic needs, it is not because of poverty—it is not looting, that is stealing!" For Arturo de la Rosa (2018), mayor of Los Cabos – "the citizens of Los Cabos are very supportive because year after year we face harmful meteorological calamities. A good reference of this was hurricane Odile when the municipality was devastated. We saw the lack of authority, we all felt alone, the population felt lonely, and we began to self-organize and stand up. Later, storm Lidia hit us which again affected us." The two statements of the questionnaire based on fear, the need to end corruption, or the seriousness of inequality and poverty social situation which resulted in looting and violence after hurricane Odile as motivating elements for ICO members seem to be also rather nuanced at the time of the survey as the semiotic study has shown us. Third, the profile of ICO members. After doing the descriptive analysis of the people, who were active participants from 2015 diagnosis 0 to 2018

diagnosis 3, ICO was counting on 88 members with an average of one year and nine months of stay, according to their statutes. ICO members who responded to the survey had remained in ICO for approximately 3 years and 3 months—a much higher average than the real global average of ICO membership, so it can be said that the group was highly motivated. In addition, as we have seen in chapter V, we must remember that ICO member social profile is oriented to collective action, because in addition to working and collaborating with ICO, 37 percent of them were collaborating with another social organization, but most (54 percent) of ICO members, a similar percentage for men and women, were also collaborating with up to six other social organizations simultaneously like neighborhood associations, professional or commercial associations, parents associations, trade unions, political parties, NGOs, foundations, or religious associations. From a semiotic perspective, "ICO Los Cabos members are not individuals outside the collective issue but, on the contrary, they are culturally preconstructed in the activity for collective action. In that sense, they are linked to civil court associations that basically originated from doing the common good and not from ideological, religious or political initiatives. In this way, the signifier 'participant' is signified as 'altruistic.'" (López & López, 2019, Annex VIII, p. 3). Fourth, leadership for a motivational environment. According to the survey, in a descriptive perspective about 87 percent of the members received a personal invitation from a friend to enter ICO. From a semiotic perspective this data according to López & López (2019), "shows that a complex 'signifier' such as 'recruitment model' refers to a practically unique 'signified' and of remarkable clarity—'intimate circle.' In effect, it is the recruitment of closeness, of affection and trust that brought the person closer to being part of ICO without the use of any media communication platform" (Annex VIII, p. 3). Eduardo Guerrero (2018) states that "the recruitment of the 200 members of ICO was done by Elías. He went to all the groups to motivate and attract them to join ICO." Alba Valdéz (2018) also affirms that "many entered through Elias, he knew everyone." In all of the personal interviews I made with the members of ICO—with the exception of Alejandro Flores, Gaby Vargas, and Luis Vargas—everyone else joined ICO because they were personally invited by Elías Gutierrez. Elías Gutierrez' leadership created a positive motivational environment. He convinced everyone to enter ICO not because of fear but because of his genuine vision of citizen participation based on the principle of subsidiarity and the principle of the common good. Statement 6.3 of the questionnaire saying that *"ICO was born as an opportunity for collaboration and participation of citizens, who are conscious of the needs of Los Cabos to make it a better place for everyone"* was written originally from the vision that Elías Gutierrez transmitted to me about his own motivation to start ICO during the meeting that was held in his office on February 27, 2018. we can conclude that the majority of ICO members (85 percent) had, as the main basis of their motivation, a conscious participation that fits the 'conscious' concept we have analyzed in chapter II, and that is what made it possible for the members to continue and remain for a certain time in ICO Los Cabos, though as Samuel Taylor Coleridge puts it – *"No man does anything from a single motive."* Even though 20.8 percent of ICO members 2015-2018 agree to statement 6.4 of the questionnaire – *"ICO was born out of the private interests of an elite group of citizens. It is an opportunity to participate in politics outside the political parties to influence and achieve their own objectives and the political positioning of a few who deserve it,"* only a minority of them, (12.5 percent) acknowledge that it influenced him or her decision (quite or a lot) to

become a member of ICO. And going further, we can reaffirm it with statement 12.10 saying "*participation in ICO allows me to interact with my neighbors and position myself within the city*" in which 67 percent agree to this, and 29 percent say it motivates him or her (enough or much) to remain in ICO. For some, it may be that the motivation is not only interacting with neighbors and receiving social recognition but a future political positioning. As Ostrom (1990) states that in any collective action organizations there will always be free-riders, but the challenge is to know how to neutralize them. Fifth, *ICO Los Cabos is a symbol for its members.* According to the semiotic perspective (López & López, 2019), "it allows us to presume the primary vocation of the participants, expressed in the interest for the 'common good', as the root of the term 'community'" (Annex VIII, p. 10). We will see it in depth later, in section 4. Therefore, citizen participation in Los Cabos through ICO, which mainly acts for the common good, allows not only to improve the public services that the citizens receive, but also to make evidence of corruption in order to end it. And that is why we are going to set the example with a basic public policy, that is the water supply to the municipality. As we have seen, there is corruption in Mexico not only in the provision of basic public services, health, education, but also in the water service, especially if it is a scarce good like in Los Cabos. As Arturo de la Rosa, the mayor of Los Cabos puts it (2018) – "Los Cabos is a tourist resort that is mounted on the desert and in the desert there is no water. We have a big problem with water supply. Our population grows 13.4% above the national average. The population continues to grow because there is a great job offer. Our city has the lowest unemployment rate in Mexico." Knowing the situation of corruption in the provision of public services, the mayor himself makes reference to the Municipal Development Plan 2015-2018 and undertakes to work for 'a change in attitude that generates a culture of quality in giving public services and privileges as established by law, and as public morals and ethics demand, austerity, transparency of government acts, accountability, citizen participation, combating of corruption of all kinds either by action or omission, and to banish this scourge wherever it is found" (ALC, 2016, p. 1). In the 2015-2018 Municipal Development Plan, a whole section 7.6.1 is dedicated to the objective Fight Against Corruption (LAC, 2016, p. 67). And in section 7.6.7 the objective Responsible Finance undertakes to review each of the indicators and sub indicators of the international standard ISO 18091:2014 to perform the necessary actions to make them green (LAC, 2016, p. 68). In Diagnostic 0 (2016), the water indicator, indicator 4.1 Water Quality Alert according to Annex B of ISO 18091 (2014) reflects that "32.2 percent of the total amount of debt corresponds to water industry" (ICO, 2016, p. 146). It means that it is not only a matter of poor public service management, but also of illegal water connections and broken water meters which display corruption of a highest level. Thus, we can read in the local press that "officials of the municipal organism 'Drinking Water Operating System of Los Cabos' (*OOMSAPAS*), with the support of the municipal police, discovered and closed six clandestine water intakes in the Santa Anita area which supplied San Juan ranches owned by the former governor and former mayor Narciso Agúndez Montaño, and Las Abejas (ranch of former mayor Luis Armando Díaz) leaving more than 1,500 families in San José del Cabo and Cabo San Lucas with poor water supply. According to different versions collected at the site, most of the clandestine shots that were found belonging to Agúndez Montaño and Luis Armando Díaz had eight to ten years of direct theft from the drinking water network. It should be remembered that Antonio Agúndez Montaño, before being mayor, spent six years

as director of the 'Drinking Water Operating Agency Los Cabos' (*OOMSAPAS*), making him the main suspect in the theft of water in the area" (BSC News, 2016, July 17).

Alba Váldez (2018), leader of the water indicator said that "every time they removed more water from colonies, especially in the colony where I lived at the beginning they would warn you that you that were going to cut the water, but now no more. Touristic resorts continued to grow. Everyone must request a water feasibility permit, and the municipality should not authorize anymore because there is no water, but they still authorize new urban developments, and what do they do? They take water from the citizens who live here in the colonies because all the water goes to the hotels. There are places where once every two weeks water tank pipes will pass by. Pipes are large trucks that carry water where water service does not reach. But since there is no more public water, there are private water wells that do business. Antonio Agúndez, the last former mayor had those." According to Valdez (2018), "making Diagnosis 0 (2016) allowed us to enter the facilities to perform the observation. We could verify that the wells did not have volumetric water meters, and if they had one, they were too old. This is a legal obligation. You must measure the volume of water that is extracted, so as not to dry the well, you cannot be without it. The volume reading control system of each well did not work either. The water treatment plants in the field were not working, and in our city where there were two treatment plants, only one at 50 percent of its capacity worked, and the second floor was abandoned, because all the materials had been stolen. After Diagnostic 0 everything was repaired, all wells already had meters, the control panel was operational, and all the proposals we made were taken into consideration. Yes, our work did something good."

According to René Núñez (2018), former mayor of Los Cabos (2008-2011) and current general director of the 'Municipal Organism of the Drinking Water System' *(OOMSAPAS)* of Los Cabos said that "it was evident that there were urgent issues to tackle in this new administration, we received Diagnosis 0 that allowed us to know how the city council was doing upon entering the government, but in Diagnosis 1 (2017) we came to confront the ICO. We had to open the doors of the municipality so that the citizens could empower and deliver the information through the transparency portal. But the disagreement was also due to a complex issue that we had to deal with ICO member citizens who came with all the intention to seek only what was wrong and the prejudice of corruption." In a separate interview days later with Alba Valdéz (2018) without asking about this topic, she confirmed that in Diagnostic 1 (2017), there were four of us. The water coordinator wanted to take press releases of everything that had gone wrong with all the intention to hit the municipal administration. He did not have a political profile. He was a citizen but he wanted to condemn through the media, he finally left ICO. Also, Víctor González (2018) ICO communication coordinator, during the interview, made a comment on this matter: "People who carried the water indicator discovered that the wells were overexploited, that 40 percent of the water was lost in leaks and clandestine intakes, that there were hotels that did not pay water because they had no meter. The water coordinator asked me to buy three minutes of radio space to tell people what they had discovered about corruption and poor water management, finally the technical director of OOMSAPAS had to resign." René Núñez (2018) insists, "The first thing we have to take away is the morbidity that all things are badly done. We have water

problem because it does not reach all of us due to population growth. Today we give water to the population every ten days, and we must increase water efficiency because we lose 40 percent of the water produced. We are working on the second water desalination plant in Cabo San Lucas with a comprehensive management improvement plan. We know that for the population to have water 24 hours, seven days a week we need 232 liters of water per second. Our goal is to have 250 liters per second and reach 300 liters per second with the water that we recover. Financial wise, it is 1,165 million pesos (60 million dollars), but we have no budget. We have reduced it to 890 million pesos (45 million dollars) to reach 250 liters per second. We must create new commercial systems, a call center, and the monitoring of closed and secured networks to break these old practices of theft and illegal activities. We also agree on the diagnosis of the Coordinating Council of Los Cabos (CCC) 2015 'Vamos por Diez' (Aim for 10). Entrepreneurs are willing to participate when they see that the issues are transparent. We are working on Public-Private Partnership (PPP) with other entities for infrastructure and social work including water. It is a very interesting formula. Employers contribute 50 percent through a municipal employee payroll tax, and a municipal tax on hosting fees, and the municipality contributes with another 50 percent. As the mayor said, it is an advantageous formula because the municipality is only going to have to contribute with 50 percent of their total budget. It will also try to work better because society is involved represented by the chamber of commerce, professional associations; and the debates are very interesting."

In Los Cabos, a real system of citizen participation is happening, and that is because in ICO there is an interest on the part of the citizens for greater participation in the affairs of the municipality articulated in another way through the international norm ISO 18091:2014 and in a clearer scheme for both parties obliged to inform about the government. Also, ICO has attracted the citizens who, with their knowledge and professional experience, can contribute greatly to the municipality.

Los Cabos - The Most Dangerous City In the World in 2017

We understand that it is important to refer to this fact because violence and organized crime are part of the major challenges for democracy in Mexico. The role of citizen participation in this matter is also worthwhile to discuss. According to the *Global Peace Index 2018: Measuring Peace in a Complex World*, "the threats to peace are deeply entrenched. At the core of the region's problems is that of organized crime from transnational narcotrafficking in Mexico and parts of the Caribbean to predatory street gangs in countries like Nicaragua, Honduras and Jamaica that have managed to corrupt the forces of law and order and the political body. No country in the region has improved its score on perceptions of criminality over the past ten years, and only three countries (Costa Rica, Haiti, and Trinidad and Tobago) have managed to improve their violent crime scores" (Institute for Economics & Peace, 2018 b, p. 13). In particular, *Mexico Peace Index 2018* highlights that "2017 was the most violent year on record, with peacefulness in Mexico deteriorating by 11 percent. There were over 29,000 murder pushing the homicide rate an increase of 25 percent year-on-year, and only seven of the 32 states improved in peacefulness in 2017 while 25 states deteriorated. Despite above-average over-all performance, Mexico demonstrates weaknesses in three critical pillars of positive peace: well-

functioning government (the kind of institutional weaknesses that allow organized crime to thrive), low levels of corruption, and free flow information. Five out of eight Positive peace pillars in Mexico have been improving: sound business environment, high levels of human capital, good relations with neighbors, equitable distribution of resources, and acceptance of the rights of others. However, weaknesses in governance and corruption appear to be undermining trust and progress" (Institute for Economics & Peace, 2018 a, p. 5).

Lorenzo Meyer (2017) in his book *Distopía Mexicana* (Mexican Dystopia) dedicates the entire chapter X to violence and organized crime. For the author, "a way of understanding the complex relations in our country (Mexico) between formal authority structures, society, the economy and culture on one side; and the other, organized crime, is to focus on them as relations between a national state and several *quasi* states, or criminal fiefdoms that have conquered portions of the national geography by blood and bribery. Zones from Michoacán, Guerrero, the State of Mexico, Sinaloa or Tamaulipas, among others, which, in addition, are in permanent war with each other. Those who know the intimate nature of regions where organized crime has dominion characterize the situation thus, the governor and the state bureaucracy may be intimidated, subordinated or governed by criminal organizations the municipal presidencies (mayors) are the key piece in order to capture the latter and the municipal police, their arm" (pp. 263-264).

Another worrying fact for the quality of democracy in Mexico is violence against politicians. According to Etellekt (2018) in the Report on Political Violence in Mexico the last electoral process held in Mexico on July 1, 2018 presidential and municipal mayor elections, the study carried out between September 1, 2017 and August 31, 2018, shows that 175 politicians were killed (an average of over 14 murders each month) aside from the number of homicides and 850 aggressions that had been recorded, that is, 70 each month. Eighty-one percent of the victims were opponents of the ruling parties and coalitions. But after the elections from July 2, 2018 until September 10, 2018 which was the date of publication of the report the violence continued and 63 attacks had been recorded, 21 of which were murders, and 80 percent of the attacks are directed against local politicians. According to Rubén Salazar, director of Etellekt to CNN since 2006, this last electoral process was "the most violent in the modern history of Mexico" (Bonachera, 2018).

In 2017, Los Cabos was the most dangerous city in the world according to the ranking of the 50 most dangerous cities done by the Citizen Council for Public Security and Criminal Justice (2017). There was an increase in violence throughout the country in 2017—homicides rose up to 19 percent compared to the previous year—but the case of Los Cabos is especially worrying. The municipality went from 61 murders in 2016 to 365 in 2017, representing an increase of almost 500 percent. Surprisingly though, Los Cabos had not been included in this list of dangerous cities. The situation is quite alarming due to the impact that Los Cabos has in national tourism. Remember that in 2017 Mexico was placed as the sixth most visited country in the world according to a report from the (UNWTO, 2018). Los Cabos was the second destination in Mexico with the highest number of tourists by air in 2017 with more than 2 million passengers out of which about 90% are from the USA. In 2017, the US Department of State issued a travel alert for Los Cabos for security

reasons that caused travel cancellations to the destination. But in 2018, the flow of tourists came back as before (Fiturca 2019). According to the international press, "given this situation, the president of the Employers' Confederation of the Mexican Republic (Coparmex) in Baja California Sur, Miguel Ángel Ochoa, hopes that the problem will not last and that the security actions of the municipality would end well. Ricardo Millán, the delegate of the Interior of Baja California Sur, affirmed to a group of journalists – "We are adding all the efforts (...) It is the great joint work force that makes up all the corporations," referring to the municipality, the state, and federal security elements and the armed forces (La Razón, 2018, Mars 7). Arturo de la Rosa (2018), mayor of Los Cabos states that "the issue of safety was a very sensitive issue that caused us to leave everything in order to address the high-impact crimes that occurred in Los Cabos with strategy, much intelligence, and coordination of all corporations at all levels. In fact, we already managed to stop the war between the drug cartels which terrified us all. We also had a successful citizen participation program called *whatsappeando por tu seguridad* – a Whatsapp chat among neighbors. When we had security problems and when we cleared the municipal police of its bad components, there were 1,000 police officers in Los Cabos and after doing the debugging more than 400 police officers had been added. We made a strategic alliance with the CCC and we reached an agreement with the gendarmerie so that the police would be strengthened locally. We created a WhatsApp group chat and in that chat was the commander of the sector and its citizens. So, the eyes of the police are the neighbors, and the number of usual crimes in the colonies has already been lowered. It is being very successful. It is a model of how neighbors can collaborate with the government to make public safety more effective." Julio Castillo (2018), executive president of Los Cabos Coordinating Council (CCC),[50] said, "We encountered permanent risk of violence for one year (2017). Finally, it did not affect the destination, nor was there a great economic impact because the destination was in demand. We have the highest hotel income rate per night in the country. We have to take care of first-class tourism in Los Cabos. From CCC we know that the private initiative is co-responsible, and we cannot leave the municipal government alone. We do not only raise the problem, but we meddle in finding the solution. That is why we had access to the State Commission for the Social Prevention of Violence and Crime to tell them that we needed a solution in Los Cabos and that they had to send us the navy. As they do not reach federal resources, we are now making marine barracks with a budget of 170 million pesos (nearly 9 million dollars) without counting the price of the land. The navy is the most prestigious body of the Mexican army, especially in the fight against drug trafficking, they have been here for a year (since 2017). Tourism development has grown, but the presence of security in Los Cabos has not. CCC also supports the gendarmerie in order to have more presence in Los Cabos, they also told us that there was no budget to send more security forces to Los Cabos. We pleaded to them to send gendarmes

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[50] The Los Cabos Coordinating Council (CCC) formerly called the Business Coordinating Council is a civic society that was established in 1997 which aims to develop the tourist destination of Los Cabos successfully. The CCC has evolved, and is made up of the Advisory Council of entrepreneurs of 32 hotel groups and the tourism sector that pay fees to keep it autonomous. The Executive Board is made up of business organizations and professional associations such as Los Cabos Hotel Association, Los Cabos Association of Real Estate Tourism Developers and Developers, Los Cabos National Chamber of Commerce, Services and Tourism (CANACO), the National Chamber of the Restaurant and Spiced Food Industry of Baja California Sur, Los Cabos Delegation (CANIRAC); the Colleges of Civil Engineers, of Architects, of Public Accountants (for more information see www.ccc.org).

because CCC was going to pay for the room and their lodging. Today, there are 180 gendarmes for whom we pay two thousand pesos (100 dollars) per month for each one of them. This money invested by the CCC is for the benefit of the tourist destination of Los Cabos and for the benefit of all. Nevertheless, we do not only contribute money but also provide the CCC organization with agreements for traders, human resources managers of all companies that are in charge of thousands of people to organize security campaigns, crime prevention courses, health campaigns, as well as a citizen complaints desk. But we cannot have the navy in the streets, they must go because we must look for normality. But they cannot leave us either until we have a strong municipal police and have created strong local institutions. That is why we have a Public Private Partnership (PPP) to invest in local police, so that the policemen have a decent life, a professional development, and a professional prestige who are proud to be called police officers (including their families), and to give them housing.

In 2018, Los Cabos disappeared from the Ranking of the 50 most dangerous cities in the world. According to the Citizen Council for Public Security and Criminal Justice (2018), "certainly from the 2018 ranking there were three Mexican cities that had appeared in the 2017 most dangerous cities: Los Cabos (in the first place), La Paz and Mazatlán, including Brazilian Porto Alegre, Campina Grande and Vitória, as well as the Colombian Cúcuta. It is worth noting that Los Cabos and La Paz had never been in the ranking before, and in 2017 they came first place due to a sudden increase in violence and disputes among criminal groups. In 2018, the homicide rates in Los Cabos and La Paz subsided, but not because of implementing some public policies, but due to the simple fact that a criminal group imposed itself over its rivals and expelled them from the squares."

Alvarado, N. & Muggah, R. (2018) in a discussion paper of the Inter-American Development Bank said that poverty and lack of access to basic services are directly related to violence and crime. Today, at least 160 million Latin Americans live in informal low-income settlements that lack a property title and access to basic services. Julio Castillo (2018), executive president of CCC states that "the tourist development of Los Cabos started 30 years ago for its natural beauty and sport fishing most especially. Los Cabos is the capital of the sea. They come by private plane for a two or three-day fishing adventure, and then leave. We had to do something to attract the same profile of tourists to do other kinds of activities. Today, Los Cabos is the tourist destination with the most number of golf fields in Latin America. The average stay has increased to four to five days, and 30,000 Americans people are now living in Los Cabos. This sector gives a lot of money in taxes to the municipality. It is a very in-demand tourist destination. We do not want to massify, we do not want tourism like that in Acapulco or Puerto Vallarta. We have the largest private operating airport in Mexico. Our visitors are royal house members, CEO´s, Hollywood artists. We are worried that though we are doing a luxury hotel development, we do not want to have a theme park like Disney World either, but we do need social development in Los Cabos. So, they can leave the hotel and take a walk through the city. Los Cabos, as a tourist destination, has a very attractive job offer which is why we grow at an annual rate of 13 percent, whereas in Mexico the national average is 1.8 percent to 2 percent. Even more among the 32 states that constitute the united states of Mexico, Baja California Sur has the highest

economic activity rate and the highest formal employment rate in the country. Therefore, we do not have a problem of poverty, we have a serious problem of lack of social infrastructure development. People come to Los Cabos to work but they have no land to build upon. The land is very expensive, and the government has no public land reserve. The land is worth gold and everything is private because at the time the land was distributed among community leaders to seek votes, all were communal lands called *Ejidos.* So, now the land is private and you cannot impose to sell. People have money but not to build at the price that the land costs. Houses for sale or for rent are very expensive, and there is not enough offer either. So, then people live where they can without access to basic services. The big issue is not poverty, we have the most number of vehicles per capita. There is one vehicle registered for every two inhabitants. It adds up to the vehicles that are not registered. There are 175,000 vehicles in a population of 325,000 inhabitants. If I do not have to eat, I will not buy a car. You will not see poor people in the streets; supermarkets are full; everyone has a cell phone at the bus stop. Why do we have the figure of more than 25 percent of poverty in Los Cabos? It is not a problem of poverty; it is a problem of land. The greatest challenge is how to get people out of the streams. The real estate developers say that while a piece of land costs 20-30 dollars per square meter, they cannot build homes that cost 400,000 pesos 20,000 dollars for an average worker. Just as we have to change the rules, the local or federal government must co-participate in the making of a private initiative in a new Public-Private Partnership to be able to build social housing—the local and federal governments contributing 10 dollars and the private promoters contributing 10 dollars. We are working on that. We want the citizens to stay and be happy in Los Cabos. I do not want angry and frustrated inhabitants."

In the same sense, Ignacio Labandeira (2018), president of the National Chamber of Commerce, Services and Tourism of Los Cabos (CONACO) points out: "If we have employees who prepare a hotel room sold at 1,000 dollars per night, that employee should be a great professional. In addition to getting a good salary, the employees must have decent housing with basic service. They cannot be sleeping in a shack. How will they go to work if they are frustrated?"

To conclude the question 'Where are we going with democracy and citizen participation in Los Cabos?' Democracy in Los Cabos is no stranger to its national environment. Mexico is marked by democratic weakness and lack of institutional strength; it leads the ranking of the Latin American region in corruption and violence; it is among the countries with a high level of poverty, inequality and lack of basic services for citizens. But democracy is not the goal, it is the way. Mexico, like other countries in the world, has the challenge of achieving a higher democratic quality.

We want to highlight the positive factors that have allowed Los Cabos to develop a model of citizen participation and opened a path to move toward democratic consolidation. These are:

(1) A Democratic, Decentralized and Participatory Institutional Framework

In chapter II, we have carried out an institutional approach to the study of citizen participation in local government, and we have analyzed the importance of institutions based on the concept of North (1990) that says "the greater role of institutions in a society is to reduce uncertainty by establishing a stable (but not necessarily efficient) structure for human interaction" (p. 6). As we have seen in chapter V, Origins of the Municipal Institution in Mexico, Mexico has evolved into a democratic, federal, and decentralized institutional framework that contemplates citizen participation. Without being the objective of this work to carry out a legal analysis on the regulation of citizen participation in the three levels of government in Mexico, we want to highlight that there is today a decentralized scheme, and on each level of government there are institutions that do not only regulate citizen participation but also promote it.

The political constitution of the united Mexican states (1917) says that:

(Article 115) the states shall adopt for their internal regime, the form of republican, representative, democratic, secular and popular government, based on their territorial division and their political and administrative organization, the free municipality, according to the following bases:
I. Each Municipality will be governed by a City Council of direct popular election, composed of a Municipal President and the number of councilors and syndics determined by law (…)
II. The Municipalities will be vested with legal personality and will manage their assets in accordance with the law. The municipalities will have powers (...) to regulate the matters, procedures, functions and public services of their competence and ensure citizen and neighborhood participation.

In the Planning Law of the State of Baja California Sur published on February 20, 1984, it grants the Municipality to prepare and approve the municipal development plan:

(Article 18) The municipal government of the state is responsible for:
I. Coordinating the activities of the Municipal Development Planning.
II. Prepare and approve the municipal development plan in coordination with the respective Planning Committee for Municipal Development, consider the proposals of the state and federal entities, as well as the proposals made by interested groups.

(Article 21) The Planning Committee for the development of the State of Baja California Sur and the Municipal Planning Committees are the main instruments for the participation and consultation of the various social groups, so that the population can express their opinion on the elaboration, updating, execution and monitoring of the state development plan and of the municipal development plans referred to in this Law. Similarly, social groups may participate in the planning through state or municipal forums and in any other ways than those which the state or municipalities determine.

The Regulations of the Municipal Public Administration of Los Cabos, B.C.S. published on July 31, 2011 states that:

(Article 58) the following attributions correspond to the General Directorate of Social Development:
III. Propose and execute policies and guidelines in terms of promotion, participation and community integration in order to improve the quality of life of the inhabitants of the municipality.

IV. Promote the participation of citizen, in coordination with the agencies and entities of the municipal, state and federal public administration involved in order to detect the needs and problems in matters of community welfare and in the implementation of programs and actions of municipal government.
IX. Promote citizen participation in improving the quality of
life, as well as in the creation and evaluation of the social policies of the municipality.

Therefore, not only have the analysis of the situation of the municipality based on the indicators of ISO 18091:2014 included in Diagnosis 0 (2016) and Diagnosis 3 (2018) been incorporated into the diagnosis made by the local government within the Municipal Development Plan of Los Cabos 2015-2018 (2016) and the Municipal Development Plan of Los Cabos 2018-2021 (2019), but also the proposals made by ICO have been part of the strategic plan of the municipal government and explicitly recognized. The institutional framework in Mexico at federal, state and local levels in the City Council of Los Cabos contemplates and requires the incorporation of citizen's proposals on public policies within the Municipal Development Plans.

(2) Open Local Government Project of the New Mayor

Arturo De la Rosa, the new mayor encouraged the creation of ICO Los Cabos. As we have seen in his statements in chapter V, we believe he was conscious that these collaborative practices with the citizens through ICO, CCC and other participatory channels can change the culture of governance in Mexico and in Los Cabos. The day ICO Los Cabos was constituted, the mayor signed the constitutive act as a witness of honor, and in his statement to the local television *Cabovisión TV*, De la Rosa (2015) said, "Not only do I support the constitution of this Citizen Observatory, but I also came to be its witness of honor and offered them a coordinating role in the work of observation, institutional respect, and the monitoring of everything that we have to keep an eye on (…)" He also emphasized that "it is the first time in history, I think, that that the Controller's Office in Mexico will be allowed to be in the hands of the citizens."

In the survey made to the members of ICO 2015-2018, the statement 7.6 included in the questionnaire says that if there is no collaboration and openness of the mayor and his government team, the work of ICO is not possible—more than 54 percent claim 'quite' and 'a lot' agree on the statement. From a semiotic perspective according to López & López (2019), "before the signifier 'openness of the mayor,' the signified is 'indispensable'" (p. 13). Indeed, the collaborative relationship was indispensable for the elaboration of the diagnoses. As we saw before, 81 percent of ICO members believed that ICO was created with the aim to collaborate with the municipal government (whatever it might be) to achieve the improvement of the city. The availability of the mayor and the involvement of the public servants was what made it possible to have reliable information for the diagnoses, and to count on the contribution of the officials' knowledge to bring about better value proposals of ICO. So much that when seeking a successor to the first president, Margarita Díaz was elected because she allowed the reestablishment of their relationship with the mayor and his government team after they had split due to Thursday's Public Meetings.

ISO 18091:2014 - An International Institution Framework for Local Citizen Participation

"The flourishing of a dense network of institutions, either large or small, public or private, from the local to the international level, should be promoted. In a community, institutional richness is in itself an objective. Citizens of a nation and of the world cannot exert their civic spirit in a vacuum. Therefore, even a prudent functional approach to institutional development ought to be open to ideas and initiatives from very different circles of society" (Baudot, 2001, p. 128). The Integral Citizen Observatory (ICO) Los Cabos has not exercised a citizen participation since the vacuum had a valuable international institution for citizen participation that is ISO 18091:2014. Ninety percent of the members of ICO 2015-2018 agree 'quite' and 'a lot' on the statement 7.4 of the questionnaire which says that the method of observation and evaluation of the municipal government through ISO 18091 is the `value of ICO.' From a semiotic perspective "for the signifier ISO 18091:2014 the signified is the `value of ICO Los Cabos´" (López & López, 2019, p. 13). In addition, this international standard ISO 18091:2014 is the first global standard for the management of local governments and the first standard promoted by Mexico within the International Standards Organization (ISO) since 1946 whose Annex B is based on the adaptation of the Local Agenda 21 for Mexico called Agenda from the Local as we have seen in chapter II.

(3) A High Collective Conscience

As we have seen in chapter II, a conscious citizen will be a citizen who, in addition to having made an analysis and a diagnosis about the state of things, recognizes that the human being has the ability to transform the reality, and its own responsibility for governing the common good. In chapter V, Elías Gutierrez emphasized that ICO Los Cabos was created by citizens who were aware (conscious) that they had the responsibility to participate and to contribute with all their knowledge to improve the city. And in this chapter, we can confirm through the semiotic perspective that the main motivation for the majority of ICO members (85 percent) in deciding to join and to stay was based on the belief that their participation was an opportunity for the citizens who were conscious of the needs of Los Cabos to collaborate and to participate and to make it a better place for everyone.

As Elster (2007) puts it: "Sociologists sometimes refer to the 'collective consciousness' of a community, the set of values and beliefs shared (either known or believed to be shared) by its members. On the value side, the collective conscience includes moral and social norms, religion, and political ideologies" (p. 353). In this case, from a semiotic perspective, "ICO is not perceived as the result of political tactics or spurious interests, which denotes the intention of attributing 'moral goodness' to his own vision and mission" (López & López, 2019, p. 10).

(4) The Co-Responsibility of Private Initiative

We understand that we must highlight citizen participation through Los Cabos Coordinating Council, though their interest is the success of Los Cabos as a tourist

destination, they act as the head of social development in the city. Before starting the XII Administration, they signed a document with ten commitments for all candidates for mayor under the title *Vamos por 10* (Aim for 10). This document makes a diagnosis of the situation of Los Cabos and prioritized 10 urgent measures for the city, which the mayor also included in the 2015-2018 Municipal Development Plan. They were basically measures concerning the problem of physical security, transparency and institutional security, the quality of public services, and water. It was because of commitment 6 signed to cut the payroll of the municipalities down to 50 percent with respect to own resources which the mayor commissioned to ICO. The mayor periodically held accountability to CCC on the progress of the ten commitments, and CCC was jointly responsible for compliance and participated in Public Private Partnerships as in security. During the interview done in CCC Los Cabos office with the executive president, a planning and coordination meeting of the local police, gendarmerie, the navy, and the public servants was taking place in the adjoining meeting room.

Julio Castillo, CCC executive president (2018), declared, "Everyone has a role to play, you have to realize what your role is, and you have to fulfill it, and that you fulfill it proactively. At CCC not only do we raise the problem, but we intervene in finding the solution. We are co-responsible which is very clear. We just want to solve the problem, and for that reason we sit down with the three levels of government (local, state and federal), so that everyone sees that they have a part to do in solving the problem. We sit the three of them together, so that they avoid thinking that it is the political issue of the political party of the mayor who is in front or of that of the governor because these political factors are not going to give the solution to the problem. This is also transparency and accountability. We do not only contribute money; we also provide knowledge and the organization itself for a permanent relationship with all the private initiative actors to work on the success of the tourist destination, and on achieving a better city for the citizens and the tourists."

All these factors—an appropriate institutional framework, the availability of the mayor, a high collective conscience, an international institutional framework for participation, and the responsibility of private initiatives have made it possible even though Mexico has a weak democracy, as the indicators have shown us, but it has paved way to generate a new model of citizen participation that can be an example for the world to promote the common good. We can conclude that Los Cabos is doing well on the path of the democratic process and is very good in doing citizen participation.

2. Who Wins and Who Loses with a Quality Management System for Local Governments ISO 18091:2014?

From the conceptual framework in chapter II we have analyzed the advantages of an institutional change toward effectiveness and efficiency. Now we are going to specify the answer to this question through ICO Los Cabos case study. According to Tovar, Flores, Vilchis, Chavez, & Espejel (2013), "Mexico has had a formal democratic system since 1926. The country was ruled for more than 70 years by the Revolutionary Party (PRI) during which the president of the Republic exercised meta-constitutional powers. He appointed with his authority all public servants at

the three levels of government and at the managerial or professional levels for the minister (called secretary of state), deputy secretary, general director, area director, deputy director and department head. Following this authoritarian inertia, the ministers decided the appointment of all their collaborators up to the level of department head. Until the government of President Fox (2000-2006), the election of supervisory levels was made in a discretionary manner, and every six years the structures of all the secretariats of state were dismantled. However, Fox proposed a professional career service in which he restricted the so-called management group composed of senior public officials" (p. 429). Fox also promoted a Special Program for an Authentic Federalism 2002-2006 (2012), collected the data of INAFED where it says that 89.6 percent of municipal public servants shall not remain more than three years in the same position, as well as those working at a national level. The local administration has been dismantled with the arrival of the new elected mayor. Having a quality management system is always desirable because measuring is moving forward, but in this situation any local administration wins by having a quality management system for local government.

Public Administration Gains Effectiveness and Efficiency

As we saw in chapter II, the challenge of the local government is to move forward with an innovative city management through the implementation of the quality management system for local government ISO 18091:2014-2019. It is a service project focused on the citizens; a new public management system based on effectiveness, evaluation of public policies and services for continuous improvement and citizen participation. The Municipality of Los Cabos being the municipality in Mexico with the highest per capita income, the highest activity economic rates of the country, and the highest annual growth (13 percent) confronting the challenges of water scarcity, informal settlements, lack of provision of basic public services, the problem of safety and corruption cannot afford to have a public administration based on circumstances.

Arturo de la Rosa (2018) states, "We have been doing a reengineering of the local public administration that is also based on the comments and the evaluation made by the Integral Citizen Observatory itself. Today, when we are here, courses are being given to officials on the new manuals for each department. When a public servant comes, no longer does he need to improvise his work, nor review what he can do in his own judgment because there is already a regulation and a manual on how each of the departments has to operate—that is what ICO said in Diagnosis 0." When I asked why he did not implement the ISO 18091 in the municipality at the first moment, the mayor replied, "When you are in government, there are really high priority issues, especially under the conditions that we received from the former administration. We received it broken, so as to put it beautifully. Practically, a year after hurricane Odile, there was no infrastructure. We attended to the most urgent priorities to rescue the municipality. Later, came the security problem, and we bet all our efforts and budget basically on this issue. Now, things will be better to allow us to be more efficient in reaching our goals."

During the field study, I conducted interviews with the general directors and persons in-charge of different municipal areas (see Annex III), and though the

municipality of Los Cabos did not implement ISO 18091 as an integral management system, all public officials received a training course on ISO 18091: 2014 before taking office, and expressed that the annual evaluation of ICO through the indicators in Annex B of the international standard had helped them to carry out their management performance.

Víctor Manuel Carbajal, Municipal General Director of Economic Development and Tourism of the City of Los Cabos (2018) said, "For us, it was essential to receive Diagnosis 0 because from there, we could begin to measure the commitments and progress of the following year in Diagnosis 1. Progress can be assessed because it is not the government that carries it out but rather the organized citizens. I believe that we cannot speak of public policies and an efficient government, or a reliable government that chooses to be excellent in giving quality services that its people deserve. But then again it calls for a culture change. for example, there was a young man who didn't want to know anything about indicators, but when I explained the ISO he was very grateful. At the next meeting he brought me all the folders in order, all the indicators went green and as a systems engineer he developed on his own a very agile program for citizen complaints in order to have evidence. What I want to point out is that if the head is not motivated, the rest does not work."

Emilio Alejandro Lucero, as Municipal Director of Linking and Business Development, participated as a mirror official in Diagnosis 1 and Diagnosis 2. He is currently General Director of Public Services of the City of Los Cabos (2018). He said, "I think ISO is a measuring instrument that strengthens us as a government, and brings us closer to the people. I think that with the ISO model we all win, and that there are citizens who have the capacity and experience to make that link between society and government to seek opportunities for improvement for the citizens and the local government." Víctor Manuel Lizárraga, Municipal Cabinet Coordinator (2018), affirms, " I think that this ISO system, the Annex B measurement in particular benefits the local government so that the administrative organization is more efficient and in favor of the citizenry which is actually what the citizens want—that is the idea. But we also have to motivate people; we must conquer the will of the officials and appropriate the concept of ISO as a matter of improvement and professional development, so that later on it is seen as something necessary because it cannot be governed by circumstances." Luis Emilio De La Loza (2018), Municipal General Director of Ecology and Environment of the City Council of Los Cabos, states: "For me, this type of tool such as ISO 18091 will always be welcome because the only way to improve (what we do) is having measurement and evaluation tools. It happens that in the administration 'bubbles of power' are created where your closest environment tells you that you are the best (...) and you believe it and stop seeing it completely, and you only see what suits you. If one tells you that you are wrong, and he is the only one who tells you that, you think that the one who is wrong is him; so, one gets empowered and you stop paying attention to things." Margarita Díaz (2018), ICO president and quadrant coordinator 1, points out – "We did not often find that some public servants had the ISO indicators as their work evaluation scheme. We did not have to ask because they gave us their self-qualification in red, yellow or green, and included proposals to improve in the indicator." Eduardo Guerrero (2018), initiator of ICO and leader of the transparency indicator, states that "in Los Cabos it is important that there is ICO counterweight. I carried out the

transparency indicator, and the mirror official brought up an issue by telling me that I depend on the mayor, even when I ask for a pencil. If I were to bring up the matter of transparency, I should be autonomous, I should not depend on the mayor. He saw in ICO the opportunity that others, a prestigious collective action group tells the mayor what he cannot tell him, in this case that the transparency direction must have autonomy from the mayor."

According to the survey, the annual ICO Diagnosis helps the municipal president (town mayor) and his team to achieve better local governance: more than 81 percent who said 'quite' and 'a lot' agree on this statement. From the semiotic perspective, for "the signifier Annual Diagnosis ICO, the signified is help for `better governance'" (López & López, Annex VIII, p. 11) and this makes the members of ICO in affirmation of statement 7.4 of the questionnaire.

Citizens as Big Winners

When a local government applies a quality management system, an institutional change toward efficiency occurs, and with the scope we have discussed in chapter II, the big winners are the citizens. Implementing the quality management system ISO 18091:2014 that meets the requirements of ISO 9001:2008, keeps up with the needs and expectations of the citizens. ISO 18091:2014 as an international standard of quality management system for local governments suggests (as a main characteristic) that "it should be customer or citizen-focused. The standard puts in value to make the citizens the center of each and every single public policy promoting therefore citizen participation in the process of defining and ensuring the documentation of the citizen's expectations and needs" (pp. 11-12). Although the local government did not implement the quality management system through the annual diagnosis developed by ICO based on Annex B of ISO 18091, they provided an added value to measure the progress or setback of the indicators during the administration. Also, the strategic proposals of ICO are incorporated to be part of the municipal development plan as we have seen in chapter V; this allows progress in public policies in favor of the citizens.

Jesús Horacio González (2018), General Director of the Municipal Planning Institute (IMPLAN) of Los Cabos, affirms, "There have been other efforts of Citizen Observatories to measure the Millennium Goals of the United Nations but not as comprehensively as ICO does through ISO 18091; it is very useful, it is a much clearer measurement; the citizens are more informed, and since it has already been working for several years to consolidate citizen participation, then ICO can be our link with society. The Municipal Planning Institute (IMPLAN) of Los Cabos needs continuity and citizen participation through an organization such as the independence of ICO from the city council that allows monitoring of development programs and plans beyond three years of the mandate period of an administration of a mayor. This is the big challenge because the city cannot be reinventing every three years; we need continuity."

In the survey made to the members of the ICO 2015-2016, affirmation 7.6 of the questionnaire says that *the annual ICO Diagnosis helps citizens to know what their mayor has done for the people:* 79.2 percent said 'quite' and 'a lot' agree on the

statement. From a semiotic perspective, "the signifier 'annual ICO diagnosis' has the signified 'transparency'" (López & López, Annex VIII, p.11).

Future Generations Also Win

With the adaptation of ISO 18091:2014 to the 2030 Agenda, ISO 18091:2019 version makes the municipal management system look for the quality of public services that current citizens receive when it comes to the quality of life while considering sustainable development and the quality of life for future generations, as we have seen in chapter II.

Demagogue and Populist Politicians Lose

The provision of quality of public services for all citizens is democracy in practice. As we have analyzed in chapter II, People's Voice versus Popular Participation, students of Latin American politics use the term populism to refer to the recurrent phenomenon of a manipulative movement directed by a charismatic leader who mobilizes recently urbanized masses with rhetorical promises. But citizen observation based on an international standard ISO 18091 through the measurement of international indicators—objectives that evaluate performance—do not only provide transparency in municipal management, but also allow us to offer a new rational element necessary to balance with the ideology and electoral propaganda when facing an electoral process.

In Mexico, as of 2015, municipal presidents (mayors) are given the opportunity to be reelected for the first time. For this reason, it is necessary to have information based on the evaluation of their management of the provision of public services and its impact on the quality of life of the citizens and not because of how they manage electoral campaigns, manipulate speeches, or being a charismatic leader. In addition, the citizens—upon knowing through the diagnosis—the condition of the municipality when the mayor takes office and possession of almost all areas, avoid what Margarita Díaz (2018) has stated that "the diagnoses prevent the incoming mayor from saying that he cannot do much for the citizens because the municipality was in bad shape when he took oath. He or she will have to respond in accordance with up to what extent he has done to improve each of the indicators and the fulfillment of his Municipal Development Plan; and ICO will verify the results."

We All Lose if We Think that ISO 18091 Is the Goal

Public administrations and citizens alike lose if we think that implementing a quality management system for local government such as ISO 18091 is the objective because the real goal is to achieve the common good. If the meaning of an international standard for quality management in local governments is not well understood as well as how the measurement through indicators is used, it does not become much of a help, and we even lose. René Nuñez (2018) states, "Personally, I had the opportunity to become the municipal president (mayor) of the X Municipal Administration (2008-2011). On that occasion, I was looking for a scheme that somebody used to make an evaluation of the municipality in compliance with the Agenda 21 whose adaptation in Mexican context was called the 'Agenda from the

Local.'" As we have seen in chapter II, the scheme of the evaluation of the 'Agenda from the Local,' which is a very similar structure, follows the model because it is the antecedent of ISO 18091. The former mayor continued by saying that "at that time, the result of the evaluations of the four quadrants gave us red in quadrant 2 which referred to economic development. Then, we created what is now called the General Direction of Economic Development and Tourism. What happened was that the 'Agenda from the Local' became under the political entity of the Ministry of the Interior (SEGOG) and the municipal presidents adapted it, but my team thought if I had put my indicators in green, I would no longer receive federal resources because the people there would assume I did not have any more problems. I think raising the issue of evaluation and performance measurement through 'Agenda from the local' was not the best way to tackle it. A social development scheme or some kind of coordination linked to these four quadrants was. As the international standard suggests, its first main characteristic is: "there should be management responsibility. The standard values the responsibility of public managers to carry out the best organization of public services" (ISO 18091, 2014, pp. 11–12).

In conclusion, answering the question: Who wins and who loses with this quality management system for local Governments ISO 18091: 2014? After the analysis in chapter II, The Challenges of Local Government, it is clear that urbanization is the dominant force in the twenty-first century, and a sustained quality of life is the main objective of society both collectively and individually for all its members when we speak of the basic needs of the people of the city.
The implementation of a quality system for the management of local governments means that the public administration wins in its effectiveness and efficiency but the big winner is the citizens who receive a better provision of public services that will allow them to achieve the common good and a better personal quality of life. It will also make governments more transparent and citizen participation in local government more conscious and competent because it is unlikely that international organizations, such as the United Nations 2030 Agenda, know the best way to achieve the common good for each of the municipalities in the world. Citizens can evaluate the annual performance of their local government—with the help of the objective indicators and citizen observers—to be able to demand present and future local governates to improve public policies with utmost specificity. This means that less space is left for demagogues and populist politicians that weaken democracy.

3. Is an International Institutional Framework for Citizen Participation Based on a Quality Management System for Local Governments Desirable?

From the conceptual framework in chapter II we have analyzed ISO 18091:2014-2019 as a tool for local citizen participation in the global agenda. Now we are going to analyze through the case study of ICO Los Cabos if an international institutional framework for citizen participation is desirable. For citizen participation to exist there must be an institutional framework that allows it, supports it, promotes it, or tolerates organizations of collective action. There must be international institutions, otherwise, real exercise of citizen participation would seem to be one step further. Asking the ICO members 2015-2018 if they understood that it was desirable to use ISO 18091 to realize democratic partition, and when faced with statement 7.4 of the

questionnaire *the method of observation and evaluation of the Municipal Government through ISO 18091 is the `value of the ICO,´* the answer was very clear—90 percent said 'quite' and 'a lot' agree on this statement. "From a semiotic perspective, for *ISO 18019: 2014* signifier, the signified is 'the value of ICO'" (López & López, Annex VIII, p. 6). To reaffirm this result of the semiotic study, statements from personal interviews carried out with the members of ICO and some representatives of the local government were also gathered. Quadrant 4 coordinator Luis Vargas (2018) states, "The citizen as such solely exists in ICO. What has existed so far is a participation based on the requests or demands of the citizens: the asphalting of the town, the asphalting of the streets (...) even the town hall gives away mattresses to the people. But the only form of citizen participation based on a real dialogue is the ICO—the dialogue between the citizens and their government. In other words, I ask you questions and your government answers me, that is ISO 18091." In this same sense, Margarita Díaz, (2018) ICO president, states that "ICO will be valid if we rely on the ISO 18091 because it empowers the citizens. It is not an opinion but rather an international standard; it serves to be measured because otherwise we would only have subjective statements and value judgments of each of the observer of each indicator. This is the value of the ISO 18091: subjectivity does not fit because there is no 'I believe,' 'I feel,' or 'I think.' It is a two-way communication between the municipality and the citizens." Víctor Manuel Lizárraga (2018), municipal cabinet coordinator, corroborates by saying "it must be a two-way responsibility between ICO and the municipal administration. The Diagnosis should not only be a qualification, it should help the local government with ICO proposals." Justo Couto (2018), ICO's honor and justice coordinator, referred to ISO:18091 for participation and said, "From my perspective as an engineer, it seems very logical that we used ISO 18091 to observe, otherwise we could not do it. In my opinion its richness is in its simplicity, it is an observant and a computer-like assessor at the same time to analyze municipal management. It helped you see the local government in an integral way because everything was connected. And the achievement was to have been able to turn it into something quantitative." Jarumy Yocupicio (2018), fundraising coordinator, went further and said, "I am an architect and founder of two associations. I had decided not to join another civil association, because I know from experience that it takes a lot of work, and I wanted to do other things like traveling or studying (...) But when a friend invited me to a training seminar, and I met Gadsden, I said to myself, if I want to work here, I must love science fiction. The work of ISO 18091 and its long-term vision seems great to me. It seems to me that ISO 18091 marks the evolutionary process in the governance of the world." For René Núñez (2018), general director of the Municipal Operating Agency System of Potable Water, Sewerage and Sanitation (OOMSAPAS) of Los Cabos, and former mayor for the X Administration 2008-2011 states that "ISO standard is articulated in a clearer scheme for both parties. On the one hand, it obliges you to inform how to govern, and on the other, ICO has chosen the citizens who can contribute greatly to the administration of their local government with their academic trajectory and professional experience. This makes a real system of citizen participation happening."

I understood that it is interesting to ask ICO members 2015-2018 about the difficulties they encountered when conducting citizen observation and verification

through ISO 18091:2014 model and analyzing it from a semiotic perspective. For this, table 11 is analyzed.

Table 11. Difficulties in Observing and Verifying the Indicators Based on ISO 18091 Annex B

Type of Difficulty	Degree of Difficulty				
	None	Low	Medium	High	Medium & Hig
Difficulty getting evidence.	12.5	22.9	29.2	29.2	**58.4**
Difficulty in contacting the mirror public servant.	14.6	29.2	37.5	12.5	**50.0**
Difficulty attending the meeting with the mirror public servant.	27.1	35.4	29.2	2.1	**31.3**
Difficulty making proposals.	37.5	27.1	22.9	6.3	**29.2**
Difficulty writing the report for the diagnosis.	35.4	31.3	22.9	4.2	**27.1**
Difficulty not having enough knowledge to analyze and classify the information received.	41.7	29.2	20.8	2.1	**22.9**
Difficulty understanding Annex B ISO 18091.	39.6	39.6	12.5	2.1	**14.6**
Other difficulties:	Lack of reliable information of the municipality Ignorance of laws and regulations Work of the officials Lack of greater intellectual openness in ICO executives More field visits				

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.7).

According to López & López, from a semiotic perspective, "the observation and verification signifiers through ISO 18091 could be grouped into the same block that contains 'doability.' For the signifier "doability," the signified is 'acceptable difficulty.' This refers to the barriers to get evidence and contact the mirror public servant" (Annex VIII, p. 7).

As we have seen the openness of the mayor and the collaboration of officials are essential in order to make the diagnosis based on ISO 18091; and according to Victor Manuel Carbajal, municipal general director for Economic Development and Tourism of the City of Los Cabos (2018) and Víctor Manuel Lizárraga (2018), municipal cabinet coordinator—aside from the openness and leadership of the mayor—the involvement of the secretary general and the heads of different departments are needed to motivate and seek change in culture of the entire organization. This is the most difficult thing to do, but apparently it is only a 'acceptable difficulty' for the 'doability.' What seems difficult on one hand considering the question of the doability of the agendas is the 'difficulty attending the meeting with the mirror public servant' which represents 31.3 percent as average or high difficulty. This is understandable because 92 percent of the male members and 81 percent of the female members were employed somewhere else

while collaborating with ICO, therefore they were not fully available to hold or attend meetings on weekdays. On the other hand, the mirror public servants also conducted meetings to tackle issues that arose from work so, the difficulty of holding the meeting was expressed. Nevertheless, it was not a significant difficulty. This might also be due to the fact that 83 percent of working ICO members were self-employed, and 17 percent were employed in middle management positions or in direction, so they had greater freedom to organize their time. What is also clear is that for ICO members, the exercise of observation and verification through the implementation of the international standard ISO 18091 does not represent a difficulty, as we can see in table 4 (79 percent gave none or low 'difficulty understanding Annex B ISO 18091.' And they can also understand the information received from the local government because 71 percent of them understand that there is none or low 'difficulty for not having enough knowledge to analyze and classify the information received' from the municipal administration. Nor do they find it very 'difficult to write the reports of the diagnosis.' Only 27 percent consider that there is an average or high difficulty in writing them. Something more difficult up to 29 percent find that there is an average or high 'difficulty in making proposals,' but it is not significant, while a majority of 65 percent believe that there is low difficulty or no difficulty at all. We can conclude that the ones that have an average degree of difficulty among ICO members are 23 percent find it difficult not having enough knowledge to analyze and classify the information received, 27 percent difficulty in writing the report of the diagnosis, and 29 percent having difficulty in making proposals. But when we asked ICO Members 2015-2018 about question 10 in the questionnaire *'Do you think it is too demanding a work for a citizen to inform and evaluate their municipal government to the degree of detail of ISO 18091:2014?'* Seventy-four (74) percent answered 'no' and 23 percent answered 'yes.' From a semiotic perspective, "we have just seen that for the signifier ISO 18091:2014, the signified is 'the value of ICO.' But going one step further, a second signifier appears as the ISO 18091 refers to the effort involved. The result is conclusive: ISO 18091 also signified as a 'reasonable effort.'" (López & López, Annex VIII, p. 6).

Given these results we must question whether this lack of difficulty manifested by the members of ICO to make an observation based on the implementation of ISO 18091—which allows citizens to measure and observe the performance of local government in an integral way in all its areas, as well as make strategic value propositions acceptable to the mayor to be part of public policies within the Municipal Development Plan—is due to the highly-qualified profile of ICO members, unless, on the contrary, the Annex B of ISO 18091 allows anyone to do so irrespective of their qualifications. That is why we asked ICO members if they think that 'any citizen can participate in the ICO, all can be members of ICO without exception' (see questionnaire 7.2); the answer was 62.5 percent 'quite' (majority) and 'a lot' agree on this statement. According to López & López from a semiotic perspective it shows that the signifier 'joining ICO' has 'universal' as the signified (Annex VIII, p. 6). Even if the access is open and universal to anyone, when asked about questionnaire number 7.3: 'to be a member of the ICO, it is necessary to prove that there is no directive militancy in a political party or other personal interests at stake, the answer was 62.6 percent 'quite' (majority) and ' a lot' agree on this statement. So, from a semiotic perspective, 'independence' is the signified for the signifier 'requirement to become a member'" (López & López, Annex VIII, p. 6).

Furthermore, we made an affirmation in the questionnaire to know if as members of ICO from 2015 to 2018 with accumulated years of experience, they consider that to become members and do citizen participation based on ISO 18091, *[to become a member of the ICO] you need to have a profile showing personal skills and studies to be able to observe the performance of the local government'* (see questionnaire 7.1). The descriptive analysis of the data tells us that 75 percent answered 'none,' 'a little,' or 'some' agree on the statement, and 25 percent 'quite' or 'a lot' agree with having a necessary profile to be a member of ICO. But from a semiotic perspective, López & López state that "the absence of meaning by being meaningful dispersion" (Annex VIII, p. 6) though, in effect, there seems to be a reasonable perception that certain competencies are required, yet we do not know if those competencies are of a professional, academic or social nature. Therefore, according to what ICO members 2015-2018 have stated which can also be seen from the semiotic analysis done by López and López joining ICO must be universal, and the main requirement to become a member is 'independence' without having a significant meaning in relation to the personal skills profile of ICO members.

Margarita Díaz (2018), ICO president, said "We have discussed this issue a lot of times internally whether or not the indicator leader needs to have personal skills profile and studies in order to observe the performance of the local government, but there is no agreement on that yet. In ICO, we have all kinds of cases on the issue of water. We have the best specialists in Los Cabos like Alba Valdez, water indicator leader. But in other areas we do not have a specialist, for example, in solid waste or the person who led the civil protection indicator. She did not know the subject, but she was very interested in it. Since we have the Annex B questionnaire as a guideline to applying ISO 18091, one sub-indicator asked for an organizational chart of the municipal civil protection unit. When the mirror public servant showed her the organizational chart, she asked the official 'Where are you in the organizational chart?' The official replied, 'I am not in it.' Many times, only by following the questionnaire in Annex B, with common sense and interest, we can have the diagnosis done through the official's own responses. Other times, it is even the official who tells us to help him because he knows what he needs to reach the goal, though nobody pays attention to his proposal. In this case, a better coordination with the education area is the best example because it does not exist. The mirror public servant asked us to put it in the diagnosis because that would help give a better service. Therefore, I believe that if the municipality can be evaluated by a citizen without qualifications, it is not necessary to be an expert because you have to follow the guidelines of ISO 18091, use common sense, and make proposals to get a green which are the basic requirements to be able to give the minimum services that a municipality must provide stated also in Annex B. Nevertheless, it is also true that if the indicator leaders are specialists, the diagnosis offers a lot of value. In any case, I plan to make a qualitative analysis of the diagnostics in the future with the ICO Council in full, with the ICO experts on the different issues and the four officials responsible for each of the quadrants, but we just need more time."

The mayor of Los Cabos, Arturo de la Rosa (2018), states that the profile of ICO members should be "independent citizens who do not use the evaluation to attack the government, and their proposals are not value judgments with a political

interest. They must be citizens who intend to participate and have the technical knowledge and the ability to comment on the issues raised, and make proposals to make each unit more efficient. I think that they must be citizens with a certain academic profile to give correct opinions according to the topic that is going to be adapted, and so let's walk together for a better administration." In the same sense Víctor Manuel Carbajal (2018), municipal general director of Economic Development and Tourism, said: "We saw that ICO's diagnoses are working well: organized citizens and prepared people come, people who have specialized and really know the subject. If it is solid waste, I have legal and technical knowledge on the subject because when measuring and evaluating, we must rely on quality standards to offer services as people deserve." But Alejandro Kennedy (2018), culture indicator leader remarked, "The ideal thing about the issue of being an expert is thinking I do not have to be an expert to observe how the city council is doing in some particular subject because with the Annex B of the questionnaire you can evaluate even if you are not well-versed on that sort of subject. My experience is that without knowing the subject I followed ISO 18091, but the official was open-minded so he cooperated. He thought that the public policy regarding culture had cultural activities, plays, exhibitions (...) but Annex B includes the preservation of historical, cultural, and paleontological heritage (...) ISO 18091 was an eye-opener for the official about what culture consists of. Then he told me that there were no resources for this, so he asked for help, put in the diagnosis that the municipality needed resources from the South Californian Institute of Culture to get a green indicator. The City Council had no choice but to do things right."

In conclusion, how do we answer the question: Is an international institutional framework for citizen participation based on a quality management system for local government desirable? We can affirm according to the study of the case of ICO Los Cabos that the answer is affirmative—it is desirable to have an international institutional framework to realize a true citizen participation. The citizens themselves, members of ICO Los Cabos, who have implemented it since 2015, are in good hands with the tool. They can also recognize that it is a much more advanced form of citizen participation which goes beyond complaint, claim and petition to the municipality. Citizen participation through ISO 18091 allows to have a dialogue with the local government referring to Annex B "[is] as the common language between the citizens and their local government" (Gadsden, 2013, p. 13) to talk about improving public policies. According to the Semiotic Analysis, "ISO 18091 signifier has two signified for ICO members: 'ISO is the value of ICO,' and 'around the effort involved.' The result is conclusive—ISO 18091 signified 'reasonable effort.'" (López & López, Annex VIII, p. 6).

From the side of the local government, citizen participation is also valued through an international standard with which the citizens can evaluate the policies objectively through indicators, and that through them proposals can be made which eventually become part of the municipal development plan as we have seen in chapter V. Also, it helps the media that cannot carry out investigative journalism, but can learn more about the data of the city council and political commitments by tracking them and inform the citizens. The annual diagnosis helps the citizens to know what their mayor has done for them. Transparency and quality participation contribute to a `better governance´ and higher quality of democracy.

4. What Should Be Done to Reach a Reliable Citizen Participation Model in Local Government?

Throughout the entire conceptual framework in chapter II, we have analyzed how democracy is achieved through a reliable citizen participation, especially in the section 'ICO's conscious and competent organization for collective action.' In chapter V, we have discussed the case study of ICO Los Cabos and collected 'lessons learned from ICO Los Cabos,' and now through the analysis of the difficulties encountered by ICO Members 2015-2018 tackling their strongest motivations to remain in ICO Los Cabos, and the analysis of the semiotic map on the significance of ICO Los Cabos for its members, and the contingencies tables analysis to know if there are some statistical patterns that could be detected to distinguish the demands of active and inactive ICO Los Cabos members 2015-2018. Finally, we will be able to complete the components in establishing the framework of a reliable model of citizen participation in local government.

First, the difficulties encountered by the citizens who have participated in ICO Los Cabos over time are analyzed. It is good to remember that the average real participation time according to the ICO members' record is one year and nine months and the average participation in ICO of those who answered the survey, according to the descriptive analysis of the data questions 2 and 2a of the questionnaire, is three years and two months which is a good value because they are the ones who had more experience and knew ICO better because of the length of their permanence. Nonetheless, Not all were active at the time of conducting the survey from October 2018 to April 2019. In fact, those who remain active represent 55.6 percent and those who no longer participate in ICO are 44.4 percent.

In question 9 of the questionnaire, the difficulties that ICO members encountered in the exercise of citizen participation through their observation and verification in accordance with Annex B of the ISO 18091 are also analyzed followed by the difficulties of citizen participation in general and the difficulties in particular inside a collective action organization, ICO, and the degree of difficulty its members encountered in question 8. The descriptive analysis of the survey data is analyzed from a semiotic perspective done by López and López. They said, "Let us first review, what is NOT difficult—interaction with colleagues and understanding how ICO works. Then, with an average degree of difficulty is to have to devote own resources and to make proposals to ICO. Finally, and by far the biggest difficulty is not having enough time to devote to ICO. Consequently, the semiotic description is signifier 'general difficulty in participating' and the signified is 'lack of time'" (Annex VIII, p. 11).

Table 12. List of Difficulties in Joining ICO and How the Degree of Difficulty is Perceived

Type of Difficulty	Degree of Difficulty				
	None	Low	Medium	High	Medium & Hig
Difficulty not having enough time to devote to the ICO.	8.3	18.8	35.4	31.3	66.7
Difficulty to devote own financial resources, in travel expenses, training courses, fees ...	12.1	15.1	15.1	11.1	26.2
Difficulty making proposals to the ICO.	58.3	12.5	16.6	6.2	22.8
Difficulty to interact internally with the Council, quadrant coordinator, indicator leader.	26.1	10.1	14.1	3.1	17.2
Difficulty understanding how ICO works.	26.1	12.1	13.1	0.0	13.1
Difficulty interacting with my colleagues.	56.3	22.9	10.4	2.1	12.5

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.7).

After the analysis of the general difficulties of citizen participation within a collective action group, the difficulties of exercising participation through the method of observation and verification based on ISO 18019, and own difficulties inside the organization of ICO Los Cabos, the extent these difficulties influenced their decision to continue participating in ICO will be analyzed in Table 13.

Table 13. Discernment of the Effort Needed and Its Influence on the Decision to Stay in ICO

How much influence does the effort to be made have in your decision to stay in ICO?	%
Nothing, I feel it is my responsibility to do it ...	47.9
Little, but I will continue to participate ...	18.8
Quite a lot, that's why I don't always participate in the ICO calls ...	14.6
Much, that is one of the reasons why I stopped participating ...	12.5
Very much, that's why I'm not going to do it now or ever again ..	0.0

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.8).

"As we can see, the majority (even though not absolute) have manifested that the signifier 'participation effort' is mainly associated with an essential signified of the

civic action space: 'responsibility' and logically, the `Civic Act' as a stimulator to participate in ICO" (López & López, Annex VIII, p. 8). We can conclude that the main attribute of participation is a conscious participation as defined in chapter II and it is what allows the members to face all the difficulties that arise over time and to remain firm in their willingness to participate. But we will go further and analyze in greater depth the reason for the ultimate motivation of the members to make or reinforce their decision to continue participating in ICO. The first Table (14) is the descriptive analysis and from there we will go to the semiotic analysis done by López & López.

Table 14. Set of Specific Affirmations Linked with Reinforcing the Decision to Continue in ICO

Theme	Agree			How much did it help you to make or reinforce the decision to continue?					
	Yes	No	N/A	None	A little	Some	Quite	A lot	N/A
ICO contributes to improve the life of our city	85%	0	15%	2%	8%	14%	27%	17%	31%
I feel that my personal participation in ICO has improved the quality of life of my neighbors	42%	35%	23%	15%	21%	17%	6%	13%	29%
I believe that citizens have the capacity to analyze reality and can contribute to the improvements of the city	90%	0	10%	0	2%	8%	35%	21%	33%
I also believe that citizens have the duty and responsibility to partici-pate in the municipal government	90%	0	10%	0	0%	2%	48%	15%	35%
My participation in ICO allows me to put my civic values into practice	89%	3%	8%	2%	2%	6%	44%	8%	38%
My participation in ICO allows me to put my religious values into practice	21%	69%	10%	40%	8%	6%	10%	2%	33%
My participation in ICO allows me to defend my political ideas	35%	57%	8%	19%	6%	15%	19%	6%	35%
My participation in ICO allows me to defend my interests as a group, ethnicity, community, neighborhood	56%	31%	13%	10%	2%	19%	23%	13%	33%
Participation in ICO allows me to grow as a person through knowl-edge of municipal management	85%	4%	11%	4%	0	0	42%	17%	38%
Participation in the ICO allows me to interact with my neighbors and position myself in our city	67%	21%	12%	8%	2%	17%	10%	19%	33%

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.8).

The descriptive analysis is the statistical reflection based on the percentage data of the values obtained in the coding of the Excel table, but the semiotic analysis take those percentage values of the data as a starting point offering us more precise results when we want to qualify feelings and analyze what they mean to each of us, but in this case what it means to ICO Los Cabos members. From a semiotic perspective, tables 15 and 16 show the hierarchical set of specific affirmations linked to up to what extent it helped them to make (or reinforce) their decision to continue participating in ICO 2015-2018.

Table 15. Hierarchical Set of Specific Affirmations Linked with Reinforcing the Decision to Continue within ICO.

Theme	Yes	Quite & a lot
I believe that citizens have the capacity to analyze reality and can contribute to the improvements of the city	90%	
I also believe that citizens have the duty and responsibility to participate in the municipal government	90%	
My participation in ICO allows me to put my civic values into practice	89%	
ICO contributes to improve the life of our city	85%	
Participation in ICO allows me to grow as a person through knowledge of municipal management	85%	
Participation in ICO allows me to interact with my neighbors and position myself in our city	67%	
My participation in ICO allows me to defend my interests as a group, ethnicity, community, neighborhood	56%	
I feel that my personal participation in the OCI has improved the quality of life of my neighbors	42%	
My participation in ICO allows me to defend my political ideas	35%	
My participation in ICO allows me to put my religious values into practice	21%	

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.9).

López and López points out – "The five statements referring to collective action have positive indices, but, moreover, four of them occupy the first places of hierarchy. Even taking into account some intentionality of delivering a 'correct' response, however, this allows us to presume the main motivation of the participants, expressed in the interest for the 'common good,' as the root of the term 'community.' In line with this from a semiotic perspective we have a new signified for the signifier 'ICO' that adds to the previous ones and elevates 'ICO Los Cabos' to the category of symbol (polysemic sign) 'civic act.'" In this case, 'civic' should be understood as 'responsible and orderly behavior within a community.'" (Annex VIII, p. 9).

As we can see in table 15, "among the statements related to self-satisfaction, the signifier 'participation in ICO' is also signified as 'personal growth,' and without a doubt it is what seems to be of greatest importance as it combines strong positivity with an important degree of influence on the will to keep participating. In any case, the statements that would demonstrate the presence of an egoistic component in the determination to participate are seen as less relevant than those related to collective action" (López & López, Annex VIII, p. 10).

Table 16. Hierarchical Set of Specific Affirmations Linked with Reinforcing the Decision to Continue within ICO.

Theme	Yes	Quite & a lot
I believe that citizens have the capacity to analyze reality and can contribute to the improvements of the city	90%	44%
I also believe that citizens have the duty and responsibility to participate in the municipal government	90%	19%
My participation in ICO allows me to put my civic values into practice	89%	56%
ICO contributes to improve the life of our city	85%	63%
Participation in ICO allows me to grow as a person through knowledge of municipal management	85%	52%
Participation in ICO allows me to interact with my neighbors and position myself in our city	67%	12%
My participation in ICO allows me to defend my interests as a group, ethnicity, community, neighborhood	56%	36%
I feel that my personal participation in the OCI has improved the quality of life of my neighbors	42%	36%
My participation in ICO allows me to defend my political ideas	35%	59%
My participation in ICO allows me to put my religious values into practice	21%	29%

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.10).

Finally, some open-ended questions were asked to know the deficiencies and desires expressed feely by ICO members. They can be found in table 17 below.

Table 17. Declaration of the Deficiencies Found while Participating in ICO

Deficiencies Declared	Answers
To participate in ICO, I need to…	More time, own will, more freedom of expression
To participate in ICO, I would like to…	More time, be more informed, structural changes in the direction unit
To participate in ICO, I demand that…	Structural changes in the direction unit, more freedom of expression

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.11).

From a semiotic perspective, López and López (2019), after coding the open-ended responses in relation to the deficiencies declared for a signifier 'deficiencies,' we can find two signified: one, the specific difficulty 'structural changes'; and two, the specific difficulty 'freedom of expression' (Annex VIII, p.11). As we can see, there have been no other major deficiencies in ICO than the lack of time to participate, and we see two problems in creating an institution for self-governing: one, structural

changes in the directive; and two, freedom to express opinion. I should be emphasized that the economic issue of ICO's self-financing scheme has appeared but not in a relevant way.

Contingency Tables and Observed Frequencies Analysis

It is interesting to know if there was a statistical association between the answers related to the variables 'needs,' 'wishes,' and 'demands' of ICO members with people who had left ICO (inactive) versus people who continued in ICO (active). In this way, some statistical patterns can be detected and distinguished the requirements of active versus inactive members.

First, the answers of previous open-ended response variables ('needs,' 'wishes,' and 'demands') have been codified in five categories for each variable. Afterwards, a contingency table analysis was made for each variable trying to detect the potential association of the corresponding value of the variable with active or inactive category. This analysis was carried out by Román Mínguéz using software R and is fully included in Annex IX. His collaboration to make this study possible is greatly appreciated. The results of the Contingency Tables and Observed Frequencies Analysis for the variable named `needs´ are the following:

Table 18. Observed Counts Variable `needs´

In order to Participate in ICO Los Cabos: I need to (Variable named `needs´)

	None (1)	Time (2)	Own Will (3)	Knowledge (4)	Freedom (5)	TOTAL
Active	2	8	10	4	1	25
Inactive	2	13	2	2	2	21
TOTAL	4	21	12	6	3	46

Source: Mínguez, R. (2019). Contingency Tables an Observed Frequencies Analysis Between Active and Inactive ICO Los Cabos Members 2015–2018 (Annex IX, p.2).

Table 19. Expected Counts Variable `needs´

	None (1)	Time (2)	Own Will (3)	Knowledge (4)	Freedom (5)
Active	2.174	11.413	6.522	3.261	1.630
Inactive	1.826	9.587	5.478	2.736	1.370

Notice: some expected frequencies are less than 5, therefore the results should be cautiously interpreted for these cells.
Source: Mínguez, R. (2019). Contingency Tables an Observed Frequencies Analysis Between Active and Inactive ICO Los Cabos Members 2015–2018 (Annex IX, p.2).

Table 20. Chi-square Components (Discrepancies Variable `needs´)

	None (1)	Time (2)	Own Will (3)	Knowledge (4)	Freedom (5)
Active	0.01	1.02	1.86	0.17	0.24
Inactive	0.02	1.22	2.21	0.20	0.29

Source: Mínguez, R. (2019). Contingency Tables an Observed Frequencies Analysis Between Active and Inactive ICO Los Cabos Members 2015-2018 (Annex IX, p.2).

Román Mínguez affirmed, "With these results we keep the hypothesis null. The statistical behavior between active and inactive members in relation to what 'ICO Los Cabos members needs' is similar. None of the five items classified seems to have great discrepancies. The lack of data (46 observations) also makes it more difficult to detect discrepancies that are statistically significant. To provide more insight, the only discrepancy to be highlighted is the high number of active ICO Los Cabos members who would be expected statistically to say that they need to act 'willingfully' and the low number of inactive ones to do so. Statistically, there is also a minor discrepancy in the need for more `time´; there are less active members who said they needed more `time´ than statistically expected and more inactive ones who said they needed `time´ more than what is statistically expected of them" (Annex IX, p. 2).

Table 21. Observed Counts Variable `wishes´

In order to participate in ICO Los Cabos, I would like (Variable named `wishes´)

	Time (1)	Resources (2)	Structure Changes (3)	Commitment* (4)	NA (5)	TOTAL
Active	6	6	0	9	4	25
Inactive	4	1	4	6	6	21
TOTAL	10	7	4	15	10	46

Source: Mínguez, R. (2019). Contingency Tables an Observed Frequencies Analysis Between Active and Inactive ICO Los Cabos Members 2015-2018 (Annex IX, p.3).

Table 22. Expected Counts Variable `wishes´

	Time (1)	Resources (2)	Structure Changes (3)	Commitment (4)	NA (5)
Active	5.652	3.957	2.261	8.478	5.652
Inactive	4.348	3.043	1.739	6.522	4.348

Notice: some expected frequencies are less than 5, therefore the results should be cautiously interpreted for these cells.
Source: Mínguez, R. (2019). Contingency Tables an Observed Frequencies Analysis Between Active and Inactive ICO Los Cabos Members 2015-2018 (Annex IX, p.3).

Table 23. Chi-square Components (Discrepancies Variable ´wishes´)

	Time (1)	Resources (2)	Structure Changes (3)	Commitment (4)	NA (5)
Active	0.02	1.06	2.26	0.03	0.08
Inactive	0.03	1.37	2.94	0.04	0.10

Pearson's Chi-squared test variable 'Needs': **X-squared = 7.9236, df = 4, p-value = 0.09442**

Source: Mínguez, R. (2019). Contingency Tables an Observed Frequencies Analysis Between Active and Inactive ICO Los Cabos Members 2015-2018 (Annex IX, p.3).

Mínguez states, "These results support some weak statistical evidence of association between the values of variable `wishes' and to be active or inactive. In more insight: The most important discrepancy between `wishes´ of active and inactive ICO Los Cabos members is that there are less active ICO members who would be statistically expected to ask for `structure changes´ and more inactive ones who would statistically be so. There are also more active members who are statistically shown to be more prone to ask for `resources´ and less inactive ones who are expected to wish for more `resources´" (Annex IX, p. 3).

It can be concluded that inactive ICO members are the ones who would like `structural changes´ in the direction unit. It could be a reason why they are no longer in the organization. This could be link to the majority request of the inactive members for `more freedom of expression´ and `fulfillment of commitments´ on the side of the direction unit. It is in this subject—the field of wishes 'I would like' (…) and not in the 'need' or 'demand 'to participate in ICO—when the issue of economic resources appear. It is also highlighted that in the same way active and inactive members have a similar degree of desires to commit, comply, and agree when it comes to citizen and local government commitment.

Table 24. Observed Counts Variable `demands´

To participate in ICO Los Cabos, I demand (variable named `demands´)

	None (1)	Freedom (2)	Government Commit. (3)	Citien Commit. (4)	Compilance Agreement (5)	TOTAL
Active	7	2	8	5	3	25
Inactive	9	4	2	5	1	21
TOTAL	16	6	10	10	4	46

Source: Mínguez, R. (2019). Contingency Tables an Observed Frequencies Analysis Between Active and Inactive ICO Los Cabos Members 2015-2018 (Annex IX, p.4).

Table 25. Expected Counts Variable `demands´

	None (1)	Freedom (2)	Government Commit. (3)	Citien Commit. (4)	Compilance Agreement (5)
Active	8.696	3.261	5.435	5.435	2.174
Inactive	7.304	2.739	4.566	4.566	1.826

Notice: some expected frequencies are less than 5, therefore the results should be cautiously interpreted for these cells.
Source: Mínguez, R. (2019). Contingency Tables an Observed Frequencies Analysis Between Active and Inactive ICO Los Cabos Members 2015-2018 (Annex IX, p.4).

Table 26. Chi-square Components (Discrepancies Variable `demands´)

	None (1)	Freedom (2)	Government Commit. (3)	Citien Commit. (4)	Compilance Agreement (5)
Active	0.33	0.49	1.21	0.03	0.31
Inactive	0.39	0.58	1.44	0.04	0.37

Pearson's Chi-squared test variable 'Needs': **X-squared = 5.2082, df = 4, p-value = 0.2666**
Source: Mínguez, R. (2019). Contingency Tables an Observed Frequencies Analysis Between Active and Inactive ICO Los Cabos Members 2015-2018 (Annex IX, p.4).

As a conclusion, "with these results, we keep the hypothesis null and there is no statistical evidence of association between the values of `demands` variable and to be active or inactive. To provide more insight, the only discrepancy to highlight is the elevated number of active ICO Los Cabos members asking for commitment from the government compared with that of the inactive ones" (Mínguez, Annex IX, p. 4). Thus, it is a requirement that all the efforts of citizen participation should bear fruit and that ICO active members demand government and citizen commitment, and compliance with the agreements made. But 'demand,' according to *Cambridge Dictionary,* is the most clamorous way of asking and is defined as "to ask for something forcefully in a way that shows you do not expect to be refused." The greatest number of responses from active and inactive ICO members is to demand nothing from ICO. Thus, the semiotic assessments done are understandable when López and López (2019) state that "ICO Los Cabos is elevated to the category of a symbol (polysemic sign) 'civic act.' In this case, 'civic' should be understood as 'responsible and orderly behavior within a community'" (Annex VIII, p. 10). Therefore, 'moral goodness' is attributed to ICO by active and inactive members alike, and that may explain why the majority of them do not require anything to participate in the organization.

Semiotic Map Analysis of the Universe of ICO Los Cabos

The semiotic map allows us to understand the act of adhesion that a person does to a civic action group aiming for citizen participation not only through a rational process, but through an exchange of values that the individual fundamentally seeks to build or strengthen his identity and project his desires, fears, needs, and hopes in

a collective action project that can probably satisfy him. Below is the semiotic map elaborated by Marcelo López (2018, p. 9).

Figure 1. Semiotic Map

SEMIOTIC MAP

FUTURE

Teleological Approximation Promoted by Reflection

APROXIMATION

Teleological Approximation Promoted by Emotion

- Cultural
- Confrontation
- Intellect
- Transcendence
- Moral Values
- The Collective
- Questioning
- The Sacred
- Search for Wisdom
- Destination
- Adequacy
- Duty
- Harmonization
- Vision

- Status
- Future Stability
- New Life
- Future Protection
- Progress
- Exploration
- Change
- Transgression
- Innovation
- Intelligence
- New scenarios
- Happiness

REFLECTION ← **MODE** **MODE** → EMOTION

- Determination
- Founded Challenge
- Experience
- Legitimacy
- Convenience
- Permanence
- Understanding
- Dignity (Quality
- Back
  of Life))

- Emotional Dignity
- Courage
- Empathy
- Fortitude
- Solidarity
- Rupture
- Emotion
- Impulse
- Protection
- Membership
- History
- Love
- Trust
- Fanaticism
- Leadership
- Revenge

Immediate Approximation Promoted by Reflection

APROXIMATION

Immediate Approximation Promoted by Emotion

PRESENT

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.12).

Finally, figures 2 to 4 will show the analysis of the semiotic map of values, meanings, motivations and adhesion behaviors that López & López have made by request using a questionnaire prepared for the elaboration of the case study of ICO Los Cabos 2015-2018 with the aim to learn about this new paradigm of citizen participation in local government through the model of ISO 18091 Annex B.

Figure 2. Semiotic Map ICO Los Cabos

Participant	ISO 18091	Participation in ICO
Altruistic	Reasonable Effort	Personal Growth
Requirement to Become a Member	Annual Diagnosis ICO	ICO Los Cabos
Independence	Transparency	Opportunity to Collaborate
Effort in Participating	ICO Los Cabos	Recruitment Model
Responsibility	Civic Act	Intimate Circle
Joining ICO	Openness of the Mayor	Doability
Universal	Indispensable	Acceptable difficulty
ISO 18091	General Difficulty in Participating	Annual Diagnosis ICO
The Value of ICO	Lack of Time	Better Governance

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.11).

Figures 3 and 4 by López and López located the concepts in the semiotic map that determine the values representing the 15 main concepts populating the world of ICO Los Cabos. They are exposed as signs with their signifier.

Figure 3. Semiotic Map ICO Los Cabos
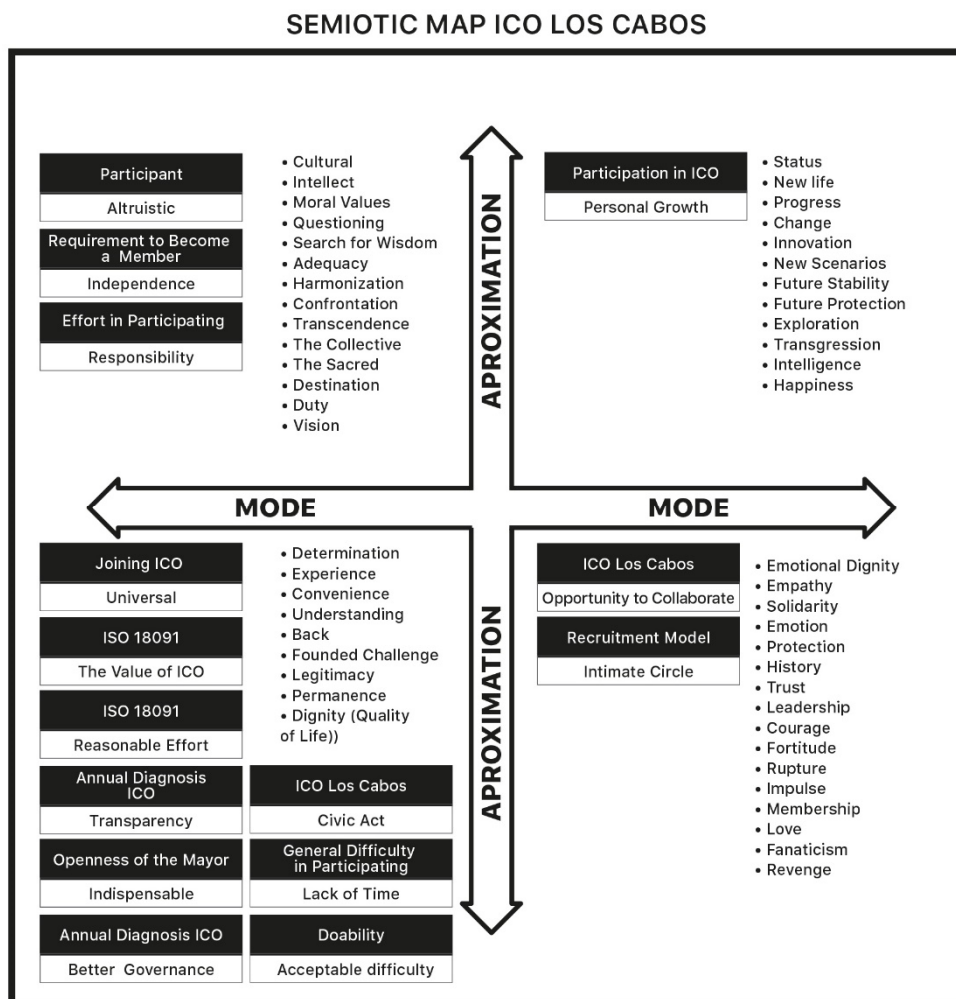
Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.13).

218

Figure 4. Semiotic Map ICO Los Cabos
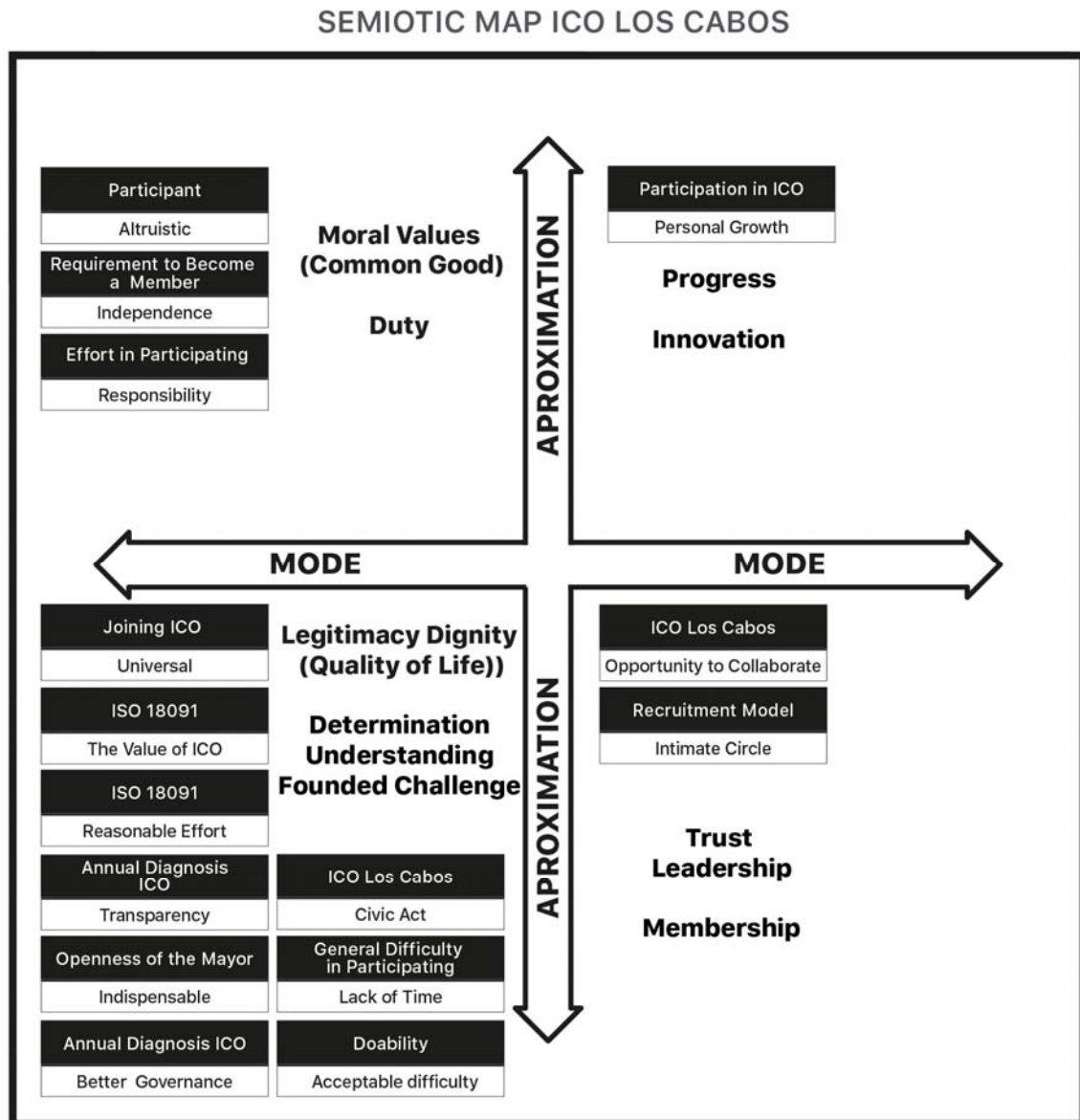
SEMIOTIC MAP ICO LOS CABOS

Source: López, M., & López, A. (2019). Semiotic Study on Experiences and Motivations of ICO Los Cabos Members 2015-2018 (Annex VIII, p.14).

The semiotic map of ICO Los Cabos prepared by López & López (2019) provides great value to understand the act of adhesion that a person does to a collective action group aiming for citizen participation not only through a rational process, but through an exchange of values that the individual fundamentally seeks to build or strengthen his identity, and to project his desires, fears, needs and hopes in a collective action project that can probably satisfy its members beyond a rational choice. Based on our own observation of the semiotic map of ICO Los Cabos, we can confirm through 'teleological approximation promoted by reflection' that for ICO members 'duty' is the main signified for the signifier 'citizen participation,' so we can understand it as the conscious participation and that the 'duty' of the citizens to participate is to achieve the 'common good.' Using the teleological approach driven

by emotion, participation in ICO Los Cabos means 'personal growth,' 'collective 'progress,' and 'innovation.'

In the 'immediate approximation promoted by emotion,' ICO members 2015-2018 gave the word 'membership' as signified. This is a sense of belonging to a collective action group. The word 'trust' also enters the reliable concept which means being reliable to do citizen participation, and the word 'leadership' is the signified which denotes a necessary quality of mechanism to join ICO and to exercise citizen participation. But most of the 15 main concepts that populate the world of ICO Los Cabos exposed as signs with their signifier are in the 'immediate approximation promoted by reflection.' We would like to highlight the word 'founded challenge' because the members of ICO believe that ISO 18091 is the value of ICO which is a `reasonable effort´, and 'understanding' because for the signifier 'Doability,' the signified is 'acceptable difficulty.' Since the annual diagnosis of ICO helps to have `better governance' and allows 'transparency ' to have 'legitimate 'and `dignity´ this may well be called 'quality of life.' Determination is as necessary against the 'general difficulty in participating' as 'the lack of time.' And without any doubt the members give 'legitimacy' to ICO as an expression of a 'civic act.'

In conclusion, and after the reflections are shown through the semiotic map, the question: What should be done to reach a reliable citizen participation model in local government? can be confirmed. ICO Los Cabos may be the model—it is "the power of the example" (Flyvbjerg, 2001, p. 66). In this chapter VI, framework for the analysis of citizen participation through an in-depth analysis of ICO Los Cabos case study in relation to the conceptual framework in chapter II is demonstrated. It is concluded, therefore, that ICO Los Cabos is a reliable model of citizen participation in local government.

To continue, conclusions made on ICO Los Cabos case study through the conceptual framework as an approach to a global framework for reliable citizen participation in the local government are found in chapter VII.

Chapter VII. Conclusion

According to the World Population Prospect for the United Nations (2018), more than half of humanity live today in cities, and by 2050 seventy percent of the world's population is projected to be urban. "This makes the cities the main actors of the global economy and development" (UN News, 2019).

The UN Habitat Agenda (1996) provides the following definition of local basic services: "Basic infrastructure and services at a community level must include the delivery of safe water, sanitation, waste management, social welfare, transport and communication facilities, energy, health and emergency services, schools, public safety, and the management of open spaces" (art. 84).

David Satterthwaite said in the *Third Global Report on Local Democracy and Decentralization* of the United Cities and Local Governments UCLG (2013): "Progress in local democracy must be measured in terms of improvements to quality of life. After all, local governments are ultimately judged on their ability to meet the needs of their citizens. Basic services are fundamental to improving living standards and, in general, local governments have the responsibility for their provision. Even when local government institutions are not officially assigned responsibility for basic service provision, they often deal with the health, economic, social and environmental consequences of unmet basic needs. Improving the delivery of basic services has been a key component of the Millennium Development Goals (MDGs), which aim to eradicate extreme poverty worldwide" (p. 13).

In the same sense, the former ISO Secretary-General Rod Steele (2014), in the presentation of ISO 18091:2014 *Quality Management System for Local Government*, affirmed – "Local governments develop, manage and offer the greatest amount of services in an increasingly sophisticated and interconnected world. Globally, around 6.5 trillion dollars in assets are under the control of local governments. So, they need to efficiently manage resources and processes and must improve levels of quality in their management models."

However, the necessary local development cannot discard the commitment to sustainable development. Since 2014, a first international standard for quality management of local governments has been in use which is ISO 18091, and since 2019, that quality standard has been adapted to what is called the global common good. "ISO 18091:2019 is a useful tool to assess progress across the 17 Sustainable Development Goals designed to transform our world by 2030. We can make the SDGs a reality in local communities," stated the new ISO Secretary-General Sergio Mujica (2019).

As we have seen in chapter II, one of the most important challenges for the local governments is to look for citizens' quality of life and to collaborate for a global sustainable development and this requires new innovative new public management, as we have analyzed in the section Towards a New Public Management.

But also, "a new definition of 'citizen' is needed, said Rodotà, one that goes beyond 'a set of rights and duties allocated from a statistic perspective." We need to conceive

citizenship instead, as "a set of powers and opportunities that an individual should have to be in a position to turn them into reality, that is, using them to determine the mechanisms of participation in politics, and generally speaking, public life, which is exactly the life of the city. That is why the words 'homo civicus' (Cassano, 2004) which means 'citizen' have been used. The term highlights this active stance whereby every citizen is turned into a leading character" (Rodotà, 2013, p. 6).

As Muhammad Yunus[51] (2018) states, "employment is not the destiny of human beings. Human beings are born to be entrepreneurs" (p. 68). It can also be revendicated that voters are not the destiny of human beings. Human beings are born to become leaders. Leaders of their own lives and their sphere of influence. We have seen through the group of citizens, who founded the Integral Citizen Observatory of Los Cabos and who played a great role in leadership in achieving a better quality of life for citizens—though there were a few of them at the beginning— that they all felt as founders and leaders.[52]

But a 'conscious and competent'[53] citizen participation, as we have seen in chapter II, cannot be exercised in a `vacuum´, and "the world cannot exert their civic spirit in a vacuum" (Baudot, 2001, p. 128). For this reason, a neo-institutionalist perspective came to light, mainly based on Douglass North and Elinor Ostrom, analyzed in chapter II: An Institutional Approach to the Study of Citizen Participation in Local Government.

North's theory helps to understand the important role of economic and political institutions. He defined institutions as the rules of the game in a society or, more formally, the humanly devised constraints that shape human interaction. In consequence, they structure incentives in human exchange, whether political, social, or economic. Institutional change shapes the way societies evolve through time, and hence, is the key to understanding historical change. Institutions reduce uncertainty by providing a structure to everyday life. Institutions are a guide to human interaction. He also established the difference between institutions and organizations and the interaction between them that shapes the direction of institutional change (North, 1990, pp. 3-7). Lowndes and Roberts (2013), in their book *Why Institutions Matter*, also argue in favor of an 'engaged' perspective on institutions that recognizes their role in distributing power within politics, society, and economy.

North also introduced the theory that information costs are part of transaction costs, as we have seen in the third section of chapter II: A Transaction Cost Theory of Politics. Numerous scholars insist that the management and decision-making processes at a local level are more effective and efficient because the State rarely has the necessary information to decide for itself on the allocation of goods and services.

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[51] Muhammad Yunus was the creator of banking institution to help the poor called Grameen Bank. Today Grameen Bank has more than 9M borrowers, 97 percent of whom are women. Yunus Center was Nobel Peace Prize laureate.

[52] According to ICO Members 2015-2018 in question no.3 Survey, near the 44 percent replied that they felt like founders/initiators of ICO.

[53] The concept of conscious and competent citizen participation that has inspired this research work is taken from Széll, 2018d, thesis 29.

As Jacques Baudot (2001) states, "Democracy is a set of procedures and institutions through which citizens participate directly or indirectly in the elaboration and implementation of laws that rule the community" (p. 31). And in chapter V, under the title Institutions to Promote the Common Good, it says: "The flourishing of a dense network of institutions, large and small, public and private, from the local to the international level, should be promoted" (p. 128). That is why it is necessary to establish or assume institutions for citizen participation. We have analyzed ISO 18091:2014 as an international institution not only for local government management but also for citizen participation. As we have seen in chapter VI, citizens and local government place great value on citizen participation based on an ISO 18091 institution. Against the defenders of participation through direct democracy and/or those who claim to embody the voice of the people.

Nevertheless, the contributions of Elinor Ostrom's theory have been very valuable to understand self-governing institutions of collective action as well as Olson´s theory of group and public goods, and other contributions from organizational theory authors who tackled the problems of rationality, efficiency, collective action and social behavior. As we have seen in chapter II, ICO Los Cabos is a citizen organization for collective action whose pursuit is to analyze, monitor, and evaluate the management of the local government as well as make proposals for governing the common good that is basic when it comes to providing common goods and services. Obviously, this purpose could not be achieved by an individual or an unorganized action group because the common interest of the citizens must be good governance. For this reason, ICO follows *The Logic of Collective Action* (Olson, 1965) and citizen organizations must be given a set of internal rules of self-organization for the fulfillment of its purposes, and that is a huge challenge. Ostrom (1990) says, "Although the theory of the firm and the theory of the state can solve these problems, it is not an equivalently developed and accepted theory that provides a coherent account on how a set of principles faced with a collective-action problem can solve (1) coping with free-riding, (2) the problem of supplying a new set of institutions, (3) the problem of making credible commitments, and (4) the problem of mutual monitoring" (p. 42). As we have seen in chapter II, the group of citizens organized for governing the common-pool resources face the same four problems as the group of citizens organized for governing the common good because even though ICO Los Cabos follows an international institution—the International standard ISO 18091:2014 to carry out the local government's observation and verification, the standard itself is not included as an institution for self-governing in the renewed version of ISO 18091:2019. In Annex C, a basic approach to the organization of citizen observatories (ICOs) has been included and gives a brief set of guidelines as an effective tool for citizen participation, but has not been created as an international institution for ICO's self-government.

In the case study of ICO Los Cabos, the issue of defining self-governing institutions and the process for institutional change were a primary issue discussed in chapter V.

As we have followed the conceptual and methodological guidelines of phronetic research and have analyzed it in depth in order to provide a concrete example and

detailed narratives of the ways citizens in ICO Los Cabos have made their institutions of self-government provide annual diagnosis, their communication of public opinion through the media and their relationship with the mayor and municipal government. Likewise, their relations with other social actors based on the research methodology as we have seen in chapter III, Research Methodology and Own Approach, is also tackled: the main sources for answering the four silver questions are the analysis of archival data; participant's observations through a field work in Los Cabos in February 2018; interviews with public servants, ICO members, local media, other social actors; and the descriptive analysis of contingency tables and the semiotic study based on ICO members 2015-2018 pool survey.

It is true that this study wants to provide an answer to how to achieve a better citizen participation in local government that can strengthen local democracy through a reliable model of citizen participation. Although the case study alone cannot prove that it is the only answer nor the last to the problem related to a better participation in democracy in the 21st century, it poses itself as a different valid way of dealing with this issue, and a model that can be replicated worldwide because it is based on an international standard of an international institution.

The conceptual framework and the case study of ICO Los Cabos have allowed us to learn lessons, and through the analysis of the data, the interviews on the experiences and motivations of ICO members based on the descriptive and semiotic studies we can present an approximation of a reliable model of citizen participation and have come to the following conclusions:

(1) The case study of ICO Los Cabos confirms people's capacity to organize collective action to co-governing the common good with their local government. The Common Good Principle is understood as present and future, a personal and collective Quality of Life based on an integral perspective of human rights.

(2) A certain level of democratic quality is needed for ICO organizations to be established, yet there is no need to pursue perfect democracy but an institutional framework based on the Subsidiarity Principle in its two dimensions—decentralization and citizen participation.

(3) A certain level of economic, social and cultural development is needed that will allow citizens to have their basic needs covered, and a certain level of civic education so that they have the possibility to exercise citizen participation freely.

(4) The openness of the mayor is necessary to promote the change toward a new public management that incorporates transparency, good governance and citizen participation through the ICOs. But a basic development of the municipal administration is also necessary, both in the qualification of public officials and of the quality of physical and technological infrastructures.

(5) The initial personal leadership with specific names and surnames is as equally indispensable as the institutional framework. In the case of ICO Los Cabos, Carlos Kennedy who inquired; Carlos Gadsden who offered the answer; Elías Gutierrez who put in into action; and Margarita Díaz who continued it. Not to mention the sum of individual leadership of other members to achieve the objective of delivering annual diagnoses.

(6) ICOs as an organization of collective action to evaluate and monitor local public policies must face the same problems as Ostrom (1990) has analyzed in *Governing the Commons* (Common-Pool Resources, CPR). It says: one, coping with free-riding; two, solving commitment problems; three, arranging the supply of new institutions; and four, monitoring individual compliance with sets of rules.

(7) IS0 18091:2014 is an international institution that primarily seeks effectiveness and efficiency in local government management to achieve the quality of life related to human rights of the citizens. ISO 18091:2019 has been revised so that in addition to meeting current citizens' needs, it is joint with 2030 Agenda, which we have called the global common good, in the search for sustainable development for present and future generations.

(8) Annex B of ISO 18091:2014 and the actual Annex A of ISO 18091:2019 are the value of the Integral Citizen Observatories (ICOs) because they are an international common language which allow citizens to co-govern at the same competent level with their local government by evaluating and monitoring the common goods and public services provided by the municipality in an integral way and by visualizing the various levels of government.

(9) North's (1990a) and Olson's (1965) thoughts about human behavior appear to be more complex than the simple wealth-maximizing models used by economists. As we have seen in the case study of ICO Los Cabos, the economic incentives are not the only ones that motivate human behavior because ICO members (then and now) contribute with their knowledge, their time and their own economic resources without obtaining more profit than the satisfaction of working for the common good.

(10) This research work through the case study of the Integral Observatory of Los Cabos in Mexico is a new paradigm of citizen participation applied with methodology—the international standard ISO 18091—which will not be the 'only valid way' of popular participation, but rather 'one global valid way' for citizen participation in local government to strengthen democracy in the twenty-first century.

Finally, a framework has been proposed containing the necessary elements of a reliable model of citizen participation. Following the didactic scheme established by professor of the Michigan State University, E. Jerome McCarthy, in 1960, to reduce the concept of Marketing in four necessary elements on how to sell a product (the well-known four 'Ps' of Marketing): product, price, place and promotion. We can point them out as the necessary elements as to how citizen participation should be in order to become reliable following the case study of the new paradigm of citizen participation—the Integral Citizen Observatory of Los Cabos based on ISO 18091:2014.

The Seven 'Cs' of Citizen Participation

Conscious

Conscious citizens are those who—in addition to having made an analysis and a diagnosis of the state of things—recognize that the human being has the capacity to transform the reality, and who have their own responsibility to co-govern for the common good, that is, if this personal quality is transferred to permanent quality in an organization of collective action. ICOs are conscious collective action groups because they analyze, monitor, and evaluate the local government management annually based on Annex B of ISO 18091:2014, or latterly, based on Annex A of ISO 18091:2019.

Competent

Considering the double meaning of the term, the first meaning refers to an individual who has the necessary ability, knowledge, or skills to do something successfully, and the second is someone who has the legal authority to intervene in the public affairs of his or her concern in accordance with the principle of subsidiarity applied to the autonomy of citizen participation. The personal competence required to become a member of the ICOs is to have at least the knowledge and common sense to interpret and apply Annex B of ISO 18091. That is if we transfer also these personal qualities to permanent qualities in an organization of collective action. It can be said that ICOs are competent in two ways. First, because they have a legal authority to participate in public matters according to the institutional framework recognizing the principle of subsidiarity. Second, ICOs have a collective knowledge to intervene successfully in the evaluation of public policies and in the formulation of proposals, and that makes ICOs competent based on the Annex B of the ISO 18091—the quality management system for local governments.

Credible

It is important that ICO members must be believed or trusted personally or collectively. Individually, their participation is to contribute to achieving the common good and they must avoid the temptation to become an economic or political free-riders. ICOs must be believed or trusted, as a collective action organization, to practice compliance and transparency in financing democratic institutions, to self-govern and cope with lobby groups, to avoid external interferences and to be aware of ICO's political scope, as well as to be cautious about

the timing, form, and contents of their pronouncements so that they do not favor particular, economic or political interests.

Collective

The common interest of having a good government through citizen participation that analyzes, evaluates, and monitors local government management and makes public policy proposals could not be achieved by individual or unorganized action. It is through a collective action organization that this level of citizen participation can be realized. The collective action group's challenge is to deal with the following issues: the self-definition of the purpose of the organization, the discovery of the opportunities of the institutional framework, the efficiency of a small group, the motivation for commitment, the challenges of self-government, detection and avoidance of free riders, and time and political context as strategic allies.

Collaborative

The vision in a reliable model of citizen participation is not to replace local government, but rather to collaborate with it and to co-govern to achieve the common goal which is the quality of individual and collective life of citizens. There must be a close and collaborative relationship between citizens and the municipal administration starting with the mayor and following those responsible for each of the municipal areas. From the local government: transparency and the reliable information that the municipality delivered to be evaluated by the ICO, permission to perform verification field visits, and share knowledge for indicator improvements. From the ICOs: truthful objective diagnosis of the situation, proposals for the common good, measurement of ICO's political scope and revision of the use of pronouncements to public opinion.

Continuous

The conscious and competent participation of ICO is carried out through diagnoses. These are documents that reflect the analysis, evaluation and verification of the 39 indicators of Annex B of ISO 18091 on the state of the municipality, in addition to making proposals for the improvement of public policies. The continuity and periodicity in the delivery of annual diagnosis to the mayor allows the citizens to see what their mayor has done for them during his mandate, and that is an added value. It also allows them to know the situation of the municipality when the succession of power occurs. Likewise, the continuity of members in the organization is of great importance because a learning process is necessary to implement Annex B of ISO 18091.

Communicative

Not all citizens can participate in ICO and not everyone has the time to devote to a collective action organization much less the desire to take a course of ISO 18091 or have the skills and the intention to perform the observation and verification of the local government management. That is why ICOs are a relatively small `group of principals´ (notable men) that represent all citizens. Therefore, there must be a

communicative relationship with the citizens that suggests willingness to talk to people and give them information. The communicative element has several objectives: first, to legitimize their mission because they work for the citizens who must be offered truthful and accessible information; second, to know and to inform the real situation of the municipality, to assess the performance of the mayor, and to have rational elements for revalidation or for changing their intention to vote; and third, ICOs must be able to communicate with the citizens and give them universal access to the organization because opening it to all citizens will attract new members.

If the first section of chapter II: Democracy and Participation in the Twenty-First Century explains that "it is full of paradoxes" (Széll, 2018) and that obviously it can be said that democracy is in crisis, then the challenge will be to continue advancing in the quality of democratic process. A new paradigm of citizen participation has been introduced applied with methodology: the international standard ISO 18091 which will not be the 'only valid form' of popular participation, but 'a valid global form' of citizen participation in local government to strengthen democracy in the twenty-first century.

That is why advancing in the permanent process of individual and collective learning of citizen participation must be continued to strengthen democracy from the bottom. Collective learning is what has allowed humanity to advance throughout the centuries by scientific, medical, social, technological and political advances that have been based on previous learning. This explains all the conceptual researches that exist in the political and economic sciences and the action research that has been developed and will be developed from many more ICO case studies, as well as other models of local citizen participation that are being carried out and held throughout the world, which we can easily share in real time, thanks to globalization and new technologies. Hence, academicians, citizens, public servants and other actors of private initiative, including the media and other social initiative organizations will be able to contribute to what is called the collective political intelligence. We hope that this research work serves that purpose.

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The 5G Infrastructure Public Private Partnership (5G PPP) (https://5g-ppp.eu/).
United Cities and Local Governments (https://www.uclg.org).
UN Global Compact (https://www.unglobalcompact.org/).
United Nations (http://www.un.org/Depts/los/Links/UN-links.htm#SpecAgencies).
Veeduría Distrital Bogotá D.C. (https://www.veeduriadistrital.gov.co).
World Wide Web Consortium (https://www.w3.org/History.html).
Wikipedia (https://en.wikipedia.org/wiki/Wikipedia:About).

Online Sources: Tweeter

Trump, D. E. (2018, November, 9, 10:10 p.m.). Tweeter. "*President Macron of France has just suggested that Europe build its own military in order to protect itself from the U.S., China and Russia. Very insulting, but perhaps Europe should first pay its fair share of NATO, which the U.S. subsidizes greatly*!"
Trump, D. E. (2018, November 13, 3:50 p.m.). Tweeter. *"Emmanuel Macron suggests building its own army to protect Europe against the U.S., China and Russia. But it was Germany in World Wars One & Two - How did that work out for France? They were starting to learn German in Paris before the U.S. came along. Pay for NATO or not!"*
Trump, D. E. (2018, November 13, 5:07 p.m.). Tweeter. *"On Trade, France makes excellent wine, but so does the U.S. The problem is that France makes it very hard for the U.S. to sell its wines into France, and charges big Tariffs, whereas the U.S. makes it easy for French wines, and charges very small Tariffs. Not fair, must change!"*
Trump, D. E. (2018, November 13, 5:17 p.m.). Tweeter. *"The problem is that Emmanuel suffers from a very low Approval Rating in France, 26%, and an unemployment rate of almost 10%. He was just trying to get onto another subject. By the way, there is no country more Nationalist than France, very proud people-and rightfully so!........"*
Trump, D. E. (2018, November 13, 5:18 p.m.). Tweeter. *"MAKE FRANCE GREAT AGAIN!"*

Annexes

Annex I: Chronology of ICO Los Cabos 2015-2018

Annex II: Letters Request for Interviews to Los Cabos Town Hall 2018

Annex III: List of Interviews Done during the Field Study in Los Cabos 2018

Annex IV: Graphic Evidences of the Field Study in Los Cabos 2018

Annex V: Technical Form of ICO Los Cabos Members 2015-2018 Survey

Annex VI: Questionnaire of ICO Los Cabos Members 2015-2018 Survey

Annex VII: Analysis of the Profile of ICO Members 2015-2018

Annex VIII: Semiotic Analysis on Experiences and Motivations of ICO Los Cabos Members 2015-2018 by Marcelo López and Agustina López (2019, June)

Annex IX: Contingency Tables and Observed Frequencies Analysis About the Differences Related to the Variable 'Needs,' 'Wishes' and 'Demands' of Active and Inactive ICO Los Cabos Members 2015-2018 by Prof. Dr. Román Mínguez (2019, August)

Annex I: Chronology of ICO Los Cabos 2015-2018

How ICO Los Cabos started?

2015

May 13, 2015

First meeting with 'Madrugadores' group of Los Cabos upon the initiative of Carlos Kennedy to propose ISO 18091 model for citizen participation and to present FIDEGOC as an ally for training courses and for implementing advice.

May 27, 2015

First course on the fundamentals of ISO 18091:2014 taught by Dr. Carlos Gadsden. Citizens had to attend courses for some two or three modules lasting 16 hours each to be able to apply ISO 18091 methodology in carrying out the evaluation of the municipality.

June 24, 2015

ISO 18091:2014 seminar organized by 'Madrugadores' Group for ICO Los Cabos founders.

What happened in the municipal elections of Los Cabos on June 7, 2015?

	Partido/Coalición	Candidato	Votos	Porcentaje
(PAN)	Partido Acción Nacional	Carlos Mendoza Davis ✓ Hecho	110,448	44.77 %
	Partido Revolucionario Institucional Partido Verde Ecologista de México Nueva Alianza	Ricardo Barroso Agramont	86,869	35.21 %
	Movimiento Progresista Baja California Sur	Jesús Druk González	21,108	8.56 %
morena	Movimiento Regeneración Nacional	Víctor Manuel Castro Cosío	15,824	6.41 %
(I)	Candidato Independiente	Benjamín de la Rosa	4,361	1.77 %
(?)	No registrados		811	0.33 %
(X)	Nulos		7,275	2.95 %
Total			246,696	100.00 %

The result of the mayoral election in Los Cabos on June 7, 2015, which coincided with the Baja California Governor's election, gave PAN candidate Arturo de la Rosa the victory and ended the prolonged period of reign of the PRD-PT for more than 16 years. The candidate for mayor by the PRD-PT, Narciso Agúndez, obtained 24,545 votes (32.1 percent), the candidate for mayor by the PRI, Alberto Treviño, had 9,913 votes (13.1 percent) and PAN candidate, Arturo de la Rosa had 31,114 votes (40.8 percent).

What happened after the elections?

July 21, 2015
Signing of the"Los Cabos Declaration" before the creation of the Integral Citizen Observatory of Los Cabos.

September 21, 2015

First Constituent Assembly of the Civil Association ICO Los Cabos. The elected Mayor, Arturo de la Rosa, who participated as a witness commissioned the Integral Citizen Observatory (ICO) Los Cabos to make the diagnosis of human resources.

Deviation of the Highway Section: The Value of Self-Definition
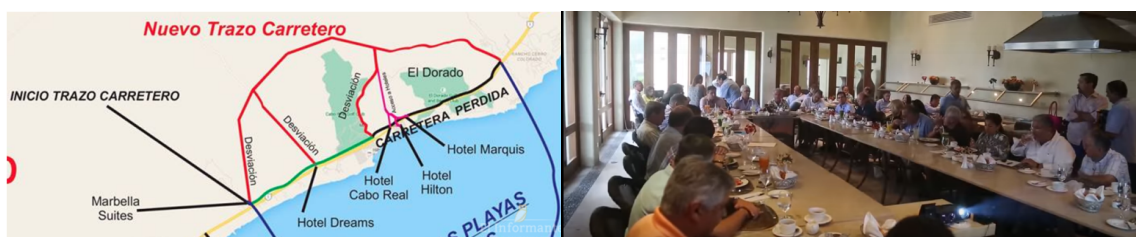
July 15, 2015 the 'Madrugadores' group organized the public presentation of the "Project for the Modernization of the Road and New Model of the Tourist Boulevard, Westin Regina-El Tule Bridge Section." The investment project of more than 40 million dollars was to build 16 hotels with more than 3,500 rooms and more than 2,000 homes in residential areas and to give access to seven coastal beaches. This investor group sought the support of ICO to give legitimacy to the project because it had a great opposition from most of the citizens. The president of ICO, Elías Gutierrez, was very pressured that he decided on his own not to have any specific ICO pronouncement about the deviation of the highway section project before the delivery of Diagnosis 0 in January 2016.

October 1, 2015
First meeting with observer advisors and quadrant coordinators to make evaluation of public servants commissioned but also the analysis of the municipality through Diagnosis 0.

2016

January 20, 2016
ICO Los Cabos President Elias Gutierrez delivered Mayor Arturo de la Rosa the diagnosis of the municipal human recourses including Diagnosis 0 which contained the results of the XI City Council of Los Cabos Administration 2011-2015 with proposals to improve each of the 39 public policies analyzed.

Diagnosis 0: Analysis of the situation of Los Cabos in 2015

ISO 18091:2014 Methodology: Annex B Assessment tool for Sustainable Local Government

Diagnosis 0:
Analysis on the state of the Municipality in 2015

INFORME
DIAGNOSTICO "CERO" DEL
MUNICIPIO DE LOS CABOS
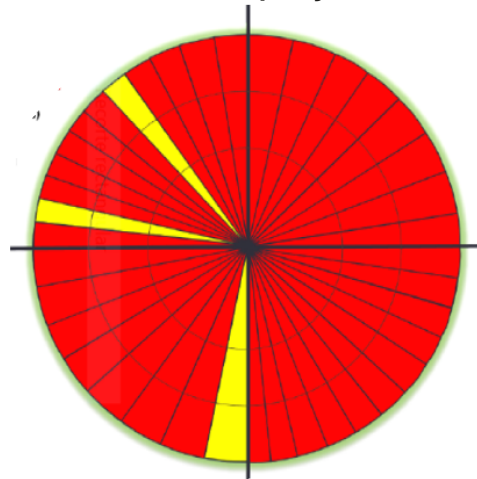
Enero 2016

ISO 18091 assessment tool for sustainable local governments

GREEN = Minimum acceptable performance level

YELLOW = Less than minimum acceptable level

RED = Unacceptable performance level

1. Institutional Development for Good Governance

2. Sustainable economic development
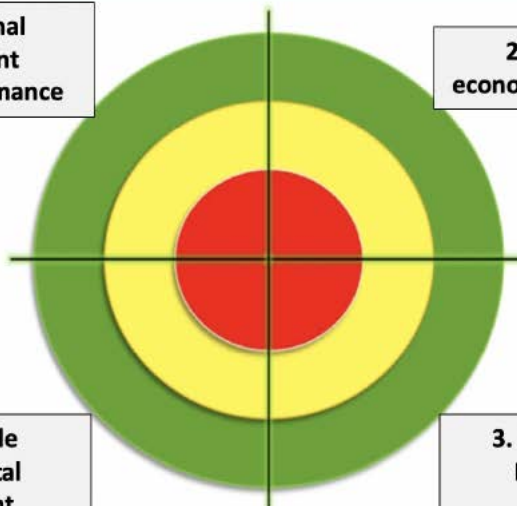
4. Sustainable environmental development

3. Social inclusive Development

FIDEGOC © 2006

Diagnosis 0: Analysis on the state of the Municipality in 2015

An Overall Comparative Analysis of Sub-indicator Results in Diagnosis 0

Quadrant	All Sub- indicators Quadrants	Red	Yellow	Green
1. Institutional Development for Good Governance	110	52	38	20
2. Sustainable Economic Development	46	35	9	2
3. Social Inclusive Development	101	64	33	4
4. Sustainable Environmental Development	52	25	17	10
TOTAL	309	176	97	36

Source: ICO Los Cabos Diagnosis 0 (2015)

February 10, 2016

The 2015-2018 Municipal Development Plan based on the specific proposals presented by ICO Los Cabos in Diagnosis 0.

2016: First Year of the XII Municipal Administration of Los Cabos

Thursday's Public Meetings: Democracy in Practice

In 2016, ICO organized a 'Thursday's public meeting' event for 39 weeks. In this meeting, the indicator leader of ICO presented one of the 39 indicators of Annex B of ISO 19081 based on Diagnosis 0 (2015). The mirror official was invited to communicate what was being done in this area, and the local media were invited to the meeting that was open to all the citizens. Initially every Friday, after the Thursday public meeting, ICO and town hall representatives would be invited to the local Radio "Cabo Mil" 96.3 FM news-cast to discuss the situation of the municipality on the subject of the indicator presented. The objective of ICO was to obtain the commitment of the new municipal administration regarding the improvement of every single one of the municipal policies. On November 24, 2016 the presentation of the last indicator out of 39 corresponded to Margarita Díaz.

August 2016

ICO had to communicate with the citizens but must also learn how to do so in order to not break the much-needed relationship with the mayor. Although, the municipality never recognized the rupture publicly, it was a fact. "Regidor Rubio denies that there is a break between ICO and the City Council of Los Cabos" (Tribuna de los Cabos, 26 Aug. 2016).

Leadership Transition or Institutional Change for Self-Governing

December 1, 2016
First ICO Ordinary Assembly

In the Assembly **Elías Gutiérrez** left office and **Margarita Díaz** was elected the new president of ICO Los Cabos. It was agreed upon to decide on the approval of the new structure designed by Alejandro Flores at the next ordinary assembly.

2017

February 2017

A meeting was held with the municipal president (mayor) and the municipal's general secretariat and municipal team in which he was presented the results of Diagnosis 1 (2016). An official photo of the delivery had not been taken at the time.

Diagnosis 1: First Year of the XII Municipal Administration of Los Cabos in 2016

Diagnosis 1:
Analysis on the state of the Municipality in 2016
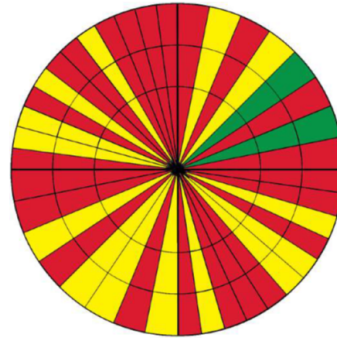
An Overall Comparative Analysis of the Sub-indicator Results in Diagnosis 1

Quadrant 1 – Institutional Development for Good Governance

"1"

30

19

"0"   53   48

38

32
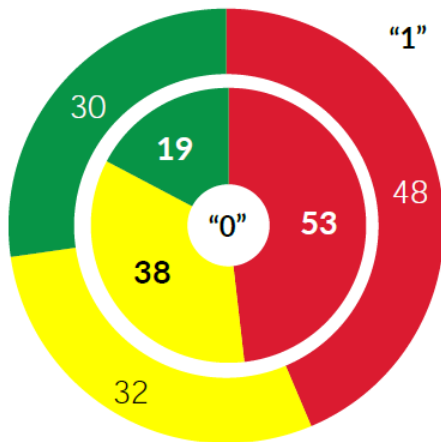
Source: ICO Los Cabos Diagnosis 1 (2016)

Quadrant 2 – Sustainable Economic Development

"0" = Diagnóstico Cero | "1" = Diagnóstico Uno
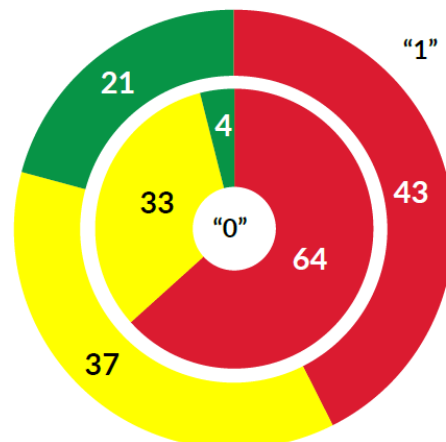
"1"

21

4

33   43

"0"   64

37

Source: ICO Los Cabos Diagnosis 1 (2016)

Quadrant 3 – Social Inclusive Development

"1"

6

10

"0"   23   23

19

23

Source: ICO Los Cabos Diagnosis 1 (2016)

Quadrant 4 – Sustainable Environmental Development

"1"

10

13

6

16   24

"0"

23
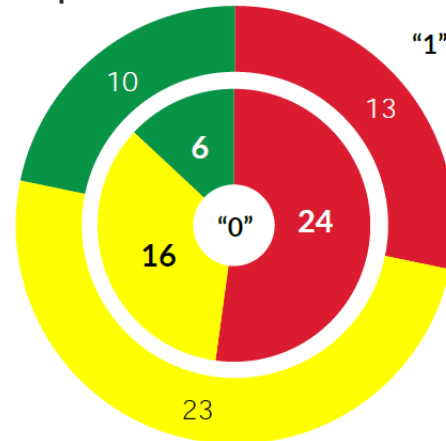
Source: ICO Los Cabos Diagnosis 1 (2016)

8

Diagnosis 2: Second Year of the XII Municipality Administration of Los Cabos in 2017

March 2, 2017
Second ICO Ordinary Assembly

ICO's second ordinary assembly was held, and the change in structure proposed by Alejandro Flores was approved.

March 7, 2017

New training course for updating and improving the application ofISO 18091 in Los Cabos given by Dr. Gadsden (FIDEGOC).

May-October 2017

Work meetings to review internal improvement procedures and verification process for Diagnosis 2 (2017).

Diagnosis 2: Second Year of the XII Municipal Administration of Los Cabos in 2017
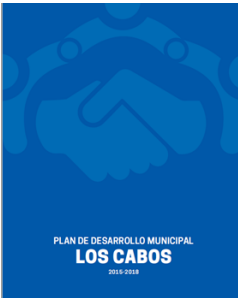

Diagnosis 2:
Analysis on the state of the Municipality in 2017

An Overall Comparative Analysis of Sub-indicator Results in Diagnosis 2

Quadrant 1 – Institutional Development for Good Governance
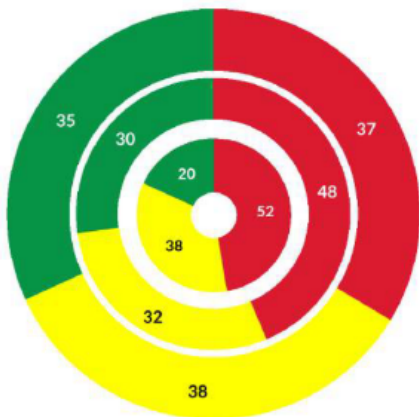
Source: ICO Los Cabos Diagnosis 2 (2017)

Quadrant 2 – SSustainable Economic Development

D1	19	8	19
D2	10	23	13
D3	2	9	35

Source: ICO Los Cabos Diagnosis 2 (2017)

Quadrant 3 – Social Inclusive Development

D1	52	29	20
D2	21	37	43
D3	4	33	64
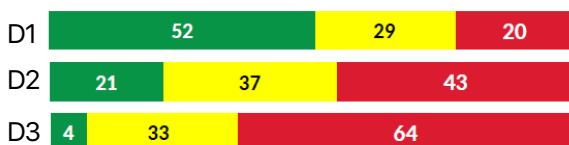
Source: ICO Los Cabos Diagnosis 2 (2017)

Quadrant 4 – Sustainable Environmental Development

D1	19	24	9
D2	6	23	23
D3	10	17	25
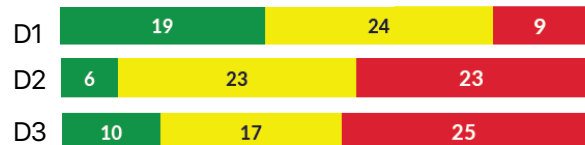
Source: ICO Los Cabos Diagnosis 2 (2017)

2018: Third Year of the XII Municipal Administration of Los Cabos

2018

February 22, 2018
Third ICO Ordinary Assembly

In this Assembly, it was approved to return to the original structure of the statues, and Margarita Díaz was re-elected president of ICO.

February 28, 2018

Seminar on updating ISO 18091 with the 2030 Agenda indicators and making reflections on the self-governing challenges of a collective action organization conducted by Dr. Carlos Gadsden (FIDEGOC).

March 1, 2018

Delivery of Diagnosis 2 to Mayor Arturo de la Rosa by ICO Los Cabos President Margarita Díaz. Two thousand eighteen (2018) was the last year of the XII Administration and it was the first time in Mexico that a mayor could be re-elected.

April-June 2018

Collaboration of ICO Los Cabos with the University of the Gulf of California and the University of Tijuana. Students and teachers were integrated for the verification and evaluation of some Diagnostic 3 indicators.

Diagnosis 3: Third year of the XII Municipal Administration of Los Cabos in 2018

Diagnosis 3:
An Overall Comparative Analysis of Sub-indicator Results
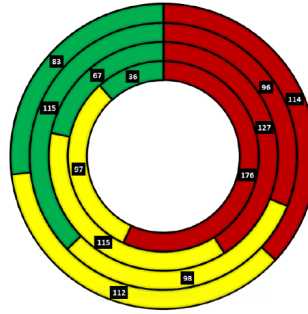
An Overall Comparative Analysis of the Sub-indicator Results from 2015 to 2018

All Quadrants	D0	D1	D2	D3
RED	176	127	96	114
YELLOW	97	115	98	112
GREEN	36	67	115	83
Total	309	309	309	309

Source: ICO Los Cabos Diagnosis 3 (2018)

An Overall Comparative Analysis of the Sub-indicator Results from 2015 to 2018
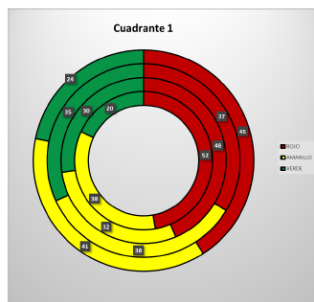
Quadrant	D0	D1	D2	D3
Red	52	48	37	45
Yellow	38	32	38	41
Green	20	30	35	24
Total	110	110	110	110
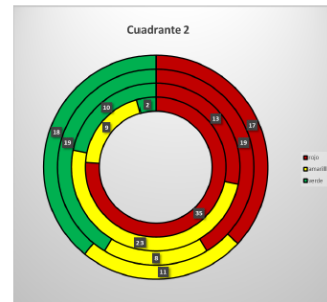
Quadrant	D0	D1	D2	D3
Red	35	13	19	17
Yellow	9	23	8	11
Green	2	10	19	18
Total	46	46	46	46

Source: ICO Los Cabos Diagnosis 3 (2018)

Cuadrante 3

Cuadrante 4
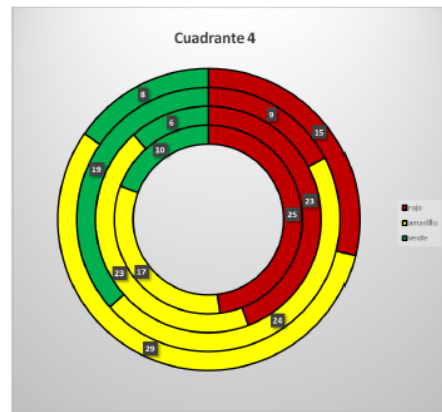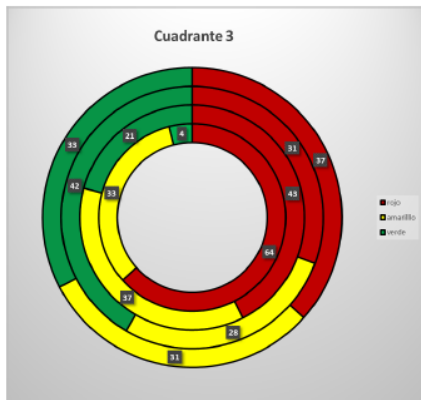
Quadrant	D0	D1	D2	D3
Red	64	43	31	37
Yellow	33	37	28	31
Green	4	21	42	33
Total	101	101	101	101

Quadrant	D0	D1	D2	D3
Red	25	23	9	15
Yellow	17	23	24	29
Green	10	6	19	8
Total	52	52	52	52

Source: ICO Los Cabos Diagnosis 3 (2018)

What happened in the municipal elections in Los Cabos on July 1, 2018?

Cómputos **Oficiales**
Proceso Local Electoral 2017-2018

	PAN	PRI	PT	VERDE	Movimiento Ciudadano	alianza	morena	encuentro social	BCS Coherente	morena encuentro	Votos Nulos	Candidaturas No Registrados	Total
Votos	23,815	3,764	25,179	9,909	1,058	1,070	32,484	1,147	3,551	661	5,691	133	108,462
Porcentaje	22.35%	3.53%	23.63%	9.30%	0.99%	1.00%	30.48%	1.08%	3.33%	0.62%	5.25%	0.12%	100.00%

The candidate for mayor from PAN, Arturo de la Rosa, obtained 23,815 votes (22.3 percent), from PT, Ernesto Ibarra, had 25,179 votes (23.6 percent) from MORENA, Armida Castro, obtained 32,484 votes (30.5 percent).

September 28, 2018

The new municipal president (mayor), Armida Castro, took office. The elections of July 1, 2018, coinciding with the presidential elections in Mexico, gave the victory to the López Obrador´s party

13

2018: XIII Municipal Administration of Los Cabos

October 19, 2018

Delivery of Diagnostic 3 to the new mayor, Armida Castro. Diagnostic 3 referred to the overall XII Municipal Administration 2015-2018 results and proposals for improvement.

October 19, 2018

Seminar on the fundamentals of ISO 18091:2019 was conducted by Dr. Carlos Gadsden and attended by 110 public servants of the new Administration 2018- 2021 (FIDEGOC).

December 6, 2018

First meeting of COPLADEM for the elaboration of the Municipal Development Plan 2018-2021. ICO Los Cabos was invited to these sessions.

February 1, 2019

Los Cabos Municipal Development Plan 2018-2021

The new XIII Municipal Administration of Los Cabos considered the proposals contained in Diagnosis 3 made by ICO Los Cabos and also incorporated them as part of the strategic axes of the 2018-2021 Municipal Development Plan (ALC, 2019, p. 101).

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Annex II: Letters Request for Interviews to Los Cabos Town Hall 2018

UNIVERSITÄT OSNABRÜCK

Excmo. Sr. D. Arturo de la Rosa Escalante
Presidente Municipal del H. XII Ayuntamiento de Los Cabos

Osnabrük, 02 de Febrero de 2018

Estimado Sr. Presidente;

En primer lugar, mis felicitaciones por su coraje y su compromiso político reflejado en el Plan de Desarrollo Municipal 2015-2018. Este documento como plan de acción de gobierno en el que determinó unos ambiciosos objetivos y metas para la XII Administración Municipal, después de realizar un completo y exhaustivo diagnóstico sobre la realidad, y la integración de diversas propuestas ciudadanas a sus propios compromisos de campaña.

Usted tuvo la audacia de encargar el primer estudio diagnóstico al recién constituido Observatorio Ciudadano Integral de Los Cabos en 2014, incluyendo algunas de las propuestas en el Plan de Desarrollo Municipal 2015-2018, siendo este Plan de Desarrollo una herramienta de buen gobierno y transparencia, como usted ha dicho: "Sólo de ésta forma los problemas públicos de Los Cabos tendrán soluciones duraderas, respaldadas por su historia en la que se alcance una más plena democracia, una sociedad más justa y un gobierno verdaderamente comprometido con el bien común".

Estoy realizando mi tesis doctoral en la Universidad de Osnabrück, Alemania y he tomado el caso de estudio del Observatorio Ciudadano Integral (OCI) de los Cabos, bajo la dirección del Dr. Széll y el Dr. Gadsden, expertos en participación ciudadana y en gestión municipal.

Lo que ha pasado en Los Cabos, bajo su mandato es realmente novedoso, en México y en el mundo, es por ese motivo que estoy dedicando más de dos años de mi vida a estudiar el caso de Los Cabos. Realmente creo que es un modelo a seguir, y que supera en su alcance lo que ha sido hasta el momento el paradigma internacional de la participación ciudadana, el modelo de los presupuestos participativos de Puerto Alegre en Brasil.

Este estudio estaría incompleto si no cuento con sus aportaciones y opinión al ser parte activa de este caso, es por este motivo viajo a Los Cabos del 26 de febrero al 4 de marzo y me atrevo a solicitar una entrevista con usted, de aproximadamente unos 40 minutos.

Gracias por su atención, quedo pendiente de sus noticias, reciba un muy cordial saludo,

Gloria Ostos Mota

H. XII AYUNTAMIENTO DE LOS CABOS, B.C.S.
13 FEB 2018
SECRETARÍA PARTICULAR

UNIVERSITÄT OSNABRÜCK

Excmo. Sr. D. Oscar René Núñez Cosío
Director General Del Organismo Operador Municipal Sistema de Agua Potable
Alcantarillado y Saneamiento de Los Cabos

Osnabrük, 2 de Febrero de 2018.

Estimado Director General;

En primer lugar, le agradezco mucho su atención, me presento estoy realizando mi tesis doctoral en la Universidad de Osnabrück, Alemania, bajo la dirección del Dr. Széll y el Dr. Gadsden, expertos en participación ciudadana y en gestión municipal. El objeto de la investigación es proponer un modelo internacional de participación ciudadana y he tomado el caso de investigación en el Observatorio Ciudadano Integral (OCI) de los Cabos porque aplica el modelo de gestión del estándar internacional la ISO 18091.

Considero que la forma de integrar la participación ciudadana en los Planes de Desarrollo para la legislatura, pero también a largo plazo, en el Plan de Desarrollo Urbano 2040, es realmente novedoso, en México y en el mundo, es por ese motivo que estoy dedicando más de dos años de mi vida a estudiar y en el caso de Los Cabos. Realmente creo que puede ser un modelo a seguir, y que supera en su alcance, lo que ha sido hasta el momento, el paradigma internacional de la participación ciudadana, que es el modelo de los presupuestos participativos de Puerto Alegre en Brasil.

Dado que el acceso al agua y saneamiento es un tema estratégico en cualquier municipio, además de su experiencia y conocimiento en la gestión global como presidente municipal de Los Cabos en una anterior legislatura, este estudio estaría incompleto si no cuento con sus aportaciones y opinión, al ser parte activa de este caso, es por este motivo viajo a Los Cabos del 26 de febrero al 4 de marzo y me atrevo a solicitar una entrevista a usted de aproximadamente 40 minutos.

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Gloria Ostos Mota

AGUA POTABLE
RECIBIDO OFICIALIA DE PARTES
13 FEB 2018

gloria.ostos@fundacionparticipa.org Telf: +34 699421700

UNIVERSITÄT OSNABRÜCK

Ilmo. Sr. D. Jesús Horacio González Anduja
Director General del Instituto Municipal de Planeación de Los Cabos
Osnabrük, 2 de Febrero de 2018.

Estimado Director General;

En primer lugar, mis felicitaciones por el trabajo realizado en el Plan de Desarrollo Municipal 2015-2018, el completo diagnóstico, trazando una coherente metodología para establecer la estrategia, determinando los objetivos y metas, e integrando las propuestas ciudadanas, entre otras las del Observatorio Ciudadano Integral de Los Cabos, así como los compromisos propios de la campaña del presidente municipal, en lo que coincide para la XII legislatura.

Además, he podido conocer por los medios de comunicación que está coordinando usted la tercera actualización del Plan de Desarrollo Urbano 2040, y que, en paralelo a los trabajos de la Comisión Consultiva, realiza talleres a los que se invita a participar a la ciudadanía para que sean parte del proceso y sus aportaciones se vean reflejadas en el instrumento de planeación a largo plazo.
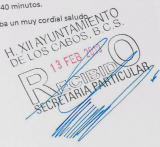
Estoy realizando mi tesis doctoral en la Universidad de Osnabrück, Alemania y he tomado el caso de estudio del Observatorio Ciudadano Integral (OCI) de los Cabos, bajo la dirección del Dr. Széll y el Dr. Gadsden, expertos en participación ciudadana y en gestión municipal.

Lo que ha pasado en Los Cabos, es realmente novedoso, en México y en el mundo, es por ese motivo que estoy dedicando más de dos años de mi vida a estudiar el caso de Los Cabos. Realmente creo que es un modelo a seguir, y que supera en su alcance lo que ha sido el momento creo que es un modelo a seguir, y que supera en su alcance lo que es el modelo de los presupuestos participativos de Puerto Alegre en Brasil.

Este estudio estaría incompleto si no cuento con sus aportaciones y opinión al ser parte activa de este caso, es por este motivo viajo a Los Cabos del 26 de febrero al 4 de marzo y me atrevo a solicitarle una entrevista de aproximadamente 40 minutos.

Gracias por su atención, quedo pendiente de sus noticias, reciba un muy cordial saludo,

Gloria Ostos Mota

H. XII AYUNTAMIENTO DE LOS CABOS
14 FEB 2018
INSTITUTO MUNICIPAL DE PLANEACIÓN DE LOS CABOS, B.C.S.

gloria.ostos@fundacionparticipa.org + 34 699421700

UNIVERSITÄT OSNABRÜCK

Ilmo. Sr. D. José Alberto Robles Sahagún
Director General Municipal de Desarrollo Social Los Cabos

Osnabrük, 2 de febrero de 2018.

Estimado Director General;

En primer lugar, le agradezco mucho su atención, y procedo a presentarme estoy realizando mi tesis doctoral en la Universidad de Osnabrück, Alemania, bajo la dirección del Prof. Dr. Széll y del Dr. Gadsden, expertos en participación ciudadana y en gestión municipal. El objeto de la Investigación es proponer un modelo internacional de participación ciudadana y he tomado el caso de investigación en el Observatorio Ciudadano Integral (OCI) de los Cabos porque aplica el modelo de gestión del estándar internacional la ISO 18091.

Considero que la forma de integrar la participación ciudadana en los Planes de Desarrollo para la legislatura, es realmente novedoso, en México y en el mundo, es por ese motivo que estoy dedicando más de dos años de mi vida a estudiar el caso de Los Cabos. Realmente creo que puede ser un modelo a seguir, y que supera en su alcance, lo que ha sido hasta el momento, el paradigma internacional de la participación ciudadana, que es el modelo de los presupuestos participativos de Puerto Alegre en Brasil.

Dado que el área de Desarrollo Social es clave para cualquier municipio y también para Los Cabos, además de tener bajo su responsabilidad el área la Dirección de Organización y Participación Ciudadana. Este análisis estaría incompleto si no cuento con sus aportaciones y opinión al ser parte activa en la gestión municipal en un área clave, es por este motivo viajo a Los Cabos del 26 de febrero al 4 de marzo, y me atrevo a solicitarle una entrevista de aproximadamente 40 minutos.

Gracias por su atención, quedo pendiente de sus noticias, reciba un muy cordial saludo,

Gloria Ostos Mota

H. XII AYUNTAMIENTO DE LOS CABOS
15 FEB 2018
DIRECCIÓN GENERAL DE DESARROLLO SOCIAL

Letter 1 (top-left)

UNIVERSITÄT OSNABRÜCK

Ilmo. Sr. D. Marco Alejandro Camarena Duarte
Director General de Obras Públicas y Asentamientos Humanos

Osnabrück, 2 de Febrero de 2018.

Estimado Director General;

En primer lugar, le agradezco mucho su atención, y procedo a presentarme estoy realizando mi tesis doctoral en la Universidad de Osnabrück, Alemania, bajo la dirección del Prof.Dr. Széll y del Dr. Gadsden, expertos en participación ciudadana y en gestión municipal. El objeto de la investigación es proponer un modelo internacional de participación ciudadana y he tomado el caso de investigación en el Observatorio Ciudadano Integral (OCI) de los Cabos porque aplica el modelo de gestión del estándar internacional la ISO 18091.

Considero que la forma de integrar la participación ciudadana en los Planes de Desarrollo para la legislatura, es realmente novedoso, en México y en el mundo, es por ese motivo que estoy dedicando más de dos años de mi vida a estudiar el caso de Los Cabos. Realmente creo que puede ser un modelo a seguir, y que supera en su alcance, lo que ha sido hasta el momento, el paradigma internacional de la participación ciudadana, que es el modelo de los presupuestos participativos de Puerto Alegre en Brasil.

Dado que el área de Obras Públicas y Asentamientos Urbanos es clave para cualquier municipio, y también para Los Cabos. Este análisis estaría incompleto si no cuento con sus aportaciones y opinión al ser parte activa en la gestión municipal y es por este motivo viajo a Los Cabos del 26 de febrero al 4 de marzo y me atrevo a solicitarle una entrevista de aproximadamente 40 minutos.

Gracias por su atención, quedo pendiente de sus noticias, reciba un muy cordial saludo,

Gloria Ostos Mota

H. XII AYUNTAMIENTO DE LOS CABOS, B.C.S.
RECIBIDO
14 FEB 2018
DIR. GRAL. DE OBRAS PÚBLICAS Y ASENTAMIENTOS HUMANOS

gloriaostos@fundacionparticipa.org +34 699421700

Letter 2 (top-right)

UNIVERSITÄT OSNABRÜCK

Ilmo. Sr. D. Luis Alberto González Rivera
Secretario General Municipal

Osnabrück, 2 de febrero de 2018.

Estimado Secretario General;

En primer lugar, le agradezco mucho su atención, y procedo a presentarme estoy elaborando mi tesis doctoral en ciencia política en la Universidad de Osnabrück, Alemania, bajo la dirección del Prof. Dr. Széll y del Dr. Gadsden, expertos en participación ciudadana y en gestión municipal. El objeto de la investigación es proponer un modelo internacional de participación ciudadana y he tomado el caso de investigación en el Observatorio Ciudadano Integral (OCI) de los Cabos porque aplica el modelo de gestión del estándar internacional la ISO 18091.

Considero que la forma de integrar la participación ciudadana en los Planes de Desarrollo para la legislatura, es realmente novedoso, en México y en el mundo, es por ese motivo que estoy dedicando más de dos años de mi vida a estudiar el caso de Los Cabos. Realmente creo que puede ser un modelo a seguir, y que supera en su alcance, lo que ha sido hasta el momento, el paradigma internacional de la participación ciudadana, que es el modelo de los presupuestos participativos de Puerto Alegre en Brasil.

Dado que usted ha sido comisionado por el Presidente municipal como enlace general con el Observatorio Ciudadano para el Diagnóstico 2, este análisis estaría incompleto si no cuento con sus aportaciones y opinión al ser parte activa en la gestión municipal en un área clave, es por este motivo viajo a Los Cabos del 26 de febrero al 4 de marzo, y me atrevo a solicitarle una entrevista de aproximadamente 40 minutos.

Gracias por su atención, quedo pendiente de sus noticias, reciba un muy cordial saludo,

Gloria Ostos Mota

H. XII AYUNTAMIENTO DE LOS CABOS
RECIBIDO
13 FEB. 2018
SECRETARIA GENERAL MUNICIPAL

Letter 3 (bottom-left)

UNIVERSITÄT OSNABRÜCK

Ilmo. Sr. D. Álvaro Ramírez Gálvez
Director General de Desarrollo Urbano

Osnabrück, 2 de Febrero de 2018.

Estimado Director General;

En primer lugar, mis felicitaciones por el trabajo realizado en el Plan de Desarrollo Municipal 2015-2018, el completo diagnóstico en el área de desarrollo urbano, marcan una coherente metodología para establecer la estrategia, determinando los objetivos y metas, e integrando las propuestas ciudadanas, entre otras las del Observatorio Ciudadano Integral de los Cabos, tanto para el Plan de Acción de Gobierno para la XII legislatura como para la planificación a largo plazo para la tercera actualización del Plan de Desarrollo Urbano 2040, dando en paralelo los trabajos de la Comisión Consultiva, realizan talleres a los que se invita a participar a la ciudadanía para que sean parte del proceso y sus aportaciones se vean reflejadas en este instrumento de planeación a largo plazo.
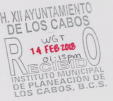
Estoy realizando mi tesis doctoral en la Universidad de Osnabrück, Alemania y he tomado el caso de estudio del Observatorio Ciudadano Integral (OCI) de los Cabos, bajo la dirección del Dr. Széll y el Dr. Gadsden, expertos en participación ciudadana y en gestión municipal. El objeto de la investigación es proponer un modelo internacional de participación ciudadana y he tomado el caso de gestión del estándar internacional la ISO 18091.

Lo que ha pasado en Los Cabos, es realmente novedoso, en México y en el mundo, es por ese motivo que estoy dedicando más de dos años de mi vida a estudiar el caso de Los Cabos. Realmente creo que es un modelo a seguir, y que supera en su alcance de lo que ha sido hasta el momento el paradigma internacional de la participación ciudadana, que es el modelo de los presupuestos participativos de Puerto Alegre en Brasil.

Dado que el desarrollo urbano es un tema clave en cualquier municipio, este estudio estaría incompleto si no cuento con sus aportaciones y opinión al ser parte activa de este caso de estudio, es por este motivo viajo a Los Cabos del 26 de febrero al 4 de marzo y me atrevo a solicitarle una entrevista de aproximadamente 40 minutos.

Gracias por su atención, quedo pendiente de sus noticias, reciba un muy cordial saludo,

Gloria Ostos Mota

H. AYUNTAMIENTO DE LOS CABOS, B.C.S.
RECIBIDO
14 FEB 2018
DESARROLLO URBANO

gloriaostos@fundacionparticipa.org +34 699421700

Letter 4 (bottom-right)

UNIVERSITÄT OSNABRÜCK

Ilmo. Sr. D. Víctor Manuel Carbajal Ayala
Director General Municipal de Fomento Económico y Turismo

Osnabrück, 2 de febrero de 2018.

Estimado Director General;

En primer lugar, le agradezco mucho su atención, y procedo a presentarme estoy elaborando mi tesis doctoral en ciencia política en la Universidad de Osnabrück, Alemania, bajo la dirección del Prof. Dr. Széll y del Dr. Gadsden, expertos en participación ciudadana y en gestión municipal. El objeto de la investigación es proponer un modelo internacional de participación ciudadana y he tomado el caso de investigación en el Observatorio Ciudadano Integral (OCI) de los Cabos porque aplica el modelo de gestión del estándar internacional la ISO 18091.

Considero que la forma de integrar la participación ciudadana en los Planes de Desarrollo para la legislatura, es realmente novedoso, en México y en el mundo, es por ese motivo que estoy dedicando más de dos años de mi vida a estudiar el caso de Los Cabos. Realmente creo que puede ser un modelo a seguir, y que supera en su alcance, lo que ha sido hasta el momento, el paradigma internacional de la participación ciudadana, que es el modelo de los presupuestos participativos de Puerto Alegre en Brasil.

Dado que usted ha sido comisionado por el Presidente municipal como enlace con el Observatorio Ciudadano para el área de Desarrollo Económico Sustentable, este análisis estaría incompleto si no cuento con sus aportaciones y opinión al ser parte activa en la gestión municipal en un área clave, es por este motivo viajo a Los Cabos del 26 de febrero al 4 de marzo, y me atrevo a solicitarle una entrevista de aproximadamente 40 minutos.

Gracias por su atención, quedo pendiente de sus noticias, reciba un muy cordial saludo,

Gloria Ostos Mota

DIRECCIÓN GENERAL DE FOMENTO ECONÓMICO Y TURISMO LOS CABOS, B.C.S.

Annex III: List of Interviews Done during the Field Study in Los Cabos 2018

Interviews with ICO Los Cabos Members 2015-2018

Interview Day	Name	Position
February, 27th 2018	Elías Gutiérrez	Founder and President of ICO Los Cabos 2015-2016
March, 3rd 2018	Margatita Díaz	President of ICO Los Cabos 2016-
March, 4th 2018	Carlos Kennedy	Founder and Vice president of ICO Los Cabos 2015-2016
February, 27th 2018	Carlos Trejo	Founder and Treasurer of ICO Los Cabos
February, 26th 2018	Gaby Vargas	Technical Coordinator of ICO Los Cabos
February, 26th 2018	Alejandro Flores	Secretary General of ICO Los Cabos
February, 26th 2018	Florencia García	Quadrant 3 Coordinator of ICO Los Cabos
February, 26th 2018	Victor Gonzalez	Communication Coordinator of ICO Los Cabos
February, 27th 2018	Jarumy Yocupicio	Fundraiser of ICO Los Cabos
March, 1st 2018	Justo Couto	Honor and Justice Coordinator of ICO Los Cabos
February, 28th 2018	Mauricio Balderrama	Initiator of ICO Los Cabos 2015-2016
February, 28th 2018	Mariano Arias-Díez	Initiator of ICO Los Cabos 2015-2016
March, 3rd 2018	Alejandro Kennedy	Culture Indicator Leader of ICO Los Cabos
March, 2nd 2018	Alba Valdez	Water Indicator Leader of ICO Los Cabos
March, 2nd 2018	Eduardo Guerrero	Initiator and Transparency Indicator Leader of ICO Los Cabos
March, 1st 2018	Luis Vargas	Quadrant 4 Coordinator of ICO Los Cabos
March, 2nd 2018	Diana Gutiérrez	Initiator of ICO Los Cabos 2015-2016

Interviews at the City Hall of Los Cabos

Interview Day	Name	Position
March, 1st 2018	Arturo de la Rosa	Mayor of Los Cabos 2015-2018
March, 1st 2018	Luis A. González	Secretary General of the City Council of Los Cabos
February, 28th 2018	Oscar René	General Director of the Municipal Operating Agency of Potable Water (OOMSAPAS) and former Mayor of Los Cabos 2008-2011
February, 27th 2018	Emilio A. Lucero	General Director of Public Services of the City Council of Los Cabos
February, 28th 2018	Luis E. De la Losa	General Director of Ecology and Environment of the City Council of Los Cabos
February, 28th 2018	Jesús H. González	General Director of the Municipal Planning Institute (IMPLAN) of Los Cabos
February, 27th 2018	Victor M. Lizarraga	Municipal Cabinet Coordinator of the City Council of Los Cabos
February, 28th 2018	Victor M. Carbajal	General Director for Economic Development and Tourism of the City Council of Los Cabos
February, 27th 2018	Guillermo Sánchez	Municipal Director for Rural Develepment and Fisheries of Los Cabos

Other Social Actors Interviews

Interview Day	Name	Position
March, 1st 2018	Julio Castillo	Executive President of Los Cabos Coordinating Council (CCC)
February, 27th 2018	Ignacio Labandeira	President of the National Chamber of Commerce, Services and Tourism of Los Cabos (CONACO)
March, 2nd 2018	Carlos Gadsden	President of the International Foundation for the Development of Reliable Governments (FIDEGOC)

Los Cabos Media Interviews

Interview Day	Name	Position
March, 2nd 2018	Fabiar Cervantes	General Director of Cabo Mil 96.3 FM, Cabo San Lucas Radio
March, 1st 2018	Ana B. Ruelas	Information Directress of Cabo Mil 96.3 FM, Cabo San Lucas Radio
March, 1st 2018	Pamela Padilla	Journalist El Independiente Newspaper

Annex IV: Graphic Evidences of the Field Study in Los Cabos 2018

Field Trip to Los Cabos, Baja California from February 26 to March 5, 2018

Interviews with ICO Los Cabos Members 2015-2018

February 27, 2018
Interview with Elías Gutierrez, founder and president of ICO Los Cabos 2015- 2016; and Margarita Díaz, current president of ICO Los Cabos.

March 4, 2018
At Mexico City Airport during the interview with Carlos Kennedy, founder and vice president of ICO Los Cabos 2015-2016.

February 27, 2018
Interviews with Carlos Trejo, founder and treasurer of ICO Los Cabos.

February 26, 2018
Personal interviews with Florencia García, quadrant 3 coordinator; Gaby Vargas, technical coordinator; and Alejandro Flores, secretary-general of ICO Los Cabos.

March 1, 2018
Interview with Luis Vargas,
quadrant 4 coordinator ICO Los Cabos.

March 3, 2019
Interview with Alejandro Kennedy,
culture indicator leader of ICO Los Cabos.

February 28 and March 1, 2018
Attendance as an observer in a training course of ISO 18091:2019 given by
Dr. Carlos Gadsden.

March 2, 2018
Attendance as an observer in a meeting with the Mexican Institute of Finance Executives.

March 3, 2018
A visit to the city: touristic development a
reas, popular colonies, and organic
farmers.

Interviews at the City Hall of Los Cabos

February 27, 2018
Interview with Victor Lizarraga, Municipal Cabinet Coordinaof the City Council of Los Cabos and Emilio Lucero, General Director of Public Services of the City Council of Los Cabos.

February 28, 2018
Interview with Oscar René, general director of the Municipal Operating Agency of Potable Water (OOMSAPAS) and former mayor of Los Cabos 2008– 2011.

February 28, 2018
Interview with Jesús H. González, general director of the Municipal Planning Institute (IMPLAN) of Los Cabos.

February 28, 2018
Interview with Luis De la Losa, general director of Ecology and Environment of the City Council of Los Cabos; and Victor Carbajal, general director for Economic Development and Tourism of the City of Los Cabos.

March 1, 2018
Interview with the town mayor Arturo de la Rosa and Luis González, secretary-general of the City Council of Los Cabos.

Attendance as an observer in the delivery of Diagnostic 2 (2017) ICO Los Cabos to the town mayor by the president of ICO Los Cabos, Margarita Díaz.

Interviews at the City Hall of Los Cabos

February 27, 2018
Interview with Ignacio Labandeira, president of the National Chamber of Commerce, Services and Tourism of Los Cabos (CONACO)

March 1, 2018
Interview with Julio Castillo, executive president of Los Cabos Coordinating Council (CCC)

Interviews with Los Cabos News Media

March 1, 2018
Interview with Ana B. Ruelas, information directress of Cabo Mil 96.3 FM, Cabo San Lucas Radio; and Pamela Padilla, Journalist of El Independiente Newspaper.

Annex V: Technical Form ICO of Los Cabos Members 2015-2018 Survey

Sample Size – Forty-six (46) interview responses out of 88 total members of ICO Los Cabos 2015-2018, this is `ICO survey universe´. The definition of members of ICO Los Cabos association is determined by the Statutes and the data has been provided by the Association. The database in Excel about the people that compose ICO Los Cabos 2015-2018 is available upon request. The sample represents 52.27 percent of the total members, therefore, it is representative of only a small part of the whole of ICO Los Cabos 2015-2018.

Survey Data - Four survey WhatsApp messages were sent to the personal mobile telephone of each member of ICO Los Cabos 2015-2018 and an automatic response through the survey on mobile application: (19 Oct. 2018; 7 Feb. 2019; 16 Mar. 2019; 12 Apr. 2019).

A Report on ICO Los Cabos Members 2015-2018 Survey

For the preparation of the survey questionnaire it had been essential to first make an analysis of the conceptual framework, an analysis of political, economic and social contexts of México and Los Cabos, but especially the field trip to Los Cabos from February 26 to March 5, 2018 and the in-depth personal interviews held with the promoters, members and the two presidents of ICO Los Cabos—17 key people in total from ICO Los Cabos 2015-2018, and on the side of the XII Administration of Los Cabos, the mayor and eight key people from his team. Interviews with other principal actors, the president of the National Chamber of Commerce, Services and Tourism of Los Cabos (CONACO), the executive president of Los Cabos Coordinating Council (CCC) and three local journalists including interviews with Dr. Carlos Gadsden, professor of the training courses and advisor of ICO Los Cabos, helped prepare the different statements of the questionnaire.

The questionnaire was done by the author of this research work to expand her fieldwork and add value to the case study of ICO Los Cabos. For this reason, it was carried out from a perspective and with a methodology in order to produce a semiotic study. Subsequently, the questionnaire was reviewed by Juan José Torres, Alberto Sánchez and Marcelo López.

Besides the revision of the questionnaire, Juan José Torres, master's degree professor at Sociology Department IV (Research Methods and Techniques) of the Complutense University of Madrid and Alberto Sánchez, partner and technical director of the Spanish company Ad Hoc Market Research, carried out the preparation of the classification questions and made the design of the survey on mobile phone application that allowed the anonymous collection of answers directly in the format of an Excel table for its coding. The coding of the survey data was also carried out by them.

These data, which are available upon request, were the basis of the descriptive analysis and semiotic study made by Marcelo López, an expert analyst in semiotics with over thirty years of experience and director of SEMSUM Semiotics Research consultancy in Chile. He had the collaboration of Agustina López, a consultant in

SEMSUM Semiotics Research. These data were also used for the contingency tables and observed frequencies analysis made by Prof. Dr. Román Mínguez from the Statistics Department of the University of Castilla-La Mancha, Spain.

On October 18, 2018, the first WhatsApp message had been sent and its distribution was made from the personal mobile phone of the president of ICO Los Cabos, Margarita Díaz to the personal mobile telephones of each member of ICO Los Cabos 2015-2018. As we can see from the images below, people could send their replies by clicking a link to a simple mobile application of the survey. The results automatically and confidentially became part of the database in Excel done with the program Enclave Research.

Below are the snapshot images of the delivery of WhatsApp messages up to four times to ICO members 2015-2018 (October 19, 2018; February 7; March 16 and April 12, 2019). Finally, a significant number of responses were gathered.
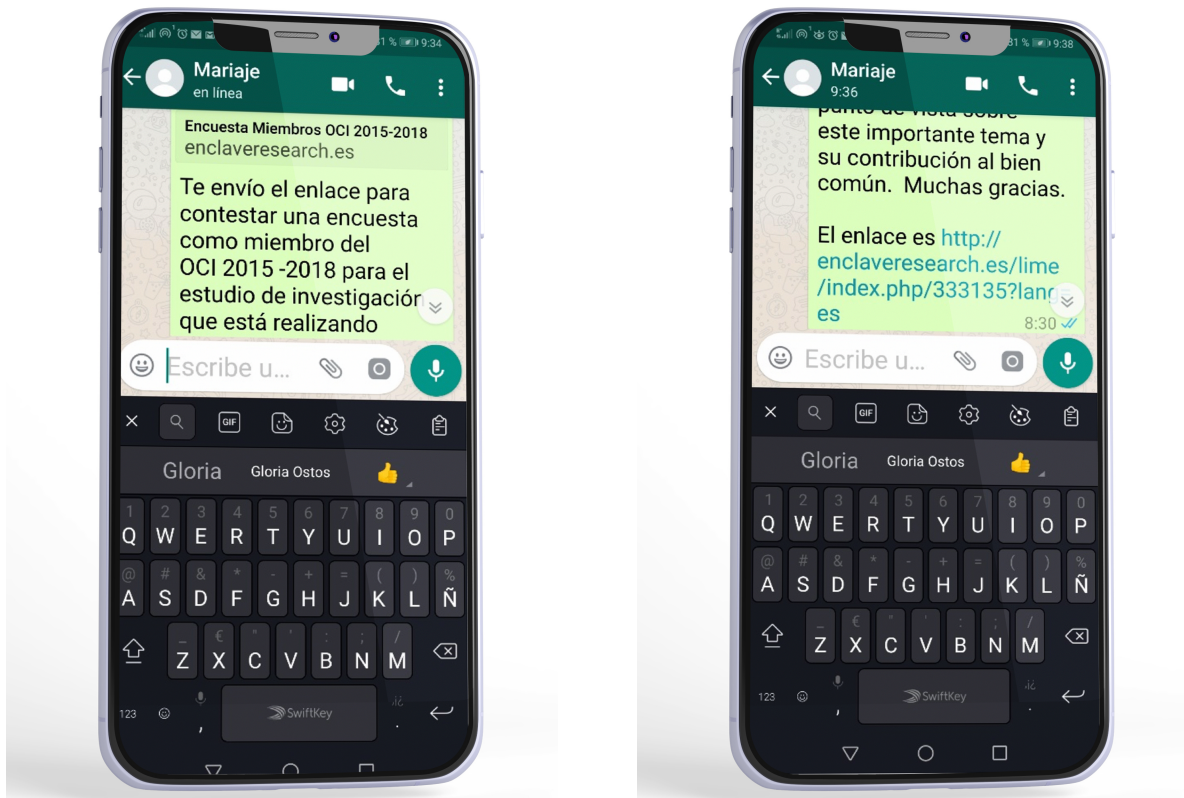
The WhatsApp message was sent in Spanish and its translation in English is as follows:

"I am sending you the link to answer a survey as a member of ICO from 2015 to 2018 for the research study on the Integral Citizen Observatory of Los Cabos that Gloria Ostos is conducting for the University of Osnabrück, Germany. It only takes 10 minutes to answer and can be done from the cell phone. It is totally anonymous, and it will allow governments to progress at the service of the citizens. It does not matter if you no longer actively participate in ICO. It is about understanding the point of view of those who, at some point, participated or still participate in ICO

Los Cabos regarding this important issue, and their contribution to the common good. Thank you."

The link was http://enclaveresearch.es/lime/index.php/333135?lang=es

Therefore, we can understand that although the sample represents 52.27 percent of the whole of ICO Los Cabos 20185-2018, it is representative of them because there is no reason to think that the behavior of the 42 people who have not answered the survey would be different. The first clarification data by gender category suggests that there was a very similar ratio of participation between men and women (54 percent and 46 percent respectively) with respect to the real total participation of ICO Los Cabos members 2015-2018 which was 56 percent men and 44 percent women. In addition, the results showed that there were no relevant differences in the profile of ICO Los Cabos members based on gender category.

Survey data shows that not all were active at the time of conducting the survey from October 2018 to April 2019. In fact, those who remain active represent 55.6 percent and those who no longer participate in ICO are 44.4 percent. This percentage provided enough sample of active and inactive ICO members to participate in the survey.

It is important to know that the average participation in ICO according to the real number of participants from ICO Los Cabos members 2015-2018 was 1 year and 9 months and the average participation in ICO of those who answered the survey, according to the descriptive analysis of the data questions 2 and 2a of the questionnaire, was 3 years and 2 months which is a good value because they were the ones who had more experience and knew ICO better because of the length of their permanence.

Annex VI: Questionnaire of ICO Los Cabos Members 2015-2018 Survey

Dear friends from ICO Los Cabos:

My name is Gloria Ostos and I am conducting a research study at the University of *Osnabrück*, Germany on the studies done by ICO Los Cabos. I have chosen your first success story of an Integral Citizen Observatory based on ISO 18091, in addition to the field work I already accomplished in February. To have a survey of all participants in ICO from the beginning to the present will contribute a lot to the research.

I would be very grateful if you could answer some of the questions below. We are very interested to know your experience with the ICO Los Cabos, whether you continue with it, or you no longer do it. This questionnaire will only take 10 minutes. Anonymously recorded, it will only be used to study whether it is possible to apply the ICO model of Los Cabos to other municipalities in other parts of the world to advocate better Municipal Governments for the service of citizens.

Thank you very much for your help.

1. When did you join ICO?

Initiators 2015	1
Diagnosis 0 2015	2
Diagnosis 1 2016	3
Diagnosis 2 2017	4
Diagnosis 3 2018	5

2. Are you still participating in ICO?

Yes, I am still active	1
No, I no longer participate	2

➔ P2a

2.a If you are no longer active, when did you stop participating?

After Diagnosis 0 (2015)	1
After Diagnosis 1 (2016)	2
After Diagnosis 2 (2017)	3
After Diagnosis 3 (2018)	4

3. How did you participate in ICO? (you can mark more than one answer)

Founder/ Initiator	1
Council Member	2
Quadrant Coordinator	3
Indicator Leader	4
Observer Advisor	5
Others. (Please, indicate.)	6

4. Before, during and after participating in ICO, did you also participate in other civic organizations? (check all that apply)

1. Neighborhood associations

2. Professional or commercial associations

3. Parents associations

4. Trade Unions

4. Political Parties

5. NGO's or Foundations

5. Religious associations

5. How did you know ICO?

Personal invitation by a friend	1
Advertisements	2
Social media	3
Others (Please, indicate.)	4

6. **Regarding the need for conscious and competent citizen participation, specifically through your participation in ICO Los Cabos, we would like to know two things: if you agree on a series of statements found below and if any of them helped you to take (or reinforce) the decision to participate in ICO.**

THEMA	AGREEMENT		HOW MUCH DID IT HELP IN YOUR DECISION TO PARTICIPATE?			
	YES	NO	1	2	3	4
ICO was born out of fear of an electoral victory of a recent ex-prison inmate Narciso Agúndez of the PRD-PT to repeat as a town mayor of Los Cabos in the June 2015 elections.	1	2	1	2	3	4
ICO was born due to the seriousness of the situation of inequality, social emergency and insecurity evidenced by the experiences after Hurricane Odie.	1	2	1	2	3	4
ICO was born as an opportunity for collaboration and participation of citizens who are conscious of the needs of Los Cabos to make it a better place for everyone.	1	2	1	2	3	4
ICO was born out of the private interests of an elite of citizens. It is an opportunity to participate in politics outside the political parties to influence and achieve their own objectives and political positioning of a few who deserve it.	1	2	1	2	3	4
ICO was created to collaborate with the municipal government and to work on whatever there was to achieve for the improvement of the city.	1	2	1	2	3	4
ICO was born as a political tool to control the town mayor and criticize the political party in the municipal government.	1	2	1	2	3	4
	1	2	1	2	3	4

7. Classify the degree of agreement on the following statements using a scale where 1 is the least and 5 is the most.

THEMA	Degree of agreement			
	1	2	3	4
To become a member of ICO, you need to have a profile of personal skills and studies in order to observe the performance of local government.	1	2	3	4
Any citizen can participate in ICO. Everyone can become a member of ICO without exception.	1	2	3	4
To become a member of ICO, it is necessary to prove that there is no directive militancy in a political party or other personal interests at stake.	1	2	3	4
The method of observation and evaluation of the Municipal Government through ISO 18091 is the value of ICO.	1	2	3	4
The annual ICO Diagnosis help the Municipal President and his team for better local governance.	1	2	3	4
The annual ICO Diagnosis help citizens to know what their town mayor has done for the people.	1	2	3	4
If there is no collaboration and openness of the town mayor and his government team, the work of ICO is not possible.	1	2	3	4

8. Below is a list of difficulties that some ICO members have had. Please indicate to what degree you have had these difficulties.

DIFFICULTIES	None	Low	Medium	High
Difficulty not having enough time to devote to ICO	1	2	3	4
Difficulty to allot own financial resources to shoulder travel expenses, training courses, fees ...	1	2	3	4
Difficulty understanding how ICO works	1	2	3	4
Difficulty to interact internally with the Council, quadrant coordinator, indicator leader	1	2	3	4
Difficulty interacting with my colleagues	1	2	3	4
Difficulty making proposals to ICO	1	2	3	4
Other difficulty (Please, indicate.)	1	2	3	4

9. To what extent do you encounter any of these difficulties when observing and verifying the indicator that corresponds to you?

DIFFICULTIES	None	Low	Medium	High
Difficulty in contacting the mirror public servant	1	2	3	4
Difficulty understanding the ISO 18091 questionnaire	1	2	3	4
Difficulty attending the meeting with the mirror public servant	1	2	3	4
Difficulty not having enough knowledge to analyze and classify the information received	1	2	3	4
Difficulty getting evidence	1	2	3	4
Difficulty writing the report of the diagnosis	1	2	3	4
Difficulty making proposals	1	2	3	4
Other difficulty (Please, indicate.)	1	2	3	4

10. Do you think it is too demanding a work for a citizen to inform and evaluate the municipal government based on the standards of ISO 18091?

YES	1
No	2

11. Considering your answer above, how much influences your decision to continue participating in ICO?

a. Nothing. I feel it is my responsibility to do it ……………………………………..………… 1
b. Little. But, I will continue participating ……………... ………………………………...…………..2
c. Quite a lot. That's why I don't always participate in ICO calls ……………….…………….. ….3
d. Too much. That is one of the reasons why I stopped participating …………………………. ..4
e. Very much. That's why I'm not going to do it now or ever again .…………………………… 5

12. **Regarding your participation in ICO Los Cabos, we would like to know two things: if you agree on a series of statements found below and to what extent any of them helped you to make (or reinforce) the decision to continue participating in ICO.**

THEMA	AGREEMENT		HOW MUCH DID IT HELP IN YOUR DECISION TO CONTINUE?			
	YES	NO	1	2	3	4
ICO contributes to improve the life of our city.	1	2	1	2	3	4
I feel that my personal participation in ICO has improved the quality of life of my neighbors.	1	2	1	2	3	4
I believe that the citizens have the capacity to analyze reality and can contribute to the improvements of the city.	1	2	1	2	3	4
I also believe that the citizens have the duty and responsibility to participate in the municipal government.	1	2	1	2	3	4
My participation in ICO allows me to put my civic values into practice.	1	2	1	2	3	4
My participation in ICO allows me to put my religious values into practice.	1	2	1	2	3	4
My participation in ICO allows me to defend my political ideas.	1	2	1	2	3	4
My participation in ICO allows me to defend my interests as a group, ethnicity, community, neighborhood.	1	2	1	2	3	4
Participation in ICO allows me to grow as a person through knowledge of municipal management.						
Participation in ICO allows me to interact with my neighbors and position myself in our city.	1	2	1	2	3	4

13. **Please, complete the following phrases:**

To participate in ICO, I need to.……...……………………… _____

To participate in ICO, I would like to …….……...…………….. _____

To participate in ICO, I demand that ………….…..…………. _____

Please, answer the following questions for classification purposes:

C1-Sex: Male 1   Female ...…....2

C2- Age:

18 to 25 years……………1   26 to 35 years……………2

36 to 50 years……………3   51 to 65 years……………4

66 and above…………5

C3.- Marital Status:

Married / living as a couple   1

Single / Divorced / Separated / Widowed   2

No answer   3

C4. Do you have children?

Yes   1   No   2

S.01: HOUSEHOLD COMPOSITION: HOW MANY PEOPLE LIVE IN YOUR HOME?

Adult (18 years and above) (above 18 years) _____

Minor (under 18 and above 12 years old) _____

Children (0 to 12 years old) _____

C5. Studies

No studies (Primary studies unfinished)

Primary (School certificate, up to 10 years old)

Secondary (Graduate, up to 14 years old)

High School

Bachelor's Degree

Master's Degree

Doctorate

C6 WHAT IS YOUR WORK SITUATION at the time of collaborating in ICO Los Cabos?

Employed while collaborating in ICO 1

Retired / pensioner / disabled 2

Unemployed, has previously worked 3

Unemployed, looking for first job 4

Student (who does not work) 5

Your duties (who do not work outside the home) 6

C7. If you are a worker, please, answer the questions as appropriate as possible, 7.1 or 7.2:

C7.1 Employed workers:

Director of private companies, 25 and more workers

Director of private companies, less than 25 workers

Senior manager / employee at the top level of the company, public administration

Middle manager / employee at a medium level of the company, public administration, universities professor, teacher at schools, and army officers

Foreman, manager, army noncommissioned officer

Commercial agent, representative

Administrative

Specialized worker

Shop attendants, salesman

Junior employees (janitors, etc.)

Unskilled laborers, laborers, domestic service

Day laborer

Other unqualified staff

C7.2 Free-lancers:

Agriculture / Fishing

Agricultural entrepreneur with 6 and more employees

Agricultural entrepreneur with 1 to 5 employees

Farm owner without employees

Member of an agricultural cooperative or *egidos*

Commerce / Tourism / Industry

Entrepreneur / merchant with 6 and more employees

Entrepreneur / merchant with 1 to 5 employees

Entrepreneur / merchant without employees

Member of a non-agricultural cooperative

Self-employed professional and technician (doctors, lawyers, etc.)

Self-employed manual worker and artisan (mason, plumber, etc.)

C.8 Political classification

Whom did you vote in the last elections JULY 1 in the Municipal elections?

1. PAN-PRS	2. PRI-VDE
3. PRD-PT	4. CONVERGENCE
5. NEW ALLIANCE	6. *MORENA*
7. I DID NOT VOTE	8. No answer

And in the Presidential Elections?

1. PAN	2. PRI
3. PRD	4. PVEM
5. PT	6. CITIZEN MOVEMENT
7. *MORENA*	8. NEW ALLIANCE
9. I DID NOT VOTE	10. No answer

Thank you very much!

Annex VII: Analysis of the Profile of ICO Members 2015-2018

01. Median Age of ICO Members 2015-2018

	18 to 25	26 to 35	36 to 50	51 to 65	66+	TOTAL
Male	0	0	11	13	1	25
Female	0	1	13	5	2	21
TOTAL	0	1	24	18	3	46

Source: ICO Los Cabos Members 2015-2018 Survey Data

☺ Median age for males: 51.73 years
☺ Median age for females: 45.96 years

02. Academic Profile of ICO Members 2015-2018

	High School	Bachelor's Degree	Master's Degree	Doctorate Degree	TOTAL
Male	4	10	10	1	25
Female	0	12	9	0	21
TOTAL	4	22	19	1	46

Source: ICO Los Cabos Members 2015-2018 Survey Data

03. ICO Los Cabos Members' Work Situation at the Time of Collaborating

	Work+ ICO	Student	Retired	Unemployed	Home Duties	TOTAL
Male	23	0	1	0	1	25
Female	17	1	1	2	0	21
TOTAL	40	1	2	2	1	46

Source: ICO Los Cabos Members 2015-2018 Survey Data

04. Civil Status of ICO Los Cabos Members 2015-2018

	TOTAL	N/A	Married / living as a couple	Single / Divorced / Separated / Widowed	Children	Average
Male	25	1	21 (84%)	3 (12%)	Yes: 20 No: 4	80% with Children
Female	21	1	9 (43%)	11 (52%)	Yes: 10 No: 10	50% with Children
TOTAL	46	2	68%	31%	Yes: 30 No: 14	68% with Children

Source: ICO Los Cabos Members 2015-2018 Survey Data

05. Social Profile of ICO Los Cabos Members 2015-2018

	ICO Only	ICO+1	ICO+2	ICO+3	ICO+4	ICO+6	TOTAL
Male	2	9	5	5	3	1	25
Female	2	8	4	5	2	0	21
TOTAL	4	17	9	10	5	1	46

Source: ICO Los Cabos Members 2015-2018 Survey Data

06. Political Profile of ICO Members 2015-2018 in Local Elections

	PAN PRS/PRD	PRI	MORENA	NUEVA ALIANZA	N/A	TOTAL
Male	14	0	4	1	5	25
Female	9	1	3	1	5	21
TOTAL	23	1	7	2	10	46

Source: ICO Los Cabos Members 2015-2018 Survey Data

07. Political Profile of ICO Members 2015-2018 in Presidential Elections

	NO VOTE	PAN PRD/MC	PRI PVED/PANAL	MORENA PT/PES	N/A	TOTAL
Male	2	11	0	5	7	25
Female	2	11	1	6	1	21
TOTAL	4	22	1	11	8	46

Source: ICO Los Cabos Members 2015-2018 Survey Data

"Análisis Semiótico sobre las Experiencias y Motivaciones de los Miembros del Observatorio Ciudadano Integral de Los Cabos 2015-2018" (Semiotic Analysis of the Experiences and Motivations of Integral Citizen's Observatory Los Cabos Members 2015-2018)

This analysis was conducted in Spanish language by Marcelo López and Agustina López in June 2019 in Santiago de Chile within the framework of the doctoral dissertation **"Building a Reliable Citizen Participation in Local Government"** by Gloria Ostos Mota for the University of Osnabrück in Osnabrück, Germany.

1.Background
1.1 Date Joining ICO Los Cabos

Initiators/ 2015	27
Diagnosis 0 / 2015	5
Diagnosis 2 / 2017	5
Diagnosis 3 / 2018	5
Diagnosis 1 / 2016	4

Source: ICO Los Cabos Members 2015-2018 Survey Data

1.2 Active or Inactive ICO Members 2015-2018

No, I no longer participate
44.4%

Yes, I am still active
55.6%
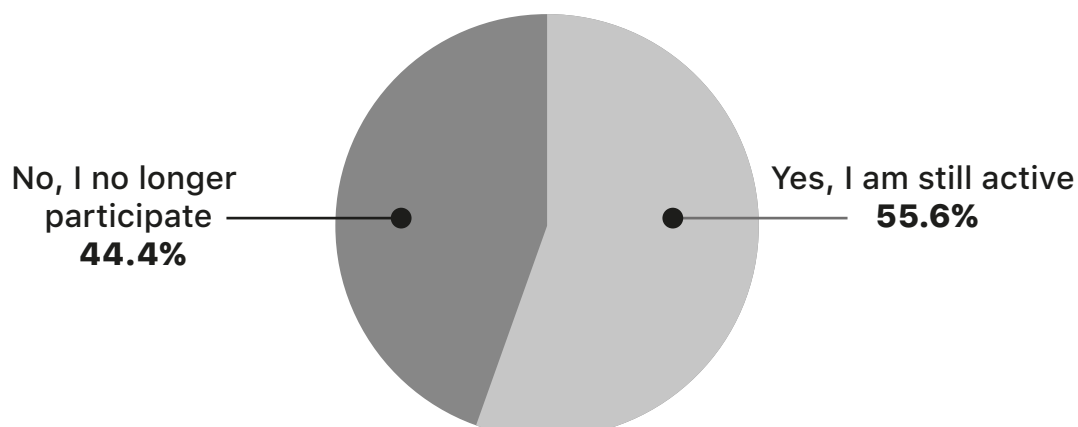
Source: ICO Los Cabos Members 2015-2018 Survey Data

1.3 The Year Inactive ICO members Left the Organization

| | After Diagnosis 2 (2017) | After Diagnosis 1 (2016) | After Diagnosis 0 (2015) | After Diagnosis 3 (2018) |
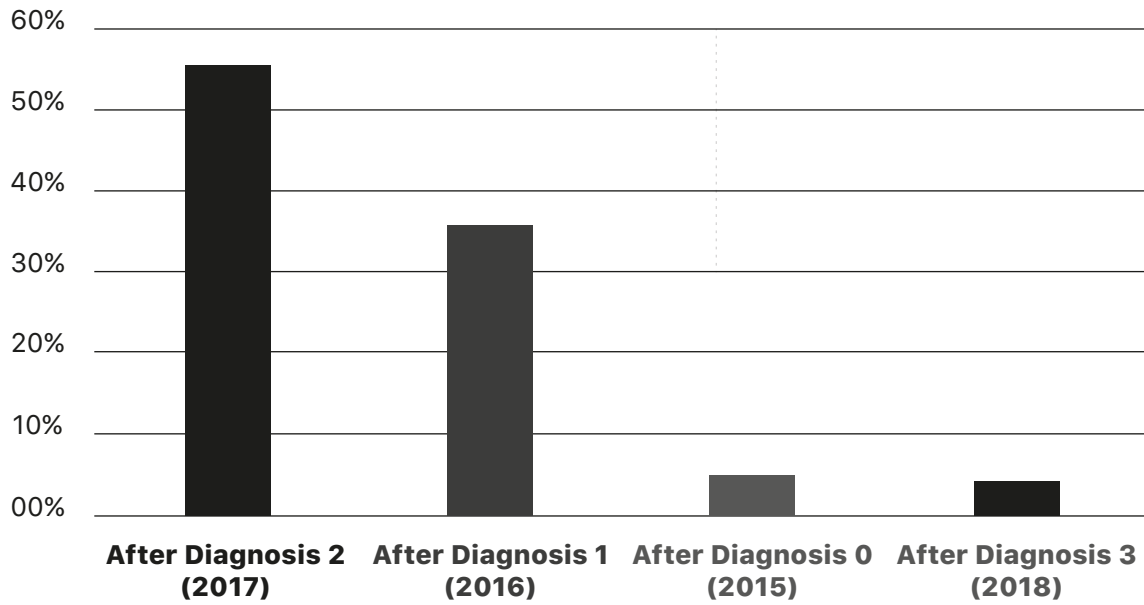
Source: ICO Los Cabos Members 2015-2018 Survey Data

1.4 ICO Los Cabos Membership Form

(multiple answers available in %)

Role	%
Indicator Leader	58.3
Founder/ Initiator	43.8
Council Member	37.5
Quadrant Coordinator	25.0
Observer Advisor	22.9
Others. (Please, indicate.)	16.7
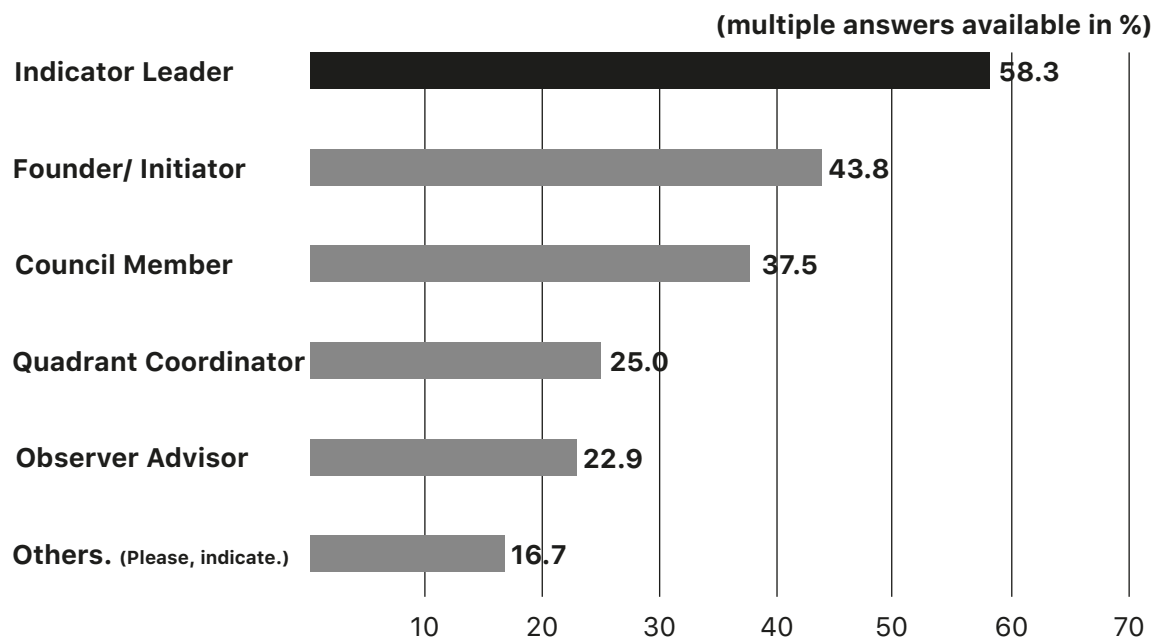
Source: ICO Los Cabos Members 2015-2018 Survey Data

2. Semiotic Perspective

2.1 Member Recruitment
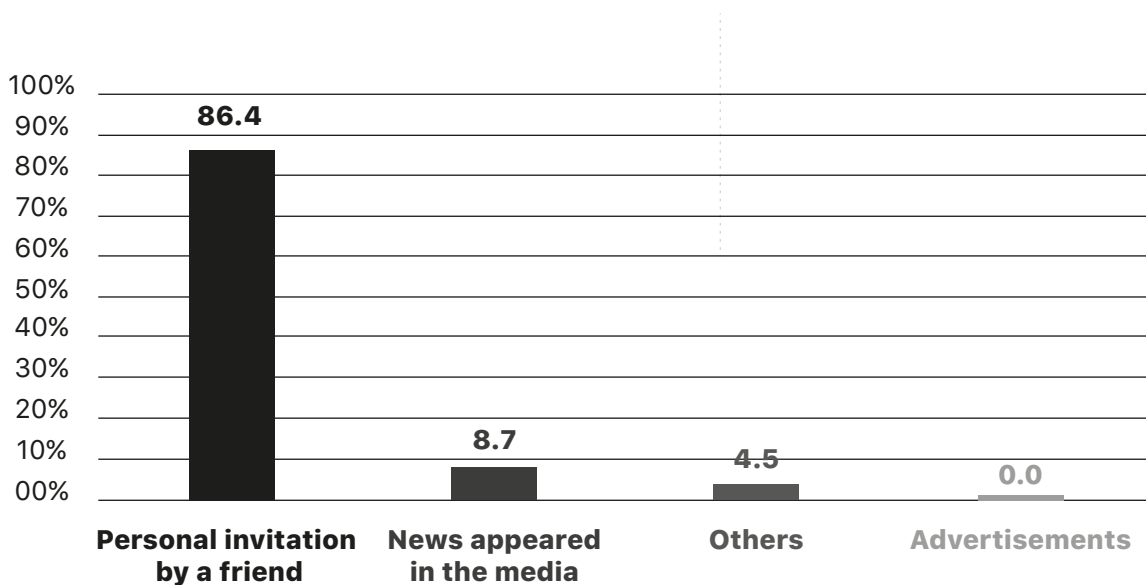
Source: ICO Los Cabos Members 2015-2018 Survey Data

This table shows that a complex 'signifier' such as **'Recruitment model'** refers to a practically unique 'signified' and of remarkable clarity— **'Intimate circle'.**

In effect, it is the recruitment of closeness, of affection and trust that brought the person closer to being part of ICO without the use of any media communication platform.

2.2 Participation in Other Collective Action Organizations

(Before, during and after participating in the OCI)
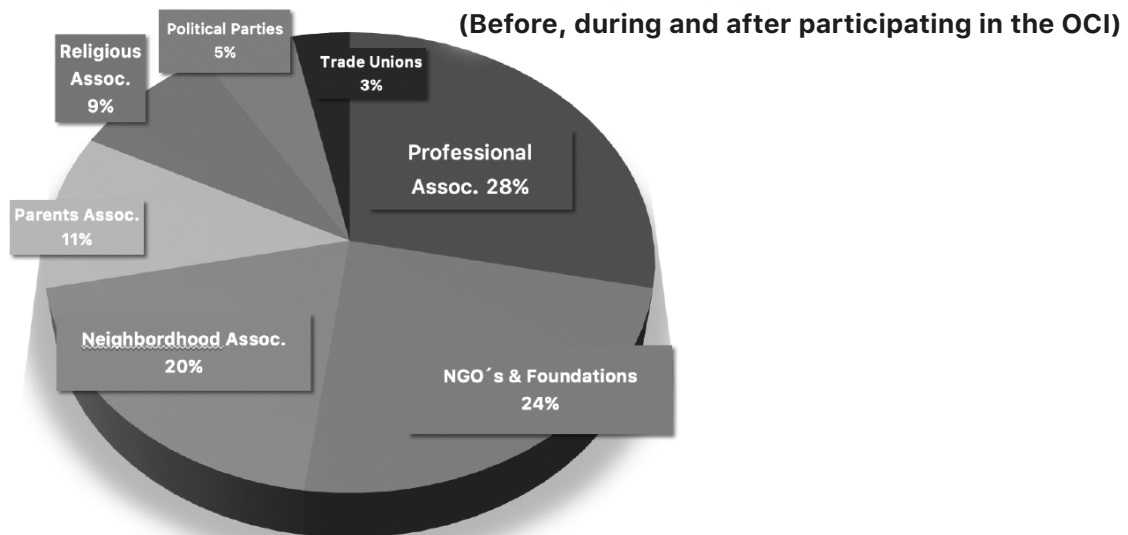
Source: ICO Los Cabos Members 2015-2018 Survey Data

ICO Los Cabos members are not individuals outside collective issue but, on the contrary, they are culturally preconstructed in the activity of collective action.

In that sense, they are linked to civil court associations, basically originated in purposes of common good and not attached to ideological, religious or political initiatives.

In this way, the **signifier "Participant"** is **signified as "Altruistic."**

2. Semiotic Perspective

2.3 Members' Agreement on Specific Affirmations and Motivations for Citizen Participation and Decision-Making

Theme	Agree		(multiple answers available) How much did it help in your decision to participate?				
	Yes	No	None	A little	Some	Quite	A lot
ICO was born as an opportunity for collaboration and participation of citizens who are conscious of the needs of Los Cabos to make it a better place for everyone.	85.4	2.1	0.0	2.1	6.3	39.6	10.4
ICO was created to collaborate with the municipal government and to work on whatever there was to achieve for the improvement of the city.	81.3	8.3	2.2	0.0	2.2	35.6	22.2
ICO was born due to the seriousness of the situation of inequality, social emergency and insecurity evidenced by the experiences after Hurricane Odie.	26.7	64.4	10.4	12.5	16.7	10.5	10.4
ICO was born out of the private interests of an elite of citizens. It is an opportunity to participate in politics outside the political parties to influence and achieve their own objectives and political positioning of a few who deserve it.	20.8	70.8	14.6	10.4	14.6	8.3	4.2
ICO was born out of fear of an electoral victory of a recent ex-prison inmate Narciso Agúndez of the PRD-PT to repeat as a town mayor of Los Cabos in the June 2015 elections.	14.0	81.4	26.1	10.9	15.2	8.7	0.0

Source: ICO Los Cabos Members 2015-2018 Survey Data

Theme	Agree		(multiple answers available) Help
	Yes	No	Quite & A lot
ICO was born as an opportunity for collaboration and participation of citizens who are conscious of the needs of Los Cabos to make it a better place for everyone.	85.4		50.0
ICO was born to collaborate with the municipal government whatever it was to achieve the improvement of the city.	81.3		57.8
ICO was born due to the seriousness of the situation of inequality, social emergency and insecurity evidenced by the experiences after Hurricane Odie.		64.4	20.9
ICO was born out of the private interests of an elite of citizens. It is an opportunity to participate in politics outside the political parties to influence and achieve their own objectives and political positioning of a few who deserve it.		70.8	12.5
ICO was born out of fear of an electoral victory of a recent ex-prison inmate Narciso Agúndez of the PRD-PT to repeat as a town mayor of Los Cabos in the June 2015 elections.		81.4	8.7

Source: ICO Los Cabos Members 2015-2018 Survey Data

We can see that **the signifier `ICO Los Cabos´** is perceived through two 'signified' (the first ones among many) as we will see later. **The two 'signified' revealed are `opportunity´ and `collaboration´**. Both meanings must be considered within a space of interest for civic work and collective action fueled by the hope of getting improvement of some sort for the common good. Therefore, it is obvious that **the signifier `ICO Los Cabos´** can and should be reduced to the expressiveness of a single space **resulting in both conceptualizations of the signified: 'opportunity to collaborate´.**

Theme	Agree		Help
	Yes	No	Quite & A lot
ICO was born as an opportunity for collaboration and participation of citizens who are conscious of the needs of Los Cabos to make it a better place for everyone.	85.4		50.0
ICO was born to collaborate with the municipal government whatever it was to achieve the improvement of the city.	81.3		57.8
ICO was born due to the seriousness of the situation of inequality, social emergency and insecurity evidenced by the experiences after Hurricane Odie.		64.4	20.9
ICO was born out of the private interests of an elite of citizens. It is an opportunity to participate in politics outside the political parties to influence and achieve their own objectives and political positioning of a few who deserve it.		70.8	12.5
ICO was born out of fear of an electoral victory of a recent ex-prison inmate Narciso Agúndez of the PRD-PT to repeat as a town mayor of Los Cabos in the June 2015 elections.		81.4	8.7

Source: ICO Los Cabos Members 2015-2018 Survey Data

In the area of non-signified, what is observed is that, beyond the specificity of the assertions expressed here, the conviction reinforces the symbolic quality manifested in the previous picture.

ICO is not perceived as the result of political tactics or spurious interests, which denotes the intention of attributing 'moral goodness' to his own vision and mission.

2.4 Degree of Agreement on affirmations Regarding the Methodological Characteristics of ICO

(1 = Lower agreement / 5 = Greater agreement)

Theme	1	2	3	4	5
The method of observation and evaluation of the Municipal Government through ISO 18091 is the value of ICO	0.0	4.2	0.0	8.3	81.3
The annual ICO Diagnostics help the Municipal President and his team for better local governance	4.2	2.1	6.3	2.1	79.2
The annual ICO Diagnosis help citizens to know what their mayor has done for the people	4.2	2.1	8.3	16.7	62.5
To be a member of ICO, it is necessary to prove that there is no directive militancy in a political party or other personal interests at stake	25.0	2.1	4.2	6.3	56.3
Any citizen can participate in ICO, all can be members of ICO without exception	18.8	4.2	8.3	16.7	45.8
If there is no collaboration and openness of the mayor and his government team, the work of ICO is not possible	8.3	12.5	18.8	18.8	35.4
To be a member of ICO, you need to have a profile of personal skills and studies in order to observe the performance of local government	27.1	8.3	33.3	16.7	8.3

Source: ICO Los Cabos Members 2015-2018 Survey Data

Theme	AGREE QUITE & A LOT	
The method of observation and evaluation of the Municipal Government through ISO 18091 is the value of ICO	89.6	**Signifier:** ISO 18091 **Signified:** The Value of ICO
The annual ICO Diagnostics help the Municipal President and his team for better local governance	81.3	**Signifier**: Annual Diagnosis ICO **Signified:** Better Governance
The annual ICO Diagnosis help citizens to know what their mayor has done for the people	79.2	**Signifier:** Annual Diagnosis ICO **Signified:** Transparency
To be a member of ICO, it is necessary to prove that there is no directive militancy in a political party or other personal interests at stake	62.6	**Signifier:** Requirement to become a member **Signified:** Independence
Any citizen can participate in ICO, all can be members of ICO without exception	62.5	**Signifier:** Joining ICO **Signified:** Universal
If there is no collaboration and openness of the mayor and his government team, the work of ICO is not possible	54.2	**Signifier:** Openness of the mayor **Signified:** Indispensable
To be a member of ICO, you need to have a profile of personal skills and studies in order to observe the performance of local government	25.0	Absence of meaning by being meaningful dispersion

Source: ICO Los Cabos Members 2015-2018 Survey Data

2.5 Discernment of ISO 18091 as a High-Effort Requirement

Do you think it is too demanding work for a citizen to inform and evaluate their municipal government to the degree of detail of ISO 18091?

NO
74.0

YES
26.0
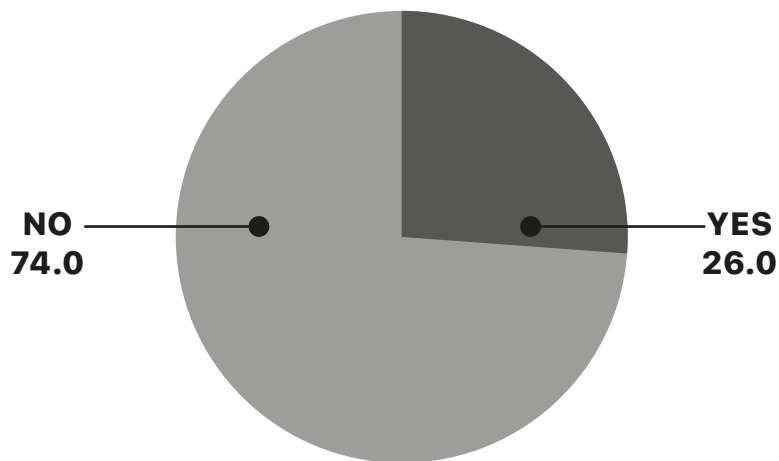
We have just seen that for the signifier **ISO 18091** the signified is as **"The Value of ICO"**. But going one step further, a second signifier appears about the **ISO 18091** refers to the effort involved. The result is conclusive: ISO 18091:2014 signified a **"Reasonable Effort".**

2.6 List of Difficulties in Joining ICO and How the Degree of Difficulty is Perceived

Type of Difficulty	Degree of Difficulty				
	None	Low	Medium	High	Medium & Hig
Difficulty not having enough time to devote to the ICO.	8.3	18.8	35.4	31.3	66.7
Difficulty to devote own financial resources, in travel expenses, training courses, fees ...	12.1	15.1	15.1	11.1	26.2
Difficulty making proposals to the ICO.	58.3	12.5	16.6	6.2	22.8
Difficulty to interact internally with the Council, quadrant coordinator, indicator leader.	26.1	10.1	14.1	3.1	17.2
Difficulty understanding how ICO works.	26.1	12.1	13.1	0.0	13.1
Difficulty interacting with my colleagues.	56.3	22.9	10.4	2.1	12.5

Source: ICO Los Cabos Members 2015-2018 Survey Data

2.7 Difficulties in Observing and Verifying the Indicators Based on ISO 18091 Annex B

Type of Difficulty	Degree of Difficulty				
	None	Low	Medium	High	Medium & Hig
Difficulty getting evidence.	12.5	22.9	29.2	29.2	58.4
Difficulty in contacting the mirror public servant.	14.6	29.2	37.5	12.5	50.0
Difficulty attending the meeting with the mirror public servant.	27.1	35.4	29.2	2.1	31.3
Difficulty making proposals.	37.5	27.1	22.9	6.3	29.2
Difficulty writing the report for the diagnosis.	35.4	31.3	22.9	4.2	27.1
Difficulty not having enough knowledge to analyze and classify the information received.	41.7	29.2	20.8	2.1	22.9
Difficulty understanding Annex B ISO 18091.	39.6	39.6	12.5	2.1	14.6
Other difficulties:	Lack of reliable information of the municipality Ignorance of laws and regulations Work of the officials Lack of greater intellectual openness in ICO executives More field visits				

Source: ICO Los Cabos Members 2015-2018 Survey Data

The observation and verification signifiers through ISO 18091 could be grouped into the same block that contains `Doability´.

For the signifier `Doability´ the signified is 'Acceptable Difficulty.' This refers to the barriers to get evidence and contact the mirror public servant .

2.8 Discernment of the Effort Needed and Its Influence on the Decision to Stay in ICO

How much influence does the effort to be made have in your decision to stay in ICO?	%
Nothing, I feel it is my responsibility to do it …	**47.9**
Little, but I will continue to participate …	**18.8**
Quite a lot, that's why I don't always participate in the ICO calls …	**14.6**
Much, that is one of the reasons why I stopped participating …	**12.5**
Very much, that's why I'm not going to do it now or ever again ..	**0.0**

Source: ICO Los Cabos Members 2015-2018 Survey Data

The majority (even though not absolute) have manifested that the signifier `**Effort in Participating´** is mainly associated with an essential signified of the civic action space: **'Responsibility'** and logically, the `**Civic Act'** as a stimulator to participate in ICO.

2.9 Set of Specific Affirmations Linked with Reinforcing the Decision to Continue in ICO

Theme	Agree			How much did it help you to make or reinforce the decision to continue?					
	Yes	No	N/A	None	A little	Some	Quite	A lot	N/A
ICO contributes to improve the life of our city	85%	0	15%	2%	8%	14%	27%	17%	31%
I feel that my personal participation in ICO has improved the quality of life of my neighbors	42%	35%	23%	15%	21%	17%	6%	13%	29%
I believe that citizens have the capacity to analyze reality and can contribute to the improvements of the city	90%	0	10%	0	2%	8%	35%	21%	33%
I also believe that citizens have the duty and responsibility to participate in the municipal government	90%	0	10%	0	0%	2%	48%	15%	35%
My participation in ICO allows me to put my civic values into practice	89%	3%	8%	2%	2%	6%	44%	8%	38%
My participation in ICO allows me to put my religious values into practice	21%	69%	10%	40%	8%	6%	10%	2%	33%
My participation in ICO allows me to defend my political ideas	35%	57%	8%	19%	6%	15%	19%	6%	35%
My participation in ICO allows me to defend my interests as a group, ethnicity, community, neighborhood	56%	31%	13%	10%	2%	19%	23%	13%	33%
Participation in ICO allows me to grow as a person through knowledge of municipal management	85%	4%	11%	4%	0	0	42%	17%	38%
Participation in the ICO allows me to interact with my neighbors and position myself in our city	67%	21%	12%	8%	2%	17%	10%	19%	33%

Source: ICO Los Cabos Members 2015-2018 Survey Data

2.9 Hierarchical Set of Specific Affirmations Linked with Reinforcing the Decision to Continue within ICO.

Theme	Yes	Quite & a lot
I believe that citizens have the capacity to analyze reality and can contribute to the improvements of the city	90%	44%
I also believe that citizens have the duty and responsibility to participate in the municipal government	90%	19%
My participation in ICO allows me to put my civic values into practice	89%	56%
ICO contributes to improve the life of our city	85%	63%
Participation in ICO allows me to grow as a person through knowledge of municipal management	85%	52%
Participation in ICO allows me to interact with my neighbors and position myself in our city	67%	12%
My participation in ICO allows me to defend my interests as a group, ethnicity, community, neighborhood	56%	36%
I feel that my personal participation in the OCI has improved the quality of life of my neighbors	42%	36%
My participation in ICO allows me to defend my political ideas	35%	59%
My participation in ICO allows me to put my religious values into practice	21%	29%

Source: ICO Los Cabos Members 2015-2018 Survey Data

Theme	Yes	Quite & a lot
I believe that citizens have the capacity to analyze reality and can contribute to the improvements of the city	90%	44%
I also believe that citizens have the duty and responsibility to participate in the municipal government	90%	19%
My participation in ICO allows me to put my civic values into practice	89%	56%
ICO contributes to improve the life of our city	85%	63%
Participation in ICO allows me to grow as a person through knowledge of municipal management	85%	52%
Participation in ICO allows me to interact with my neighbors and position myself in our city	67%	12%
My participation in ICO allows me to defend my interests as a group, ethnicity, community, neighborhood	56%	36%
I feel that my personal participation in the OCI has improved the quality of life of my neighbors	42%	36%
My participation in ICO allows me to defend my political ideas	35%	59%
My participation in ICO allows me to put my religious values into practice	21%	29%

Source: ICO Los Cabos Members 2015-2018 Survey Data

The five statements referring to collective action have positive indices, but, moreover, four of them occupy the first places of hierarchy. Even taking into account some intentionality of delivering a 'correct' response, however, this allows us to presume the main motivation of the participants, expressed in the interest for the 'common good,' as the root of the term 'community.'

In line with this from a semiotic perspective we have a new signified for the signifier 'ICO' that adds to the previous ones and elevates **'ICO Los Cabos'** to the category of symbol (polysemic sign): **'Civic Act´"**. In this case, 'civic' should be understood as **`responsible and orderly behavior within a community´**.

Theme	Yes	Quite & a lot
I believe that citizens have the capacity to analyze reality and can contribute to the improvements of the city	**90%**	**44%**
I also believe that citizens have the duty and responsibility to participate in the municipal government	**90%**	**19%**
My participation in ICO allows me to put my civic values into practice	**89%**	**56%**
ICO contributes to improve the life of our city	**85%**	**63%**
Participation in ICO allows me to grow as a person through knowledge of municipal management	**85%**	**52%**
Participation in ICO allows me to interact with my neighbors and position myself in our city	**67%**	**12%**
My participation in ICO allows me to defend my interests as a group, ethnicity, community, neighborhood	**56%**	**36%**
I feel that my personal participation in the OCI has improved the quality of life of my neighbors	**42%**	**36%**
My participation in ICO allows me to defend my political ideas	**35%**	**59%**
My participation in ICO allows me to put my religious values into practice	**21%**	**29%**

Source: ICO Los Cabos Members 2015-2018 Survey Data

On the other hand, among the statements related to self-satisfaction, the signifier **'Participation in ICO'** is also signified as **'Personal Growth,'** and without a doubt it is what seems to be of greatest importance as it combines strong positivity with an important degree of influence on the will to keep participating.

In any case, the statements that would demonstrate the presence of an egoistic component in the determination to participate are seen as less relevant than those related to collective action.

2.10 Declaration of the Deficiencies Found while Participating in ICO

Deficiencies Declared	Answers
To participate in ICO, I need to...	**More time, own will, more freedom of expression**
To participate in ICO, I would like to...	**More time, be more informed, structural changes in the direction unit**
To participate in ICO, I demand that...	**Structural changes in the direction unit, more freedom of expression**

Source: ICO Los Cabos Members 2015-2018 Survey Data

In relation to the deficiencies declared for a signifier `**Deficiencies,'** we can find two signi-fied: one, the specific difficulty **'Structural Changes'**; and two, the specific difficulty `**Freedom of Expression´**.

3. Semiotic Map ICO Los Cabos

These are the 15 main concepts that populate the world of ICO Los Cabos exposed as signs with their signifier (black background) and their signified (white background).

Participant	ISO 18091	Participation in ICO
Altruistic	Reasonable Effort	Personal Growth
Requirement to Become a Member	Annual Diagnosis ICO	ICO Los Cabos
Independence	Transparency	Opportunity to Collaborate
Effort in Participating	ICO Los Cabos	Recruitment Model
Responsibility	Civic Act	Intimate Circle
Joining ICO	Openness of the Mayor	Doability
Universal	Indispensable	Acceptable difficulty
ISO 18091	General Difficulty in Participating	Annual Diagnosis ICO
The Value of ICO	Lack of Time	Better Governance

Next, we will locate the concepts in the semiotic map to determine the values that they represent.

SEMIOTIC MAP

FUTURE

Teleological Approximation Promoted by Reflection

- Cultural
- Intellect
- Moral Values
- Questioning
- Search for Wisdom
- Adequacy
- Harmonization
- Confrontation
- Transcendence
- The Collective
- The Sacred
- Destination
- Duty
- Vision

Teleological Approximation Promoted by Emotion

- Status
- New Life
- Progress
- Change
- Innovation
- New scenarios
- Future Stability
- Future Protection
- Exploration
- Transgression
- Intelligence
- Happiness

APROXIMATION

REFLECTION

MODE   **MODE**

EMOTION

- Determination
- Experience
- Convenience
- Understanding
- Back
- Founded Challenge
- Legitimacy
- Permanence
- Dignity (Quality of Life))

- Emotional Dignity
- Empathy
- Solidarity
- Emotion
- Protection
- History
- Trust
- Leadership
- Courage
- Fortitude
- Rupture
- Impulse
- Membership
- Love
- Fanaticism
- Revenge

APROXIMATION

Immediate Approximation Promoted by Reflection

Immediate Approximation Promoted by Emotion

PRESENT

SEMIOTIC MAP ICO LOS CABOS

APROXIMATION

MODE ← → **MODE**

APROXIMATION

Participant
Altruistic

Requirement to Become a Member
Independence

Effort in Participating
Responsibility

- Cultural
- Intellect
- Moral Values
- Questioning
- Search for Wisdom
- Adequacy
- Harmonization
- Confrontation
- Transcendence
- The Collective
- The Sacred
- Destination
- Duty
- Vision

Participation in ICO
Personal Growth

- Status
- New life
- Progress
- Change
- Innovation
- New Scenarios
- Future Stability
- Future Protection
- Exploration
- Transgression
- Intelligence
- Happiness

Joining ICO
Universal

ISO 18091
The Value of ICO

ISO 18091
Reasonable Effort

Annual Diagnosis ICO
Transparency

Openness of the Mayor
Indispensable

Annual Diagnosis ICO
Better Governance

- Determination
- Experience
- Convenience
- Understanding
- Back
- Founded Challenge
- Legitimacy
- Permanence
- Dignity (Quality of Life))

ICO Los Cabos
Civic Act

General Difficulty in Participating
Lack of Time

Doability
Acceptable difficulty

ICO Los Cabos
Opportunity to Collaborate

Recruitment Model
Intimate Circle

- Emotional Dignity
- Empathy
- Solidarity
- Emotion
- Protection
- History
- Trust
- Leadership
- Courage
- Fortitude
- Rupture
- Impulse
- Membership
- Love
- Fanaticism
- Revenge

SEMIOTIC MAP ICO LOS CABOS

Moral Values (Common Good)

Duty

| Participant |
| Altruistic |

| Requirement to Become a Member |
| Independence |

| Effort in Participating |
| Responsibility |

| Participation in ICO |
| Personal Growth |

Progress

Innovation

APROXIMATION

← MODE

MODE →

Legitimacy Dignity (Quality of Life))

Determination Understanding Founded Challenge

| Joining ICO |
| Universal |

| ISO 18091 |
| The Value of ICO |

| ISO 18091 |
| Reasonable Effort |

| Annual Diagnosis ICO |
| Transparency |

| Openness of the Mayor |
| Indispensable |

| Annual Diagnosis ICO |
| Better Governance |

| ICO Los Cabos |
| Civic Act |

| General Difficulty in Participating |
| Lack of Time |

| Doability |
| Acceptable difficulty |

| ICO Los Cabos |
| Opportunity to Collaborate |

| Recruitment Model |
| Intimate Circle |

Trust Leadership

Membership

APROXIMATION

14

Annex IX: Contingency Tables and Observed Frecuencies Analysis About the Differences Related to the Variable 'Needs,' Whises' and 'Demands' of Active and Intaractive ICO Los Cabos Members 2015-2018 by Prof. Dr. Román Mínguez (2019, august)

Analysis Descripcion

The Contingency Tables and Observed Frequencies Analysis has been done only for question number 13 of the questionnaire in the survey for ICO Los Cabos Members 2015-2018, in order to know if there was a statistical association between the answers related to the variables 'needs,' 'wishes,' and 'demands' of ICO Los Cabos members who had left ICO (inactive) and those who continued in ICO (active). In this way, some statistical patterns could be detected to distinguish the demands of ICO Los Cabos 2015-2018 active and inactive members.

The previous open-ended responses for the variables 'needs,' 'wishes,' and `demands´ have been codified by the research author based on the data coding survey elaborated by Juan José Torres and Alberto Sánchez and fitted into five categories for each variable. Afterwards, a contingency table and observed frequencies analysis was made for each variable trying to detect the potential association of the corresponding values of the variable with active or inactive category by using statistical R software in August 2019 by Román Mínguez.

Results Contingency Tables and Observed Frequencies Analysis

1. Variable named `needs´

Null Hypothesis: No statistical association between `needs´ and being active or inactive. Alternative Hypothesis: There is statistical association between `needs´ and being active or inactive.

 # Observed Counts Variable `needs´

In order to Participate in ICO Los Cabos: I need to (Variable named `needs´)

	None (1)	Time (2)	Own Will (3)	Knowledge (4)	Freedom (5)	TOTAL
Active	2	8	10	4	1	25
Inactive	2	13	2	2	2	21
TOTAL	4	21	12	6	3	46

Source: Own codification based on ICO Members 2015-2018 Survey Data

 # Expected Counts Variable `needs´

	None (1)	Time (2)	Own Will (3)	Knowledge (4)	Freedom (5)
Active	2.174	11.413	6.522	3.261	1.630
Inactive	1.826	9.587	5.478	2.736	1.370

Notice: some expected frequencies are less than 5, therefore the results should be cautiously interpreted for these cells.

 # Chi-square Components (Discrepancies Variable `needs´)

	None (1)	Time (2)	Own Will (3)	Knowledge (4)	Freedom (5)
Active	0.01	1.02	1.86	0.17	0.24
Inactive	0.02	1.22	2.21	0.20	0.29

Pearson's Chi-squared test variable 'Needs': **X-squared = 7.2307, df = 4, p-value = 0.1242**

General conclusion: With these results we keep the null hypothesis. The statistical behavior between active and inactive members in relation to what the `ICO Los Cabos members needs´ are similar. None of the five items classification seems to have great discrepancies. The lack of data (46 observations) also makes it more difficult to detect discrepancies that are statistically significant.

In more insight: The only discrepancy to be highlighted is the high number of active ICO Los Cabos members who would be expected statistically to said that they need to act `willing fully´ and the low number of inactive ones to do so. Statistically, there is also a minor discrepancy in the need for more `time´; there are less active members who said they needed more `time´ than statistically expected than and more inactive ones who said the needed `time´ more than what is statistically expected of them.

2. Variable named `wishes´

Null Hypothesis: No statistical association between `wishes´ and being active or inactive. Alternative Hypothesis: There is statistical association between `wishes´ and being active or inactive.

Observed Counts Variable `wishes´

In order to participate in ICO Los Cabos, I would like (Variable named `wishes´)

	Time (1)	Resources (2)	Structure Changes (3)	Commitment* (4)	NA (5)	TOTAL
Active	6	6	0	9	4	25
Inactive	4	1	4	6	6	21
TOTAL	10	7	4	15	10	46

Source: Own codification based on ICO Members 2015-2018 Survey Data
* (4) Commitments refers citizen commitment and local government commitment

Expected Counts Variable `wishes´

	Time (1)	Resources (2)	Structure Changes (3)	Commitment (4)	NA (5)
Active	5.652	3.957	2.261	8.478	5.652
Inactive	4.348	3.043	1.739	6.522	4.348

Notice: some expected frequencies are less than 5, therefore the results should be cautiously interpreted for these cells.

Chi-square Components (Discrepancies Variable ´wishes´)

	Time (1)	Resources (2)	Structure Changes (3)	Commitment (4)	NA (5)
Active	0.02	1.06	2.26	0.03	0.08
Inactive	0.03	1.37	2.94	0.04	0.10

Pearson's Chi-squared test variable 'Needs': **X-squared = 7.9236, df = 4, p-value = 0.09442**

General conclusion: These results support some weak statistical evidence of association between the values of variable `wishes' and to be active or inactive. In more insight: The most important discrepancy between `wishes´ of active and inactive ICO Los Cabos members is that there are less active ICO members who would be statistically expected to ask for `structure changes´ and more inactive ones who would statistically be so. There are also more active members who statistically shown to be more prone to ask for `resources´ and less inactive ones who are expected to wish for more `resources´.

3. Variable named `demands´

Null Hypothesis: No statistical association between `demands´ and being active or inactive. Alternative Hypothesis: There is statistical association between `demands´ and being active or inactive.

Observed Counts Variable `demands´

To participate in ICO Los Cabos, I demand (variable named `demands´)

	None (1)	Freedom (2)	Government Commit. (3)	Citien Commit. (4)	Compilance Agreement (5)	TOTAL
Active	7	2	8	5	3	25
Inactive	9	4	2	5	1	21
TOTAL	16	6	10	10	4	46

Source: Own codification based on ICO Members 2015-2018 Survey Data

Expected Counts Variable `demands´

	None (1)	Freedom (2)	Government Commit. (3)	Citien Commit. (4)	Compilance Agreement (5)
Active	8.696	3.261	5.435	5.435	2.174
Inactive	7.304	2.739	4.566	4.566	1.826

Notice: some expected frequencies are less than 5, therefore the results should be cautiously interpreted for these cells.

Chi-square Components (Discrepancies Variable `demands´)

	None (1)	Freedom (2)	Government Commit. (3)	Citien Commit. (4)	Compilance Agreement (5)
Active	0.33	0.49	1.21	0.03	0.31
Inactive	0.39	0.58	1.44	0.04	0.37

Pearson's Chi-squared test variable 'Needs': **X-squared = 5.2082, df = 4, p-value = 0.2666**

General conclusion: With these results, we keep the null hypothesis and there is no statistical evidence of association between the values of `demands` variable and to be active or inactive.

In more insight: The only discrepancy to highlight is the elevated number of active ICO Los Cabos members asking for commitment from the government compared with that of the inactive ones.