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THE MEDIA IN THE FORMATION OF THE AGENDA

Yadira Carrera Ontiveros*

ABSTRACT

Mass media play a relevant role in spreading public affairs that occur. Through the Agenda Setting Theory has been proven the high-power media have, to transfer to the citizenship, the hierarchy issues towards public discussions should be oriented and considered as the Most Important Problems (MIP) that government should attend. This article shows evidence of media contribution of the public agenda and contributes to the discussion about the actions carried out by the different actors to impose public affairs.

KEYWORDS: Agenda setting, public agenda and media.

INTRODUCTION

The study of the public agenda from the perspective of research in communication has shown the media power to establish public discussion topics on which citizens focus their attention. The press not only provides media coverage to events and news of the public agenda, resulting from different sources of information, among those interest groups that will seek their issues, demands, requirements and needs to be placed on the discussion. The media play a major role in defining the issues that will reach greater public visibility in the debate and will be considered by citizens as the most concerning, and these must be incorporated in government agenda.

Is common to listen that the media set the trend, determine the agenda and build the Agenda Setting. It is precisely this last one, the Agenda Setting theory, emerged since 1972, that tries to explain how media define the relevance in public opinion issues' that must be considered as a priority and frame them as part of public discussion.

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The Agenda Setting concept was coined by McCombs and Shaw (1972) to prove the media capacity to transfer the relevance of news to the society agenda. Through its daily information organization, *the mass media* influence the agenda's setting of social and politics issues that citizens must focus their attention.

Knowledge about public matters it is based on a small sample that shows the real-world aspects in which *mass media* have decided to spread:

The real world is greatly reduced by the informative systems that choose which aspects to convey in their broadcasts, and to the extended that as an audience we decide which news messages we want to be exposed to (McCombs and Shaw, 1997, p. 7).

Media have the power to decide the part of reality or environment to spread, in Lippman words (2003, p. 45) the pseudo-environment and to build our perceptions about the world. Starting from the media, the different political actors seek to place their agenda to society.

Investigation about public agenda seems to have different nuances from the political analysis point of view and from studies in communication. The first of these disciplines is centered on understanding the combination of public issues that government must intervene, while for the Agenda Setting is based on media power to transfer the relevance of matters that citizenship consider as the Most Important Problems (MIP) that government must understand.

This article analyses the role of the media in the confirmation of the public agenda, from the initial process until the positioning of topics such as MIP that citizen's place as the main issues government should take care of and will show some evidence that proves the postulates of the theory around the world.

MEDIA IN PUBLIC ISSUES

The public policies define to the government agenda as “the set of priorities that a constituted government poses as a project and seeks to make a reality along its command” (Casar and Maldonado, 2008, p. 10), as well as the problems and demands that have been selected as objects of its actions or considers that must act (Aguilar, 1992, p. 29). In this process, media also represent an important element, as the public arena in which the interested remained political actors will use to expose their ideas, projects, and interests.

The media constitute an important actor in political policies that can be part of actions taken by different opinion leaders to place their affairs. Through the press different press groups of interests will evaluate, criticize, or praise the

actions and government programs and try to incorporate their demands. In this way, mass media can be not just a channel for information transmission, but also an instrument of pressure that other actors use as a subject of their interest which is placed in the public discussion and considered by the authorities to attend it.

The attention agenda of a government can be nurtured by different sources: from the campaign plan proposed by leaders, political parties' platforms, diagnoses carried out supporting external actors, sexennial plans presented, as well as issues presented by media with greater insistence should be taken care of. Meanwhile, public agenda, referring exclusively issues that citizenship has considered as the most relevant a government should pay attention to; it is highly correlated with the issues *mass media* has provided greater coverage. In this way, the different actors who participate in the discussions issues, (from unions, entrepreneurs, civil society organizations, and bureaucracy itself) could find in the media a way to create eco in their demands and support their point of view in different moments in the process of public policies.

The Media are an important filter at the moment of deciding the news, facts, events and opinions that will be known by the audience and the ones that will be rejected, according to McCombs (1996) media dismiss 75% of the news at a first glance, these never get to the audience, and they are in charge of deciding the topic and the news audience must know because of the lack of sufficient space to deal with all the news that happen. Also, not all the material receives the same treatment when presented to the recipients, since it is previously selected and some subject is extensively and prominently exposed, while others receive a minor coverage. In the case of newspapers, they express the news relevance according to the placement, title, and extension.

The newspaper companies play an important role in the definition of the subjects' citizenship must know and through their spots generate Agenda Setting¹ Deciding and motivating the problems and ideas public should concentrate their attention to. At the same time, the media have an important role to "inform political elites the existence and magnitude of problems and build mass consensus for government activity" (Nelson, 1992, p. 122). In this way, problems receive greater coverage from the press, gets greater visibility for the government, and then decides to pay attention to it.

Aguilar Villanueva (1992, p. 25) questions the role of the press in the promotion of public affairs: What is the role and impact of electronic media in the configuration of public affairs and agenda formation? Does it facilitate or

1 The Agenda Setting process is achieved when the media manage to establish priority topics that people focus. This is evidenced by correlations between the items of greater journalistic coverage and those that the public has pointed out as the most important issues.

hinder, clarify or distort, order or confuse, radicalize or institutionalize? Also, wonders if it is limited only to the reading elite that it is used to reasoning and to be politically informed (Aguilar, 1992, p. 25). The research and findings of the Agenda Setting theory during its 40 years of existence contribute to the role of mass media in the public agenda.

AGENDA'S ESTABLISHMENT EVIDENCE

Media do not only work as socializing agents, but they can also become agents of pressure in the process of building public policies and at the same time, assessors of public duty. The coverage carried out by media could direct the discussion topics, the aspects in which opinion and citizens' interests should focus on. Mass media narrative will also influence the approving or reject perceptions public opinion will have a government, official, politician, or particular candidate.

Different studies along history have proven the high impact media have on citizens. From the Agenda Setting perspective (McCombs and Shaw, 1972) the media have a high capacity to transfer the relevance of the news to society's agenda. In this way, the list media, and the coverage issues assigned as greater importance become an instrument that can achieve to influence in the government agenda to get the attention of a particular social, economic, and political difficulty disregarded by power elites.

The parents of McCombs and Shaw (1972) explain that the media are highly effective in conveying the relevance of issues that citizens should direct their attention to and not only point out the objects on which the discussion should focus, but also the aspects or what is said of the public problematic. So that at the moment, of questioning the society through Gallup polls, what are the Most Important Problems (MIP) that in their opinion considers that the government should attend? Has been found a high correlation between those indicated by the Public opinion and the issues that the media have provided greater coverage.

Throughout its existence, the Agenda Setting theory has documented its effectiveness, in about 400 studies that have been carried out all over the world. The evidence is growing in the United States of America, the country of the founding fathers, but there is also proof of the implementation of Agenda Setting in Great Britain, Japan, Taiwan, Spain, Argentina, Colombia and Chile.

Research on the power of the media in transferring the relevance of the press to the public agenda has been placed mainly in electoral contexts to analyze the candidates and the issues that the journalistic coverage highlights in contrast to the assessments that the citizens do of politicians. In the pioneering poll

in the election process in Chapell Hill, North Carolina, voters were questioned, and the television newscasts used by voters were analyzed. In the end, McCombs and Shaws (1972) found a high degree of correspondence between the two agendas: of 24 comparisons made, 18 favored the establishment of an Agenda Setting of news and correlation with the voter's Agenda (McCombs, 1996, p. 18).

The studies of the effects of the Agenda Setting on non-electoral issues have been developed since the 1980s and have analyzed periods of time greater than those of a campaign, which is a move towards theories of long-term effects (Casemeiro, 2004, p. 89). In non-electoral contexts, the methodology used has been the same, where content analysis is carried out to the media to identify issues of greater news coverage and is contrasted with the results of a public opinion poll in which the Citizens answer about the MIPs that the government should address and in the end undergoes a process to verify the degree of statistically significant correlations.

The subjects of study have been varied in different parts of the world. Winter and Eyal (1981) studied the issue of civil rights focusing on the time in which the media delay in creating the effect from their coverage and concluded that the strongest effect is between four and six weeks. In the area of public security, high statistical correspondence has also been detected in the coverage of the media with issues of public concern. Even Ghanem (1996) went further and wanted to discover to what extent the media did not reflect reality. Through a series of surveys conducted between 1992 and 1995, he observed that crime in Texas was a subject mentioned above 10 percent of the population as MIP, but the reality was that the crime rate had been declining for the last three years. Ghanem (1996) documented a high correlation between the media agenda on crime and the public agenda by recording a Rho +.70 correlation.

In other countries, there are already antecedents that have investigated the evolution of the public agenda in different periods. Tamayo and Carrillo (2004) studied the public agenda in Spain from 1985 to 2004 analyzed the time series on the issues that citizens' judgments are the biggest problems of that country. The investigation found that five issues were able to remain on the agenda during all the years, such as unemployment, terrorism, drugs, crime and economic problems, as well as recently immigration. Tamayo and Carrillo (2004, p. 41) concluded that a significant number of issues come and go to compete with public attention, but the Spanish public agenda is relatively stable.

A joint research between Argentina and Spain during 1997 and 1998 by D'Adamo, García Beadoux, Freidenberg (2000) to measure the impact of the media agenda, conducted a survey of 1100 university students from the

humanities and sciences area where they were asked to mention the three problems that they considered most important in the country in order to compare the agenda established by the mass media. In the case of Argentina, they found that the issues were issues that had received extensive treatment in the media: “The public poses an agenda very similar to the one set by the media” (D’Adamo, García Beadoux, Freidenberg, 2000, p. 51).

The respondents in Argentina mentioned as main problems: 1) unemployment, 2) corruption, 3) crisis in education, 4) justice, 5) economy, 6) insecurity, while the media made more mention of the following: 1) Economy, 2) Justice, 3) Unemployment 4) Corruption, 5) The crisis in education and 6) Insecurity. Citizens agreed to point out the issues that the media had also given more prominence, albeit with differences in their position of importance, reinforcing the thesis that “there is a remarkable convergence between what the public perceives as more important and what the Media characterize in the same way” (D’Adamo, García Beadoux, Freidenberg, 2000, p. 54).

The researchers went further and asked about the influence of the political agenda of the media: 72% of Spaniards believe that the political agenda has control over the press, while 45% of Argentines considered it this way. Another interesting fact was the answer to the question: do you think that the media have the power to influence the decisions of politicians? Where 54.5% of Argentines believe so and 67% of Spanish subjects (D’Adamo, García Beadoux, Freidenberg, 2000, p. 56).

Recent studies of Agenda Setting have incorporated the analysis of new media and social networks. Alonso and Casero (2016) demonstrated how a social movement could influence through social networks in the media agenda and public debate. The case study of the Mortgage-Affected Platform (MAP) in Spain showed how the activist movement manages to condition discussion topics and the framework of how they are spoken of in the media. It then gives “an influence of the discourse on social change in the media agenda regarding access as framing or framing. With this, the PAH obtains both public visibility for its demands as a discursive capacity to influence the public debate, placing its frames at the center of it thanks to the media” (Alonso and Casero, 2016, p. 45).

This study seems to give a new dimension to social networks as a possible influence on the media, incorporating digital platforms between information providers in the production of news and as Alonso and Casero (2016, p. 45) conclude: “Web 2.0 offers an opportunity for social movements and actors linked to social change, to broaden their scope for maneuver in the digital context”.

The Digital Agenda approach is still little explored in the Agenda Setting study, but there are already indications that allow to orient towards the competition between traditional and new media, such as the study carried out by Rubio García (2014), who analyzed the Messages from the digital public through Twitter and detected that there is a strong correspondence between the agenda of the media and the public agenda on Twitter.

The Agenda Setting theory consolidated a method to demonstrate how the media transfer to the audience the hierarchical list of issues or problems most important to society (López-Escobar, Llamas and McCombs, 1996, p. 9). Through content analysis in the media, coverage is analyzed and contrasted with the list of topics revealed by public opinion as for the most important that should be addressed. But what are the characteristics that gather public affairs to be of interest to citizens? What are the criteria of the media and what other factors influence for an issue to gain greater visibility?

FROM THE ISSUES TO THE AGENDA

In order for an event, happening or public declaration to be incorporated into the media agenda, there is a series of internal filters directly controlled by the journalistic companies that must be accepted. From the field of journalism, agrees that events or declarations must comply with certain requirements called “newsworthiness”, that is, the criteria by which certain information is evaluated to consider that it meets the necessary value that justifies the appearance in the mass media of communication.

Among them outstand newness, present, proximity, relevance, or interest in the audience and the divisiveness (Alsina, 1993; Cook, 1996; Lawrence, 2000; Martini, 2000). Wolf define the news values as the component of the newsworthiness and answers to the question of which events are considered interesting, meaningful, relevant enough to be transformed into the story? These values are present in the journalism practice and along the process of production, not just in the selection of news, but in other steps of the process and interact until transform into relevance criteria (Wolf, 1987, pp. 119-123).

From the Agenda Setting theory has also tried to find an explanation on who sets the agenda in the communication media. Turning to the metaphor “layers of the onion”, McCombs, Eiseidel y Weaver (1991) explain the different influences that exist to the decision making in a journalistic organization to transform an affair in the news and give it greater relevance. Among the different factors are 1) the public relation offices of companies, institutions, and government that try to place their media press releases, 2) a different one points out that media

also nurture themselves from journalistic competence, 3) the technologies that allow immediate information transmission in the audiovisual media, than in the printed ones, such as 4) The Organizational Culture that rules inside companies and determines the informative coverage style depending on whether it is “serious” and “sensational” newspaper. 5) another important element are the individual differences journalists related to their professionalism and lastly 6) the styles or journalistic genres which are the heart and soul that determine what news is and how is focused. This demonstrate how the facts presented by the press come not only from what happens, but also from different actors struggling to incorporate their agenda into the media to position the topics of their interest and the approaches from which they can position themselves in the agenda of public opinion and is also attended by the governmental sphere, in such way that “the social facts are not problems, no less public themselves, except there are certain actors with particular resources and strategies that accomplish to position their vision in the government agenda”, (Leyva, Vázquez and Olaya, 2016, p. 10).

But not all the issues addressed by media accomplish to impact public opinion without having the same influence equally among citizens, given that there are the ones named “conceivable conditions” that avoid all messages to be equally permeable. These are also related to the individually oriented needs, with his/her interest in politics, educational level, sex, age, economic status, as well as credibility in media and the types of issues addressed (Casemeiro, 2004, pp. 101-104).

This vision is closely related to the Uses and Gratification Theory perspective that precisely studied the needs of the individual access to information satisfaction. Mario Wolf argues that “the mass media effect is understood as consequences of the gratifications to the experimented needs by the receptor” (Wolf, 1991, p. 78).

Based on the oriented need as the key issue to measure the influenced difference a message can have, researchers Weaver, Takeshita, and McCombs have explored these variables separately. Weaver (1977, p. 112) concluded that the greater the need for guidance of individuals in public affairs, the more likely they are to pay attention to the media agenda.

McCombs (2006, p. 119) argues that relevance and significant uncertainty among the public define a great need for guidance, which is the general condition in which the highest degree of correspondence between the media and public agenda is predicted. To analyze the Japanese municipal elections, Takeshita (1993, pp. 193-216) found that the effect of agenda setting steadily increases with the degree of need for guidance.

In addition to the individual psychological and sociodemographic variables that mediate the fixation of the media agenda among the public, there are other elements that influence, so the thematic agenda does not penetrate the audience in a homogenous way. Harold Zucker points out that in some occasions the public has personal references towards topics covered by media which are resilient or independent from the attention news have on them. Zucker (1978, p. 225) classifies the items according to the personal experience of the audience with them. In this way, he refers to *obtrusive issues*, such as those that affect the individual personally. Previous experience “obstructs” the influence of the media, so the more direct information you have on a minor issue will be the effect. Secondly, there are *unobtrusive issues* where you do not have direct experience and are issues away from everyday life that you only have access to the media. Eyat (1979) identified a set of topics in this classification. In the obtrusive included inflation, unemployment and economics, while in the non-obstructive ones mentioned security, environment and foreign policy. Following this same logic and using Agenda Setting methodology to detect the establishment of media issues in public opinion, Casemeiro (2017), supported by the annual surveys conducted in the period 2011 to 2015 by the Observatory of the Social Debt of the Catholic University of Argentina, found that the issues of agenda of greatest public concern were the problems of insecurity, poverty, and education, which concentrated almost 60% of the problems mentioned by the interviewees.

The study included in a novel way an element not previously considered: to analyze the possible link between personal experiences on the consideration of the most relevant public issues. The findings showed that the first place, insecurity was the most mentioned problem in Argentina between the years of 2011 and 2013. Regarding experiential factors, mention of danger as the most important issue (PMI) is greater among people who reported having been robbed of physical violence and firearms or white in the past 12 months, reaching among the victims. A mention of 51.4% compared to 41.7% of non-victims in 2012; of 38.8% compared to 30.2% in 2013; of 45.7% compared to 44.1% in 2014; and 39.4% compared to 35.5% in 2015. On the other hand, insecurity remained a topic of considerable coverage in the mass media, (Casemeiro, 2017, p.11). The results of this study open a gap that allows broadening the understanding of the effects of the press incorporating new elements previously not empirically demonstrated.

CONCLUSION

The Agenda Theory is employed now a day no just to point out the influence of mass media in the establishment of topics that citizens consider as the Most Important Problems (MIP), but also as an instrument through which the mass media can achieve influence in the government public agenda to get the attention of a particular social, economic, and political problem disregarded by power elites.

The Setting Agenda premise supports that media have a lot of authority to transfer to public opinion the relevance of the public discussion topics towards attention must be directed, however, not necessarily is translated to the immediate positioning, and automating attention to the government agenda. It has been proven that the mass media role in the confirmation to the public agenda is highly relevant, but is necessary to move forward to new stages where the possible existing bonds between public opinion and the attention to the public problems with government actions. Mass media are also the arenas where the struggle between different political, social, economic, religious, and educational actors compete with the press to visualize the problems from the point of the view that results profitable, as Garrud (2009, p. 61) would say, the way as a public question is built, sets the ways they are thought to condition and treat it... every general problem is a social construction.

The discoveries of the Agenda Setting Theory can be used as an important contribution to the analysis in the confirmation of topics, issues, or public affairs of the media agenda towards public opinion, as a previous process to the government agenda incorporation. This perspective can enrich the study of power struggles that occur in the process that a topic is presented as a problem in society and is pushed into the institutional agenda of governments. Both the Agenda Setting Theory and the study of public policies need to move to another phase, where it is shown how the concerns of the public opinion agenda escalate towards issues that the government assigns attention priority and seeks alternative solutions.

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THE EDUCATIONAL MODEL OF MEXICAN MANDATORY EDUCATION: ITS IMPLICATIONS IN THE TEACHER TRAINING PROGRAMS

Gabriela Flores Talavera*

ABSTRACT

Based on the case study of Jalisco, the goals and activities that teacher training schools have to consider to meet the challenges posed by the Mexican Educational Reform, enacted in 2013, are analyzed and assessed. The new Educational Model of Mandatory Education and their implications concerning the selection of principals and staff of the Teacher Professional schools, the proper quality of their training programs and the Professional Teaching Service (Servicio Profesional Docente) requisites as well are particularly studied. Some suggestions to improve the performance of the Training Teacher Schools are also offered.

KEYWORDS: Educational policies, teacher training programs, Educational Model, Educational Reform, Normal Schools.

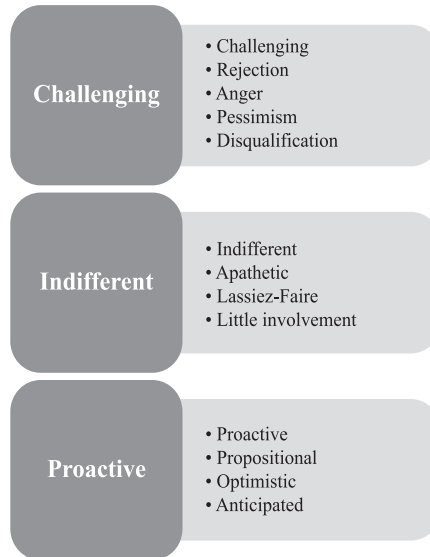
BACKGROUND

In 2013, the teacher education school level has had its own curricular reform with the implementation of the 2012 curriculum for undergraduate and pre-elementary education; and Teacher Education Schools were still in the stage of operating two different programs simultaneously the previous and the new plan. In that same year the external context was shaken; the Educational Reform began its implementation, and the Teacher Education Schools were expectants of the events that Mandatory Education were living such as: the implementation and operation of the newly issued secondary laws on education, the Professional

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Teacher Service (PTS), the entry process, permanence evaluations to teachers, the manifestations of society against the Reform; and about such developments there were mainly three reactions of the Teacher Education Schools:

FIGURE 1. TYPES OF REACTIONS AGAINST MEXICAN EDUCATIONAL REFORM



Source: Own elaboration, 2017.

- Challenging attitude. –Which consisted off adding to the widespread rejection of the changes posed by the Reform and recent public policies in basic education. Disqualification of the proposals, pessimism to concretize them.
- Apathetic attitude. –Waiting for the Reform to reach them, it would still be four or five years that are now fulfilled, and shows the lack of involvement of the teaching staff and lack of interest by the authorities.
- Proactive attitude. –Act before the imminent fact of future change and following the philosophy of the popular saying that says: *“If you see your neighbor’s beard being shave [...] put your own to soak”*; start with anticipated, propositional and optimistic measures so that the formation of the future teachers was of the best quality.

The diverse actors of the education that have a proactive attitude, envision the Educational Reform in Mandatory Education as an area of opportunity to implement public educational policies that allow the academic growth of the initial formation; these opportunities were used by many Teacher Education Schools in the country.

JALISCO CASE

In Jalisco, in 2013 an educational public policy was implemented to promote the academic and transformational leadership of Teacher Education Schools; a policy that still has an impact on teacher training institutions. The Secretary of Education significantly supported the Entity's Teacher Education Schools, working tirelessly to get students to achieve quality performance standards in admission assessments; two were the main strategic actions of the policy:¹

1. Selection of managers in a process based on academic merit through a public competition.
2. He explicitly stated to the new managers what he expected of them: They would have three years to prepare and create the necessary conditions in the Teacher Education Schools of the entity so that the graduates of those institutions were successful.

The conditions were prepared in the face of the alleged threat of the participation of graduates of other university degrees in the opposition exam for admission to the SPD in 2016 displacing the Teacher Education Schools graduates and there was a risk that they would not be able to approve the examination against college applicants. For the first time, the educational sector is open to professionals with a vocation for teaching, but with a diverse college education (SEP, 2014, p. 140), expanding and diversifying the field of competence.

The results of these strategies were surprisingly positive and against all odds, the entity achieved that the generations 2014, 2015 and 2016 obtained results above 95% of suitability, a unique and extraordinary case in the country compared to the results of other entities. In this way, and only a year after changing to Managers of Teacher Education Schools, they get the graduates to obtain their place under the regulations of the SPD, on their own merit and thanks to the training that Teacher Education Schools offered. We can say that this is an example of pro-active attitude in implementing a public education policy for initial training due to changes and reforms. Finding the areas of opportunity in front of the challenges that the external context imposes on Teacher Education Schools is one of the first tasks that must be assumed.

¹ The strategic actions to realize an educational policy always carry attitudes and reactions previously described. In particular, these two strategies were generated through processes that are analyzed under different observation magnitudes, but are not subject to analysis in this article.

EDUCATIONAL MODEL FOR MANDATORY EDUCATION

After four years of that experience, which today continues to bear fruits; in 2017, new challenges are being lived; the Educational Model for Mandatory Education presented during the month of March, declares itself deeply humanistic, with great differences to the 2012 syllabus for Bachelor Degree for Elementary and Pre-school Education. Likewise, the Model serves four levels of education: preschool, elementary, jr high school and high school assigning new tasks to Teacher Education Schools; and among them are these institutions to prepare teachers to teach children and young people to:

- Know how to learn new skills permanently;
- Know how to use information and knowledge to their advantage;
- Have values and attitudes for harmonious coexistence and the strengthening of peace and democracy (SEP, 2017, p. 129).

Among many others that are incorporated in their approaches. It also takes up the recurrences proposed by UNESCO for the profile of teachers; some are that the teachers have:

- Appropriate disciplinary and pedagogical knowledge; of the academic tradition (Liston and Zeichner, 1999).
- The skills to learn by themselves, from the tradition of social effectiveness (Liston and Zeichner, 1999) in a liquid society (Bauman, 2008). The attitudes and values to understand the multiple needs and contexts of their students from the tradition of Social Reconstruction (Liston and Zeichner, 1999).

Makes clear that if teachers have these characteristics make a huge difference in the success of learning of children and young people (UNESCO, 2015).

CHALLENGES FOR INITIAL TEACHER TRAINING IN MEXICO

Zygmunt Bauman (2008) mentions that we live in liquid modernity; that everything is disposable and that education is no longer seen as a finished product; but as a process where knowledge must be constantly updated; precisely because the data and information is impermanence get transformed minute by minute. Key learning precisely alludes to the constant change and therefore, Teacher Education Schools should continue with the same dynamic. Within the Educational Model pages (SEP, 2017) are phrases like:

Build an initial training that guarantees the good performance of those who join the teaching profession (SEP, 2017, p. 127).

The Teacher Education Schools should focus on teachers being able to build environments that encourage the achievement of expected learning by students (SEP, 2017, p. 128).

To reinforce confidence in the professionalism of teachers as agents able to discern the application of the curriculum to students with heterogeneous characteristics and active participants in the learning process (SEP, 2017, p. 130).

In different sections, as if not wanting, Teacher Education Schools become protagonists of educational change; but above all they bear the responsibility for the quality of the performance of their graduates; at the outset, there is a core questioning. Should they also attend to the training of the teachers of the High school level? The Educational Model does not mention it explicitly but fails to see between the lines that are Teacher Education Schools those that carry on their shoulders the quality of the training of teachers of Mandatory education.

Very explicitly the Educational Model for Mandatory Education is a section III. 4 **Initial Formation**, where they describe the expected changes from the Teacher Education Schools of the country; for the purposes of this study 12 major challenges grouped into three broad categories have been identified:

- A. A group of 6 general quality challenges that also apply to higher education institutions and that Teacher Education Schools have already been working for several years and that significant progress is now required to consolidate the achievements they have achieved.
- B. A group of 2 curricular challenges, specifically pedagogical and specialized that impact the syllabus of bachelor degrees in education.

FIGURE 2. CLASSIFICATION OF THE CHALLENGES FOR NORMAL SCHOOLS



Source: Own elaboration, 2017.

- C. Group of 4 challenges transversal to all Mandatory education and that the future teachers must face and successfully surpass because they are applied to the levels of preschool, elementary, junior high school and high school.

The challenges have been associated with the expectations that the Educational Model for Mandatory Education present for the training of teachers; likewise, some proposals and current trends in teacher training have been proposed, which in no way pretend to be exhaustive, but which should be considered when implementing an educational policy:

TABLE 1. TEACHER EDUCATION SCHOOLS CHALLENGES IN THE FACE OFF THE EDUCATIONAL MODEL OF MANDATORY EDUCATION			
	Expectation of the Educational Model	Challenge	Proposal
GENERALS	That Teacher Education Schools update and drive changes	1. To continue to be the mainstay of initial teacher training	Trends 1, 2, 3, 4 and 5 and a proposal for modification of organization, management and granting the legal personality as HEI
	To attract the best students	2. Strengthening and consolidate entry processes	Trends 1, 2, 3, 4 5, and 6. And a proposal of modification of organization, management and promotion in institutions of higher education
	Be solid and quality accredited schools	3. To obtain the Quality Accreditation by COPAES or CIEES	Trend 2. Case studies of accredited Teacher Education Schools. -Continue with institutional self-evaluation
	Have adequate infrastructure	4. Improve, modernize infrastructure facilities and cutting-edge technological equipment	Grant budget for infrastructure maintenance increase in the budget of federal programs PACTEN
	Have trained teachers so that they can carry out their teaching and research functions	5. To improve the profile of academic professors by creating an incentive system that promotes academic excellence	Trend 1, 2, 3, substantially modify the RIPPA in each Teacher Education School. Strengthen PRODEP for Teacher Education School
	Generate learning environments	6. Generate adequate environments for permanent learning	Trend 1. 4 Localized training -case studies- pedagogical clinic

SPECIFICS	Align the programs of the Bachelor Degree in Education to the pedagogical approach of the Educational Model	7. To offer relevant study programs and aligned the Educational Model	Trends 1, 2, 3, 4, 5 and 6.- Curricular redesign of the syllabus of diverse bachelor degrees in education of the Teacher Education School and their graduation profiles
	Link with universities for training in disciplinary content	8. Increase linkages and cooperation with other local, national and international HEI	Trends 1, 2, 3, 4, 5 and 6 and a proposal for modification of organization, management and granting the legal personality as HEI
TRANSVERSALS	That Teachers master English and know how to teach it	9. Generate generations of bilingual teachers: English and, where appropriate, some indigenous language	Trends 1, 2, 3, 4, and 5.- Curricular redesign of the syllabus of diverse bachelor degrees in education of the Teacher Education School and their graduation profiles
	That teachers incorporate ICT into learning processes	10. To promote creativity, innovation and entrepreneurship in the normal students for the creation of digital learning objects	Trends 1, 2, 3, 4 and 5 include sufficient curricular areas in the new syllabus
	Train teachers to promote coexistence and inclusive learning environments where diversity is valued	11. Educate trainers to transform the teaching practice in which diversity, inclusion and social justice are contained	Trends 1, 2, 3, 4, 5 and 6.- Curricular redesign of the syllabus of diverse bachelor degrees in education of the Teacher Education School and their graduation profiles
	Teachers who attend the NEE of the students	12. Improve and consolidate the training processes for the attention of the NEE in the diverse bachelor degrees in Education	Trends 1, 2, 3, 4, 5 and 6.- Curricular redesign of the syllabus of diverse bachelor degrees in education of the Teacher Education School and their graduation profiles

Source: Own elaboration from SEP, 2017 *Educative Model of the Obligatory Education*.

General Quality Challenges

The first six challenges are established by the CIEES or by the accrediting body COPAES and are **quality indicators**; 57 of 265 Teacher Education Schools have been working in them for several years. In Jalisco of 11 Teacher Education Schools only 3 are certified and only one in the whole country is accredited by COPAES; this achievement is considered to be from the implementation of the policy of selecting managers for academic merit. Therefore, they represent more than a challenge an incentive to continue working along this line and consolidate the improvement actions they have achieved, and will always require financial support from federal funds such as PACTEN and PRODEP.

1. Promote changes to update and continue being the mainstay of initial training of teachers of basic education. –Contrary to what the detractors of the Education Reform predicted that Teacher Education Schools would disappear; the challenge is the curricular redesign, and the change in their organization, management and of course in the way government system of institutions generate public policies that grant adequate legal personality to each institution of normal education.
2. Strengthen and consolidate the entry processes. –Given the expectation of the Educational Model to attract the best students, Teacher Education Schools face a double challenge; on one hand, the processes of selection of candidates for admission to Teacher Education Schools must be strengthened and consolidated; be strict and rigorous so that the best candidates enter, and not rigid in such a way that they block the entrance or too permissive that allow the admission of the less competent, and on the moreover, Teacher Education Schools must work in the modification of the collective imaginary with respect to the teaching task and the Teacher Education Schools formation with a dubious reputation left by the events in 2014 of the 43 students who disappeared from Ayotzinapa Teacher Education School; no parent wants their children to run with the same fate.
3. To raise the quality of training, to obtain accreditation and certification of interinstitutional bodies. –The expectation of the Educational Model is that Teacher Education Schools “... are solid schools in their organization as institutions of higher education accredited by the quality of the services that Offer” (SEP, 2015, p. 145). That give account of the achievements and advances but also of the needs and challenges of the level. The challenge is to raise the quality of training received by normal students and to accredit it the Teacher Education Schools of the country should achieve CIEES recognition or join the COPAES membership, educational policies should focus their efforts on substantially transform the government system of Teacher Education Schools by granting them a legal personality and institutional autonomy that strengthen their processes to cover each and every indicators of the assessments and achieve certification the 80% of the missing schools.
4. Have adequate infrastructure, modern and dignified per higher education with state-of-the-art facilities and equipment. –Strengthen and consolidate financing program PACTEN for maintenance and with legal personality will not have as many problems for the exercise of its budget.
5. The expectation of the Model is that Teacher Education Schools have trained teachers, in addition to their individual profile, academic collegiality should be promoted among teachers and between different fields of knowledge in

all substantive and adjectives diversified areas. The challenge is to design an incentive system that promotes excellence in Teacher Education Schools and encourages institutional changes. It should support the strengthening and continuous professionalization of the teacher's workforce so that they can carry out their teaching and research functions (SEP, 2017, p. 144). The challenge is to substantially modify the RIPPA so that the working conditions are of real institutions of higher education and quality; as well as grant financing to the Teacher Education Schools in programs such as PRODEP and significant participation in CONACYT. This requires the modification of substantial public policies in the field of normal education.

6. Generate environments that are conducive to permanent learning for future teachers through learning with tutorial models in practice such as situated training, dual training and pedagogical case studies.

A. Specific and specialized curricular pedagogical challenges

Challenges 7 and 8 represent important work on curricular reforms, redesign and updates of the 2012 Plan for Bachelor degree in Preschool education, elementary and Intercultural and Bilingual Education and the other 1999 plans for junior high school, Special and Physical Education in which, of course, it will be necessary to consider specific topics to the design of curricular academic activities and specialized to the education of the future teacher to successfully apply and perform the Educational Model for Mandatory Education:

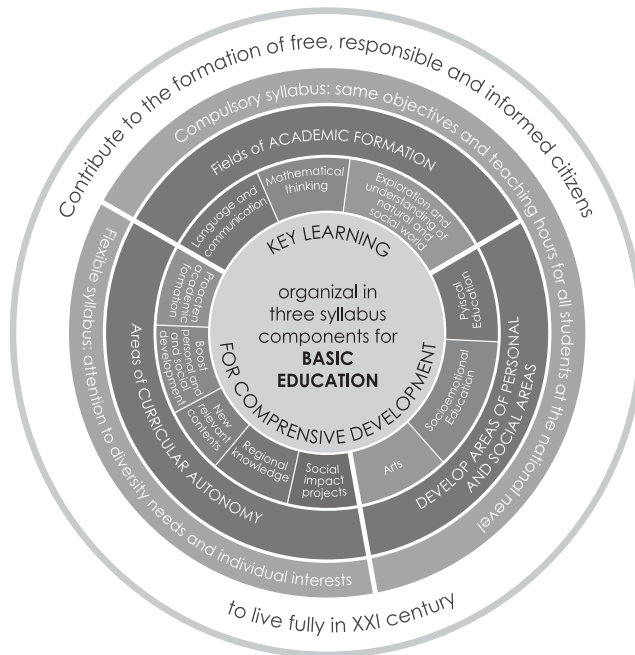
- a. Offer study programs that are relevant and in line with the pedagogical approach of the Educational Model in which they are considered:
- b. Knowledge of the Mandatory curriculum and the flexible curriculum. Formative fields, personal and social development and curricular autonomy.
- c. To deepen in the curricular knowledge of the key learnings and their didactic.
- d. Develop the socio-emotional skills of the future teachers and learn their didactics for the successful development in the students of basic education.

It is necessary to explain at this moment the obvious; the socio-emotional abilities that the humanist component of the Educational Model provides is new in an institutionalized curriculum at the national level. There are important questions now: How will our normal students do this? How will they teach something that they do not know? And this is the most important part of the challenge. There is no curricular space in the 2012 curriculum that addresses techniques or procedures in this area and is not present in the redesign that is being worked on. Certainly, each teacher training institution will include

projects, mechanisms and strategies that allow the Teacher Education School community to develop these skills.

Among the theories and concepts related to the subject are: emotional intelligence, resilience, assertiveness, stress management (quite severe problems in the teaching plant) among many others; will now be part of the activities of teachers of Mandatory education, and therefore, will form an important part of Teacher Education Schools.

FIGURE 3. KEY LEARNINGS FOR THE INTEGRAL DEVELOPMENT



Source: SEP, 2017.

This innovation is applauded; one of the author's degrees is in psychology, and it has always been considered that teachers should be **emotionally healthy**. It is hoped that in Teacher Education Schools they will give students tools to stay healthy; Is the only way to promote society's peace culture; Achieving first the internal and personal.

B. Development of teaching competences to take advantage of the curricular autonomy of the model of education

In the Educational Model of Mandatory Education, one of its strategic projects for implementing the Educational Reform is to put the School in the Center and school autonomy. This is one of the challenges in which we must work with greater care; because Teacher Education Schools have not been able to develop

this curricular autonomy, how can they develop this set of competences in students when these same institutions do not know?

Specific skills are required in the academic body; course design, course planning, workshops or complete subjects to be carried out throughout the school year. Here it is important that the normal student develops his/her ability to make decisions based on the contextual needs of the school in which he/she works to make the most of this space and the normal school must provide these tools.

FIGURE 4. SYLLABUS AUTONOMY IN BASIC EDUCATION

This component offers all basic education schools the unparalleled possibility to decide one part of their own syllabus. The syllabus autonomy is ruled by inclusive education principles that looks after the needs and interested of each student. Each school will determine in its technical school councils –taking into consideration the students and technical school councils with social participation opinions– the pragmatic contents on this component based in the learning hours available, in accordance to the guidelines issued by SEP to norm curricular spaces.*

The syllabus autonomy allows to group girls boys and young by skill or interest, so students of different grades and ages can share in the same curricular space, the five areas in which is organized are:

FIVE AREAS OF SYLLABUS AUTONOMY	EXAMPLES
1. Deepening of academic formation	<ul style="list-style-type: none"> · Language and communication: creative writing workshop, English, debates · Mathematical thinking: playful mathematics workshop · Exploration and understanding of natural and social world: technology workshop · Climate change and conditions workshop
2. Expansion of social and personal development	<ul style="list-style-type: none"> · Sports leagues: football, baseball basketball, etc · Scholar Orchestras · Theater, dance and painting workshops · Scholar convivance workshops and other spaces for emotional development
3. New relevant contents	<ul style="list-style-type: none"> · Finance Education · Programming · Robotics · Skills to start ups
4. Regional and local contents	<ul style="list-style-type: none"> · Microhistory · Technologies workshop · Local crafts workshop · Growing local vegetables and medical plants · Contextualized ecological education
5. Boost to social impact projects	<ul style="list-style-type: none"> · Waste cleaning in the community · Community and school water purification · Scholar democracy · Elimination of learning barriers of all members os school community

* The number of hours whose contents will be determined with syllabus autonomy varies depending on the level and educational modality. For example, an elementary school of regular schedule are able to have up to 2.5 learning hours of 50-60 minutes each week of autonomy syllabus. But if it is complete schedule is go up to 20 hours weekly.

Source: SEP, 2017.

C. But above all, that the Teacher Education School students develop a deep capacity to learn to learn

Learning self-management is a complex proficiency, priority in a liquid society (Bauman, 2008), which entails difficulty in changing family dynamics and achieve academic independence. To be self-didactic, to design and to make decisions in its own course of formation, to organize the agenda and the schedules of the subjects in a semester are some of the activities that evidence the competence to learn to learn. It will be the institutional dynamics of the normal that encourage them to develop this competence; but also, the student's attitude of learning will be decisive to achieve this. To increase and strengthen academic linkage and cooperation among Teacher Education Schools; but also with other HEI in the state, national and international.

The expectation is that there is a shared space between the universities and Teacher Education Schools in which they exchange knowledge that each one is expert; that they share the disciplinary learning in the universities and the pedagogical and didactic dominion of the Teacher Education Schools; each in its areas of strength to positively impact Mandatory education through the creation of synergies between HEI and academic mobility programs not only for students but also for teachers:

FIGURE 4. LINKING NORMAL SCHOOLS – PUBLIC UNIVERSITIES

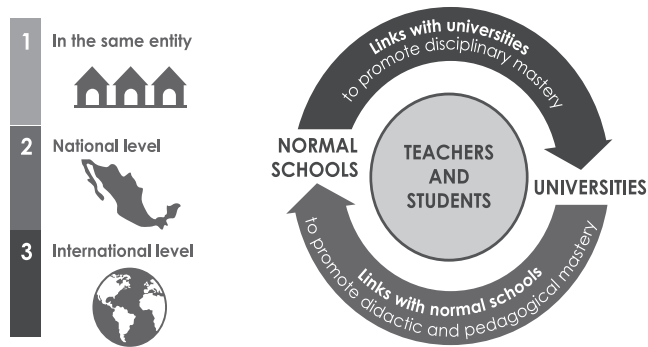


Figure 6. mobility students and teaching schemes in normal schools

Source: SEP, 2017.

In order to achieve this, Teacher Education Schools must reach the required academic and institutional maturity through their own legal personality, which is indispensable for transit and “ensure that Teacher Education Schools are consolidated as authentic institutions of higher education” (SEP, 2017, p. 147). Each Teacher Education School was created by Decree; some Teacher Education Schools were founded during the nineteenth century, and the majority

before 1985 in which they rise to higher education Rank. Modifications have been made to the decrees to extend its name to “Venerable and Centennial”; because it is time that a decree is generated by the United Mexican States Congress Union in which the Governments of the Federative Entities are urged to modify the legal personality of the Teacher Education Schools without losing their Teacher Education Schools identity.

At least in Jalisco, none of the eleven Teacher Education Schools has educational autonomy because of the nature of the educational programs offered there; nor own legal personality; element that prevents participation in Academic Development Programs such as PRODEP, or research as CONACYT; or access funds and financing like federal or international Scholarships. The changes of the reform, the current society, the indicators of quality drive and push us to generate the basic and imperative conditions to have it. It will not be possible to achieve institutional maturity if they are not allowed to grow legally. The linkage and academic cooperation with other HEI, today, is concretized through the management of infinite administrative procedures which prevents the consolidation as HEI. The synergies with the Universities that Educational Model speaks will be displaced if they do not consider this process first and something is done about it; or finally after a decade Teacher Education Schools will be blamed of not achieving the expectations.

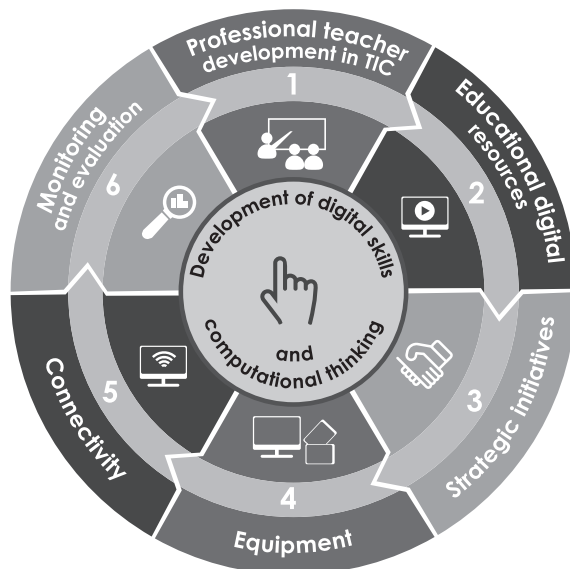
D. Transversal Challenges

The following four challenges; are not new, now with the Educational Model the expected results have been defined and refined and are also transversal to the entire system of Mandatory education in the country so Teacher Education Schools must respond with congruence.

- a. It is important to consider that the graduates of the Teacher Education Schools must also possess certifications in English not only mastery of the language but also the didactics in basic education as a second language; significant challenge for the principals and teaching staff of each Teacher Education School; because it implies that they must be able to develop the conditions of the profile required by their main employer in the normal students. To do this, it will be necessary to operate a series of mechanisms and strategies, such as: raise the requirements to obtain the degree, increase the requirements of entry to the SPD, have a budget for hiring bilingual teachers in Teacher Education Schools, strengthen academic mobility of students and teachers to English-speaking institutions, strengthen bilingual training during the stay in Teacher Education Schools, among others.

- b. An important element is to develop in normal students the skills to incorporate ICT in the learning process; these competences are already considered in the current curriculum of LEPri and LEPre 2012, the challenge is to promote innovation and entrepreneurship to develop learning objects and be more creative in the design of more dynamic learning environments like management of different tools such as *@ aprende 2.0* of the SEP or the learning of robotics and its didactics.

FIGURE 5. DEVELOP OF DIGITAL SKILLS



Source: SEP, 2017.

- c. Equity, inclusion and diversity are crucial in the Educational Model for Mandatory Education; therefore, they become extremely relevant to work as transversal axes in the study syllabus of the different bachelor degrees offered by the Teacher Education Schools. To train teachers that promote inclusive coexistence and learning in environments where diversity is valued (SEP, 2017, p. 143); and, to be formed in interculturality; strengthen and consolidate bilingual intercultural bachelor degrees' programs.
- d. An element that continues to exist is to train teachers who are competent to serve students with SEN; this is not a new challenge, but training processes in this area should be consolidated and improved. At least one curricular space should be considered in those bachelor degrees that do not focus on special education.

TRENDS IN TEACHER TRAINING

To meet the needs imposed by the Educational Model, the challenges must be assumed as soon as possible; the Teacher Education Schools have to decide with which attitude they will face them: a) reactive. –They reject and they are annoyed by the tasks that must be fulfilled; b) apathetic. –Wait to be told what to do; or c) proactive. –Seek and propose projects to successfully achieve the transition; And assuming that Teacher Education Schools are proactive, they should consider and start from some trends in teacher training.

Two Types of mixed teacher training

a) Dual Formation

It is defined as “the set of training and mixed actions and initiatives combining employment and training, which aim at the professional qualification of workers in a system of alternation of work activity in [the school of basic education] with the training activity received under the vocational training system for employment or the education system” (CCT, 2017).

In France, the dual training type is used in the last year of ESPE; teachers are hired and become the head of the core group they attend and at the same time attend college to complete their formal studies. In Mexico, it has been implemented in the business field for the training of professional staff and is implemented in the ongoing training of teachers. The key is that the trainee has a remunerated job with responsibility and returns to the university for his studies in permanent training.

b) Located Training

In Mexico, with the implementation of the SPD, we begin to work with the located training that is defined as: a set of articulated actions that promote the teacher’s permanent learning centered in the classroom, promoting the generation of spaces for the collective construction of pedagogical knowledge (Ministry of National Education, 2012) through peer support, dialogue and criticism. The training experiences are based on a premise: *who has a person to share their concerns and difficulties, has greater tools to transform their work*. Strategies are organized around classroom practices, in which teachers expose their teaching problems, to work in learning communities (Ministry of National Education, 2012).

Within the framework of the Educational Reform in Mexico, this type of training for teachers; has been institutionalized in three main areas: technical school councils, SATE and tutorial accompaniment for new entry teachers or promoted during the first two years assigned by the SPD who will be hired

during this period and will be evaluated to finally grant them a permanent teacher position.

In the case of Teacher Education Schools, during professional practice a combination of both types of training is handled which involves a tutorial accompaniment of the teaching practice of students with some variants:

- It is dual training because they go to schools of practice and return to Teacher Education Schools, the variant: they are not contracted, don't have a job.
- It is located training because they go to practice schools and the tutor of practice feedback them in the classroom, participate in the technical school councils, the variant: they do in Teacher Education Schools the collegial work and reflection of teaching practice not in schools of practice.

Learn through case studies

It is a research method characterized by the systematic and in-depth analysis of an educational element; has been imported from the methodology to be used as a didactic strategy for teacher training and professionalization. The trend is to generate a "case bank" for Teacher Education School students to analyze; the "bank of pedagogical cases" can be fed from the experiences of students' own practices, documented and incorporated into the case bank to be used by professional practice teachers or by teaching practice tutors.

We must remember that this technique is the one that allows the development of intellectual skills like the one to analyze, to understand, but mainly to act in the moment; competencies included in the graduate profile. It is also necessary to remember that it is a technique used in the elaboration and design of reactive in the opposition tests with which they will be evaluated once they graduate, therefore, Teacher Education School students should be familiar with it.

Virtual education

This is a mega trend in teacher training also known as online education. The training modality has cyberspace as scenery of the teaching-learning process; and by accommodating to student's time, solves many of the needs of teachers working away from urban areas; for that reason, the modality of continuous on-site training is not the option for them.

But in addition, Teacher Education Schools should adopt this trend, as the use of ICT in education will enable them to facilitate learning for children in basic education. Use virtual learning platforms like EDMODO, MOODLE, CLASSROOM, among others; will prepare our students to be better teachers and not only to use them but to turn them into true tools for learning.

Inverted classrooms

Formal education has been overtaken in this age of liquid modernity (Bauman, 2008) by the amount of information that is produced minute by minute. Students of all levels and modalities learn more outside of school than within it. The tendency to learn to learn permanently takes advantage of the opportunity that the context offers so the school gives a space for reflection of all the information that is received. This trend is called inverted classrooms. It is a different didactic that it is convenient that Teacher Education School students know and dominate to improve their professional performance and to increase children and young people learning achievement of obligatory education.

Didactics of robotics

Trend that supports us to overcome the challenges 6, 7 and 10. To learn robotics, to build and to program robots seems to be fashionable in this society of the knowledge. In addition, that learning robotics is fun and generates a dynamic learning environment in basic education classrooms; children learn to think, develop mathematical thinking and logical thinking, indisputable competencies of the graduate profile. With a small experience of participating in the Mexican delegation in France at the CANOPÉ I could highlight the importance of considering programming as a strategy for development of skills in children.

Being in CANOPÉ, a resource center for teachers, the exhibitor tells us that they are taught robotics and programming to children since elementary school because in France they are taught for life; for the future; And when 8-year-olds grow up, the school must have given them all the tools to work, even in jobs that have not yet been created; For jobs that currently do not exist (Flores Talavera, 2016).

Normal School students must assume this capital challenge; the Teacher Education School students of today and the next years will be the teachers of children who have not yet been born; and that they will surely work on something that has not yet been conceived; and today it is impossible to imagine; for example, today, one of the best paid jobs in the world is to be a drone pilot; and the people who hold this job were not trained in formal education; surely in the future there will be jobs from which the school must be able to form competencies for them and teachers should be able to attend to them.

Therefore, it is proposed that our students learn the didactics of robotics since basic education. Why? In addition to the intellectual benefits mentioned

above that are established in the graduate profile of Mandatory education; there is one more challenge: the elementary school teacher must know how to use and apply teaching competencies to take advantage of school autonomy. In the Educational Model of Mandatory Education, we propose in the flexible curriculum of the area of school autonomy a space that considers relevant new content and one of them is Robotics, how can it be operated if teachers lack this knowledge? Teacher Education Schools should support the deep development of creativity and innovation.

***Specific programs and proposals: live the harmonimeter,
co-curricular art and civic education workshops***

One of the great strengths of Teacher Education Schools institutions is their co-curricular, for-school or complementary workshops that are offered in a diversified and contextualized way in each Teacher Education Schools of the country, in these spaces the future teachers prepare and learn contents that are not found in the syllabus; Among which we can mention: psychomotricity, didactic material workshop, war band, ceremonial to the flag, school emergency workshop, music workshops, dance, theater, and sports such as football, basketball and volleyball.

This trend of training in Teacher Education School education should not be lost, on the contrary it should be encouraged, consolidated and transcended. Teaching art: music, dance, theater, learning to play in a war band, forming an escort, participating in sports groups, among other activities are an important part of the educational model for Mandatory education in the personal and social development areas. It is something that should not be abandoned or stopped, because it is the hallmark of the Teacher Education Schools that have forged the national identity of this country.

CONCLUSIONS

Today, at national level, educational projects are being carried out for the initial training of teachers in which student mobility and bilingualism are promoted, and are important enough to support the challenges posed by the Educational Model. However, there is no comprehensive education policy that transforms deeply the Mexican Teacher Education Schools and that catapulted the training to top quality so they perform suitably at the beginning and prominently afterwards in Mandatory education.

As well as the creation of an Educational Model of Mandatory Education combining wills, efforts, visions of all educational actors, so the Teacher

Education School level of education must face the major challenge that considers the legal personality for these HEI, and also design a Model of Initial Teacher Training for Mandatory Education that is comprehensive, inclusive, diverse, of quality, involving all actors: managers, teachers, students; With projects in each field of action: academic, research, management, leadership, administration, evaluation, certification and accreditation, but above all work an educational policy that transforms from its foundations to institutions of higher education high quality. To do so, we consider two routes that are likely to generate great controversy today: either they are granted legal personality or integrated into public universities; Both will require the addition of political, trade union and academic wills; a great effort to make Teacher Education Schools succeed and be successful.

Twelve challenges and six trends are born from an analysis of the impact of the Educational Model of Mandatory Education in the Teacher Education Schools in Mexico; three attitudes and a hyper-complex reality accordingly to Edgar Morín's terms, in a liquid society of Bauman, where educational authorities, managers and Teacher Education Schools professors decide where the education of children and young people in Mexico will go.

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THE EDUCATIONAL REFORM IN MEXICO AND SOME PUBLIC POLICY LESSONS

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ABSTRACT

It can be said that inefficiency in the spending and the low quality level in public education has been the norm in the case of Mexico. The newest Constitutional Reform carried out by the Mexican government aimed to improve the education sector by introducing some of the most important changes in the educational field in the history of Mexico. According to the official discourse, this reform has two main objectives: 1) to open the way for the State to recover the rectory of education from the hands of unions, and 2) to improve the skills and competencies of teachers through a new scheme of incentives based on the evaluation of their performance. This paper uses an extensive review of the literature to provide the reader with a wider vision about the reforms in the Mexican education sector since the 1950's, and provides, at the same time, a general overview of the government's agenda in terms of education. Whether this new reform is going to help improve the education quality for millions of students through the implementation of the New Public Administration is still something unknown since its benefits will be reflected at a medium and long term, with the PISA test being an excellent thermometer to validate the improvements to the education system.

KEYWORDS: Public education, new public administration, Education Reform, organizational change.

INTRODUCTION

A prolonged crisis of efficiency in the provision of state services, such as public education, can contribute to seriously harm the legitimacy of an entire national political system (Lipset, 1987). *Legitimacy* is not something irrelevant for organizations and institutions. Legitimacy might be understood as a major

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resource for the survival organizations as it embodies a social judgment of acceptance, appropriateness, and desirability, facilitating its access to resources (Zimmerman & Zeitz, 2002). The legitimacy of institutions and organizations is, in this way, immediately connected to beliefs about their social suitability and ability to carry on the tasks for which they were created (Habermas, 2007). Therefore, it should not be a surprise that for governments all over the world, their legitimacy is naturally linked to their level of efficiency in the management of state systems (OECD, 1997). In practically all of the Western world, the economic crises of the 70's and 80's threatened the legitimacy of the state monopoly in the administration of public services making evident the inefficiency of the public sector to provide the necessary services to citizens, such as health or education (Pierson, 1996). Thus, during the 1980s, both, in Mexico and in most of the Western countries, administrative reorganizations started to take place in the public sector in order to modernize the systems controlled directly by the state (Ferlie, Ashburne, Fitzgerald & Pettigrew, 1996; OECD, 1997).

In the case of Mexico, a series of neoliberal policies were adopted during the 1980's, having as aim to increase the government efficiency by incorporating a market approach for the public administration (Babb, 2001; Grindle, 1996). The adoption of such policies, as Charbonneau (2012) reports, were a common practice shared by the OECD. This new approach for public management was called the New Public Administration (NPA), first developed in the United Kingdom as an alternative to the bureaucratic model for public management. The NPA principles were rapidly seen by many countries as the answer for improving efficiency in government expenditure and as an answer to increase the quality of public services. In Mexico, the principles of the NPA were adopted, at least partially and at times discursive, as part of the government solutions in order to promote efficiency and quality in the public sector, starting with this a new era characterized by the evaluation of state institutions.

SIX DECADES OF EDUCATIONAL REFORMS:

AFTER THE MODERNIZATION OF BASIC EDUCATION

The new education reform in Mexico is simply the latest in a long series of reforms that have been undertaken in the basic education system since 1952. History shows us that reforms to improve the quality of Mexican basic education system have been constant. At least four educational reforms have been carried out from 1952 to 1975. One of the most important reforms was in 1959 with the implementation of the National Plan for the Improvement and

Expansion of Primary Education in Mexico (also known as the Eleven Year Plan), which finally allowed a controlled expansion of the enrollment and the institutionalization of basic education during the fifties (Latapí, 1975; López and Verdugo, 2006). The Eleven Year Plan was designed by the then Secretary of Public Education Jaime Torres Bodet, and represented a true comprehensive reform that contained policies to increase national expenditure on education, update textbook, contents and programs, create mandatory teacher training courses, increase teacher's wages, and to build and rehabilitate elementary schools. These policies achieved remarkable results in the quantitative level, since it was possible to expand the enrollment of basic students from 5,994,079 to 11,177,294 within ten years (Organization of Ibero-American States, 1997).

However, in qualitative terms, the outcome of the reform carried on during the late 50's over the quality of the teaching and learning processes were quite a different matter. According to Latapí (1975), teachers lacked support and guidance resulting in a markedly heterogeneous and deficient quality of public education. The fact of the low teaching quality was acknowledged by Agustín Yáñez, Secretary of Public Education during the Seventies, who mentioned that the poor academic results of elementary students were related to a poor professionalization of the teachers (Latapí, 1975).

THE SNTE: SYNDICALISM AND COLONIALISM OF THE MEXICAN EDUCATIONAL SYSTEM

Although most of the education reforms carried by the different federal administrations since the second half of the 20th century have counted with the support of the general public, certainly, as Santibañez (2008) points out, they never had an open support from the teachers since their wages and labor conditions suffered a continuous pauperization to the extent that the vast majority of unionized faculty began to join the ranks of marginalization and poverty during the early 70's. Even though *National Union of Education Workers* (SNTE) did not have enough power to impose its agenda on the federal government, it certainly had an important power of negotiation through its capacity to obstruct the implementation of policies originated by the reforms and, in this way, each of the reforms to the educational system represented a window of opportunity for the union to gain leverage in topics outside the scope of the defense of the rights of teachers (Street, 1992).

Through a long series of negotiations and agreements the State ended up materializing, and least in part, its new policies, and moderated the demands for a teacher's salary increment with the help of the SNTE. In this way, the

teacher's union gained ground to control strategic areas of administration of the Ministry of Public Education (Rodríguez, 2015; Street, 1983). On time, the negotiations that took place between the SNTE and the federal government during the 1970's led to the institutionalization of union participation in the processes of entry, promotion and permanence of teachers. As a political agent of the State, the SNTE dedicated to operate as a valuable actor for the federal government by counteracting the power of other important unions and groups of organized workers, as the Confederation of Mexican Workers (CTM), and operated as an agent to delegitimized the criticism to the government made by left-wing parties during the 70's (Rodríguez, 2015). In other words, during the 70's, the SNTE, gained enough power *de facto* to dictate the national agenda regarding education and generated important policies for the elementary level.

It was in the 70's that the SNTE reinforced its corporatism and increased its influence, in virtually, all areas of management and decision-making in the education sector *colonizing* the national Ministry of Education (Street, 1992). The cases of anomalous situations such as the inheritance or sale of faculty positions and illegal payment of benefits and the opacity over the management of finances as well as the destination of resources controlled by the SNTE started to become more and more visible to the public in general and, at the beginning of the 1980's, the "considerable level of corruption encrusted in the teachers' union [had] ... seriously affected the administrative and technical functioning of the educational system nation wide (Latapí 1980, p. 136) .

The SNTE, as well as other education union groups with major influence in the political arena not only affected the technical and administrative functioning of every aspect of the Mexican education system, but also, severely delegitimized the collective demands of education workers. This, did not prevent that teachers' unions, especially the SNTE and the CNTE, from obtaining important positions of authority in key areas of the educational system. With all, as highlighted by Latapí (1980) and Street (1992), it was more than evident that unions had become pernicious agencies to improve the quality of elementary education, preparing the ground for the formulation of new changes in the national educational system in the years to come.

NEOLIBERALISM AND EDUCATION: NEW POLICIES FOR THE MODERNIZATION OF THE EDUCATION

As previously mentioned, since the 1980's, important international financial institutions, such as the World Bank and the International Monetary Fund, emphasized the need to improve the efficiency of public administration and

conditioned the developing countries seeking for resources to make changes in the management of public services provided by the state (Babb, 2001; Elias Sarker, 2006; Grindle, 1996). In the case of public education, the focus of such changes was mainly focused at the elementary level (Vázquez, 2015). Thus, without much resistance, a whole series of policies were adopted in Mexico aligned to the neo-liberal principles which aim was to modernize and improve the different systems and institutions in charge of the State (Babb, 2001). In this way, the so-called modernizing policies gave birth to a new era in order to decrease the remarkable inefficiency and low performance of the national public education system (Alcántara, 2008).

The new neo-liberal policies pursued the introduction of necessary changes in order to decentralize the administration of the national Ministry of Education. Under this approach, the Mexican State, stimulated the participation of the private sector in the provision of different public services and facilitated the opening of markets and free competition. Likewise, the State undertook to responsibility of elaborating situational diagnoses for the public sector in order to restructure and decentralize several public service systems trying to promote efficiency in government expenditure and raising at the same time the quality of public services.

In the last decade of the 20th century the legitimization of the neo-liberal *modernizing* policies revolved around the need for a Reform of the Mexican Public Education System, *ad-hoc* with the approach of the New Public Administration, as a mean to adapt institutions to the new reality of internationalization and global competition. Thus, during the first years of the 1990's, the word *modernization* became the new 'mantra' of the federal government, and was immediately linked to other concepts such as quality and efficiency. There by, the modernization of public institutions implied a deep reorganization-aiming to boost the efficiency and the quality of public administration. In other words, it was implied that a modern government should translate into a greater efficiency in the use of resources and greater quality of public services.

According to Alcántara (2008), one of the most recent and far-reaching educational reforms occurred during the administration of President Salinas de Gortari in the early 1990's, where both, the SNTE and the federal government signed the National Agreement for The Modernization of Elementary Education (ANMEB), and published a General Education Law (LGE). These normative instruments constituted the most representative general mechanisms of the State to revalue the teaching function and to reorganize, rearticulate and subordinate the different actors of the national education arena according to the neo-liberal policies oriented to promote the quality and efficiency of government administration (Fierro, Tapia and Rojo, 2010). Under this new

legal framework a brand new order of relation between the state and municipal started, implementing with this a new set of labor rights and obligations.

Through these set policies, a new scheme of promotion and professional development known as the *Magisterial Career Program* was put in place which –at least on paper– was a fairer and more meritocratic way to determine teachers professional growth. According to the federal government and the SNTE, this new program would promote the professionalization and continuous training of teachers in an attempt to raise their productivity using a new scheme of stimulus. Under this scheme teachers would have been granted access to higher salary levels based on their academic training, job attendance, participation in workshops and seminars, as well as their professional performance and years of service. In other words, there was new an attractive carrot, but also, there was an absence of the necessary mechanisms of accountability for those who did not meet the new professional demands. As part of the negotiations, the Ministry of Public Education and the SNTE would be responsible in the conduction and operation of this new teacher improvement program, but it is worth saying that it was the SNTE who actually had greater weight in the operation of the program, having under its control the administration and distribution of resources for teachers (Martínez and Vega, 2007).

According to official data, in 2000, at least 650,000 teachers were incorporated into the new Magisterial Career Program. In practice, these policies had consequences *de facto* since the general public assumed that the poor student performance were due by teachers' lack of professionalism, leaving aside the attention of other elements such as social inequality, the degree of poverty, and disinterest or lack of support from parents. Studies such as the one presented by Martínez and Vega (2007), presented empirical evidence on the ineffectiveness of this new stimulus program as a policy for improving educational quality. And in fact, paradoxically, students whose teachers did not participate at all in this program exhibited better learning outcomes than the students whose teachers did participate in the program. In other words, the effect of this policy was the opposite as intended since many of the research concluded that the more stimuli the teachers received, the lower the learning performance of their students, and vice versa. From this it can be said that the implementation of the Magisterial Career Program did not improve in a significant way the quality of education, as was demonstrated by the students' performance on the national elementary test ENLACE and EXCALE, and in the international test PISA. Given these evidences, the policies to increase the quality and the efficiency in the educational system turned out to have a rather limited success to say the least.

A deficient learning is the most visible manifestation of the lack of quality in education systems (Schmelkes, 2010). Table 1, shows the evolution of the results obtained by Mexico in the PISA evaluation providing and insight about the backwardness and poor state of the public education system and the inefficiency of the modernizing policies in education. It is convenient to compare the results of the academic achievement of Mexican students with those obtained by South Korean students, since South Korea during the 70's presented a remarkable degree of socioeconomic backwardness compared to Mexico.

TABLE 1. SCORES OBTAINED BY MEXICO IN THE INTERNATIONAL EVALUATION PISA (2000-2012)

MATHEMATICS					
Country	2000	2003	2006	2009	2012
Mexico	387	385	406	419	413
South Korea	547	542	547	546	554
OECD	500	500	498	499	494

Country	SCIENCE					READING SKILLS				
	2000	2003	2006	2009	2012	2000	2003	2006	2009	2012
Mexico	422	405	410	416	415	422	400	410	425	424
South Korea	552	538	522	538	538	525	534	556	539	536
OECD	500	499	500	501	501	500	494	492	496	496

Source: OECD Pisa Results. Recovered from <http://www.oecd.org/>

Due to poor the low performance of Mexican students, in both, national and international learning achievement tests, the federal government began to steadily increase the expenditure in education as a sign of its commitment to educational improvement (OECD, 2010). This gradual increase in educational spending can be seen in more detail in Table 2, which shows the evolution of the national expenditure on all levels of education and the evolution of expenditure in elementary level carried out by the Mexican government from 1990's to date.

TABLE 2. NATIONAL EXPENDITURE IN EDUCATION AND EXPENDITURE IN ELEMENTARY EDUCATION 1990-2016 (IN MILLIONS OF MEXICAN PESOS)

Year	Total National Expenditure on Education	Basic Education	Year	Total National Expenditure on Education	Basic Education
1990	29, 722.8	9 266.9	2004	534, 461.1	209 492.3
1991	40, 644.2	13 014.2	2005	595, 453.4	226 578.5

1992	53, 234.3	18 750.9	2006	645, 722.4	253 240.7
1993	66, 256.9	25 715.1	2007	694, 454.8	266 358.1
1994	77, 339.20	33 747.0	2008	762, 222.9	295 277.4
1995	90, 113.2	40 036.2	2009	816, 975.4	299 671.0
1996	148, 683.3	54 326.4	2010	882, 117.5	314 729.1
1997	188, 156.9	71 844.0	2011	952, 414.1	336 839.5
1998	246, 571.0	101 274.3	2012	975, 723.3	348 647.1
1999	290, 925.9	119 519.3	2013	1,082,839.3	366,850.4
2000	353, 052.4	144 718.5	2014	1,198,949.8	396,974.7
2001	394, 685.8	160 593.4	2015	1,248,009.9	430,650.8
2002	439, 387.4	177 285.4	2016	1,257,994.1	450,979.3
2003	495, 110.5	198 578.6			

Source: Presidency of the Republic (2012); Ministry of Public Education (2016c).

It can be said that inefficiency in the spending on education has been the norm in the case of Mexico. According to data from the National Institute for the Evaluation of Education (INEE, 2015), during Ernesto Zedillo's administration (1995-2000), the government spending on education grew in real terms at an average annual rate of 10.2%, continuing the level of expenditure during the administration of Vicente Fox (2001-2006) who increased the rate in 3.2% annually, while during the term of President Felipe Calderón (2007-2012), education expenditure grew 2.5% annually. From 1994 to 2009, real growth was 136% in educational spending, but this increase did not translate into an increase in learning quality as evidenced by PISA test results (see Table 1).

The most recent data from the OECD (2016) shows that 96% of Mexico's expenditure on education is allocated to cover the salaries and the maintenance of schools in detriment of other aspects such as investment in infrastructure, professional training, or equipment and purchase of educational materials. Similar conclusions as the one made by the OECD can be observed in other studies, such as the one carried by México *Evalúa* (2010), which concludes that less than 5% of education expenditure is used in aspects non related to the operating costs of the education system.

The modernizing policies of the 1990's than continued during the decade of 2000 were formulated with the aim of increasing the quality and modernizing the educational apparatus through its decentralization. However, as reported by Fierro *et al.* (2010) in his report to the OECD, the decentralization model... was conditioned on its design and implementation by a set of political factors: a presidential regime, and a single/hegemonic party with a corporate structure. The result of these reforms at the organizational level resulted in the *administration* of the educational system now carried by the federative entities,

but with the peculiarity that the real conduction of the substantial decisions in the national educational agenda continued to be in the hands of the SNTE, under the supervision of the federal government. This, limited significantly the independence of states for the formulation of real changes regarding their own needs and contexts. It can be added that the federal government through the reform did not propose a change in relation to the pernicious relationship between SNTE, the rest of the teachers' organizations and the SEP. On the contrary, it coerced the federative entities through the General Education Law to validate the whole set of agreements signed over time between the federal government and the different union organizations (Latapí, 2004). Thus, it was evident that in order to achieve greater efficiency in the cost-benefit of resources and to improve learning processes inside the classrooms it would be needed a total reorganization in the management of the national education system.

THE PUBLIC POLITICS AND THE REAL POLITICS

At the end of 2000's first decade, it was necessary to reform the public education system in order to raise its quality and reduce disparities and inequity by improving and modernizing teaching-learning processes towards the 21st century (Ministry of Public Education, 2016a). With this goal in mind, in December 2012, the first steps were taken so that the Mexican state regained the leadership of the basic education system (Government of the Republic, 2013). Thus emerges the *Constitutional Reform in Educational Matter*, known among public opinion simply as educational reform. This reform was formulated under an approach aligned to the precepts of the New Public Administration, seeking to increase the efficiency of spending on the administration of the educational system, through the implementation of mechanisms that allowed to make transparent the use of resources, limit control of unions on the management of the education system, promote accountability and improve the professionalization of teachers through new incentive schemes.

The first actions to implement the new reform was the initiative to modify articles 3th and 73th of the Mexican Constitution, which established the creation of a new scheme of entry, permanence, and promotion within the magisterial career, based on the evaluation of performance, and gave the schools greater autonomy in their management, establishing the necessary regulatory mechanisms to make them subject to accountability.

The Educational Reform implied a huge task in terms of public policy since it required the creation of a broad consensus and obtaining the support of the main political forces of the country (Government of the Republic, 2013). The

political consensus to give the green light to the new Constitutional Reform in Educational Matters was given through the so-called *Pact for Mexico* (2013). This pact was one of the most important political agreements in recent history for the design and implementation of public policies (OECD, 2015a), which translates into an important mechanism for finding the agreements and meeting points on the topics of the public agenda between the strongest political institutions in the country.

The Constitutional Reform in Educational Matters is undoubtedly one of the great results of the Pact for Mexico and set the stage for the promulgation in 2013 of the current *General Law of the Professional Teaching Service and the Law of the National Institute for the Evaluation of Education*, as well as Such as the reforms to *General Law of Education* and *Law of Fiscal Coordination*.

With this, the Constitutional Reform in Educational Matters is one of the most important transformations in educational matters in the country's modern history, constituting, at least on paper, the central project necessary to achieve national success and development in the country in the 21st century (Government of the Republic, 2013).

Curiously, a central theme of this reform is not about the academic, but political, mainly through a reformulation of the union conquests of the teachers. Since the announcement of the educational reform in 2012, various voices from the teaching profession have noted their opposition to changes in the education system, arguing that the objectives of the reform were the privatization of public education, the weakening of labor rights of Education, and the dismissal of teachers through a punitive evaluation mechanism (Ahmed and Semple, 2016). According to the Government of the Republic (2013), it is through the evaluation of teachers that teachers' formative weaknesses can be detected and help them improve their work in the classroom, but specialists like Gil Anton (2014) referred that the focus of the evaluation contains some political, legal, labor and administrative dyes, pointing out the way in which current educational policy conceives the teaching profession as an input to improve, and guilty of all educational failures.

Hence, one of the points of greatest discussion about the approval of the educational reform in the Chamber of Deputies was precisely deciding what to do with teachers who presented poor results in their assessments and, if these evaluations depend on the permanence of teachers in the education system (Ramos, 2012). But perhaps, as Secretary of Education Aurelio Nuño said, the main reason for resisting this reform is represented by the loss of resources and power obtained by the main teachers' unions (Ministry of Public Education, 2015).

According to the official discourse, the new educational reform wants to achieve two broad general objectives: 1) to open the way for the State to recover the rectory of education from the unions, which, as Muñoz Armenta (2005) reports, practically came to colonize and exercise control of the national educational system; And 2) to establish a new basis for professional teacher service based on merit. Both objectives are based on four pillars:

1. Reorganization of the education system.
2. Reorganization of schools.
3. Professionalization of schools.
4. Relevance of learning content.

One of the objectives of the new educational reform is to promote a change in the political organization and the power structure of an educational system that has presented serious deficiencies for several decades (Ministry of Public Education, 2015). The lack of state control over the basic education system has been noticeable for years, even losing control over the teaching-administrative payroll of basic education. Incredible as it may seem, up until a few years ago, official data on elementary statistics in the education sector, such as the exact number of teachers, the exact number of administrative workers, and even the precise number of schools of basic education in the country, were almost impossible to obtain (México Evalúa, 2014).

Unlike the previous reforms, the new educational reform draws special emphasis on reducing teacher union power in the management of the basic education system, and also, this new reform emphasizes the creation of incentive mechanisms that promote the professionalization of the workers of the education, at the same time that it establishes a greater autonomy of management to the schools. Thus, using the instruments provided by the NAP, the policies for the continuous improvement of the schools contained in the reform were designed, with the creation of mechanisms for constant monitoring and periodic evaluations of the performance of teachers and schools based on quality standards fixed by autonomous organizations completely external to the teacher unions, linking the results of evaluations to meritocratic schemes of sanctions and incentives (Navarro, 2014).

The lack of information on the state of public service systems leads to opacity and acts of corruption, a key aspect of this new reform is the generation and transparency of information on public systems in order to improve efficiency in their management, because of this requirement is that within the new educational reform the National System of Information and Educational Management was created.

Under this premise, in 2013, the federal government decided to make a national census (with a cost of 740 million pesos) through the National Institute of Statistics and Geography (INEGI) with the intention of generating reliable data regarding the state of the education sector in terms of human, material, technical and financial resources (FLACSO, 2014). Thanks to this census a series of severe anomalies in the payroll of teachers was detected in which an important expense of public resources was found. Among some of the data, there are about 39,222 aviators who represent 2% of the total national educational payroll. Also 114,998 workers were detected, despite having retired, resigned and even died, were still active workers as teachers or administrative staff enjoying benefits and wages. Another anomaly that emerged from the census was the existence of at least 426 school sites that only existed on paper, since no one was able to locate these schools (Ministry of Public Education, 2016b).

To put into perspective the size of the anomalies found in the payroll of education workers, it can be pointed out that the amount of resources that have not had a justified channeling equals 6.7 times the resources allocated in a year to improve social infrastructure of the education sector, or almost 8 times the annual budget for all teacher training programs, and would amount near half of the Federal Government grant to the National Autonomous University of Mexico, or about 17 billion of Mexican pesos, (México Evalúa, 2014).

The loss of the state rectorship over public education was mainly due to the actions of two highly influential organizations in the national educational scene, the National Union of Education Workers (Sindicato Nacional de Los Trabajadores de la Educación, SNTE) and the National Coordinator of Education Workers (Coordinadora Nacional de Trabajadores de la Educación, CNTE). Both organizations maintained for decades, almost absolute control over the payroll of the teachers and administrative staff (in-service and retired) of the public education system, and they were also the ones who ultimately controlled the management areas essential for the administration of the education system. In other words, a teacher who maintained a dispute or bad relationship with the union risked being punished by being sent to a school site far from his or her place of residence, or would jeopardize his professional advancement and thus the opportunity to obtain better wages and benefits.

For decades, it has been in the public domain that before the new reform the unions had the authority to guarantee graduated teachers positions as teachers, as well as permissiveness for the inheritance or sale of jobs positions, justifying it as one more of the labor conquests achieved by education workers (Ahmed & Semple, 2016; Bensusán y Tapia, 2013; Muñoz Armenta, 2005; Santibañez, 2008).

The control exerted by trade unions on aspects such as the entry and promotion of teachers, control over the stimuli and professional advancement and other areas of the educational life of the education workers has historically been a central part of the political power of teacher's unions in order to have a significant impact on the education sector's agenda (Loyo, 1997, 2001). Hence, as noted by Aurelio Nuño, Secretary of Public Education, the recovery of the rectory of education by the state requires a major reform to an educational system widely clientelist, corporative and opaque (Secretary of Public Education, 2016b).

Undoubtedly, one of the aspects that allowed to achieve the new educational reform was the support that the federal government obtained from the National Union of Workers of Education (SNTE), as this organism endorsed the federal government reform initiative, a fundamental support to move forward in one of the main reforms of the current administration. As reported by Kaufman and Nelson (2004), in Mexico, as in the rest of Latin America, teacher unions represent the most visible and important interest group in the educational field, and have historically been the main opponents to any Reform of education systems. This can be seen, for example, in statements made by trade union leaders such as Artemio Ortiz, General Secretary of the National Coordinator of Education Workers (CNTE), who in a statement announcing the intentions to reform the education sector stated that such a reform would be an instrument to attack public education and teachers' labor rights by seeking to elevate evaluation as an element to determine admission, permanence, promotion in employment, and teacher wages (Zepeda, 2012).

There has been an extensive debate about whether this reform is truly comprehensive, or if, on the contrary, this reform only applies some political instruments of the NAP to regain state control over the basic education system without altering the teaching learning process within the classroom. Three years after the enactment of educational reform, the changes that have been promoted in the basic education system seem to be more related to the consolidation of a state control mechanism and the regularization of the educational apparatus than to the assurance of the Processes that tend to raise the quality of learning (Gil Anton, 2014).

The policies of the New Public Administration used by the Mexican Government to reform educational systems have traditionally included the establishment of new forms of relationship between the State and system actors, with conditional financing being one of the main instruments used by the government to break with the *status quo* and introduce changes in education systems. In the Mexican case, the paradoxical element is that the biased selection that has been made of the instruments of public policy has

distorted the reformist spirit and, instead, has reinforced the leadership role of the government over educational institutions.

CONCLUSIONS

The New Public Administration appears as a mechanism of change in the Management model of the institutions of public education, moving from a highly bureaucratized centralized control, to a decentralized model of state supervisory that gives greater autonomy of management to the institutions. Organizations such as the Organization for Economic Cooperation and Development, the World Bank and the International Monetary Fund have made the New Public Administration the ideal mechanism to solve the problems of inefficiency and poor quality of public sector services (Elias Sarker, 2006; Nickson, 2002; OECD, 1997). But the particular context and prevailing characteristics of public administration in Mexico –historically based on corporatism and political patronage– appear to hinder the implementation of major qualitative changes in the basic education system by not having the necessary conditions for a wide application of The New Public Administration, the same problem can be found in the reform made at the higher education level (Acosta, 2009; Ibarra, 2009; Moreno, 2014; Ordorika, 2006).

The wave of government-led reforms through the NAP is not confined to the basic education system alone. On the contrary, some of the most important reforms had to do with the design of policies to promote changes in the higher education system in order to move from a corporatist and bureaucratic model to different schemes of –University-State– relationship that allows to improve the efficiency and accountability of higher education institutions (Meek, Teichler, & Kearney, 2009; Muñoz, 2006; Ordorika, Martínez and Ramírez, 2011).

The problems that led to a reform at the higher level are similar to those found at the basic level, such as “the difficult process of professionalization of academic and administrative personnel [...] and the building of bureaucratic structures that have not been fully calibrated to ensure its effective and legitimate functioning” (Ibarra, 2009, p. 5). Therefore, the reform in basic education reflects similar elements to those contained in the higher education system reform with which various areas have been progressively modified, such as:

- Professionalization and reordering of academic staff.
- The design of a national system of institutional quality assurance through the creation of evaluation institutions.

- The evaluation and constant accountability on the improvement of institutions, study programs and academic staff.
- Update of curricular plans and programs, inclusion of technologies and tutoring programs, and the renewal of university governance and management structures.
- Creation of a new finance scheme based on the university's performance.

Undoubtedly, reforms at the basic level have had greater media coverage than reforms at the higher education level, grabbing the attention of the general public. Constant reforms at the grassroots level are heralded as the introduction of changes to the large-scale system, but the lack of continuity of the policies contained in these reforms indicates their low level of success. This is contrary to what happened with the gradual reform carried out at the higher level, where the continuity of policies has been a constant (Acosta, 2009; Moreno, 2014). The reform, although it does not seem to have led to substantive changes in the Mexican system of higher education. The first and most prominent was the linkage between the allocation of funds for universities and their institutional performance.

Grindle (1996) points out that successful implementation of the NAP requires certain highly focused state capabilities, such as: a) *the institutional capacity* of the State to exercise its authority and effectively regulate the interactions of actors in the education system; b) *the technical and administrative capacity* to drive changes in the management and administration of institutions; c) *the political capacity* to establish effective channels for conflict resolution. In addition to the above, there must be the capacity for persuasion to add the different actors to this new reform. As Moran, Rein and Goodin (2006) point out, it cannot be expected that public policies will be implemented in the way that they are planned for the simple fact of having been approved. The actors in charge of carrying them out must be persuaded if these policies will succeed in the practice.

The perception of the evaluation of teachers as a punitive mechanism has been the aspect where there has been a greater controversy and discrepancy between the actors of educational reform (Ahmed & Semple, 2016). The attitude of the government, according to Gil Anton, has been to create through the media a summary judgment and the 'demonization' of teachers, simplifying the systemic problems of public education and putting on the table the mandatory teacher assessment –raised to constitutional rank– as the only solution to the low educational quality.

The full success of educational reform at the basic level is uncertain because they face a number of state disabilities that reflect what Nickson

(2002) denominates as an immature administrative system, in which it is not advisable to implement the New Public Administration because the potential gain in efficiency in administrative management will almost certainly be overshadowed by the high costs that result from problems of coordination and political instability

In reality, the benefits of the new educational reform will be reflected at a medium and long term, with the PISA test being an excellent thermometer to validate improvements to the education system (OECD, 2015b). According to the OECD, Mexico has improved its results in math and reading, but the improvement is so slow that if the present pace is maintained, it would take more than 25 years to reach current average OECD levels in math, and over 65 years in reading. Educational reform is an undeniably necessary aspect that has to be made, but it is risky to express today an opinion on whether the modifications that have been made to the educational apparatus will result in an integral improvement of learning, or it is just a modification of work related topics between the magisterium and the State.

In brief, from the 80's to date, educational reforms in Mexico have been inspired by the set of mechanisms offered by the NAP. History shows us, however, that the implementation of these mechanisms has been done selectively, taking care to avoid those disruptive measures of the academic-pedagogical status quo and opting, instead, for policy instruments aimed at recovering bureaucratic-Education systems in charge of the State.

The contrast between the “noisy” processes of the reforms developed in the basic education system vis-a-vis the “subtle” but consistent processes carried out in higher education. The available evidence allows us to affirm that the results have been more positive in higher education, where there have not been major reforms, but processes for ongoing improvement oriented to the quality and efficiency of the system. Thus, the success of a reform depends not on how disruptive it is, but on the gradual conviction it generates in the actors involved, through incremental actions sustained over time.

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INNOVATION IN THE SPANISH EDUCATION SYSTEM WITH A GENDER PERSPECTIVE. CHALLENGES AND IMPLICATIONS FOR ACADEMICS

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ABSTRACT

Gender inequalities still present in the daily actions of women and men, the education sector strengthen concrete efforts to eradicate sexist roles and stereotypes under the vision and inclusion of gender in educational programs and in the teaching act to promote the principle of equality between the sexes, this is a factor of innovation and educational change as it transforms, (re) designs and (un) mounts the identity and skewed patterns designated by the patriarchal system within the educational, organizational tradition, contents educational curriculum, etc.

Indeed, this article aims to give an overview of critical and analytical of the Spanish educational strategies with a gender perspective, highlighting the pros and cons processes to provide access and equal treatment for all students. Because achieving gender equality must be the result of a free, equal, and unbiased education.

KEYWORDS: educational innovation, gender, university teaching, coeducation, good practices.

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INTRODUCTION

Genre approach is unpredictable now a day in the designing and implementing of the educational policies to guaranty equal access opportunities and teaching to both men and women. The genre analysis allows to visualize, to comprehend, and to intervene in the imposed and unfair sexual hierarchy, where masculine power prevails, positioning women in a submission condition, both salary and educational discrimination, violence, invisibility, and scorn of feminine scientific contributions.

This article pretends to join the discussion on the need to combat these androcentric practices that obstruct the social and professional women development. Starting off the current progress in the regulation mechanisms that give the answer to this legislative socio-cultural-patriarchy problem, the importance of deepening the analysis of these novel mechanisms with a genre perspective is emphasized. The progressthat the Spanish educational system has hadstarting from inserting of the coeducation for genre equality strategy have been mentioned particularly. However, the success of these mechanisms depends on the degree of involvement, cooperation and coordination between the institution and faculty to achieve this goal, besides cultural changes that modify perceptions and practices of the university community. Therefore, the affirmative teaching community participation to create and to be at the forefront of the educational processes for genre equality deserves particular attention given there is still challenges and defiance to face to reach the desired real genre equality.

GENRE EQUALITY: PRIMARY GOAL IN SPAIN AND EUROPE

Since the nineties, the genre equality speech has taken an increasingly prominent role on the European political agenda. There are some regulatory, advocacy, and promotion backgrounds that have laid down the foundations for equal treatment, education, and opportunity for both men and women in Europe. However, despite the existing normative tools that incorporate affirmative actions that are inclusive and egalitarian in the legal and legislative frameworks, real and practical gender equality still fails in consolidating in everyday life, family, work, and education. As a proof of this, sufficient it to mention that women are the majority of the bachelor's degree, University graduates, postgraduate students, who are not able to enter the working field. It is still obvious the job inequality,prevailing insurmountable glass ceiling that prevents women from crossing their goals and promotion to high-level posts,

prevailing invisible barriers associated with the construction of the subjectivity and feminine genre identity that provokes acting processes in detriment professional success (Barberá E., Ramos A. and Sarrió M., 2003, pp. 267-278), besides having lower income than men, even though they develop the same kind of job and working schedule. Therefore, it is necessary to bet for a change that guarantees greater equality, to promote the innovation of strategies to (re) structure the education system with a gender perspective to ensure equal access for men and women to opportunities and labor, personal, cultural and social development Economic. It is necessary to promote mechanisms to strength and to apply the normative and public policies initiatives that have generated and contribute to the processes to eliminate genre inequality.

In this way, teaching becomes an essential aspect of the equality genre education strategy in Spain, due to the perceptions in this sector of masculinity and femininity are crucial for the construction process and appropriation of cultural and social meanings of the students. Given to its significant influence in the cultural pattern transmission from their close and continuous relationship with students, they can become both a positive and adverse factor: *“to generate an equality genre environment at the campuses. Textbooks and reading material that is used in universities can also contribute to increasing, or a counterair, to increase the genre stereotypes”* (Forsthuber B., Horvath A. and Motiejunaite A., 2011, p. 13).

Therefore, duty, commitment, responsibility of the Spanish educational institutions, the faculty and the equality units¹ following the European and national guidelines on equality (LO 3/2007, of March 22th, for the efficient equality of women and men, Comprehensive LO 1/2004, etc.), stress the importance of raising awareness and training of university teaching staff In gender equality, with the aim of inserting gender and feminist epistemology in a transverse and mandatory way into the educational curricula to redouble efforts in the construction of traditional gender roles (imposed and justified by male domination) And sexist stereotypes, which mark and promote gender

¹ At present all Spanish public universities, in their strategic role as creators and transmitters of knowledge, have also included gender equality policies in their educational system as a criterion of quality, through Equality Units to remove the obstacles that impede the Effective equality between men and women and the promotion of full and genuine gender equality. They are inserted more correctly in a higher education system, following the recommendations of Act LO 3/2007, of March 22th, for the practical equality of women and men, which establishes that the Public Administrations, in the exercise of their respective competencies, will promote Teaching and research on the meaning and scope of equality between women and men by promoting: (a) the inclusion, inappropriate curricula, of education on equality between women and men, (b) the creation of postgraduate courses (c) the carrying out of specialized studies and research in this field (Article 25). Thus, as fulfilling the mandate of Organic Law 4/2007, dated April 12th, amending Organic Law 6/2001, of December 21th, Universities, that “universities will have their structures of organization with Units of equality for the development of functions related to the principle of equality between men and women” (twelfth additional provision). Ultimately, the purpose of the Equality Unit is to try to eliminate the difficulties and barriers that prevent equal participation and the personal, academic and professional development of all members of the university community and that the principles of inclusion, plurality, diversity, Equality of opportunity and equity to be realized both inside and outside it, all of this in accordance with the egalitarian democratic State.

inequalities. Gender mainstreaming strategies in the European and Spanish context involve (re) organization, improvement and development of the inclusion of sex equality in the curriculum, in the open professional orientation and without sexism, design (re) educating and sensitizing parents on gender equality issues, continuing teacher training with a gender perspective, promoting and encouraging research on equality between the sexes, and evaluating textbooks and teaching materials that are inclusive and without sexist language; Gender studies and reinforcement of academic networks with a gender perspective, equal enrollment and completion rates, etc., all aimed at promoting greater gender balance and well-being or gender-sensitive policies which includes the mobilization and evolution: *“Systematic of all policies and general measures with the specific purpose of achieving equality, taking into account actively and expressly from the planning stage of systematic forms given their possible effects of this type during the definition phase and during The implementation”* (Commission Europe, 2007b, p. 5).

THE MALE DOMINATION: A SOCIAL CONSTRUCTION

The feminism has made significant epistemology contributions to the conception that we have about our reality. One of the main contributions is the constructive social thinking development, that points out the way how reality is socially constructed, and because of this there is not a single fact, but many that each social and cultural group builds on intersubjectivity and the coexistence of everyday life. In this plurality of social constructions, there has been the phenomenon of imposing the vision of the reality of the most powerful or the strongest over the weakest. Thus, the reality that benefits the capitalist, the religious, military or state power is imposed on various levels, and in particular, for our work, we are interested in emphasizing the way in which the male gender has imposed during many years a social construction of reality that starts from aspects related to dominance, the superiority of the masculine gender and the subordination of the feminine gender. Bourdieu (2000) expresses his surprise at the way in which the established order is perpetuated so quickly and the most intolerable conditions of existence can appear as often as acceptable, if not natural:

I have always seen in masculine domination, and in the way it has been imposed and endured, the best example of that paradoxical submission, a consequence of what I call symbolic violence, violence muffled, insensitive and invisible to its own victims, It exerts essentially through the purely symbolic paths of communication and knowledge, or more precisely of ignorance, recognition or, ultimately, of feeling (Bourdieu, 2010, p. 12).

What feminist epistemology has shown is that the way in which this relationship between men and women has occurred for many years and the way in which social, cultural and coexistence conditions have been established between both genders, beyond to be an immutable objective reality, is a social construction imposed by the masculine gender. Feminism, based on awareness of this, has set the tone for the deconstruction of this way of conceiving reality and from that have drawn the guidelines to promote real equality between men and women.

THE GENRE PERSPECTIVE IN EDUCATION INCLUSION: INNOVATION AND CHANGE FACTORS IN EDUCATIONAL PRACTICES FOR EQUALITY

The inclusion of the genre perspective in education has assumed an innovation and change factor in the educational practices for equality, by proposing the construction of culture and patriarchal traditions. Through the gender perspective, the equality between men and women is seeking and it is considered an essential factor to achieve democracy and patriarchal justice. Education is considered as the primary strategy to transform role models and links that reproduce inequitable and harmful relationships. For an educational system or program to be considered quality or inclusive it must be designed equality genre (Bartolomé M. 2008, pp. 155-187).

The innovation and good educational practices with genre perspective have become a tendency in the last past years to generate greater social-cultural changes through different inclusive and educational public policies under a theoretical and practical perspective of the equality principle, i.e., the perspective genre inclusion in the education proposes to incorporate knowledge and practices which claim *“the right of people to be equal from the difference, introducing an educational agenda to promote real equality between men and women that covers contents or areas of opportunity but also strategies or ways of own actions”* (Rebollo M^a., 2013: 3-8).

A clear example of it, is the faculty implication as the principal actors in the transformation of these educational changes involving students' families to guarantee good educational practices, it is vital to take into account the context, environment, and socio-educational-family fabric surrounding the teaching and learning processes, since family supposes the context of socialization by excellence and, therefore, assumes the role great transcendence in the change towards a coeducational model with genre perspective.

To move forward and start a change on a path towards greater equality, it is necessary to think and to do things differently, that is, to transform structures

and traditional processes, modifying ways of acting and relating, in other words: “to innovate”. The innovation processes can also modify the behavior of educational institutions because includes changes in the organizational culture, associated with the way of working and organizing, promoting a positive transformation in the traditional methods and in the cognitive structures of the people in the organization (Rebollo, Piedra de la Cuadra, Sala, Sabuco, and Bascón, 2012, pp. 129-152).

In these innovation processes, it is possible and necessary to detect good practices, meaning, actions that achieve positive results which can generate an experience for the organization and individuals who are part of it. For an educational training to be valued as a good one, it must be built through processes of continuous and joint reflection and interpretation through the formation of collaborative, coordinated and specialized teaching teams (in gender research of preference) that evaluate and work with their own needs and experiences (Boza and Toscazo, 2011).

In the last decade, several reorganizational strategies and good practices with a gender perspective have been incorporated into the education agenda to consolidate real equality between men and women. Among them we highlight the following:

Obligatory school curriculum: at the primary level includes the recognition of gender differences, the identification of inequalities between men and women, the equality promotion between men and women in the family sphere, and social and labor field, etc. at middle school, the critical assessment of the social and sexual division of labor, the prejudices and the feminization of poverty etc. these contents are structured from feminist epistemology.

Curriculum in higher education: it also addresses and promotes the beginning in gender equality, the non-violence towards women and their empowerment, offering elective courses with gender perspective under theoretical approaches and gender studies investigations. It is important to mention that the higher educational institutions have an obligation to define their equality genre policies with the support of Equality Units and University Institutes of Women’s Studies or Genre.

Professional orientation without segregation: faculty must orient students with a genre perspective at the time of choosing subjects among the different academic disciplines avoiding sex discrimination. Due to, remains the resistance of masculinizing and feminizing specific areas of study according to the traditional roles or stereotypes genres impose by the patriarchal system. i.e., some areas like engineering and science are

widely perceived and accepted as male; therefore, appropriate for men; meanwhile areas like education, health, and social welfare are considered feminine and suitable for women because of its relationship with care and attention. Because of that, it is important to let students know their right to choose without sex discrimination in the areas of study they want and feel vocation.

In this way, as Subirats (2009, pp. 94-97) points out more and more men and women are free to: *“adopt all kinds of roles in life according to their abilities and tastes and a segregated education fosters the old stereotypes of the traditional sexual division, which makes no sense in our society.* This strategy has a clear objective the equality of schooling rates.

Design and evaluation of textbooks and teaching materials with a gender perspective: gender equality as an equalitarian, inclusive, anti-discriminatory and sexist language is introduced in teaching-learning.

Permanent teacher training with a gender perspective: a good educational practice starts from a certain level of previous training, and in this case gender theory is incorporated, to guarantee learning processes with a gender perspective that promotes gender equality and opportunities.

The ICT’s in classrooms: an optimal model of teaching and learning that facilitates democratic processes of gender parity. In addition to promoting cooperative work between teachers and students. This tool becomes a great didactic innovation because it allows direct access to digital learning resources. It is the responsibility of teachers to apply and design new methodologies and tasks related to this new instrument, linked to change and educational innovation (Sáez, 2010, pp. 183-204).

COEDUCATION IN HIGHER EDUCATION CURRICULUM

The coeducation is an unpredictable instrument to compensate and balance inequalities that are sexist and discriminatory. Through designing and providing a non-sexist education and equal opportunities for men and women. As well indicated by Blanco (2007, p. 26) coeducation is to educate outside the box:

[...] by educating each and every one for who they are, looking after their difference. When referring to coeducation, the reference is both boys and girls, although in a different way [...] coeducating girls cannot mean taking as a valid reference the one kids already had. For kids, it means rethinking what they already had [...] to rethink what it’s like to be a woman, to be a man, in the universal historical context in which we live.

In this way co-education starts from the acceptance of one's gender or gender identity, generating respect and communication between people of different sex, thereby overcoming misogynist and sexist biases. In this same sense, Malo and López (2008, p. 1) point out that each can "build their social identity from a positive and healthy self-concept, promoting communication between people of both sexes" without discrimination because of gender.

In this way, coeducation goes into the processes of socialization and construction of non-sexist social values, having as primary objectives: a) to dismantle the male model as universal; b) correct sexist stereotypes; c) respect gender identities; d) (re) build the school curriculum by eliminating cultural biases still prevalent in society; e) preventing problems of gender violence; f) Provide an inclusive and human rights education that enable individual skills to be developed independently of gender.

Therefore, co-educational work is a function and responsibility that involves the whole educational community: institution, teachers, students, and families, working in a coordinated, cohesive and constructive manner. Indeed, the school is a current reflection of the society in which we inhabit and between both establishes a bilateral relation of causality and co-responsibility. Therefore, the innovation of coeducation in schools or universities acquires a bonus, because they are directly linked to the evolution of society and vice versa. Therefore, it is important to follow the line of educating men and women equally.

Definitely, coeducation, has been placed on a central and essential axis in the educational system to offer: "*the students an integral way, preparing them for a future life respectful, in which there are no gender discriminatory aspects*" (Cabeza, 2010, p. 39). Thus, it is crucial to introduce coeducation in the curriculum to (re) make the system of values and attitudes that are transmitted to promote equal treatment and opportunities. Only coeducation adequately guarantees that students of both sexes visualize confrontations of coexistence and daily sexual conflicts and learn live to solve in a democratic and adequate way the principle of equality and non-discrimination (Alález, 2009, p. 59).

Coeducation in the curriculum involves large interconnected tasks such as: collaborating with the eradication of gender inequalities, being alert to the marked gender bias that crosses the culture, and changing attitudes and values for equality in pedagogical practices includes parity policies to achieve a quality education. As is explicitly recommended by Organic Law of May 3th, Education (2006) where it indicates that the plenary:

Development of the personality and productive capacities of students, training in respect for fundamental rights and freedoms and effective equality of opportunities between men and women, effective sexual recognition,

as well as the critical assessment of inequalities, that allows overcoming the sexist behaviors.

This normative framework re-order all the Educational System introducing new mechanisms in the teaching-learning with the genre perspective to promote the real equality between men and women therefore, points out the recommendation that every campus should incorporate the coeducational principle in every educational stage (additional availability twenty-fifth active equality promotion between men and women in the organic law of May 3th, in education, 2006).

Likewise, we consider important to point out that to introduce coeducation in the curriculum a diagnosis must be promoted to know and visualize thematic contents about the equality reality between men and women, identifying discriminations and stereotypes, with the intention of (re) build them with a genre perspective and eliminate sexist language. The ongoing training of teachers in gender studies and human rights, as well as the degree of coordination and implementation, are an essential core to guarantee an education free of sexist stereotypes in the classroom, i.e. to educate from difference and to develop activities that take students to positive value the development of tasks in equal manner and the development of all professions equally, regardless sex, as well as their contribution to society, to create courses of gender studies, and the visualization and acknowledgment women's scientific work etc.

So, should we (re) consider if teachers can coeducate without actually believing in the equality between men and women and without training in gender studies and human rights? The straightforward and concrete answer is no. As a first step, we must:

[...] change the way we think and act, it cannot be taught what is not believed, in order to coeducate our students, daughters, and sons, definitely, to those who will be the men and women of the future, [...] we all learn more from the example we see rather than theory we are told, both boys and girls as adults. Therefore, we, teachers, mothers and fathers, educators in general, are a clear living example for our children, a reflection of what they must do (Casillas, 2008, p. 65).

Without a question, when teachers are aware, sensitized, and trained in co-education under a feminist and gender epistemology, they will be able to promote the teaching-learning based on the principle of equality with greater implication and knowledge to share an unbiased education and students will acquire and develop in society with of respect, tolerance, equity, justice, equality, nonviolence, and discrimination.

AFFIRMATIVE INVOLVEMENT AND UNIVERSITY TEACHERS CHALLENGES IN THE FIELD OF EQUALITY

The commitment and fight against traditional gender stereotypes by University teachers are undeniable; it is a fact, that genre perspective has been introduced in the educational agenda as a particular and necessary priority. As a proof of that, universities have adopted and designed a political framework to gender equality in their educational curriculum.

However, in the teaching-learning process in the field of gender equality in higher education still represents several challenges for teachers in their teaching and professional performance among them: a) in the school organization there is still no reflection of equal representation in management positions and in the promotion of female teachers to be appointed professors; b) equitable sharing and distribution to the decentralized faculty-researcher to promote and encourage research on gender studies in all scientific areas of knowledge, to reinforce good egalitarian practices in the production of knowledge; c) learning to believe in equality and acting on it, developing a real and exemplary change in the teaching activity that influences in terms favourable for coeducation; d) strengthening academic networks with a national and international gender perspective with a view to enhancing gender equality processes as a result of education and research; e) build a university support network to integrate new teachers who are specialists in gender studies and justice policies; f) further increase the academic and timetable offer of the subjects of equality and gender studies to avoid the limitations to the participation patterns by the students.

CONCLUSIONS

Education is a powerful instrument to the change of attitudes and behaviors. Therefore, educational systems along teachers have in their hands the important role of promoting gender and opportunities equality, is in the classrooms where the fight against sexist stereotypes is fought, besides these must guarantee to both men and women the chance to find out, to accept or to reinforce their own identity, to build their goals and dreams based on their own interests based on harmony and respecting the gender equality principle. For this matter, the coordinated coeducational work will be fundamental, as well as the cooperation of all instructional staff.

To introduce coeducation in higher education institutions is necessary that both teachers and family be aware of the needs and the importance of having equality institutions that meet the democratic parity and justice criteria and that the school curriculum is structured from the coeducational perspective

and students have tools to analyze and reject the biased and discriminatory messages they receive every day and avoid (re) producing them.

For this reason, it is important that family intervene in the coeducation processes because this means speaking and accompanying students in all areas of social and school life, taking into consideration the already existence differences between both men and women because it is necessary to educate inequality from difference and respect.

Finally, we consider that more should be given by the educational institutions on the ongoing training for teachers on gender equality issues since the vast majority of the initiative to specialize or innovate didactic methodologies with a gender perspective depends solely on moral commitment, Ethical and professional teaching staff for being at the forefront and imparting quality education without bias or gender bias; and consistent with public equality policies. Particular attention has been paid to this study to the measures taken by the Spanish government, which undoubtedly present significant advances that can serve as a reference and comparison to evaluate and analyze other national realities, which will allow the advancement of a society with better education systems that Promote gender equity and equality. Since education is undoubtedly a factor of balance in our lives.

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GOBERNANZA: PROPUESTAS, LÍMITES Y PERSPECTIVAS FRANCISCO PORRAS SÁNCHEZ (2016)

Carlos Alberto Navarrete Ulloa*

The governance concept is found by its very first time in the Spanish dictionary in 1803, in that moment is the ancient way of ruling, subsequently the first meaning of ruling will be reserved: action and effect of ruling or governing. Nowadays the dictionary defines ruling as art or a way of governing. With the peculiarity that such art promotes a healthy balance among state, civil society and economic market, and the meaning of action and effect of governing is denied. Thus defined, governance establishes that there are ways to govern, continuing the idea would say that there are at least two ways, a traditional evoked by the word government, and a modern, driven by the debates of governance, which means the probability of a displacement from the former to the latter in contexts of complexity and change.

“Governance: proposals, limits and perspectives” it is a book dedicated in its entirety to elucidating the multifaceted and polysemic character of the word governance. Porras analyzes the multiple uses of the expression in the academic circles, criticizing their indiscriminate use in common language and politicians specially, without paying attention to the fact that the concept is loaded with meliorative connotations, government is usually linked at present to discredit or disaffected by the governmental institutions, government has derogatory evocations: verticality, bureaucracy, unilateral decisions, paternalism, etc. The path taken by Porras goes through the criticism and searching of exits to the “Babylonian multiplicity” of governance.

But Porras is interested in the predominant presence of the concept in the Anglo-Saxon world, hence starting his book by saying that governance is the “most accepted Spanish translation of the English term governance. He speaks of “Babylonian multiplicity” (the reader will have to be very patient by insisting on this phrase) to emphasize the vast amount of definitions he finds in governance. It is positioned halfway between “two extremes”: an eclectic

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one that sometimes opts for a common component to the different definitions –or simply adheres to a conceptual proposal– and submits it to verification in the empirical investigation; at the other extreme would be researchers who do not find the introduction of a new concept justifiable or recognize the contributions of theoretical, empirical and methodological studies of governance: “The middle path proposes to consider that the governance has a partial utility, in process of development and consolidation. It starts from considering that polysemy is a constitutive attribute of governance that, although without possibilities of being eliminated, can certainly be reduced” (Porrás, 2016, p. 14). Thus, governance is an umbrella term that welcomes theories, styles of government, projects and social change.

The task carried by Porrás consists, first, in identifying the governance definitions, then look for common elements between definitions and from them elaborates four sets which he calls them: 1) stipulations; 2) generals; 3) multiple definitions with familiar similarities; and 4) adjustment and withdrawal of some definitions. They are abbreviated with four words: suggesting, proposing, synthesizing, considering the specific and refining. He points out that the problem is that there is not dialogue between these conceptual approaches of governance. Finally he reflects on some ways to evaluate the theoretical and empirical contribution of the different approaches.

This path is taken in five different chapters. The first one identifies 61 governance definitions, a special section is dedicated to criticizing “governance as fashion” and reflects on the causes of the emergence of the concept, to conclude rescuing the attributes most frequently referred to in the literature. The combination of attributes would suggest that: “governance is a new modality of collective steering that consists of intersectoral coordination for the achievement of common objectives” (Porrás, 2001, p. 65), however, the author is concerned that the texts attribute the concept governance to different realities, analysis to which the second chapter devotes. The idea is that among the definitions found are subsets according to the ontological substrate.

The first ontological substrate would be the *hermeneutic*, governance as an approach or lens that understands reality as a network of networks, the very same that demands to be multi and interdisciplinary observed to be able to face twisted problems (wicked problems). The second contemplates governance as a theory in *sensu lato*, in process, which has not reached an advanced level of systematization, so its propositions would still be “conditional on empirical verification”. In a broad sense, there are definitions of governance as an organizational framework, an analytical framework, a bridge between theories, of which Porrás detaches twelve irreducible themes from each other and in some cases contradictory.

Among these twelve topics can be mentioned here the T9 that establishes “the need to combine government with networks and markets”, the T2 “intra or interorganizational networks”, or the T3 “combined steering capacity with accountability” (Porrás, 2016, pp. 77-78). In each of theme, different authors and different hypotheses are included, for example, in T3, one hypothesis found in Kjaer is that “central concerns in governance are how to steer and how to improve accountability”; another hypothesis is that “governance is a macro theory built on empirical evidence”, this is clear from the authors Bjórk and Johansson; one more, is presented in Peters and Pierre, raises the need for a hierarchy with accountability in the process of selecting coherent common objectives (Porrás, 2016, pp. 74-77). Another ontological substrate of governance has to do with the attribution of new meanings to government and the management of networks, including the differentiation between governance and governance, as well as its assimilation to the new public policy instruments of those contemplated in the literature of the participatory and deliberative democracy.

The fourth theoretical object pointed out is the *changing or investigation project*, that finds its most clear expression in the *good governance*, which contemplates guarantees on transparency, accountability, rule of law and new mechanisms for access to information, among others. The last governance approach *the shift towards social networks*. Porrás confirms that “this approach to governance is the most basic and, in a strict sense, is the one with the greatest degree of subsistence” (2016, p. 101), however, the author argues that there is an empirical evidence that questions the turn to the networks (p. 105).

As can be seen, the first two chapters of Governance are devoted to trying to organize and systematize the author’s definitions in the literature, the most frequent themes and the hypotheses that emerge. It concludes this theoretical inquiry by proposing a map of four components under which to try to integrate the different authors and the multiple ways of understanding the governance and its theoretical objects, with this would form a matrix of 61 definitions crossed by the four components or ontological substrates.

But starts chapter three by adding one more layer to its convoluted unclear construct, now he talks about strategies to build maps, he considers that there are at least four strategies “to address the essence of governance” what can be better understood as governance conceptualizations: stipulative, general definitions, congregation of concept families, and adjustments or identification of common elements in definitions: “These four ways of making maps can jointly help to highlight and develop the ultimate utility of governance literatures, which consists on indicating the fundamental problems facing any

socially driven effort in the contemporary world (p. 117). Such strategies are understood as maps “to navigate the Babylonian multiplicity”.

Before analyzing the four strategies, Porra presents a Venn diagram (which he names it “Map of maps of governance literatures”) *with fourteen sets or combinations of governance notions* conglomerated according common concerns, an image that reflects interlocking sets. The sets with greater capacity of dialogue or penetration in other sets would be the one of *networks* and the one with high degree of abstraction. The only set distorted is the one with the *critical visions*, which only finds a communicative vessel through the whole evolution of literature bodies. From this aggregation of concepts exercise and search of relations between them, Porras risks a synthesis when he says: “it seems that the great majority of the theoretical governance contributions share a concern to understand it with a certain degree of generalization, realting it to networks and their implications in the State and government managing capacities” (p. 128).

The *map of maps* previously mentioned, according to the author, lacks the capacity to explain the relations between the different sets. A “true map of maps” requires the identification of a common conceptual structure, and in the face of the impossibility of finding the essential element of governance, the author analyzes the four strategies in search of such common structure, the search for fundamental problems presupposed in the different approaches to governance.

The two final chapters the author reduces the scope of his analysis and presents them as notes: “The notes consider the possible theoretical and empirical utility of what the literature of governance proposes, which confronts us with some immediate problems” (p. 160). The first problem is the meaning of “useful”, which partially is solved considering: 1) before doing empirical research it is necessary to identify its fundamental problems; 2) recognize that governance as a change project (as a practice) has made “more substantive contributions” than theories, which encourages research to be compared with a fundamental problem approach; and 3) greater contributions to the complications of measurement.

The book describes five of the fundamental problems presented in literature: cooperation, self-organization, accountability, effective guidance and interdisciplinarity. The note to evaluate the empirical governance contribution are developed from several master’s and doctorate thesis from Mora Institute, FLACSO México, and a particularity interesting one from the UAM-Xochimilco, in which conditions are suggested to favor the achievement of governance promises, in a few words: installed agency capacity, creation of mechanisms to generate and disseminate information, discussion and decision

making space, and the possibility of integrating in the process to decision-makers actors who are usually excluded (Porrás, 2016, p. 184).

The book ends with the usual conclusions, which in this case are more a summary of the five chapters without making an incursion in the reflections that come from a set of contents, although the work is consummated by proposing questions for a research agenda that generates dialogue among the literature sections Porrás identified in his theoretical research.

FROM “BABYLONIAN CONCEPTUAL DISPERSION” TO ONE OF THE MANY POSSIBLE THEORETICAL ARTICULATIONS

With this book Porrás seems to close a period of his own process of educating the concept that has motivated his studies. Before he sought for himself in specific cases a governance theoretical object, in a few words the network one proposed by Rhodes, convinced by the theoretical and empirical governance problems as network, but also of “its utility as a general interpretation frame-work” (Porrás, 2012, p. 16). Now he takes a step back and watches in perspective that it is necessary to identify in the first place the fundamental problems and focus on the measurement conditions and implications. In this aspect he just dares to present as a rough draft (notes) a clump of orientations that any governance scholar can use to integrate into the research project.

For the work mentioned, he organized the governance definitions found in fourteen conceptual containers that refer, e.g.: 1) the high degree of abstraction (11 out of 61 definitions); 2) the actors, institutions and social resources (7 definitions); or 3) normative approaches (3 definitions). However, the author omits to be held accountable for the criterias he followed for this conceptual classifications, which has characteristics of being a classification with certain degree of arbitrariness, e.g., five cases are grouped as “territorial circles” but includes other groups that cannot be separated without justification, e.g., “international relations” in which definitions like *global and regional governance* are included.

Not very often, specially in the first two chapters, it seems that Porrás asks too much for the governance notion, observing the word in empirical and theoretical studies, on the governance of private corporations and public bodies, and on global and Local, this logically leads him to find multiple concepts of the word that seek to connect with theoretical objects specific to the field of analysis.

The empirical study demands constraint, operationalization. The theoretical documents elaborate abstract propositions, many times detached from the observation of new objects. The displacement from the abstract analysis to the concrete one necessarily entails mismatches, theory describes universes of possibility, concrete observation takes some coordinates, those that are decided are central and feasible to observe. Just the operationalization is an exercise of simplification, reduction, synthesis. Some theorists are positioned with horizon of observation of long term, which necessarily entails high abstraction and commonly a normative discourse; other approaches shorten their horizons in the medium term, an area that accepts being put into operation, and not a few are more interested in the conjunctures and conditions located at specific times and places, this claims to give more scope of expression to subjectivities.

Unfortunately, the author does not support his study in epistemological reflection, nor does he elaborate a methodological section, both of which are perfectly justified in a theoretical book. Another aspect that is missed is that he does not explain the criteria with which he chose the bibliography to analyze, specially when it is known that concepts such as networks of governance or metropolitan governance find in themselves an extensive bibliography, easily as broad as the one chosen by Porrás for the “generic” concept.

Understanding that governance is the action and the effect of governing, then, its value allows us to focus on the process and results, within the framework of social, economic and political structures in which societies are governed. In the broad sense. Governance is then constituted by structural constraints and procedural components. It alludes to the how, not to the what; we try to understand how it is governed in the complexity of contemporary societies.

The implicit premise is that the government of societies under these conditions has a new form that only exists given these conditions. And it also has an inherent hypothesis: in societies of less complexity, prior to the emergence of dense relations and links between nations, prior to the emergence of virtual communications of a density hitherto unimaginable, hierarchical government was configured as the paradigm of public action. But with the referred changes, new dynamics arise that sometimes complement the hierarchies, in others they can supplant, question or challenge. Thus, it is feasible to identify different stages in the governance process, and an intuitive one is the initial one, in which old and new dynamics coexist, traditions with roots in the old, and emergence of innovation that questions those traditions.

A weakness in the word governance, point out by Offe (2009), has to do with syntax, in fact ease its “fetishization”, of which other concepts of the sciences as social class, market, ideology, unconscious, capitalism and a long etcetera. As hypothesis, I observe that contributes to the fetishization of the

indiscriminate use of the article “the” before the governance. If the theoretical object is the concept of governance and its meanings, to speak of “governance” implies that it is the well-known governance, not the polysemic governance. However, Porrás prefers the article more than eighty percent of the time it uses the word. The author also speaks of “governance processes”, “governance indexes”, “governance cases”, “governance structures”, “governance exercise”, “governance efforts” and “governance without adjectives”.

The above approach suggests that governance is not a concrete entity, just as it is not state, or power, so it does not go around looking for “governance”. One question that questions the idea is: can there be no governance, governance deficit or ungovernable? So far, little question has been raised, it seems that governance processes do not occur in traditional societies, and their emergence is complicated where “social structures” prevail. The new question would be how to generate governance in these societies? The theoretical reflections suggest the answer, recognizing that in complex environments the uni-actor solutions have less expectations of success in the common of the public problems, and by means of dense communications, new communication technologies that are widespread use and preferably generalized, incentives for the multiplication of exchanges and links between organizational and institutional actors, as well as enabling and promoting autonomy of citizen organizations. Another question arises immediately, what could encourage political actors to promote mechanisms of governance when their comfort space is the dynamics of pre-governance? Is it correct to speak of pre-governance, without governance, governance, governance or old governance?

The concept of governance integrates the us and the others (in governance it is plural, inclusive, tolerant, deliberative, acting, business). As a process, governance manifests dilemmas, conflicts, negotiations, agreements, dissent and consensus. If this is correct, then “governance” does not necessarily yield desirable results, but in theory public action in the governance logic facilitates favorable collective outcomes, just by adding the interests of multiple actors to the process, who have a stake in the diagnosis, elaboration, implementation and evaluation of solutions to public problems. It could be said then that governance is the government of, in, by, and for interdependence.



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