

Una política educativa: la equidad

An education policy: equity

Martha Yolanda Monzón Troncoso

Instituto Superior de Ciencias de la Educación del Estado de México

maryolmontron@hotmail.com

Resumen

El presente artículo analiza una de las problemáticas de los países en desarrollo: la equidad en el servicio educativo. Para ello, se toman en cuenta las diferentes posturas de teóricos como Locke, Sen, Rawls, Reygadas, Taylor, Aguilar y Tooley; así como el papel que las políticas públicas desempeñan en dicho problema que afecta al 44% de la población. La pobreza de la población en edad escolar es una forma de exclusión social ya que genera desigualdad de oportunidades en el acceso y permanencia en la escuela. Diversos documentos estipulan el carácter prioritario de la igualdad de oportunidades en el ámbito escolar, situación que todavía está lejos de ser una realidad.

Palabras clave: Calidad de la educación, exclusión educativa, igualdad de oportunidades, diferencias sociales.

Abstract

This article discusses one of the problems of developing countries: the equity in the educational service. To do so, taking into account different postures of theorists such as Locke, Sen, Rawls, Reygadas, Taylor, Aguilar and Tooley; as well as the role of public policies in this problem that affects 44% of the population. The poverty of the school-age population is a form of social exclusion, generates inequality of opportunity in the access and permanence in school. Various documents stipulate the priority of equal opportunities in schools, which is still far from being a reality.

Key words: Quality of education, educational exclusion, equal opportunities, social differences

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Introduction

AN EDUCATIONAL POLICY: EQUITY

This article retrieves key ideas on the basis of an important educational issue in the Mexican State: equity. To do this, checks out different philosophical and political positions, some very old but still current. Documents are considered arising from international organizations such as the Organization for Economic Cooperation and Development (OECD), the United Nations Educational, Scientific and Cultural Organization (UNESCO1) and the World Bank, which leads to the direction of policies or international recommendations which prescribe a guide in this area, specifically in Mexico.

A policy is a decision that articulates a specific action to perform based on a necessity. Aguilar (1993) mentions that a policy is the result of a construction which selects, highlights, coordinates and integrates elements of an observable process. A policy should generate a purposeful, intentional, planned, strategic behavior, and not just reactive or casual. Any policy emerges, or

1Acronym from United Nations Educational, Scientific and Cultural Organization, which was created in 1945. should do so, from the need of a group or social core. A specific policy raises from the definition of the purpose that must take care of a specific problem and the results of the pre-programmed actions. Such action is, obviously, within the area of responsibility of the Government.

For Cohen and Franco (2010, p. 43), equity keeps close relationship with justice. They pose that while justice is unattainable value, equity is viable in a historic moment that involves going over and above the "equality... offsetting economic and social barriers that hinder the realization of individual potential related to the overcoming of inequalities". Inequality erects obstacles to mobility and social climbing. The possibility of equal opportunities among the population has been since ancient times a compelling, but unattainable need. Inequality limits the potential development of a the people, and also prevents the exercise of an inclusive social citizenship.

Forms of social exclusion are diverse; even the place of birth of the individual influences the way how society labels it: birth, for example, in an area farm or in a big city defines its development. Equity is absent in a society where there is poor and wealthy; opportunities are not equal for everyone. Equality of educational opportunity is a policy designed in and for Educational Institutions, which has been suggested even by international organizations; however, it still seems an unattainable dream. Educational Institutions have developed plans and programmes to strengthen their capacities, but they have hardly been able to remedy their needs.

UNESCO, OECD, the World Bank and even the Constitution of the United Mexican States and the National Development Plan, have argued that the school is the institution that offers equal opportunities through the development of skills and daily work of subjects. The Mexican Constitution,¹ third article states:

Everyone has the right to education. The -Federation, States, Federal District and municipalities, State taught preschool, primary, secondary and upper secondary education. Preschool, primary and secondary education up to basic education; this and the upper half will be mandatory.

The education provided by the State tend to develop harmoniously all the faculties of man and promote him, at once, the love of country, respect for human rights and awareness of international solidarity, independence and justice.

The State shall guarantee the quality of compulsory education so that materials and teaching methods, school organization, educational infrastructure and the suitability of teachers and managers, ensuring the highest achieving student learning (2013, p. 4).

In section IX of this article clearly establishing the National Institute of Educational Evaluation it appears to "ensure the provision of quality educational services", which corresponds to "assess the quality, performance and results of the national education system in the preschool, primary,

¹ In his last reform published in the Official Journal of the Federation on February 26, 2013.

secondary and upper secondary education "(2013, p. 6). In the fraction IX, paragraph c of this fraction specifies that education should "generate and disseminate information and, based on this, issue guidelines that are relevant to contribute to decisions aimed at improving the quality of education and equity as an essential factor in the pursuit of social equality "(2013, p. 20). Furthermore, Article 26, paragraph A, of the Constitution provides that "the State shall organize a system of democratic planning of national development to print solidity, dynamism, competitiveness, continuing and equitable growth of the economy for independence and democratization" (2013, p. 20).

The National Development Plan 2013-2018² It provides "five national goals and three cross-cutting strategies to lead Mexico to its fullest potential. These national goals are: Mexico in Peace, Inclusive Mexico, Mexico with quality education, Prospero Mexico and Mexico with Global Responsibility "(2013, p. 18). This document refers specifically to the latter provision, fully transcribed. Mention equity to ensure a process of democratization. But the word equity is only mentioned three times: the second and third in the glossary, but describe or explain this term specifically. This expression is presented in the catalog, first define the operating rules as the "Set of provisions specifying how to operate a federal program that provides grants to the population, in order to achieve desired levels of effectiveness, efficiency, equity and transparency "(2013, p. 83).

Equity mentioned again to explain the "Integrated Information System of Standards for Government Programs (SIIPP-G)" as a:

Tool that allows to integrate the standards of the programs of the Federal Public Administration and, if appropriate, of the states and municipalities, in an information system that facilitates strategic planning, effective implementation and comprehensive assessment of the distribution policy the country, promoting and ensuring progressively greater equity, transparency, administrative simplicity, efficiency and effectiveness (2013, p. 84).

² Approved by decree published on May 20, 2013 in the Official Gazette.

It has not yet been allocated a specific space to equity in the National Development Plan; however, it is imperative that forms part of the policy of this country as one of its priorities.

The General Education Law in article eight, paragraph IV³ He mentions that education "will be quality, meaning this the congruence between the goals, outcomes and processes of the educational system, according to the dimensions of effectiveness, efficiency, relevance and equity" (2013, p. 13). There is concern in this paper on equity in formulating courses of action "based on the results of the evaluation of the national education system relevant to contribute to decisions aimed at improving the quality of education and equity" (2013, p. 16).

Chapter III of the General Education Act exhaustively called "equity in education", starting with the approach to the education authorities to create the necessary steps to build scenarios that enable quality education for all with equal access opportunities and permanence. It also refers to the population with greater social, economic disadvantage and educational backwardness. In Articles II and VIII of the transitional strengthens the position to ensure and guarantee the quality of education. However, despite the suggestions or international guidelines and approaches to education policy, the school has made so far in an element of social marginalization.

Equal opportunities are not the same quality education for all. The school opened its doors to the entire population, but the quality is far from homogeneous; There are various forms of exclusion. Taylor (1998) argues for the term exclusion inclusion also generates exclusion and hence the paradox apparently equal education is provided to those who because of their social nature are different. Features that are held in disparate groups and communities are not homogeneous. Dussel said that in a globalized system no cracks through which one enters into a praxis of liberation, however, the "hope in a possible utopia opens the space covering the distance between the feasibility and effective implementation" (2000, p. 413).

Some mechanisms allow us to understand the complexity of justice in school, unfulfilled promises, no agreements made in quantity, forgetting even quality and therefore equity.

³ Fraction added on September 11, 2013 in the Official Gazette.

The Millennium Declaration of the United Nations in 2000, said in 2015 should provide children with the means to complete a full cycle of primary education, he omitted the reference to the quality, as do depends fundamentally on it. The good way of teaching and the amount of knowledge has a major impact on school attendance and school survival rate (UNESCO, 2005, p. 9).

The quality of education is an "essential component" of the Education for All (EFA), an issue that seems to be forgotten when the priority is just the number. Mass schooling and remedial programs have failed to remedy the constant failure school. The faces of the problem are many and can not be applied as a uniform remedy them. For Rawls (1995), justice is held on a democratic basis which would have access equity, trying for all the good in society, which implies equality of opportunity and inclusion and despite the differences.

For his part, Habermas refers to the Auto-laws with the following idea:

In modern societies, given the importance they charged the economic system, this general problem is exacerbated in a special way, making the question of how strategic interactions normatively link detached from the traditional ethics. This explains, on the one hand, the structure and meaning of the validity of subjective rights, and on the other, the idealistic connotations of a legal community that, as an association of free and equal citizens, defines herself the rules of their coexistence (1998, pp. 70-71).

This is the approach of equity: give everyone what is necessary to eliminate or repay step inequality, promote training with equal opportunity for all.

Sen (2000), presents freedom as inseparable beginning and end of development, and development as a category to resolve issues such as human rights, justice and freedom. The political, social and economic freedoms are hinged on a free market system that promotes development because of its distributive and retributive role. Freedom is important for two reasons: it allows free movement in accordance with needs and desires, and that affects development. For Sen, political freedom offers the possibility to influence the development of society with expressions such as voting or communication, while economic freedom does in

relation to financial and cyclical to the actual development of a market state.

Freedom is limited in what he can do and therefore what can be accessed. The development freedom is a fallacy; which it implies the lack of freedom is unknown. Wealth and development go hand in hand, and looks like a self-imposed ignorance about the lack of individual freedoms as a result of poverty mechanism. The state should provide optimal conditions of freedom and prosperity, but it is not. Sen's work is precisely a critique of the anti-democratic policies. Distributive and retributive justice based means for those who have less, but on the other hand, the welfare state creates uncertainty for capital. In the liberal democratic state, economic freedom is essential.

In education enters the figure of Liberty as influence of social institutions; It implies social freedom, services and opportunities such as education. No economic freedom necessary for other spaces of freedom is denied; political freedom as a means to achieve development. Poverty is the lack of basic skills and not just the lack of income that restricts a performance. When designing economic and social policies should consider the capabilities and how the lack of income directly affects them, and vice versa. Individual freedom should lead every individual to use possibilities and opportunities in a democratic society. The development of a nation and its freedom go hand in hand; no one, not otherwise possible. Sen (2000) sees development as the possible expansion of the fundamental freedoms of individuals.

Equity has a gear categories possibilities and dimensions that are interwoven. Sen (2000) sees the difference in certain aspects of life, for example, economic, irreparably affects others. Equity must invest the sensitivity of dealing with differences. We must act differently for whom requires it, find ways to encourage it. The universalization of education has adequate approaches, but must be adapted. It has no object access in the quantitative escalation of Education for All (EFA), if it is not focusing individualized attention, both in resources and attention. Progress is being made in quantity but not in quality.

Rawls (1995) refers to equity as a complex, beyond the equality concept. It requires equal opportunities, access and the type of service offered. Anderson (2001) notes that equity is one way educational policy hides his exercise of power. While it is true that there is equality of

opportunity in access to education, it is not in the permanence and sometimes even access. There are uneven ways to access the same. A proportional distribution of resources is demanded. Tooley (2000) argues that equity requires uniform quality for all, and that it offers the possibility of market opening; While the former is a certainty, the latter seems far from being a real possibility in our country. Rather, opening the market in education marks important differences, although private education does not always guarantee the required quality.

Locke states that in the state of nature there is equality, but there are no laws governing or institutions that defend property. There is only freedom and the man is his own judge exercises his power on par with others. Over time, the man is being constituted into groups and then the defense of property is necessary. The company is established and then precisely the defense of private property and the values arise (Locke, 1983). Meanwhile, in the area of education the need for social justice, raised by national and international policies arises.

These education policies seeking to reduce the differences, concentrating its efforts on short- and long-term; however, they have not ceased to be only palliative for some sectors of the population. Reducing the differences not only implies equal opportunities, but also attention to social needs; respond to political demands is a priority function of the state. The intent of public policy should be to make the state functional again in solving problems. Gone are the days that seeks to provide opportunities to the population as a historical necessity; policies currently are directed otherwise.

The number 592 Agreement whereby the articulation of basic education is established, rescues proposals from the Constitution of the United Mexican States. It is oriented towards the development of attitudes, practices and supported by the principles of democracy values: respect for legality, equality, freedom with responsibility, participation, dialogue and the search for agreements; tolerance, inclusion and pluralism, as well as an ethics based on the principles of the secular state, under the humanistic and scientific education that establishes the third article of the Constitution.

Since that article raises educational opportunities, especially in relation to access. And not the massive inclusion in school and refuse compulsory, but there is still much to do. The access and

retention remain a major educational challenge in Mexico. The facts surrounding the life of some people in poverty directly affect their access to school in basic school and upper levels, means. For its part, the National Development Plan lays equal educational opportunities.

Educational policies in many ways are compensatory, and therefore programs have emerged that seek to remedy the difference. Economically stimulate the entry of children to school has been shown to promote access and retention, and maybe this strategy sets important differences, as has been achieved entry and stay in many cases stimulates effort and downplayed the terms of income distribution. A priority need is talent development, equity in education, opening the possibility of a real quality education for all.

It is undeniable that the school prints important differences and that is not equal for all. A campus of the urban area has better conditions, structurally and functionally speaking, rural and indigenous. This marks inequalities, including between urban areas; is not the same be located in one area than another. Teachers with their performance also exert a difference. The institutional logic makes the distinction arise; disparate scenarios and educational opportunities for capacity building often go hand in hand with the location of the school.

Access to school does not mean equality of opportunity, but the opportunity to access an education and if conditions permit, stay there and finish it. It also implies not only equal opportunity of entry and stay, but also that schools have adequate conditions for teaching and learning, that equality in teaching conditions, the ability of teachers and materials education. This introduces elements of equity; the quality of schools is measured by the quality of its teachers. On the other hand, for the World Bank, since 1990 our country has met its needs in basic education.

Gajardo thesis holds, regarding the balance of a decade of education in Latin America, which in practice despite national and international efforts, the reality is different because the scenarios are difficult to transform. Differences persist regarding the distribution and access to educational opportunities. Also, the real possibilities of entry and stay, "wellness opportunities for young people is reflected by the pattern of inequality prevailing in the previous generation" (Gajardo, 1999, p. 47). Meanwhile, Tooley (2002) notes that many children are subjected to a type of

institutions mediated by mediocrity and neglect, and refers disadvantageous situations of children from poor families.

The quality is mediated by all the circumstances surrounding the children. Tooley mentions three necessary for equity in education conditions, the first is universal education, the second concerns the uniform for each and third is about the funding quality, all with the aim of achieving quality education. It also contends that the claim of private education as an alternative to improve the quality seems taken with the idea of market mechanisms, where one can acquire what you always want to pay for it. If there were no private education, public education would improve substantially; but if private education prevail, then this should be quality competition is established in the market (Tooley, 2002).

"Through-brand competition in the education sector, market mechanisms can help ensure high quality for all" (Tooley, 2002, p. 332). At the same time, it emphasizes private education as a tool for quality improvement. Education in itself is not sufficient for equity, but also important is the ability of the subject to be and grow as such. It is utopian to believe that we all have the same opportunities should eliminate differences of all kinds; the cyclical opening is not real because people have certain characteristics and live in particular contexts. It is also clear that the school equity, efficiency and quality will also be defined by the school that you attend.

Tooley's proposal seems inadequate, since it marked the difference is mainly financial, wealth, capital, which is what underlies as need. Distributive and retributive justice that promotes development because care practices to date have not been sufficient required. While serving emerging social issues, social historical complexity is not resolved. It is necessary to ensure appropriate economic and social conditions, not only institutionalize charity. In the long term, the measure does not retaliated to the problem.

Reygadas asserts that social assistance as design and choice of intervention to fight poverty method is a "constellation of meanings and imaginary social" about "helping", "doing charity", "protect the poor", "them object of attention ", "consider vulnerable ", "helpless ", "assisted ", "objects of benevolence, assistance and philanthropy "that has consolidated and modernized replacing responsibilities of public policy, including tax devices that also favor some interests

and mechanical help, instead of favoring the use of law as citizens (Reygadas, 2010). In addition, we have implemented compensatory policies that do not solve problems, so it is necessary to adopt policies from or to the family.

Sen refers to political freedom as a possibility to influence the development of society with expressions such as voting or communication; and economic freedom in relation to financial and cyclical market to really develop the state. It is important the influence of social institutions because it implies freedom of social services and opportunities such as education. Economic freedom for other spaces of freedom is essential. Political freedom is a means to achieve development, transparency guarantees affect the confidence level of society. Poverty is the deprivation of basic capabilities, not only lack of income.

When designing economic and social policies should be considered capabilities. The lack of income directly affects them, and vice versa. Individual freedom should lead every individual to use possibilities and opportunities in a democratic society. The development of a nation and its freedom are united; without it is not possible other. Sen sees development as a possible expansion of the fundamental freedoms of individuals.

Education for all is a goal that can be achieved in the short term, but does not include the quality. It is necessary to ensure quality education for all and assume that no differences are accentuated to a greater degree, making it difficult school entry, retention and academic success. The school is closely intertwined with the social situation of individuals.

Academic success has to do with the standard of living of individuals. The social and economic background of families opposed to equal opportunities; if all enjoy the same opportunities for development, regardless of the origin of each one, then the equal educational opportunities would offer a way out of poverty. Thus a mechanism is established in the universal right to education proposed in the 2000 World Education Forum, providing the necessary conditions for individuals to be incorporated into the productive structures.

Education is fundamental to the progress of any country, a point that has been discussed in different forums which have arisen factor international support to Education for All. But it has also been suggested that the school reproduces the differences, make and excludes some of the

rise in it. Family background to calibrate the differences. Students from classes or economically disadvantaged possess a cultural capital, in most cases also at a disadvantage, and are facing a situation demands that can not always cope.

The reality in Mexico is that in 2013, 44% of primary education was in poor quality conditions, taking into account multigrade institutions. From these data, 6.8% belong to the indigenous primary and 11.3% for community education. There are states in Mexico where nearly 50% of schools are in the same condition as San Luis Potosi with 47.5%, Chiapas and Tabasco with 47%, Veracruz with 46.2%, with 43.1% Sinaloa and Durango and Zacatecas 50%. (INEE, 2014, p. 318). These data are significant, and remind us of the need to recognize that the multigrade education has conditions that undermine progress in quality.

However, it may also be cases of institutions that do not meet these conditions and still can not provide quality education.

Education in rural areas has not been met by widespread and systematic action commensurate with their organizational diversity, providing for the training of teachers, developing educational materials and technical, administrative and management necessary to ensure that students who come these institutions are in conditions of equity and quality (INEE, 2014, p. 304).

Addressing the needs of the poor people is a priority, but unfortunately Mexico has no defined educational project. Equity issues should not be mixed with quality. International organizations offer alternatives to increase the accessibility and permanence in school because this is a universal requirement, and it is therefore necessary to invest in education as the core holding learning. For their part, teachers must master the pedagogical theory.

UNESCO commitment to invest in the development of basic skills for the development possibilities of the population increase. Meritocracy has permeated the educational process and equal opportunity concerns where merit award forget the historical roots of all students, brewing trap reproducing social inequality. The Award of Merit is responsible for success or failure.

To eradicate this problem some countries like Mexico have bet a compensatory policies based on

access. But that's not enough, then we must support to ensure continuity and development of faculties or appropriate skills, serve quality. Compensatory policies should be in school, through support programs to ensure skills development, learning achievement, providing opportunities for student success. The teacher must be prepared to resolve differences, to potentiate the capabilities of students and promote the building of a common and equal culture.

The educational system must have clear goals and purposes, and thus implement appropriate policies. The indices of socioeconomic disadvantage manifest in school, whose levels of absenteeism and dropout foster inequality. Without achieving satisfactory levels of development, children and youth in disadvantaged social position will continue trapped inside the family circle of irregular educational trajectories. It is urgent that families have the necessary economy to form a solid foundation to help promote good future working conditions.

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