

**Alternative Models for the Public Policy Process:
Bottom-Up or Top-Down**

B. Guy Peters

This article presents two models as rigid alternatives, although the differences may be more a question of degree than a strict dichotomy. Both models are based on the belief that democracy is desirable, although they vary notably regarding the extent to which popular demands are to be directly included in the public policy planning process. Similarly, both models involve a certain belief in the rule of law and the importance of a degree of predictability in public policy, but they differ regarding the extent to which they consider the law as a positive instrument, or as a binding force, for the shapers of public policy. The importance of this comparison lies in understanding what the adoption of one model or the other implies.

These implications are both empirical and theoretical, as well as normative, and the research carried out indicates areas of commonality and difference. Although the empirical implications are important, the normative implications are particularly crucial in understanding these models, since they address the core meaning of the democratic process, the role of participation in contemporary political systems, the rule of law, and the ability of representative democracies to truly govern. In the models referred to it is shown that some empirical considerations are complementary rather than competitive, although the normative elements appear to be more competitive.

**The Career Civil Service in Mexico: An Imperative
for Modernization**

María del Carmen Pardo

The aim of this article is to review the Mexican experience in the light of that of other countries with career civil services, to provide a clearer idea of the relationship that should exist between the thrust towards greater professionalization and modernization. This process is understood as the search for scenarios in which the state is no longer essentially the only factor in social equilibrium, thereby opening up a broader spectrum to allow the interaction of a greater number of agents

and strengthening the public arena-not in opposition to the private arena, but as a forum in which society and the state can attempt to leave conflicts to one side in order to identify possibilities for true collaboration.

Management Control: What Style Should Public Organizations Adopt?

Michel Fiol and Guillermo Ramírez Martínez

This work offers a reflection on the role of management control in public organizations. The first part examines this situation from a general perspective. The second part focuses attention specifically on the Mexican case, where two administrations ago the government created a Ministry charged with management control in order to assure the effective and efficient use of available resources by public-sector organizations.

State Reform in Mexico. A Historical Perspective

Miguel de la Madrid H.

In this article, the author briefly reviews the changes observed in Mexico, concerning State Reform. In a first section of the article, he emphasizes the changes in the international arena, pointing out the reforms that took place in Great Britain, the European Community, the former USSR, the United States, China, etc. These changes have been not only political, but economic and structural.

In a second section, the author indicates in which way the circumstances observed in Mexico since the early 70s have forced the different governments to implement all kind of reforms. State intervention in the economy has been considerably diminished, and large-scale decentralization has taken place, giving more autonomy and powers to states and municipalities.

The author points out the areas in which the reform has been strongly implemented, as is the case of the economy (trade, deregulation, privatization, industrial reform, etc.). Other areas are mentioned

as well, like the agricultural sector, the political reform, the new State-Church relationship, and the reform of the justice system.

Finally, the author outlines the importance and depth of the national reform, which covers almost all aspects and levels of the State. He mentions the difficulty of the process itself and the definition of its pace, indicating the need for true compatibility between the two. In spite of the reform, and the relative successes in certain areas, such as balancing the public budget, the change experienced in the composition of exports, and relative increases in the productivity of some industrial sectors, other areas such as small businesses and agriculture confront serious problems and challenges. He makes clear that domestic savings, as well as the capacity for growth are necessary elements to overcome the enormous imbalance in terms of social and economic conditions.

States' Incomes in the Context of the Economic Policy of the Mexican Federal Government (1970-1992)

M. Emilia Janetti D. and Ady P. Carrera Hernández

The analysis of the Mexican federal system is perhaps the most important item on the agenda for state reform in Mexico. In this context, the article attempts to determine the extent to which the federal government's economic policy has supported the strengthening of the governments of Mexico's constituent states.

The first part of the article describes the aims of the economic policy of each federal administration during the period under study. It also details the main strategies aimed at strengthening local governments' incomes. The second section analyzes a series of statistical data in order to compare the stated goals and strategies of each government with the results they had on the real situation of the state governments, with special emphasis placed on their finances. In this way, the study of state government incomes can provide elements to define the evolution of intergovernmental relations within the Mexican federal system, together with data and some reflections to allow students of this subject to penetrate further into their meaning and scope in this country.

Average Levels of Schooling: An Example of Information Integration in Public Policy Analyst Practice

Gonzalo Robles Tapia

This article illustrates the use of basic analysis methods to answer questions regarding schooling levels and the prognosis for a future schooling goal. It also illustrates the way to proceed within a rigorous methodology and an explanation and subsequent communication of suppositions used in processing the source information. Finally, it points out that this is not a complete analysis of public policy, but rather a sample of possible working methods within the public sector as a whole.

The article summarizes the historical performance of the national education system. It quotes adjustments in calculations of the country's average schooling levels in the light of information from the last three censuses. It also offers a projection of national figures as of March 1993, together with the expected trends towards the goal of 10 years' schooling by extrapolating average growth rates in the census results and the 1993 projection.

Total Quality in Public Administration: The Secofi Experience

Antonio Argüelles

This article emphasizes total quality in Mexico's public administration and is restricted solely to its central sector. To this end, reference is briefly made to the internal changes experienced by the Mexican economy over the last decade in order to highlight the importance of increasing industrial competitiveness and the need for a more efficient public administration to support such efforts.

It then deals with one of recent experiences of administrative modernization of greatest interest in connection with the Mexican case in order to demonstrate the applicability of the principles of total quality to the public sector. Finally, comments are offered on a series of features that the public administration should adopt over the coming years in order to continue supporting the country's modernization processes.