Introduction

The route of Governments in the complexity of public problems is not ruled neither by the combination of randomness, historic determinism nor erratic uncertainty. The exercise of power demands governments to have clear objectives and the institutional means to fulfill them. In order to guarantee prosperity in public and private life, Governments are a conjunction of capacities that enables them to demand obedience, distribute incentives, apply sanctions and organize the economy. The importance of economic plans is comprised in this scope, given they contribute to create certainty and trust, on account of the manner governments intervene in society and economy, considering the importance of productive agents, market, civil society and citizens.

In the Government of Democracy, plans have a determined location in the basic structure of society provided by institutional frames. That is why, when Governments decide to structure incentives, call upon public space, coordinate with economic agents and establish communication with the diverse groups of communal life, there is a conception of power that highlights that economic plans must be designed and carried out in accordance to logics of power. Plans enable the construction of objectives, goals and strategies, in consideration of short, medium and long term horizons. It articulates life proposals, uses public policies, applies administrative means, fulfills the authorizing legality and it is oriented towards the improvement of society as it is and as it could be.

In this sense the, 2013-2018 National Development Plan preparation is the cover letter of the Government in Society to state how the follow-up strategy is valued and understood with a vision to build the expected future and taking into account political feasibility which is important to consider for its better compliance.
In the view of the expected future we perceive the profile to be established: one of a Close and Modern Government, to ensure institutional strengthening, to construct productive life based in consensus and political arrangements. It is the profile of a sort of government to accomplish taking heed of the power redistribution in Mexican society, the awakening of public space, the dynamism of the active audience, the need to increase productivity and above all, reduce the inequalities that limit society and economy to reach a more fair and efficient performance.

The objective of this paper is to analyze the contents and significance of the Modern and Close Government, which is the outlined archetype of axiological, political, institutional and operational terms in the Plan, considering the national life imperatives and the globalized world demands. The paper is structured as follows: 1) On the Notion of Plan; 2) Rule the Economy; 3) National Development; 4) Close and Modern Government; 4) Fulfillment of the Plan: the implementation challenge and 6) Conclusions

On the Notion of Plan

A government Plan is a route intended to organize activities, resources, times and strategies that enable the design of purposes and goals that must be achieved in a given time. When a Government defines an action plan it indicates a starting point and a finish line, which implies that their acting performance will not be left to randomness nor determinism, in the core of Society, external context, markets and organizations of the civil society.

A Plan is a reference and orientation point to understand the values and objectives determined by the Government to be turned into public policies. It has axiological contents (Frondozi, 2010:24-26) that generate the fundamental values of the established order and the public values of society that are the basis for government tasks and processes. It has political contents, because a plan is not feasible without negotiation and agreements, it would not be possible its elaboration and its compliance. It has social contents, because its horizon is life quality improvement of civil society, to reach better development opportunities and for individuals and collectivities. It has economical contents because it defines the courses of growth, development, technological innovation, capital formation, competitiveness, and the expansion of productive forces.

It is fundamental that a plan is comprehended not only as something necessary, but also as an element of order and rationality to make the most of the resources in favor of social problems and demands. The rationality of the plan consists on its intentional, deliberative, and decided nature to influence in the social, economic and political processes and no to leave to will of the “invisible hand” nor uncertainty what could happen in the
logics of collective goals. If there is a lack of plans in modern economy that steer and foster its development, there is a risk that Government’s erratic behavior could lead into crisis that damage people, companies, businesses and social groups that live solely on wage-earning work.

The importance in each plan is to recognize it as an order tool of what society needs, government defines and what citizens expect out of constituted public power to fulfill with public policies offer comprised in different fora of associated life. Through plans, Government’s expectations lie essentially in being systematized based upon values, objectives, goals, resources, times and work agendas that indicate what a country has, needs and must carry out to attend demands, social gaps, requests and overcome scarcities that imply stagnation for society and inhabitants. In this sense, a plan is important in order to society, market and State establish collaboration bridges to use resources, information, technology, capacities and forms of organization to sum efforts that as public action that allow economic growth and the achievement of social development, by efficiently attending expectations and scarcities.

The utility to organize the government in society is imperative of an intelligent power that assures the anticipation of foreseeable facts, in order to avoid erratic and chaotic situations that alter the behavior of political systems, as well as the efficient functioning of economy in the exchange, production, distribution, and circulation of goods and public services. It is fundamental that every political system organizes the economic functioning over credible basis, clear rules of the game, certainly expressing the paths to follow and the efforts to realize for the performance of the economy are not just in the growth phase, but also in the benefit distribution, that are the basis to place acceptance or rejection for those responsible of power.

An economic system that develops in a non satisfying manner, this is, below the population growth and the expectation of citizens, faces problems to create wealth, so it accumulates scarcities, gaps and inequities that when these build up cause critical situations that increases unevenness amongst people, regions and social organizations. Consequently, political systems are responsible that economy functions with efficiency, that the distribution of benefits meets the principle of equalities and opportunities, and that life quality is the benchmark for the ruling classes not to neglect the economic aspects and ensure the provision of elements of economic support and incentives to produce and distribute the socially generated wealth.

The link between political system, political classes (Mosca, 1980:117) rulers, and administrative apparatus with the economic system is indissoluble and interdependent. If an economy does not grow, there are flaws in political leadership and technical proficiency that do not allow its way to better paths of development and efficient performance. If a political
system adds deficit in the direction of economy a cause of design errors and public policies application, its legitimacy and recognition basis will soon be eroded. Thus is the importance of considering, within the vision of economic and social development, a plan as an instrument of State that responds to collective purposes, but also to the imperative of State preservation, from the moment that it ensures more productive, fair and efficient life conditions of society.

The best preservation of the State because of its political importance, demands the population and civil society have the opportunity to substantially improve their life conditions, if not, the State itself enters a zone of risk, precariousness and conflict that is more difficult to govern to the extent that inequality multiplies and scarcities extend when economy does not have favorable outputs.

The wealth of a country is located in the capital, security of property rights, resources, people, information (Ayala, 2000:134), the low transaction costs, (Ayala, 2000:183-184), organization, technological innovation, but its best use depends on the designed and carried out plans on the basis of realistic idealistic objectives and feasible goals that aim towards prosperity, not only to stabilizing growth and austerity programs. In the exposition of a plan there is a definition of what a country is, what it could be and what it will be in a short, medium and long terms.

In consequence, the contents of a development plan have political, economic and social and governmental value. Political values because every plan implies institutional arrangement, negotiation and commitments to define the agenda of the objectives to be achieved. Economic value because it has an outline to make that wealth, production and distribution of goods and services meet the needs and well being of the citizens. Social value because the application of a plan it is not only aimed to the production of wealth, but also to distribute it in an equal and even manner. Governmental value because it is related to the leading process that the political class and the administrators of the State have to assure with public policies the articulation and cohesion in the compliance of the collective goals, to make effective the existential procurement, understood as the State capacity to create the conditions that allow the person to be competitive, to build up their potentialities, have security, ensure self determination and enjoyment of its freedom (García, 1993:27-28).

To govern the economy

If a plan is a compass that orients the directions to follow in important stretches of the State journey, it also must be understood as a means used by governments to organize and make the most the resources of the civil and political communities. A government plan has as a starting point the
better development of economy for the social outcomes, on top of being ensured, allow the quality of life of the population, the rise of businesses and the better performance of the productive forces, to guarantee with actions that respond to public policies accurate strategies, related with strategies connected to governability (Jimenez, 2012:62-63), that is also related with the dynamics of political regime, the capacity to implement policies, objectives and goals, as well as the efficacy to answer the demands of society with the existing resources, to achieve active balances that rearrange forces correlation.

This means that the economy of a country requires ordering processes, incentives and development to have a better utilization in production goods and public services, which are fundamental to respond a basic point of the social and political contract amongst governors to the governed. If the economy is conceived as a public good and not as an addition of relations of the state, this means as a good that interest the community as a whole and all the inhabitants of a country, development plans that structure it to give a sense of order for a better performance, they must be grasped as government instruments directed towards the exploitation of limited resources (Lahera, 2004:23) to accomplish high rates of economic growth, secure the material and social benefits distribution and above all to supply the community with the essential goods and services, to promote, encourage and foster productive and service activities, given these are needed in a continuous manner.

From the range of state life, a development plan is a means to govern (Dror, 1999: 138) the economy from the moment values, objectives, times, strategies and resources are defined to warrant the micro and macroeconomic spheres, so the market and state, have connecting vessels that motivate progress with a community sense and social equality. With a development plan, the microeconomic sphere designs incentives in favor of investors, families, enterprises, and businesses that enable the increase of material wealth in the field of domestic scope, which has at the same time, public influence.

The macroeconomic sphere is related with employment, investment, production, consume matters, in sum with a spectrum of public policy that intertwines productive, tax, financial and monetary processes that facilitate sustained growth of economy itself in a superior rate in proportion to the number of inhabitants, and replying to distribution criteria that awaken the individual, public and social development (Aguillera, 2012:69-71).

To govern in a sense of ruling the economy denotes that a development plan rationalizes its capacities and resources from the adopted strategies and the results to be obtained. To rule the economy implies a deliberate effect in production, finance, commerce, services and technology, in order
to have within the productive forces of a country, improved scales of development and a better impulse that permits productive systems to be simultaneously combined in capital growth, expansion and multiplication.

In the broad perspective of the view to govern the economy, it signifies to summon the actors that contribute capital and investment, assuming risks, to do business and produce productive advantages in growing scale. It comprises the working foundation and its union association, as well as other groups such as, cooperatives, organizations of society, third sector organism and further stakeholders that have motivations to actively participate in the processes related to material wealth production and benefit distribution. In this dynamic collaboration agreements are requested with economic and social groups, broad negotiation with political actors of society, but above all, clarity of where the economy stands, its direction, expectations and how is the public policy strategy designed (Torres and Herrera, 2012:46) in relation with production of wealth, distribution of benefits and the achievement of equality with social wellbeing.

From this point of view, a development plan is a negotiated strategy with political, institutional, organizational backups, incentives and commitments that government assume while building cooperation bridges with the actors of society and in this sense structure organized activities in period of time (short, medium and long) that show how to drive economic efforts to overcome ancient problems, recent scarcities, and augment development possibilities with equity to respond to future demand of goods and services. This is the meaning of ruling the economy that also considers not leaving things to randomness, but to diminish uncertainty and overcome the notion “invisible hand of the market” (Stiglitz, 2012:80-81) to assume a solid commitment that allows the design of collective goals, that are organized as a set of common priorities (Peters, 2003:7) to be accomplished, selecting the means to be applied to achieve the desired results.

Current conditions of contemporary society, the ideal State profile to design and implement the development plans is that of a Promoter, which implies from the government, a broad call that invites to participate under a commitment system, to political and social actors convinced that the functioning of the economies is not a matter of processes regulated by the market forces, rather that it needs a quality intervention from the State to ensure advantageous outputs, high growth rates and better use of technological innovation to strengthen productive forces.

In this sense a development plan, is part of the rules of the game (Stiglitz, 2012:107) that the State generates in order to structure and motivate production factors, as well as the interested factors in a public interest based economy development, with is not contrary to private interest but it is contained and in this way it is possible that the economy market based in
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economic liberties to produce, distribute and trade are the joining piece of society and State with market processes that are always means to achieve a better production of goods and services and never an end by themselves (earning, profit and advantages).

A development plan must be understood as a means that enables the organization of a better use of scarce resources, the ones are methodically and efficaciously channeled towards the field of productive investments, efficient public expenditure and strategic private investment. In light of that a strategy with public, politic, economic and social purposes that are included in a task to govern, which indicates that a country’s governability is to a large degree dependent on the achievement, within the production and distribution of goods and services economic phases, of a superior growing rate of the economy than of the society and that institutional processes (Ayala, 2000: 67) to distribute the benefits have as referral equality and wellbeing.

The governmental vision of a development plan must outstand to organize the economy moving institutional processes, to place it in institutionalism ranges –alternative analysis, decision making and public resources clearance– that must be guarded to prevent investors to move on an uncertain environment (Ayala, 200:72) and that the erratic behavior of markets, that may originate crisis, turbulence and imbalances that could lead to negative public costs to civil society and other productive agents.

The governmental nature of a development plan does not implies the return to statism, nor the great interventionist policies (Aguilar, 2006:122) that saturate society and economy, up to the point of hindering its development, limiting the freedom of enterprise, production, commerce that are cornerstone to the creation of wealth and capital. It is an affair that highlights the steering, coordination and incentives, that cannot be put aside when evaluating a country’s public capacities, it would be to embroider in the void, if the development plan itself is taken as an instrument and not as something ideal for the economy to develop its capacities, processes and productive systems under an incentive an regulation practices logic that are necessary for the better advance and use in public terms.

A core aspect in the approach of governing the economy is the public policies as an intervention strategy in charge of constituted authority, hence they define the commitments, values and proposals that are intended to be satisfied in the short, medium and large term. The task to govern, as the capacity of political direction, social coordination and institutional capacity to achieve agreed objectives and goals, requires realistic strategies to motivate a satisfying performance of the economy for the advantage of the ruled. This is that public policies are a means of government intervention that under a cooperation and coordination scheme with the productive and
social agents is possible to elaborate to accomplish with the collective
goals defined in a development plan. The intervention is carried out the
established authority given it has investitures (Lahera, 2004:13) that comes
from public power, confirming fundamentals of legitimacy.

Without public policies that respond to the purposes of collective goals, a
development plan is grasped as a closed cabinet exercise, in which under
high rationality decisionist assumptions (Majone, 1997: 50-52), that is
organized in axiom, intends that productive and social outputs are optimal.
Optimal indicates the emphasis in neat and abstract rationality, not the
factual rationality related to the productive and social actors performance.
Factual rationality portrays the sense and reach of a development plan,
given it values opportunities and restrictions to structure public policies that
are feasible, namely, that must be accomplished taking into consideration
the institutional scopes that legalize its orientation and contents.

National Development Plan

On May 20th of the present year in the National Palace and amongst the
political class, social, political and economic representatives, as well as
diverse sectors of civil society and public opinion, the President presented
the 2013-2018 National Development Plan. It is a plan that articulates the
philosophy, arguments and politic stand of constituted authorities, in order
to justify the State intervention in the development processes, based in the
articles 25th and 26th of the 1917 Constitution.

In the Article 25 of the Constitution of Mexico, the lead of the economy is
conferred to the State (Political Constitution, 2009), meanwhile article 26
refers to the Democratic Planning System for the National Development
and to the commitment to elaborate the National Development Plan to
which all the Programs of the Federal Public Administration will be held to
(Political Constitution, 2009) with the participation of the public, private and
social sectors, as main driving forces to carry out the production of national
wealth. On the other hand, it is important to highlight that “In accordance to
the Planning Law, the Sector, Special, Institutional, Regional Programs, that
define the actions of the government, must be elaborated in congruence
with the Plan” (National Development Plan, 2013:3).

In this sense, the proposal of the National Development Plan responds to
a constitutional imperative and in that extent it is a State Plan that must be
elaborated to muster the resources, capacities, and technologies of the
country and thus define the collective goals that have to be defined and
enforced. The Plan responds to a political mandate that is formalized at
the constitutional level, which reflects the fact that part of the rules of the
game that have been institutionally defined to join society and the public
power in the establishment of national objectives. It is not a plan in which
State becomes the single center of the economic process, but it becomes the one responsible for convening, articulating and coordinating economic and social agents to participate in the production of the wealth that the country needs.

The National Development Plan is an exercise in public action, which indicates that the State does not elaborates it as sole player, but including the participation of forces and civil society actors to make feasible the growth and development “… the National Development Plan considers that the task of development and the growth corresponds to all the actors, sectors and all the people of the country. The development it is not the duty of a single actor, even one as central as the State”. (National Development Plan, 2013:3). The plan is a roadmap that sorts values, objectives and goals to be met in a time of six years and for that purpose, it is a shared task that requires the contribution of the various sectors of civil society to its best efficiency "Well, the Plan sets out the route that the Government of the Republic has traced to contribute more effectively to that we can all achieve Mexico to reach its maximum potential"(National Development Plan, 2013:13).

In this sense, the Plan is organized in five national goals: 1) “To achieve peace in Mexico that has as basis points thus related to governability and security of the population. This goal seeks to strengthen the institutions through dialog and the construction of agreements with political and social actors, the formation of citizenship and social co responsibility, respect for and protection of human rights… “; (2) “A Mexico to ensure the social rights of all Mexicans, that goes beyond the welfare and that connects human capital with the opportunities that generates the economy within the framework of a new social productivity which lessens the gaps of inequality… “; (3) “A Mexico with Quality Education refers to the integral development of all Mexicans, so that we have prepared a human capital that will be a source of innovation and enable all the students to reach their highest potential. This goal seeks to increase the quality of education so that people have the tools and type your own success story…”4) “A prosperous Mexico that promotes the sustained growth of productivity in a climate of economic stability and through the generation of equal opportunities. The foregoing considering that an adequate infrastructure and access to strategic inputs promote competition and allow greater flows of capital and knowledge to individuals and companies with the greatest potential to benefit from it…” productivity, economic stability and the equal opportunities and 5) “a Mexico with global and international responsibility will be a positive and proactive force in the world, a nation at the service of the best causes of humanity. Our global action should incorporate the national reality and domestic priorities, framed in the other four National Goals, for they are a defining agent of foreign policy…” (National Development Plan, 2013:10).
On the other hand, the Plan is based on three cross-cutting strategies for national development that have their respective line of action for the national development and which are: 1) to democratize the productivity involves carrying out public policies to eliminate the obstacles to achieving your maximum potential to broad sectors of national life. It also means generating the correct stimuli to incorporate all the Mexicans in the formal economy... “; 2) Government close and modern that alludes to how policies and actions of government are directly concerned with the quality of life of the people, so it is imperative to have an efficient government, with evaluation mechanisms that allow them to improve their performance and the quality of services; simplify the normativity and governmental procedures, and accountability to citizenship in a clear and timely way. For the foregoing reasons, the policies and programs of the present Administration must be framed in the modern Government near and results-oriented, which optimize the use of public resources, use the new information and communication technologies and to promote transparency and accountability on the basis of a elementary principle enshrined in 134th article of the Constitution: “The economic resources available to the Federation, states, municipalities, the Federal District and the political-administrative bodies of their territorial demarcations, will be administered with efficiency, effectiveness, economy, transparency and honesty to meet the objectives for which they are intended” 3) Gender perspective that emphasizes “the present Administration considers essential to ensure substantive equality opportunities for women and men. It is inconceivable aspire to bring Mexico toward its maximum potential when more than half of the population is facing gender gaps in every area ... “ (National Development Plan, 2013:10-11).

In this sense, the Transversal Strategy Close and Modern Government is the political and institutional profile that has been defined by the present Administration to take the design and implementation of public policies in each of the National Goals, given that it responds to the democratic trends that the country is living, as well as to the times that advertise that public affairs are not exclusive monopoly of the State, but that there are other actors in society, the economy and the third sector, which have an interest in participating, intervene and assume joint responsibility in the orientation of the collective problems agenda in the public policies view.

On the other hand, it should be noted that for the better performance of the five national goals, these are organized through transverse approaches, based on strategies and lines of action. Thus, in the transversal approach (Mexico in Peace) of the Strategy I, with their respective line of action postulates “Foster the successful implementation of the strategies for the achieving of a Mexico in peace, with the objective of reducing the impact of insecurity in the operating costs of companies and producers in the country” and organized in the Strategy II, consistent with its line of action,
points out that the Close and Modern Government and that includes the following points: “1) Tighten from the Office of the Presidency, the Ministry of the Interior and other competent bodies linking with the organizations of civil society and promote citizen participation in public management; (2) Evaluate and feedback the security forces actions with clear, measurable and transparent indicators; 3) Promote congruence and consistency in the Mexican normative order at its various levels, as well as an effective and efficient legal system to ensure legal certainty; 4) Promote efficiency in the formal and alternative Justice System; (5) Assist in the promotion of actions for greater effectiveness of justice in the states and the Federal District and 6) Strengthen the scientific research and development to better argue the allegations through the use of the technology and communication; 7) Spread in accordance with the principles of legality, legal certainty and respect for human rights, public government information; 8) Promote the respect for Human rights and the relationship with national and international organizations in the area and 10) Strengthen the policies in the field of federalism, decentralization and development of the states and municipalities of the country”. (National Development Plan, 2013: 68 and 69).

In the transversal approach (Mexico Inclusive) that has as its objective “Guarantee the effective exercise of social rights for the population”, as a strategy “to Ensure an adequate food and nutrition of the Mexicans, in particular for those in extreme poverty or lack of food”, the points that correspond to a Close and Modern Government in its line of action are: 1) To develop evidence based public policies and whose planning use the best inputs of information and evaluation, as well as the best international level practices; 2) Incorporate social participation from the design and implementation to the evaluation, and feedback of social programs; 3) Optimize the operating expense and the costs of care, with an emphasis on investment spending strategic in nature and/or priority; 4) Evaluate and hold accountable for the programs and public resources invested, through the participation of academic and research institutions and through the strengthening of community social comptroller; 5) Integrate a voter list with unique identification of beneficiaries of social programs, making use of the new technologies of the information; 6) Design and integrate functional systems, scalable and interconnected, to make the transactions of the government agencies of social security more efficient and 7) Identify and precise critical operational risks with an adequate technological support”. (National Development Plan, 2013:76).

In the transversal approach (Mexico with Quality Education) that is part of the Strategy I Democratize the productivity, highlights, among other aspects, in its line of action “Focus the effort of education and training for the job, with the objective to increase the quality of human capital and link it closely with the productive sector, coordinates the efforts of social policy
and educational care for the poorest population to create conditions that will improve the admission, retention and performance of school pupils from low-income families..." and its corresponding line of action so far with a Close and Modern Government is: 1) Operate an Information and Knowledge Management System that would enable the authorities have in a single platform data for the planning, administration and evaluation of the educational system and to facilitate the transparency and accountability; (2) Form a National Planning System that promotes a better development of the educational system; (3) Progress in the formation of a comprehensive system of assessment, fair, comprehensive and suited to the needs and regional contexts of the country; 4) Strengthen the mechanisms, instruments and practices of evaluation and accreditation of the quality of education in medium and high level, on diverse schooling programs; (5) Update the general legal framework that rules the life of the elementary education schools with the purpose of the educational authorities have the required parameters to regulate the activity of the stocks, and are established with clarity duties and rights of teachers, parents and students; 6) Define standards for school management to improve the performance of schools; 7) Update the standards for admission and permanence of the private schools, educational subsystems, as well as the related to professional practice and official recognition of validity of studies; 8) Review in a comprehensive manner at both the federal and state levels the regimes of the recognition of studies that institutions offer to individuals, so that the rules for the granting of official recognition of validity studies establish criteria of solid and uniform of academic quality and 9) Having a single system for the control school, based on the use of information technology and standardized records. (National Development Plan, 2013:84-85).

In the transversal approach Mexico Prosperous that has as objective “to maintain macroeconomic stability of the country” and that it has as a strategy “protect the public finance risks before the macroeconomic environment” Strategy II, its corresponding line of action includes connection to the Close and Modern Government the following: 1) Modernizing the Federal Public Administration based on the use of information and communication technologies; 2) Simplifying the tax provisions to improve voluntary compliance with tax obligations and facilitate the incorporation of a greater number of contributors to the tax rolls; 3) Strengthen and modernize the public registry of commerce and to promote the modernization of the public records of the property in the federal entities; 4) Ensure the continuity of the policy for regulatory improvements in the government and provide a suitable coordination to the decisions taken by both the various instances of the Administration and by constitutional autonomous administrative bodies at the national level; 5) Modernize, formal, and instrumentally, the diagrams of industrial property management, in order to ensure the security and the legal protection of the State to the inventions and the distinctive signs; 6) Perform an effective fight against the unfair or illegal practices,
and 7) To improve the system for issuing efficiently that impinge on the horizon for the productive sectors, pushing its time a higher technological content” (National Development Plan, 2013:101).

Finally, in the transversal Approach “Global Responsible Mexico”, located in the “ Democratize productivity” Strategy, has as a line of action, among others, “to dedicate special attention to subjects related to regional competitiveness, such as infrastructure, human capital, and labour markets, in order to generate employment in both sides of the border, strengthening the strategic alliance of Canada, United States, and Mexico by improving transportation logistics, border facilitation, legal homologation of productive sectors, and creation of new global value chains in order to compete strategically with other regions of the world is based in Strategy II and its corresponding Line of Action, based on the following elements: 1) Modernizing systems and reducing management times in Mexico’s representations abroad, in order to meet effectively the needs of nationals; 2) Facilitating the access to procedures and services of different Federal Public Administration areas to migrants abroad; 3) Generating an effective border administration to guarantee documented entries, respecting rights and freedoms of migrants, through the territorial presence of migration, custom, and security authorities; 4) Providing infrastructure to border points, promoting the use of non-intrusive technology for an orderly management of the flow of people and goods; 5) Promoting transparency and simplification of procedures related to foreign trade, as well as issuance of immigration documents, to eradicate corruption in all government bodies; 6) Broadening and deepening dialogue with the private sector, social sector organisms, and civil society organizations, and 7) Promoting the protection and promotion of human rights according to Mexico’s international commitments” (National Development Plan, 2013: 1105).

Near and Modern Government

If the main objective of the Development Plan 2013-2018 is “that Mexico achieves its fullest potential” through the definition of five National Goals and three Transversal Strategies, one of which is the category of Near and Modern Government, the Government of the Republic takes on the commitment of becoming and actor with initiative, proposal, and vision on how to organize the country on a base of public actions that are the result of agreement and compromise and that respond to a logic of cooperation within the frame of a market economy, not a State economy that once was characterized by the control and monopoly of the State on important areas of productive life and services. Today, the scheme of market economy is the one to be stimulated, with less presence of the State, meaning that the State’s intervention in production and distribution of public goods and services is not stimulated. This political and institu-
tional environment are the “game rules” in which the Government Plan is made, and it is fundamental to point that out to locate the space-time dimension of the Plan for the next six years.

The Plan understood as a route and commitment system consists on a set of values, commitments, objectives, and goals are the guidelines of the efforts that demand coordination and efficiency on the base of a public action system, not of a State-dominated action. In this case, and taking into consideration the country’s development on its road to democracy, it means that the Government’s profile must respond to the plural and diverse dynamic of public space with open-management institutional structures (Mariñez, 2009:45), and oriented to co-responsibility with the society’s economic agents. This has had since the late eighties a greater social, economic, political, and cultural force to be taken into account when defining and elaborating the public agenda.

Indeed, the Mexican society has entered with the force of public space to the path of economic and political openness, a more intense competition, liberalization of social, political, and economic processes, and alternation in power, which means that citizens (Vargas, 2008:16) are not atoms; they are active, informed, organized to debate on the sense of public issues and the need of public policies. Both the economic and political market have a fundamental role in the civil society’s dynamics, a situation that means that government issues are the center of attention, tracking, and monitoring from several viewpoints, organisms, and practices of Mexican society. Once, government issues were characterized by being more opaque and distant from society. Today, due to transparency, it is feasible to turn this situation around to getting to know them, know where they’re at, what do government management agencies do, who are responsible of the management of the policies, and what are the costs of the developed actions.

The vision of the Government in a political system that used to reproduce opacity (Uvalle, 2013:49) without any restraint, leads to a government profile with an interaction that is more visible and obvious to society, considering that the democratic game encourages social and political actors to have more active roles in relation to collective issues. When, in a civil society there is a reactive public the analysis of collective issues multiplies, the debate amongst political actors intensifies, the discussion of the Government’s agenda increases, and the public opinion’s participation is extended through print, visual, and digital media, resulting in governments that no longer work as a black box, but are open systems that interact with actors, organisms, groups, classes, sectors, and voices that are the voice that are the foundation of the plurality of the country.

In the country’s current conditions, the Near and Modern Government profile must be understood as an archetype that will be broadened with
the society’s public space participation and the political definition from power, in the sense that it is necessary to carry out punctual efforts to make this a reality. What makes any institutional expansion difficult is the time and means needed in order to achieve it. The country has institutions that can be of use for the successful expansion of the Near and Modern Government, such as transparency, accountability, and public evaluation systems. Transparency in the sense that the nearness of Government and citizens means the right of access to information is increasingly more effective and vigilant of what constituted authorities do as the ones responsible for the government administration and management. In terms of accountability, it is fundamental to give greater force to the responsibility principle so that both authorities and State administrators justify to society and citizens the way in which public policies are accomplished and in its case to substantiate responsibilities when there is a failure to comply with rules, operational deficiencies, lack of results, unlawful conduct, and public policy failures. By public evaluation, it is feasible to value, measure, and register the Government’s performance to associate effectively costs and benefits in order to raise awareness on the importance of public money.

In this case, it is fundamental to highlight the way in which public resources must be administered on a foundation of honesty and responsibility. The country’s tendency is that the Government is increasingly more open, interactive, persuasive, and responsible. The current times are not propitious for institutional setbacks, but to assume the challenges with the organized action of the different sectors of civil society. Governing is not anymore about favoring protocols in limelight environments, but about an ample relation and communication with society, public opinion, civil organizations, political parties, business chambers and the third sector.

It is fundamental that the Near and Modern Government profile becomes a part of the institutions of the Constitutional and Democratic Rule of Law. There’s no use in ruling when constitutional and legal institutions are devaluated, because this has risks on society, citizens, and companies, because of the lack of institutional certainty and the negative costs of the arbitrary exercise of power. It is fundamental for Mexico that the Near and Modern Government profile has as its foundation the best practices of the Constitutional and Democratic Rule of Law. In this commitment, both political and administrative authorities have the obligation and responsibility to generate certainty that society, citizens, economic agents, political and social actors, and the rest of the civil population need to avoid that uncertainty in the exercise of power represents a risk for property rights, unjustified rise of transaction costs, and legal uncertainty when sanctions and penalties are applied.

To improve efficacy of the Near and Modern Government profile, it is fundamental that the power control (Valadés, 1998:23) becomes one
of the guarantees that help creating institutional certainty, in terms of prevision and trust as to the actions of power itself. Another legal practice that stimulates a confidence and certainty environment is the efficacy of checks and balances (Uvalle, 1984:226), since it reflects the distribution of power through attributions and responsibilities of the State in order to avoid a pharanoic and centralist exercise of power that degrades society, hurts individual and citizens’ freedoms, and ends up preying on public resources. If the institutional frame of the Near and Modern Government aspired in the Plan is clear, efficient, and congruent, there is no need for insecurity in the exercise of power; there will be a trusting society because its organization is based on foundations, rules, procedures, authorities, and the principle of responsibility, which are fundamental in a Constitutional and Democratic Rule of Law.

The relevance of a Near and Modern Government to fulfill the five National Goals cannot be denied. It responds to a transversal public policy vision. A consequence of redistribution of power in society, market, and citizen space is what allow public issues not to be valued only as sectoral; their definition poses a horizontal and transversal scheme that abandons the Plan’s strategy to make Government commitments in the years to come. When public action is more horizontal and transversal, the Government’s responses have a profile of incentive, collaboration, and co-responsibility. Hence the novel criteria of the Plan when stating as a general objective that Mexico reaches its full potential, based on five national goals and three transversal strategies.

Both national goals and transversal strategies are the guidelines to the creation of sectoral programs. It is the way to design a Program that is not pyramidal or overwhelming, but it values the energy of society, the people, the social organisms, and productive agents in order to organize a public policy system that demand a broad discussion of its contents and broad consensus for its adoption. It is foreseeable that the government action flows better through the way of effort coordination, which means that the steering of society must privilege dialogue processes that allow the exposure of arguments so that political, economic, and social actors persuade each other into adopting public policies.

**Fulfillment of the Plan: the implementation challenge**

The task of governing is credited when there are favorable results on civil society lifestyle, as well as a better public economy performance as a whole. Governments are institutions dedicated to take care and solve continuously collective problems. They are a set of capacities focused on public objective achievement. In this sense, a prestigious legitimacy is related to efficacious results. This means that once the National Development Plan is elaborated, the complex phase of its success begins,
bearing in mind the Near and Modern Government profile that has been
defined for its fulfillment. In this case, the implementation activities –the
ones related to the achievement of objectives and goals of the Plan-, is the
biggest challenge to rate the management capacity and to execute public
policies correctly.

Implementation understood as actions (Meter y Horn, [1978] 1993:99)
oriented to the fulfillment of preset objectives and goals also alludes to the
government’s performance as to the capacity to translate into execution
political decisions, is the hardest phase a government must face, given
that it is characterized by a set of challenges that must be overcome so that
public action becomes more productive and efficient. In this case, the
Plan’s objectives and goals are the core that must be satisfied so that
it is understood as a tool of government action, and as a mean that,
once it articulates society and the State, must be oriented towards the
achievement of collective goals.

Mexico is a country with a strong tradition of economic and social plan-
design, but it has not always been successful as to its implementation.
This necessarily means a serious work of articulation of interests,
coordination of actors, forces, groups and organisms, government orders,
and collaboration of the three branches of State, as well as the efficient
operation of a public management system. The country’s institutional
memory is active when it comes to elaborating plans, but not when it comes
to accumulating experiences and results that may mean an exceptional
implementation phase. In this case, it is fundamental for a successful
National Development Plan 2013-2018 that the government has a system
of direction, organization, coordination, implementation, and evaluation
capacities that allow a better knowledge as an entity that is in charge of
improving conditions and lifestyles of civil society.

In order to have a successful public action, the existence of government
agencies and organisms is not enough; their administration and
management means must work efficaciously. If these means that are
fundamental for public work do not develop their activities and tasks on
basis such as quality, innovation, and responsibility, which are inherent
to the Near and Modern Government profile of the Plan, there’s no use
for the efforts invested on the implementation stage that is fundamental
to achieve, and that is based on activities, operations, times, processes,
and strategies. The fulfillment of the Plan is a task that involves constituted
authorities and the State’s administration. In order to achieve this, they have
criteria, guides, routines, laws, budgets, regulations, methodologies, techni-
ques, and technologies that are to be combined efficiently to achieve the
expected results. But it is also fundamental a reliable commitment of
the public personnel with the philosophy and objectives of the Plan, so
that they will make it theirs. Without the conviction of public personnel
organized in *moral communities* (Cortina, 1997:69) that cultivate relations of work, cooperation, and direct contact with citizens, nothing postulated on the Plan have any effect without a fulfilling support, since they combine professionalism, efficiency, efficacy, final product quality, as well as attention and service to citizens (Cortina, 1997:69). It is also fundamental that the people responsible for the leadership of the Mexican State commit so that the Plan is fulfilled and that quality of life becomes the central benchmark that allows the reactivation of productivity and welfare of the civil society.

Without a political commitment and administrative conviction, the Plan is in risk of becoming like the rest, even though it has a constitutional and legal mandate. We must bear in mind that the fact that the Plan has been made does not guarantee that it shall be fulfilled the way it was structured and negotiated; it will be adjusted and adapted in order for it to be successful, because the road of implementation is not characterized by calling on linear or determinist processes, but by always combining contingencies, conflicts, delays, outdated norms, and lags in accomplishment processes. We must learn the secular lesson that a plan made according to the constitution and the law does not necessarily mean its exact execution (Grindle, 2009:33) because throughout its implementation there shall be setbacks that must be overcome with heuristic creativity. The implementation process (Grindle, 2009:42) is not the fastest phase to achieve a plan’s objectives, it is the hardest because of the conflicts that arise, the lag of resources, the diminishment of budget, the lack of ideal personnel to carry out the fulfillment of collective tasks, and the changes on the counties’ external context, which require the redefinition of objectives and goals initially authorized. Besides, we must know how to manage the tension (Rein y Rabinovitz [1978] 1993: 157-158) between legal, bureaucratic, and consensual imperatives that, even though they are necessary in the fulfillment of public policies, increase the implementation process’ complexity.

In Governments, decision-making is fundamental, but it is even more important that everything that has been decided is achieved in due form, time, and according to the procedures that legalize governmental action, overcoming the setbacks that may be generated by asymmetries of information. We must remember that a plan is a guide of action, a route map, a chart to rationalize the steering of public life. However, there is no accurate guide to achieve the implementation tasks with no restriction or flaw. These are related to laws, routines, guidelines, manuals, instructions, even conflicts and lack of coordination are formed and reproduced in every government organism. The way these restrictions and flaws are overcome depends on the capacity to fulfill the implementation objectives.

It is equally important that the bureaucratic structures of the Public Administration, which is part of the Federal Executive Power, are ruled by the principle of hierarchy, which means that the truly responsible for
the Plan implementation are the management control. This means that within the hierarchy universe the fulfillment of the Plan is not a minor issue, because the implementation for its success has in its range of processes organs, heads, attributions, procedures, instructions, decisions, resources, and routines that must be considered to avoid the illusion that the Plan’s completion has no restrictions or setbacks. On the contrary, the punctual evaluation of execution means, as well as the analysis of institutional and organizational conditions to decide the completion of objectives and goals is a central issue to consider so that we do not incur unrealistic promises, operational voids, lack of coordination, and omissions due to adversities that affect the Plan’s execution.

The institutional level of implementation of the Plan has in the Public Administration offices the principal axis to guarantee its fulfillment. When ruling, one must not lose sight of the importance of execution means, because they are the tool that transforms objectives and goals into reality, meaning to say, into results that affect society in terms of costs and benefits. If public administration is the activity that organizes the State within society, its operation must be orderly, efficient, and strategic in order to ensure result coherence, given that its operation basis is the articulation between objectives and goals.

If Public Administration does not meet the Plan’s expectations as to efficient management and operation capacities, there will be no satisfactory results. If Public Administration fails in coordinating, operating, and evaluating, the efforts to articulate society, economy, and social welfare as a State unit for a prosperous country, will fail. If Public Administration is characterized by being a lagging and inertial apparatus, the expected results will not be achieved. It is fundamental that the Public Administration operation is highly qualified so that the Plan’s fulfillment is not sporadic or erratic.

The Plan needs a Public Administration with full steering and executive capacities, so that it will be processed on innovation, strategic operation, and realistic evaluation basis. If the Plan tells us what to do, Public Administration must tell us how to achieve the government action objectives and goals. If the Plan establishes objectives and goals, Public Administration must generate the fulfillment capacity based on a public policy vision. If the Plan sets out routes and times, Public Administration must bring highly efficient operational capabilities to satisfy them. If the Plan establishes the way, Public Administration must arrange the State’s route with steering and operation capacity. If the Plan states what need to be done considering objectives and goals, Public Administration must define, elaborate, and execute the plans and programs to achieve government action.

In consequence, Public Administration depends on the fulfillment of the Plan, and this is why it is fundamental that the implementation process is
constantly monitored and evaluated, to keep an eye on the State's offices and agencies performance and so that the excepted results are achieved.

We must banish from the Public Administration sphere the idea that once the plan has been approved, everything else is practical. On the contrary, the compliance phase is the one with most mishaps, because of the multiple interactions between the Public Administration agencies. Interactions reflect work, management, and task fulfillment styles, and are determinant in the evaluation of the government's action scope and efficacy. Interactions allow us to emphasize the compliance in due time and form according to the commitment schedule, as well as their lag. They reflect the way in which the different work teams understand and execute instructions. There is no autarkic capacity in government agencies, because just as a system has interrelated and interdependent parts, implementation is made up by a chain of agencies, people in charge, activities, operation and processes that have an scope of assignment, and this determines its efficacy or inefficacy. Efficiency is desirable, but there are situations, in which not everything is functional, there are obstacles that make timely goal and objective achievement impossible.

**Conclusion**

The strategy to order, promote, and steer the economy in order to achieve social advantage and political consolidation has been set in motion with the design and approval of the Plan. The leverages that favor the country’s struggle to make good use of resources, to fulfill demands, and process the solutions that are needed, have entered a new phase of country development, which is the sum of opportunities and constraints that must be addressed with institutional capacity. In this case, it is fundamental that the Near and Modern Government profile becomes an archetype of institutional behavior that ensures a faster enrollment of Mexico to transformations promoted by globality and an accelerated market economy dynamic.

Now more than ever, international affairs are connected to the international level as communicating vessels. Hence the importance that governments become axes that organize society and simultaneously create necessary conditions for their optimal development. In the case of Mexico, the Plan’s relevance as a government instrument is part of an institutional and political vision that makes the State the starting point; so that under its leadership society and economy perform in a better way.

On the other hand, the tangible angle of the State, the Government, has to take on the commitment of harmonizing actors, resources, technologies and society organization not only in order to design national objectives and goals, but to recreate the public management capacities that allow the fulfillment of different public policy types defined throughout the Plan.
The economy’s performance viewed from the conception and practice of democracy means that the desirable profile of Near and Modern Government has the features that build trust in the constituted authorities system. From this perspective, a government that recreates publicity, transparency, accountability, checks and balances, control of power, as well as a methodical exercise of public evaluation is credible enough to be near society and citizens in the fulfillment of public tasks to achieve the development of community life. A Plan in the economic aspect is not enough because it is a means that considers technical variables, numeric value, and exhaustive rationality, but that does not consider the importance of institutional values, objectives, rules, and procedures.

Today the Plan must be considered as a part of institutional economy so that it will be governed with democracy instruments. This aspect must be complied fully by the Near and Modern Government profile so that its communication, interaction, and co-responsibility with public space are more effective and trustworthy. The operation elements in this case must be put in the context of the government’s institutional spheres, to avoid falling in a technocratic exercise that dodges the relevance of democratic rules for giving life and sense to constitutional, legal, and political frameworks from which the Near and Modern Government profile derives. In order to get the Plan with a Near and Modern Government to be valued by their contribution to improving quality of life in a society, there are two conditions: vitality of the valid framework with a productive economy, and an increasingly mature practice of democracy. This considering two central premises for modern life: the successful conjugation of a prosperous economy that has as a necessary referent the successful validity of individual freedom, equality, and social welfare. In any other way the Government’s institutional raison d’être as the center that articulates and organizes the civil society’s vital sense is weakened.

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