

Innovación y creación de valor público en gobiernos locales mexicanos

Innovation and creation of public value in mexican local governments

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Resumen

Los procesos de innovación son un medio para lograr la adaptación de las administraciones municipales a un entorno dinámico y poco pronosticable. No obstante, es necesario que las innovaciones sean herramientas para la creación de valor público, esto es, que respondan fehacientemente a las necesidades o preferencias de los ciudadanos. El objetivo del trabajo fue analizar la función de las dinámicas de innovación en la creación de valor público en gobiernos municipales de México. En la metodología se propone un modelo analítico de innovación en la gestión pública y se evalúan las bases datos del premio Gobierno y Gestión Local 2001-2014. Se encontró que los municipios mexicanos propugnan por innovaciones de servicios pero sin una creación de valor público. Las innovaciones que buscan establecer vínculos con los ciudadanos se observan escasas y con tendencia a la baja.

Palabras clave: innovación, gestión pública, valor público.

Abstract

Innovation processes are a means to achieve the adaptation of municipal administrations to a little predictable and dynamic environment. However, it is necessary that the innovations are tools for the creation of public value, i.e., to respond reliably to the needs and preferences of citizens. The objective of the work was to analyse the role of the dynamics of innovation in creating public value in the municipal governments of Mexico. In methodology is proposed an analytical model of innovation in public management and databases evaluated data from the Government and Local Management Award 2001-2014. Was found that Mexican municipalities advocate for innovations in services, but a creation of public value. Innovations that seek to establish links with the citizens there are scarce and declining trend.

Key words: innovation, public management, public value.

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Introduction

In Mexico the evolution of the neo-liberal regime and the intensification of the globalization process have generated socio-economic and political changes in local societies. Today, the municipal territories experiencing different tensions, they are in constant transformation, recursively responding to disturbances that they receive from the environment (Caravaca et al., 2005). Accordingly, local governments face the challenge of finding models of development capable of secure and integrate economic competitiveness, social welfare and sustainability in their respective jurisdictions (Echeverri et al., 2003; Caravaca et al., 2005).

In addition, the decentralization trend is increasing the responsibilities of local governments, transferring functions of the State and federal levels to municipal jurisdictions in order to increase the capacity of municipalities to make decisions relevant in relation to its different options of development and design - implementation of policies (Boisier, 2001). However, this means a great challenge considering the substantial restrictions on Mexican municipal administrations:

weak regulatory framework, low level of professionalization of rulers and officials, budgetary restrictions, corruption, insecurity, and management short periods (Torres, 2012).

Against this background, the Mexican municipalities are pressured; on the one hand, are required to promote processes of economic growth and development, and on the other, reduce public spending and rationalize the use of resources. In correlation, different theoretical proposals have underlined the role of process innovation as a means to achieve the adaptation of municipal administrations to a little predictable and dynamic environment (Ramírez - Alujas, 2010).

Innovation facilitates the response to changes in the environment, allowing adaptation. In addition, it allows the valorization and utilization of resources. Understood as an axiological novelty, occurs in a social context of individuals who interact and establish value agreements about an innovative knowledge (Rodríguez, 2008). Innovation is considered a factor that determines the permanence at the time of public and private organizations to the extent that allows to respond successfully to the transformations of the environment.

Innovation in public management appeals to the generation of new ideas that could improve the performance of public administrations, making them more efficient and effective. Similarly, it has to do with the achievement of positive impacts that contribute to the creation of value for the society (public value). Innovation enables public administrations to improve the provision of services and strengthen the link between the Government and other actors, such as the NGO, private companies or civil society (Ramírez-Alujas, 2012).

Innovation in public management processes can range from the introduction of a new service or improvement in the quality of an existing one, to new ways to interact with external stakeholders in participating in critical processes. Innovation processes undergo structural changes that favour the opening of spaces for participation, changes in the routines of service delivery, reforms in public policies and adoption of information and communication technologies (Windrum, 2008).

Similarly, given the growing demand for autonomy from civil society, seeking to intervene in decision-making on issues that directly affect them, and to his request for a more personalized and tailored to your needs public service, outstanding processes innovation in public administration, aimed at motivating processes of local governance, transparency, honesty and

civic participation (Boisier, 2010; Ramirez-Alujas, 2010). In short, these processes seek to innovate in public service to generate "public value".

Public value is the recognition that citizen services offered by governments are quality and reliably meet their needs or preferences. Essentially, governments create value in the way services produced: through dialogue, consensus, cooperation, co-creation and social participation. It is built collectively answers to solve relevant problems of citizens, making innovation relational order is fundamental.

In this regard, Mexico since 2001 the Local Government and Management Award,¹ includes successful experiences concerning innovations in municipal governance. The interest of this research is to conduct a meta-analysis of these experiences (from 2001-2014), trying to answer the following research questions: to what extent Mexican municipalities are innovating to create public value? and what is the role of innovation in the creation of public value in municipal governments in Mexico? Correspondingly, the objectives are: a) to analyze the dynamics of innovation in municipal governments in Mexico; b) examine the role of the dynamics of innovation in the creation of public value in municipal governments in Mexico.

METHODOLOGY

The working methodology was sequential in two stages and is dedicated to the analysis of databases and Local Government Award Management (www.premiomunicipal.org.mx). This is an initiative promoted by CIDE strategy that seeks to identify, analyze, recognize and disseminate the best experiences of local government, to contribute to the institutionalization and development of best democratic practices and management. The award focuses on the recognition of local government programs and policies during at least one year, showing a positive and outstanding impact on their design and implementation. The databases were analyzed for the period 2001-2014.

¹Auspiciado por el Centro de Investigación y Docencia Económicas (CIDE), Centro de Investigación e Innovación en Tecnologías de la Información y Comunicación (INFOTEC), El Colegio de la Frontera Norte (COLEF), la Universidad de Guadalajara (UdeG), el Colegio Mexiquense (CMQ) y el Centro Interdisciplinario de Estudios Metropolitanos (Centro Met).

In the first stage innovation processes generated by municipal governments from the proposed in Figure 1. However model identified the need to balance two considerations in this regard: a) Innovation promotes efficiency of local governments, via rational and efficient use of resources to increase productivity; b) innovation is a creative process of knowledge and values that takes place in a social context. In essence, every innovation has economic benefits, but also creates social, cultural and environmental externalities (Ayestarán, 2011; Albuquerque, 2008).

Service innovation has to do with the introduction of a new service, quality improvement on an existing one, and alterations or changes in ways of providing public services. Structural innovation relates changes in organizational structures, management practices, associated with new forms of hierarchy and administration.

Relational innovations involve changes in the way of interaction of government agents with economic, political and social actors. Meanwhile, institutional innovation indicates changes in the regulatory frameworks governing the interaction between actors, eg public policies, reforms, new programs and projects (Windrum, 2008; Montes de Oca, 2014). Table I shows the correspondence between types of innovation and the proposed assessment categories Local Government and Management Award.

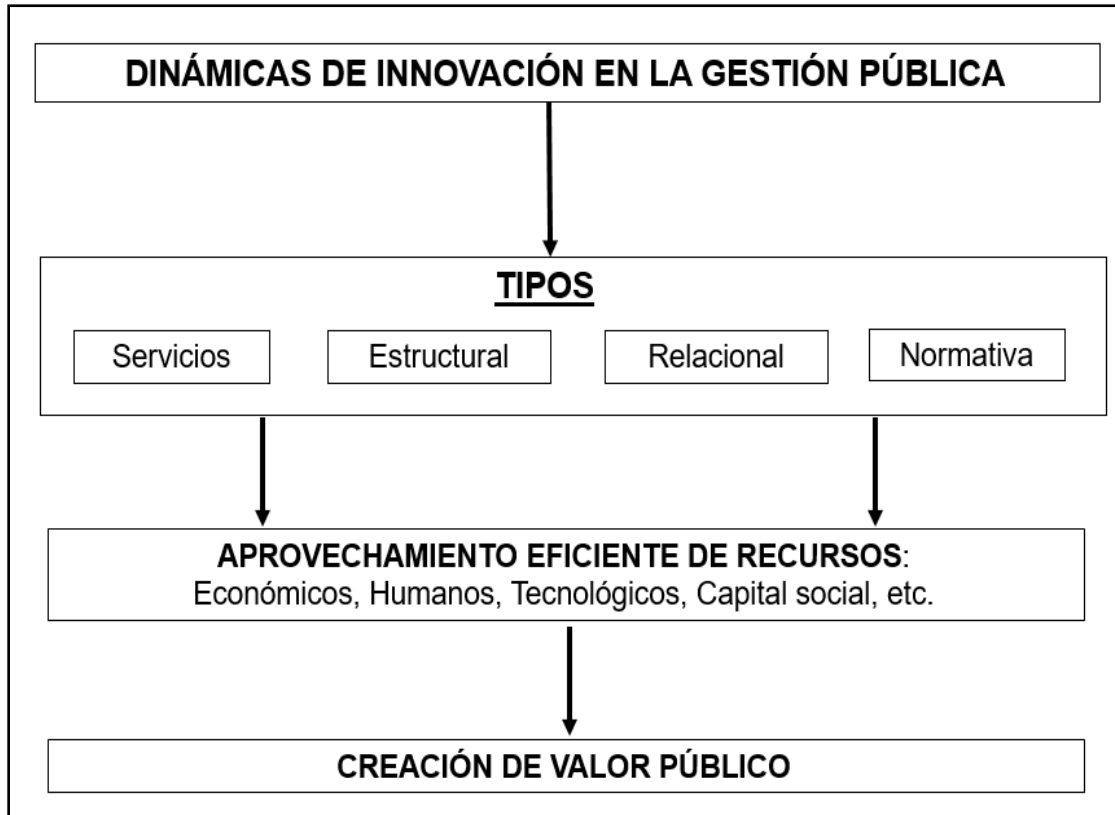


Figure 1. Innovación y creación de valor público.
Source: elaboración propia.

In a second stage the role of innovations in the creation of public value, starting from the understanding that the four forms of innovation are indispensable examined; however, a significant burden is on relational type because it is an indicator of the extent to which governments take into account opinions, interests and needs of citizens, but also because it legitimizes the actions of the various public organizations. Here new forms of citizen participation, transparency processes and accountability, co-creation and co-design of public programs and policies, including essential.

The partnerships between governments and other actors, allow you to create a network through which flow of information, ideas and knowledge. They form the basis for the construction of innovation processes. With the continuous interaction attitudes trust that facilitate socialization and distribution of new knowledge are promoted, especially the tacit type, which by nature is more difficult to communicate. Furthermore, interaction supported by the trust reduces transaction costs and uncertainty (Caravaca et al 2005;. Boschma, 2005).

Collaborative networks between government, economic actors and civil society, are the basis to overcome the shortcomings of centralized, vertical and inconsultos past procedures. Allow harness the creativity and potential of citizens in solving public problems, committing them and making them co-responsible. They also promote the emergence of a cognitive synergy, that is, the collective ability to perform common actions based on the same interpretation of reality and its possibilities for change (Boisier, 2010).

Table I. Types of innovation and categories of analysis in accordance with Local Government and Management Award

Tipo de Innovación	Categorías del Premio Gobierno y Gestión Local
Servicios	Servicios Públicos Infraestructura municipal e imagen Política social Educación, cultura y deporte Salud pública Seguridad pública y protección civil Conservación ecológica Desarrollo económico con criterio de sustentabilidad
Estructural	Modernización administrativa Modernización financiera Reconocimiento especial al Fortalecimiento Municipal
Relacional	Participación ciudadana Transparencia y rendición de cuentas
Normativa	Planeación urbana Desarrollo municipal

Fuente: elaboración propia.

RESULTS AND DISCUSSION

Innovation holds four attributes of interaction drives learning collective behavior that favors synergies, social cohesion, organization and self-regulation of relations; knowledge that entails collection, dissemination of experience, intra- and inter organizational procedures; efficiency that addresses decision-tuning innovative services, standards and structure; the organizational stage that needs the cooperation-cooperation of the social, political and economic actors as a means of socialization of knowledge, and related institutions.

In addition to the above, innovation as axiológica novelty it is always qualitative, ie, involves a subjective assessment of the subject, which objectifies itself through the act of agreeing, agreeing within the community, that is, to produce a common imaginary. As a collective phenomenon, innovation is promoted by the interaction of actors, ie, it is built and transferred through relationships. A dense network of interaction facilitates innovation processes (Ayestarán, 2011; Caravaca et al 2005;. Rodriguez, 2008).

The social dissemination of an innovative culture leads to consider the creation of a dynamic structure that integrates rational actors. Innovations are factors that introduce changes in the organizational and local institutional spheres, promote economic change and social welfare.

Innovations in local governments in Mexico

Innovations in the municipal governments of Mexico outlined an ongoing dispute to remain in force in an environment of constant change. The importance of innovation in services was reflected in improvements in the delivery of public services (infrastructure, health, social welfare, culture, sports, etc.), and the inclusion of other new, mainly on issues related to environmental care.

In the structural aspects include new forms of internal organization, creating new departments, adoption of budget control systems and technological modernization, seeking greater efficiency and effectiveness in administrative activities. In the normative, include plans, programs and policies aimed at promoting local development processes, from new perspectives: sustainable, endogenous, transversal and multisectoral. Outstanding innovation in relational initiatives

seeking to establish and strengthen linkages with citizens: public hearings, citizen observatories, creation of city councils, participatory budgets, among others.

Without ignoring the importance of the four types of innovation, it found that municipal governments in Mexico give a prominent place to innovation in services (see Figure 1), then worry about the structural and institutional innovations and, finally, by the relational type. This behavior has remained largely unchanged for over a decade. This shows little interest from government agents in pursuing a municipal management in close connection with the society they serve.

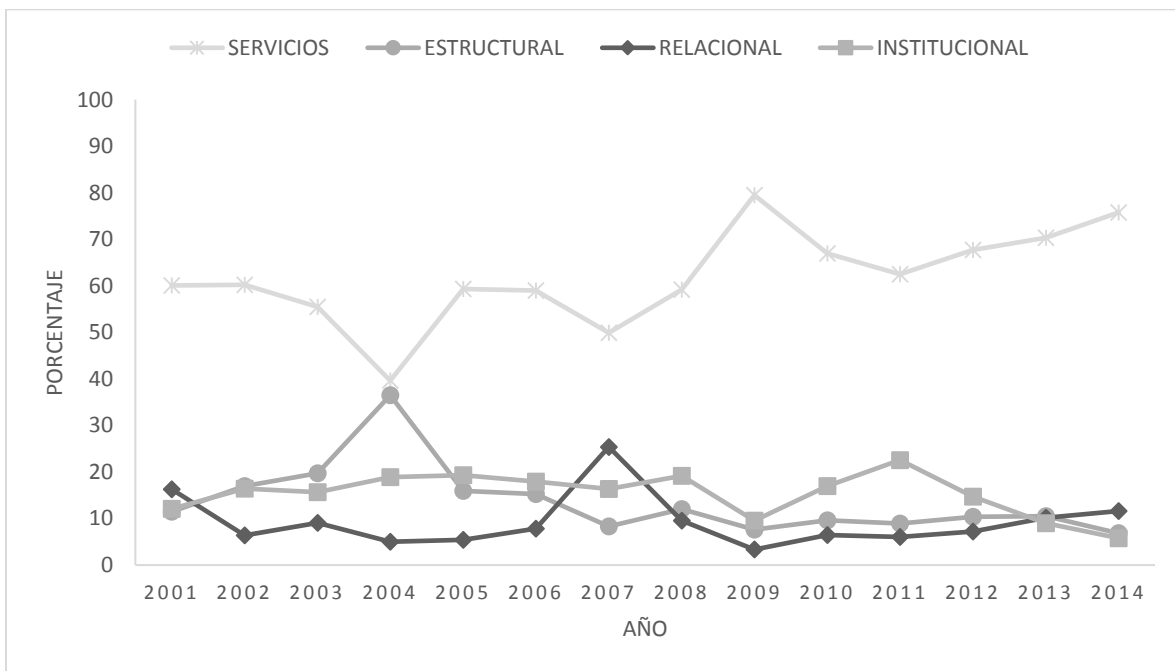


Gráfico 1. Tipos de innovación en los gobiernos municipales de México.

Fuente: elaboración propia, a partir de Premio Gobierno y Gestión Local 2001-2014.

Clearly the weight of innovation in services, since it constitutes the *raison d'être* of municipal administrations; the provision of public services is the core structure functions. However, as shown in Figure 1 shows that in Mexican municipalities dominates the provision of services under the model "from supply" leaving management initiatives and municipal development in the hands of public officials. This creates distortions in the state-society relationship, that is, attitudes which the company believes that the solutions to their unique needs are in the hands of local

governments and as citizens only have a passive role, alienating their initiative and self-management skills (Echeverri and Ribero, 2002, p. 135).

Relational innovation and creation of public value in the municipal governments of Mexico

From the perspective of public value, relational innovation is an indicator of interest to municipal governments for providing public services in response to the expectations, interests and levels of citizen satisfaction. also expresses the degree of transition from a system based on the "offer" utility to another supported by the "demand" model, where the initiative, management and leadership of the development and construction of public goods rest in private agents, community and civil society.

In the creation of public value are crucial four stages: 1) define who the beneficiaries in relation to the services generated by the municipal administration; 2) meet the needs of these potential beneficiaries; 3) to define and carry out concrete actions to increase the levels of satisfaction, either with service improvements, information and awareness actions; 4) assess the levels of satisfaction with the quality of the products and services provided (IFE, 2012).

In this regard, within the relational innovations of Mexican municipal governments, projects on citizen participation, transparency and accountability are guidelines on the extent to which local authorities generate public value. As are mechanisms linking representatives with citizens who elected them, let them learn from their opinions and expectations.

However, as shown in Figure 2, the municipal government projects linking society are scarce and slightly downward. These data are disturbing when one considers the number of existing municipalities in Mexico (2 455).² In terms of creating public value initiatives under "public participation" promote better alignment of activities of the government and the public sector to the needs of citizens, promoting a network of services, articulate and adaptable to whom it is directed. On the other hand, projects related to the "transparency and accountability" allows to inform and explain to citizens the actions taken by the municipal government, ie contribute to the assessment of public action.

²De acuerdo con FENNAM, 2015.

It is evident that municipal governments have a long way to go and face significant obstacles in their path toward building public value. Among the most important may be mentioned: risk aversion, administrative burdens, lack of management skills, short-term horizons, reduced budgets, corruption, economic interests, lack of leadership and lack of incentives.

Relational innovations are critical to the future of public organizations. Open government becomes a way to share with others and invite them to participate through two paths: a) from the outside inwards (when making greater use of external ideas and technologies to its own model); and b) from the inside to the outside (when an organization allows some of their ideas and technologies to be used by others) (Ramírez-Alujas, 2012).

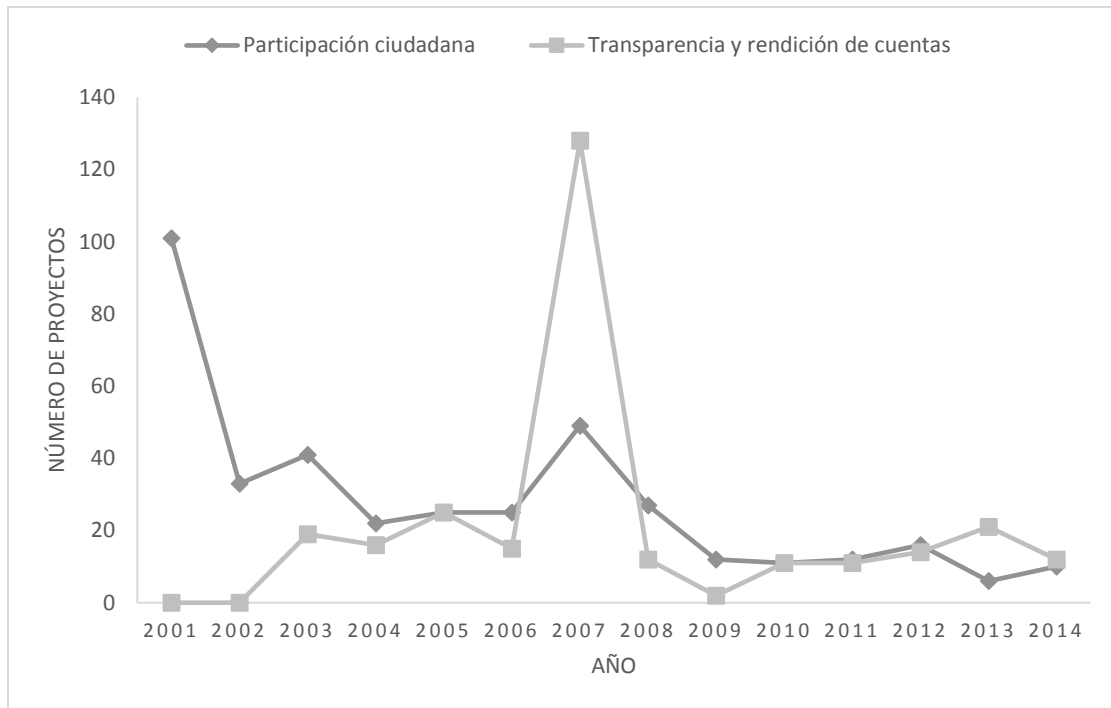


Gráfico 2. Proyectos de Participación ciudadana y Transparencia y rendición de cuentas en Gobiernos municipales de México.

Fuente: elaboración propia, a partir de Premio Gobierno y Gestión Local 2001-2012.

For municipal governments generate public value, they must adopt a management-based approach of co-creation, that is, moving from the execution of tasks and projects (routine) to "orchestrate" systematic process of creating new solutions "with people, not only for them,"

citizens, not "for them" but "with them." This is to involve much more directly to citizens, businesses and other major recipients of public services. It includes harnessing the creativity and innovative potential of citizens, inviting them to submit their own ideas on how to solve public or social problems (Ramirez-Alujas, 2012, pp. 35-37).

Creating public value affects two qualities of municipal governance: public and institutional policies. The first includes the set of actions promoted by the government, with specific purposes of consultation, promotion and exploitation potential. The second, an instance of a political nature that facilitates social participation requires coordination of public spaces, conventions, rules, convergence of interests, projects and cooperation between actors (González et al., 2013).

The common denominator between public policy and institutional framework refers to the consensus and involves a political process, a social construct, therefore, a cultural change. In this sense, relational innovations, expressing a possibility to manage the municipal development on the grounds of "value creation", although demand a creative process between the government and social actors, and thus the search for mechanisms to tie cultural priorities , organizational and institutional dynamics, as well as resources of the municipality (González et al., 2013).

CONCLUSION

In a context of recurrent economic crises, greater democratization processes and increasing demands of citizens, local governments require the ability to innovate in order to successfully adapt to these changes. Innovation in public administration settles changes in service, structure, relationships and institutions. Innovation "per se" should be understood as a process that is specified by the dynamics of interaction, such as ways of building social ties and social relations. Knowledge and interaction are the scaffolding of innovative capacity, which now assumes axiológica and qualitative, but whose achievement is possible only through dialogue and consensus community.

Municipal governments in Mexico showed an intense innovation related to improvements in service delivery, then care about innovations in structural aspects, highlighting new forms of internal organization. policies and programs: Third, changes in regulatory issues are sought. Finally, the type of innovation with fewer cases is relational, with outstanding initiatives of

citizen participation and transparency-accountability. For the creation of public value, municipal governments must provide public services in response to the expectations, interests and levels of citizen satisfaction. It is crucial to know the needs of stakeholders and beneficiaries to assess levels of satisfaction with the quality of the products and services provided. This would allow an exercise of municipal governance with greater efficiency and effectiveness, better management of public resources, raise transparency and increase its credibility.

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